

AD HOC COMMITTEE ON URBAN AREA SECURITY INITIATIVE PROGRAM
SUMMARY OF DISCUSSION ABOUT THE FRAMEWORK
FOR UASI-FUNDED TRAINING & EXERCISES JANUARY 10, 2019
(REVISED BASED ON COMMITTEE DIALOGUE AT THE MEETING ON DECEMBER 14, 2018)

Through its work with the Bay Area Urban Area Security Initiative (BAUASI), Alameda County has an opportunity to emerge as a leader in the region's efforts to prepare for, protect against, respond to, and recover from acts of terrorism and catastrophic emergencies.¹ Specifically, the Bay Area Urban Area Security Training & Exercises Work Group, a multidisciplinary first responder team comprised of first responders, emergency managers, and public health managers, provides guidance on how training and exercises can increase regional capabilities consistent with FEMA's Homeland Security goals and objectives. The Alameda County Sheriff's Office (ACSO) serves as the fiscal agent for the BAUASI Training & Exercises Work Group which supports 12 Bay Area counties. The Alameda County Sheriff's Office formalizes its role through a Memorandum of Understanding that is approved by the Alameda County Board of Supervisors on an annual basis.

To satisfy a key provision of FEMA's Presidential Preparedness Goal 8, the National Preparedness Goal, and the National Preparedness System, UASI-funded local governments implement the 'whole of community approach'. By design, this requirement entails engaging all members in the community, as individuals and collectively, to build resiliency and enhance national security.

The recommendations submitted by the Ad Hoc Committee on Urban Area Security Initiative Program outlined in this report are intended to (1) provide the Alameda County Board of Supervisors with a deeper understanding of UASI-funded training and exercises operating in our region and the impact of these programs in Alameda County; (2) offer a strategic framework to guide the County's participation in UASI-funded training and exercises, and, (3) provide recommendations for how to integrate the suggestions of Alameda County residents into the daily operations of UASI-funded training and exercises in Alameda County.

¹ The Bay Area UASI Region is ranked 5th in the nation by the Department of Homeland Security for being at risk of a terrorist attack. The region is also threatened by the potential of catastrophic earthquakes, severe weather, extreme fire conditions as well as hazardous chemical release incidents all of which could pose significant threats to safety, health, and the environment.

Design Goal #1 Create a vision for disaster prevention, response, recovery, preparedness and resilience in Alameda County and the Bay Area region.

I. STRATEGIC DIRECTION

- A. Alameda County’s strategic aims for UASI-funded programs and other emergency management providers in the region

Rationale: The Ad Hoc Committee envisions a future where **Alameda County has the capabilities to prevent, prepare for, protect against, respond to, and recover from acts of terrorism and catastrophic events**, both natural or manmade.

To accomplish this, **Alameda County embraces the whole community approach** to emergency management, which is a means by which residents, emergency management agencies, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests.²

The Ad Hoc Committee recognizes that **gaps in preparedness and response capabilities still exist in Alameda County and require our attention**, in particular, planning for and meeting the needs of people, neighborhoods, and communities most vulnerable during an emergency.

Approval process:

Recommendations:

1. UASI-funded exercises and other emergency preparedness activities in Alameda County should **promote a culture of readiness**, with measurable and sustainable goals, that serve as an example to the region and to the nation.
2. UASI-funded exercises in Alameda County should be based on the **whole community approach** and focus on and support community-wide preparedness.
3. Every neighborhood and community in Alameda County will be ready when disaster strikes. **Our measure of readiness will incorporate access and functional needs** in all phases of UASI-funded exercises.
4. UASI-funded exercises should **build neighborhood resilience through equitable engagements** with residents, professional first responders, emergency manger practitioners, nonprofits, faith-based organizations, and other government agencies and community leaders.

Recommendations 1 – 4 were unanimously approved by the Ad Hoc Committee.

² <https://www.fema.gov/whole-community>

Design Goal #2 Develop guiding principles for UASI in Alameda County.

I. STRATEGIC DIRECTION

B. Alameda County’s guiding principles for UASI-funded programs and other emergency management providers in the region

Rationale: To deepen understanding of the assets, challenges, and potential of UASI-funded programs in the region, the Ad Hoc Committee **examined a wide array of data and heard testimony from residents, advocates, agencies, and BAUASI practitioners.** Through this process, its members identified common principles to guide the work of organizations and agencies responsible for emergency management in Alameda County.

