Bay Area

UASI

2010-2011 Annual Report

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Introduction

Since its inception in 2003, the intent of the Urban Areas Security Initiative (UASI) grant program has been to enhance regional preparedness in major metropolitan areas. The UASI program provides financial assistance to address the unique multi-discipline planning, organization, equipment, training, and exercise needs of high-threat, high-density Urban Areas, and assists them in building and sustaining capabilities to prevent, protect against, respond to, and recover from threats or acts of terrorism and other major hazards.

The Northern California Bay Area is a major target of terrorist organizations and a region with an extensive history of natural disasters. To better address these risks on a regional basis, in 2006, the U.S. Department of Homeland Security (DHS) combined three previously independent Urban Areas (Oakland, San Francisco, and San Jose) under the DHS UASI grant program and formed the Northern California Bay Area Urban Areas Security Initiative (Bay Area UASI) region for preparedness purposes. The Bay Area UASI is home to over 7.5 million people and is comprised of ten counties - Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano, and Sonoma and the two major cities of Oakland and San Jose.

The combining of the three previously independent Urban Areas prompted them to review their existing governance structures. As a result, the Bay Area UASI established a new three-tiered governance structure, which included the major cities of Oakland, San Francisco, and San Jose, the ten county operational areas, and the State Emergency Management Agency. This governance structure is designed to ensure integration and coordination among the diverse members of the region as each works to collectively enhance the region's preparedness and security.

In 2010, the Bay Area UASI organized itself around four sub-regional planning hubs – North Bay (Marin, Sonoma, Napa, and Solano), East Bay Alameda, Contra Costa and Oakland), South Bay (Santa Clara, Santa Cruz and San Jose), and West Bay (San Francisco and San Mateo). As part of this process the region developed a new Homeland Security Strategy based on a new risk and capabilities assessment process designed to create goals and objectives for the region designed around enhancing capabilities to reduce risk.

The 2010-2011 Bay Area UASI Annual Report summarizes the major accomplishments and ongoing initiatives in the region related to homeland security. As a recognized national leader in homeland security, great strides have been made in improving preparedness and security. This annual report provides the latest overview on where the Bay Area UASI is and where it is going in homeland security.

Section 1
Bay Area Regional Description

1.1 Bay Area Structure

The current Bay Area UASI region, as devised in 2006, is comprised of ten counties (Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano, and Sonoma) and the two major cities of Oakland and San Jose. In 2005, prior to the DHS led consolidation, this group initiated regional planning and collaboration efforts by developing the Regional Emergency Coordination Plan (RECP). A map of the current Bay Area UASI is set forth below.

Starting in 2008, DHS began utilizing the U.S. Census-determined Metropolitan Statistical Areas (MSA) to determine eligibility and rank those UASI jurisdictions eligible for funding. In using this approach, jurisdictions within the MSA are included in the DHS risk analysis, but are not necessarily included in the actual UASI region's geographic footprint for funding. In the case of the Bay Area UASI, the region's ten county geographic foot print is actually **larger** than the MSA region used by DHS to calculate risk. This is rare. The Bay Area UASI includes Santa Cruz, Sonoma and Solano counties, which are not part of the MSA used by DHS to calculate risk and then rank and fund the Bay Area under the UASI program.

The Bay Area is inclusive of over 100 incorporated cities and a combined total population exceeding 7.5 million people. Given the size and scope of the Bay Area, the Bay Area UASI has further organized itself around four sub-regional planning hubs – North, East, South and West.

1.1.1 North Bay Planning Hub

The North Bay planning hub consists of Marin, Sonoma, Napa, and Solano counties and is the least urbanized portion of the Bay Area. The City of Santa Rosa in Sonoma County is the North Bay's largest city, with a population of 156,200. The City of Vallejo in Solano County is the second largest city. Within the North Bay, there are many areas of undeveloped open space, farmland, and vineyards. The North Bay is the only section of the Bay Area that is not served by a commuter rail transit service. Much of it is isolated from the rest of the Bay Area by water. The major access points are the Golden Gate, Richmond-San Rafael, Carquinez, and Benicia-Martinez Bridges.

1.1.2 East Bay Planning Hub

The East Bay consists of Alameda and Contra Costa counties. The East Bay is further split into two regions, the inner East Bay, which sits on the bay shoreline, and the outer East Bay, consisting of inland valleys separated from the inner East Bay by hills and mountains. The inner East Bay includes the cities of Oakland, Hayward, Fremont, Berkeley, and Richmond, as well as many others. The outer East Bay includes the San Ramon and Amador valleys and cities such as Walnut Creek, Concord, and Pittsburg. The East Bay is urban and densely populated with a large amount of older building stock built before World War II.

1.1.3 South Bay Planning Hub

The South Bay is made up of the counties of Santa Clara and Santa Cruz. Although Santa Clara County is urban, Santa Cruz County remains somewhat rural in nature. Several notable technology companies are headquartered in the South Bay, giving it the designation, "Silicon Valley." Santa Clara County includes the City of San Jose and other outlying high-tech hub cities, such as Santa Clara and Sunnyvale. Starting in 2011, the Bay Area is considering adding the counties of San Benito and Monterey to the UASI program as part of the South Bay hub.

1.1.4 West Bay Planning Hub

The West Bay planning hub consists of the City and County of San Francisco and the County of San Mateo. The City and County of San Francisco is surrounded by water on three sides and is bordered by the County