From the beginning, the Ad Hoc Committee members expressed interest in refining and expanding the guidelines adopted in 2017 by the Alameda County Board of Supervisors and Alameda County Sherriff’s Department with an **aim to develop a new set of guiding principles for UASI-funded training and exercises consistent with the recommendations contained in this report.** The Ad Hoc Committee agreed that guidelines adopted in 2017 by the Alameda County Board of Supervisors and Alameda County Sherriff’s Department should continue to be developed, refined, and implemented in the future.

To realize the full benefit of emergency preparedness across the region, the Ad Hoc Committee considers it essential to **incorporate the revised guiding principles, goals, and strategic actions contained in this report into the BAUASI/Alameda County Memorandum of Understanding.**

Approval process:

Recommendations:

1. UASI-funded exercises should be designed, implemented, and evaluated based on the **whole community approach** that is suitable for our region.

The Ad Hoc Committee unanimously approved recommendation 1.

2. UASI-funded exercises should **prioritize activities according to the likelihood and severity of respective disasters,** in addition to gaps in preparation for those emergencies, with special attention to risks from earthquakes and fires and the mass displacement of people that may result.

Recommendation 2 was passed by majority vote.

- Snelson - no
- Munoz Ramos - yes
- Armstrong- yes
- Jones - yes
- Lindsay-Poland – yes

3. UASI-funded activities should **focus on preparedness for neighborhoods and communities, addressing access and functional needs**, and should prioritize activities that address the needs of the most vulnerable populations, for example, homeless, older, undocumented, physically disabled, mentally ill persons, immigrants, and those with limited English proficiency.

Recommendation 3 passed by majority vote.

Snelson - no
Munoz Ramos - yes
Armstrong- yes
Jones - yes
Lindsay-Poland – yes

(On 12/14/18, no action was taken by the Ad Hoc Committee on recommendation #4, Page 4 through the end of the document)

4. UASI-funded resources should **target the prevention of and recovery from critical emergencies.**
5. **UASI-funded personnel should be proactive in their approach to working with volunteers** on every level and to harvesting the knowledge of diverse communities in the San Francisco Bay Area, other UASI programs, and other regions in the country.
6. Agencies and organizations participating in or observing UASI-funded training and exercises should **respect the confidentiality of all community members.**
7. **Information-gathering** on community members or retention of that information **by law enforcement agencies will not infringe upon the first amendment right of free speech or the right of free assembly.**
8. UASI-funded exercises should **foster cooperation** within and between agencies and jurisdictions.
9. (a) UASI-funded **exercises should not express or reinforce militarized law enforcement tactics**, i.e. those that prioritize the use of force over other means for addressing conflict, or mimic military protocols, language, or appearance.

OR

(b) UASI-funded **exercises should not express or reinforce militarized law enforcement tactics**, i.e. those that prioritize the use of force over other means for addressing conflict, use-of-force protocols for armed conflict instead of for civilian contexts, or mimic military language or appearance. Militarization does not refer to defensive equipment such as helmets or protective vests, unless specifically made to appear military (i.e. by using jungle camouflage).

10. UASI-funded exercises and public-private partnerships should be designed, implemented, and evaluated to **prioritize public safety and emergency preparedness goals and gaps over private-sector interests**, including those of vendors and donors.
11. **All scenarios will value the sanctity of life and survival of all persons**, including suspects, in addition to valuing the survival of those who may be under threat by suspects.

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Design Goal #3 Define the goals of UASI in Alameda County.

I. STRATEGIC DIRECTION

C. Alameda County’s goals for UASI-funded programs in the region

Rationale: The Ad Hoc Committee’s overarching goal is to ensure that BAUASI funds support the creation, implementation, and sustainable delivery of best-in-the-world preparedness, prevention, response, and resiliency trainings, exercises, and related services.

The primary purpose of UASI-funded exercises is to **build community capacity and capabilities to prepare for, protect against, respond to, and recover from acts of terrorism and catastrophic events** (manmade or natural) **in all neighborhoods and** within (non-geographic) **communities** of interest across the region. To realize this purpose, the UASI Committee identified and prioritized a set of specific goals with the greatest potential to bring Alameda closer to achieving the strategic aims for UASI-funded exercises (as outlined above in Design Goal #1).

Approval process:

Recommendations:

1. Community Empowerment: Build the capacity of **vulnerable populations to have an authentic and meaningful voice** in the planning, implementation, and evaluation of UASI-funded exercises.
2. Community Engagement and Participation: **Appropriately engage the leadership, capacity, and whole membership of diverse populations** in our region in all phases of the UASI-funded exercises.
3. (a) Community Outreach: Develop and implement **a research-based, culturally competent outreach plan that both informs the public and encourages community participation** in UASI-funded exercises within the region.

OR

- (b) Community Outreach: Develop and implement **a marketing plan to both inform the public and encourage community-wide participation** in UASI-funded exercises within the region.
4. Project Management/Oversight:
 - a. Involve a **broad cross-section of the community in planning, implementing, and evaluating** UASI-funded exercises.
 - b. Adopt policies and procedures that **promote transparency and accountability** at all levels.
 - c. Schedule training exercises at times outside of anticipated heavy operational periods for each discipline.

5. Leadership: **Be a national leader** in the disaster preparedness field and share our approach with other communities around the country.

Design Goal #4 Develop strategic recommendations for disaster prevention, response, recovery, preparedness, and resilience that should be implemented in Alameda County and the Bay Area region.

II. STRATEGIC ACTION

A. Exercise Redesign

Rationale: To fully realize the aims, guiding principles and goals as outlined in this report, the Ad Hoc Committee recommends a **redesign of the UASI-funded exercises in Alameda County**. The following recommendations **place priority on the whole community approach, shift resources away from a militarized emergency response, and prioritize community-wide preparedness for all emergency management activities**, which sets the stage for broader and more diverse participation in emergency services in Alameda County. In a minority opinion, a committee member stated that emergency preparedness aligns with UASI-funded exercises, however, FEMA requires that funding for UASI-funded exercises must prioritize the nexus of terrorism.

Approval process:

Potential Recommendations:

Design

1. Develop new guidelines for designing, implementing, and evaluating UASI-funded exercises that **focus on de-escalation** and law-enforcement's role in prevention and recovery as well as response.
2. **Shift the focus** of UASI-funded exercises from response to **prevention and recovery**.
3. Establish a **rotating core of UASI-funded exercises** so that each discipline is given a chance to shine and build capacity.

Implement

4. **Establish objectives** for all scenarios first and design scenarios to meet those objectives.
5. Conduct mock evacuation exercises and stress **test more than just SWAT** (e.g., fire, hospitals).
6. **Eliminate the vendor show** from the UASI-funded exercise
7. **Eliminate the competition aspect** of UASI-funded exercises.

8. Stop using UASI-funded exercises to assess the utility of equipment of private vendors.
9. Require that at least one half of scenarios **assess teams' capacity for de-escalation of risk of violence.**

Design Goal #4 Develop strategic recommendations for disaster prevention, response, recovery, preparedness, and resilience that should be implemented in Alameda County and the Bay Area region.

II. STRATEGIC ACTION

- B. Expanding the role of non-emergency personnel

Rationale: The Ad Hoc Committee **discussed the concerns expressed by residents to the Alameda County Board of Supervisors regarding Urban Shield** activities. Many residents and participants in UASI-funded programs have equated Urban Shield exercises with militarization of the police force rather than emergency preparation and response. For this reason, the Ad Hoc Community is proposing that the focus of UASI-funded exercises be changed from SWAT training to prevention and recovery and that **the leadership role of other law-enforcement and non-law enforcement personnel be expanded as first responders in UASI-funded exercises.** By expanding and diversifying law enforcement personnel and multi-disciplinary personnel, UASI-funded activities would **move Alameda County closer to a whole community approach to emergency management.**

Approval process: Potential Recommendations:

General

1. Conduct training and exercises that **prepare agency personnel who are likely to respond to disasters** but may not be dedicated disaster-response personnel.
2. Require that **community and service agencies have leadership roles** in planning, implementation, participation, and evaluation of those exercises that do not involve law enforcement participation.
3. **Appoint representatives to the group setting priorities for UASI-training and exercises** from public health, social service, and housing agencies, as well as CBOs that work directly with populations most at-risk in disasters, for example, homeless, older, undocumented, physically disabled, mentally ill persons, immigrants, and those with limited English proficiency within the BAUASI area.
4. **Involve various law enforcement personnel** in UASI-funded exercises including patrol, detective, and specialized units.

5. (a) Require that the amount of **time in scenarios for non-law enforcement disciplines be as much if not more than that for law enforcement teams.**
OR
(b) Require a **significant increase in the level of participation of non-law enforcement teams** in UASI-funded exercises.
6. Require that the **major components of any exercise are coordinated by the actual sectors** participating in that exercise (e.g., fire exercises should be coordinated by fire and medical exercises should be coordinated by medical).
7. Develop scenarios of sufficient duration to **test and practice capabilities besides immediate tactical response** (e.g., prevention and recovery), as well as de-escalation techniques.
8. Ensure that **all agencies** (including community and service agencies) participating in the planning, implementation, and evaluation of UASI-funded exercises **respect confidentiality of information about community members.**

SWAT

9. **Continue to utilize SWAT members during the tactical portion of the exercise** recognizing that they are the subject matter experts within most departments who are relied upon to receive and attend more training allowing them to then assist in shaping departmental policies and procedures. All SWAT teams are a collateral assignment within Alameda County with members assigned to primary positions throughout the departments to include patrol, detectives, and other specialized assignments.
10. **Exclude SWAT teams as such from UASI-funded training exercises,** recognizing that non-SWAT law enforcement frequently encounter and must be prepared for emergencies; that SWAT is disproportionately deployed to households of color and to serve warrants; and that SWAT have had disproportionate participation in UASI-funded exercises over 12 years.
11. **Eliminate the requirement that SWAT teams participate in UASI-funded exercises,** and encourage participation beyond SWAT Team members, but leave the decision up to the participating jurisdiction.
12. **Re-design law enforcement portions of the exercise,** so that they are not SWAT deployment scenarios, and leave selection of personnel for participation in the exercise to participating jurisdictions.

Design Goal #4 Develop strategic recommendations for disaster prevention, response, recovery, preparedness, and resilience that should be implemented in Alameda County and the Bay Area region.

II. STRATEGIC ACTION

C. Evaluation

Rationale: The Ad Hoc Committee reviewed available evaluation data to determine if UASI-funded exercises fell below, met, or exceeded the standards of the whole community approach. In subsequent discussions, the Ad Hoc Committee revealed both **areas of success and immediate action steps** for the Board of Supervisors to consider.

The Ad Hoc Committee recognized the need to **develop new approaches to measure the impact of UASI-funded exercises** on overall community preparedness and the efficacy of the new program design. The Committee discussed several options for evaluating UASI-funded exercises in Alameda County including collecting and analyzing data about participation, the impact of exercises in neighborhoods and communities, and improving overall emergency management effectiveness in the county. The Ad Hoc Committee also had a strong interest in ensuring that the evaluation process was more **open and transparent for the general public**.

The Ad Hoc Committee recommendations that follow will help ensure a more comprehensive and transparent evaluation process. **A current or newly formed oversight team could establish and implement these recommendations to help inform decisions** for the current and future UASI-funded exercises in Alameda County.

Approval process:

Potential Recommendations:

1. **Conduct an assessment at the end of each UASI-funded exercise** of all the sectors participating to harvest the lessons while still fresh in everyone's mind and support the planning for the next year.
2. Conduct evaluations that **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, when present.
3. Ensure that evaluation and debrief teams include **assessment of respect demonstrated for community and non-law enforcement actors**, including those who exhibit leadership or knowledge of situations or of persons involved, when present.
4. Utilize **community-led facilitation of exercise debriefings** to foster greater understanding and engagement in disaster preparedness by the diverse communities in our region.

5. Develop similar purposes and **guidelines for debriefings** after specific scenarios as well as for evaluation of an overall UASI-funded exercise.
6. Require that **evaluations of law enforcement include assessment of participants' compliance with their jurisdictions' policies and laws for use of force.**
7. Conduct **professionally facilitated scenario debriefings** with volunteers to elicit their observations and increase their understanding and report findings to scenario evaluation teams.
8. **Continue the use of an independent academic evaluator**, such as the Louisiana State University National Training Consortium, to evaluate UASI-funded exercises and provide a final report to the Board of Supervisors.
9. Require that there **be transparency in the testing and evaluation of equipment** at UASI-funded exercises.

Design Goal #4 Develop strategic recommendations for disaster prevention, response, recovery, preparedness, and resilience that should be implemented in Alameda County and the Bay Area region.

II. STRATEGIC ACTION

D. Project Management & Resources

Rationale: The Ad Hoc Committee recognizes a **critical need to expand the leadership role of non-law enforcement agencies and community members** in UASI-funded exercises to implement a whole community approach in our region. Further, the Ad Hoc Committee notes there must be diverse (identity, geography, and vulnerability) participation from all sectors of the community in designing, implementing, and evaluating UASI-funded exercises.

Based on an extensive data collection and review process, the Ad Hoc Committee understands the potential benefit of **linking all County resources that deal with disaster preparedness** and redirecting these resources to support the design, implementation, and evaluation goals in this report.

The Ad Hoc Committee strongly recommends that Alameda County take immediate action to expand the pool of resources for emergency preparedness in the county by raising funds from foundations and governmental agencies. The Ad Hoc Committee also expressed strong interest in **preventing private vendors from influencing how UASI-funded exercises are conducted** to field-test their equipment. This practice is not consistent with the guiding principles and goals contained in this report.

Approval process:

Potential Recommendations:

Management

1. **Extend the mandate of the Board of Supervisors' Ad Hoc Committee on Urban Area Security Initiative Program through February 28, 2020** to oversee implementation of recommendations approved by the Board of Supervisors, receive community input on UASI-funded exercises and other emergency preparedness programs, and make new recommendations, as necessary.
2. Create a **leadership team or standing committee with broad community representation** that has the overall responsibility for planning, implementing, evaluating, scheduling and debriefing UASI-funded exercises. Require that the leadership team **monitor UASI-funded exercises and provide periodic recommendations to the Board of Supervisors** based on real-time input from community members, first responders, UASI, and other key stakeholders.

3. (a) **Engage other units such as fire, EMS or CERT, public health** and other agencies that work on disaster preparedness **in designing and leading UASI-funded exercises.**

OR

(b) **Require that fire, EMS, CERT, and Public Health**, including those who work directly with populations most at risk in disasters, **participate in designing, and leading UASI-funded exercises and continue oversight of UASI-funded exercises by the existing multi-sector committee.**

4. Alameda County Health Care Services Agency and Social Services Agency shall dedicate staff to participate in the planning, coordination, and **implementation of disaster preparedness exercises, with funds from the County and/or the UASI grant, equivalent to County expenditures** on the 2018 UASI-funded exercise (approximately \$4.4 million).
5. To fulfill the principle of prioritizing activities according to the likelihood and severity of respective disasters, the entity that implements these recommendations shall **compile a risk assessment**, which shall complement documents such as THIRA required under UASI. This assessment shall **highlight risks and capability gaps for those with access and functional needs**, and it will be conducted **through consultation with agencies and community-based organizations** that work with populations most at-risk in disasters.

Resource Development

6. **Re-direct UASI funding** and other County resources dedicated to disaster preparedness **to support the design goals and the evaluation processes** in these recommendations.
7. Have **other departments apply for grants from multiple sources** to coordinate emergency preparedness activities.
8. **Identify a County department to serve as applicant and lead agency** if the Alameda County Sheriff's Office no longer assumes this role.

Design Goal #4 Develop strategic recommendations for disaster prevention, response, recovery, preparedness, and resilience that should be implemented in Alameda County and the Bay Area region.

II. STRATEGIC ACTION

E. Definitions

Rationale: The Ad Hoc Committee requested **more information and clarity about terminology used in the guidelines adopted by the Board of Supervisors and Alameda County Sheriff's Office**. During our discussions, it was noted, for example, that surveillance technology was applied differently across sectors, stakeholder groups and participants in UASI-funded programs.

In March 2018, the Board of Supervisors requested that the Sheriff's Office **define key terms** used in the adopted guidelines, but this did not occur. For this reason, the Ad Hoc Committee emphasizes the importance of defining key terms so that everyone with an interest in UASI-funded exercises has **a common understanding of the full meaning and intent of the adopted guidelines**.

Approval Process:

Potential Recommendations:

1. (a) **Define "surveillance technology"** and the role of this technology **and establish a monitoring group** for ongoing evaluation of the use of surveillance technology in UASI-funded exercises.
OR
- (b) **Define "surveillance technology"** and the role of this technology within the training exercise. This can be accomplished **by the current county committee exploring this topic**. The committee includes the Alameda County District Attorney's Office, Alameda County Fire, and Alameda County Sheriff's Office.
OR
- (c) **Surveillance technology is defined as:**
 - I. an electronic device, system utilizing an electronic device, or similar technological tool used, designed, or **primarily intended to collect information** specifically associated with, or capable of being associated with any individual or group.
 - II. Technology that **collects and analyzes personally identifying biometric data** including but not limited to: facial recognition including emotion analytics, iris recognition, DNA analysis, gait analysis, vein identification, olfactory analytics, and voice recognition.
 - III. **Practicing or demonstrating the use of surveillance technology** in civil disturbances caused by first amendment protected activity or the aftermath of a natural disaster.
 - IV. Practicing or demonstrating the use of **surveillance technology for mass or bulk data collection without individualized suspicion**, i.e., needle-in-the-haystack techniques where personally identifying information is collected about all persons in a physical location regardless of a nexus to wrongdoing.

2. **Define** the following terms in guidelines adopted by Board of Supervisors in 2017: **“surveillance”**; **“racist stereotypes”**; **“human rights”** and **“crowd control”**.

DRAFT

Design Goal #5 Identify the appropriate people, communities and institutions that should be a focus (target audiences and participants) of UASI grant applications in Alameda County (including who should be trained and for what purposes).

II. STRATEGIC ACTION

F . Community Engagement

Rationale: The Ad Hoc Committee shares the belief that **community engagement is vital to filling gaps in emergency management that neither federal, state, or local governments can manage alone**. Cooperation with community helps to harness valuable resources including volunteers, information, and expertise that can reduce the impact in our county when disaster strikes.

The Ad Hoc Committee acknowledged that FEMA’s attempts to increase **volunteer capacity and fully implement the whole community approach have historically fallen short of expectations**. The Ad Hoc Committee reviewed recent evaluation data from UASI-funded Training & Exercises to **determine how effectively the whole community approach is being implemented in Alameda County** (e.g. CERT, Grey Command). Two key challenges were identified: (1) the number of volunteers participating in UASI-funded Training & Exercises and, (2) the role of volunteers in UASI-funded Training & Exercises.

The Ad Hoc Committee intends for UASI-funded programs in Alameda County to **identify and target people and communities that should be a focus of UASI grant applications in Alameda County**, including who should be trained and for what purposes. In our view, priority should be given to working with the most vulnerable populations, including homeless, older, undocumented, physically disabled, mentally ill persons and non-English speakers.

Approval process:

Potential Recommendations:

1. Define all audiences of UASI-funded exercises and **conduct targeted outreach** to these communities.
2. (a) **Develop an outreach strategy and invest resources** to engage, empower and support nonprofits, faith organizations and their constituencies in disaster preparedness programs.
OR
(b) **Issue a Request for Proposals to develop and implement an outreach strategy** to engage, empower, and support nonprofits, faith organizations and their constituencies in disaster preparedness programs.
3. **Fund a variety of agencies** to play a role in the community outreach process (e.g., public health and social services).
4. **Develop a community engagement strategy to learn** what the community knows, what is feared and **how to best engage community members in disaster preparedness activities** regardless of their legal or social status.

5. **Engage and train both community and traditional media** on the coverage needed to engage people in disaster preparedness programs so everyone is participating and informed.
6. Develop and implement a clear, **accessible process for community and press observation** of all parts of the UASI-funded exercises.
7. Create printed, posted, bulleted objectives with scenario information and make it available at every event (or at appropriate times before or after an event) so **observers can have an informed view of all exercises.**
8. Change the name of Urban Shield, rebrand UASI-funded exercises and **create outreach materials that take into account all UASI program audiences, including those with functional and access needs.**
9. **Be transparent** about UASI-funded exercises while preserving their integrity.

Design Goal #5 Identify the appropriate people, communities and institutions that should be a focus (target audiences and participants) of UASI grant applications in Alameda County (including who should be trained and for what purposes).

II. STRATEGIC ACTION

G. Expanding the role of community as first responders

Rationale: After a deep analysis of the region’s response to the 1989 Loma Prieta earthquake, Bay Area emergency management organizations recognized that **community volunteers must participate as vital partners in every stage of disaster preparation and response** to meet Presidential Preparedness Goal 8, the National Preparedness Goal and align to the National Preparedness System.

The Ad Hoc Committee acknowledged that **families, neighborhoods, and CBOs in Alameda County, who are often the first to respond during an emergency, have not been engaged in emergency preparedness at the levels needed** to enhance resiliency and security in our region. The Ad Hoc committee seeks to build the capacity of a diverse (identity, geography, and vulnerability) multicultural group of community volunteers during all phases of UASI-funded exercises and increase capabilities in the entire region, as well as partnerships between professional emergency responders and community volunteers.

The Ad Hoc Committee had extensive discussions about the importance of **expanding the leadership role of community members** in UASI-funded exercises. By educating community members through CERT and other activities, residents across neighborhoods and communities are prepared to perform life-saving actions during or after an emergency. **Prepared residents can self-mobilize to help safeguard their families and neighbors** (e.g. provide medicine, first-aid, food, shelter, transportation) and support professional first-responders when they arrive.

Approval process:

Potential Recommendations:

1. Identify and engage community **volunteers who represent the diverse demographics, values, and attitudes** of the actual community of the impacted areas.
2. Post volunteers so that **we can benefit from the diverse knowledge that volunteers bring.**
3. **Provide an orientation to all participants** in UASI-funded exercises on the strategic aims, guiding principles and goals for disaster prevention, response, recovery, preparedness, and resilience programs in Alameda County and the Bay Area region.
4. Assign **community volunteers to active and responder lead roles** in disaster scenarios and not solely those of victims acting helpless or being harmed, as appropriate.

Design Goal #6 Develop criteria to weigh recommendations for the UASI grant application.

III. MONITORING AND COMPLIANCE

A. Approval and implementation process for UASI-funded programs

Rationale: In its report to the Board of Supervisors the UASI Committee is seeking to **calibrate recommendations in this report to current and future UASI grant cycles.**

Additionally, the Committee wants to develop criteria to **support all training and exercises personnel** (professional and volunteer) **in their efforts to monitor real-time programming** and to provide periodic updates to the Board of Supervisors, as requested.

Approval Process:

Potential Recommendations

1. Utilize the following criteria for review and approval of UASI grant applications:
 - a. **Fidelity to the strategic aims, guiding principles and goals** contained in this report;
 - b. Focus on the **whole community approach**;
 - c. **Diversity** (identity, geography, and vulnerability) **of participation** in all phases of UASI-funded exercises; and
 - d. **Role of non-law enforcement personnel and community** members in UASI-funded exercises as defined in this report.

2. (a) Ensure that the **strategic aims, goals, principles, guidelines and other recommendations for design and evaluation** adopted by the Board of Supervisors be **incorporated in full into the Memorandum of Understanding for activities and future years** between Alameda County and BAUASI for regional training and exercise.

OR

(b) Ensure that the strategic aims, goals, principles, guidelines, and other **recommendations of this committee are utilized as the framework for redesigning, implementing, and evaluating UASI-funded activities** in 2019 and future years.

Design Goal #7 Develop community accountability guidelines for the UASI program.

III. MONITORING AND COMPLIANCE

B. Accountability Guidelines

Rationale: To align emergency management with the whole of community approach required by FEMA, the Ad Hoc Committee discussed **reconstituting the current BAUASI Committee responsible for monitoring and compliance** of the UASI-funded exercises in Alameda County.

Approval process: Potential Recommendations

1. Revise current monitoring and compliance practices to address the following priorities:

- a. Create mechanism(s) and process(es) to **include the whole community in the oversight of all UASI-funded programs** in Alameda County;
- b. Increase transparency of UASI-funded exercises in Alameda County by **engaging the press and the public in all phases of emergency management**;
- c. Establish policies and processes to **ensure confidentiality of records and recordkeeping** for all community participants, and
- d. Track and report law enforcement's level of **compliance to each local jurisdiction's policies and regulations for use of force**.
- e. Have **frequent feedback cycles** to ensure UASI-funded activities **and are responsive to residents' needs, especially when those policies and programming directly affect them**.

2. **Redefine the role of the compliance team** and expand its focus to address the recommendations contained in this report.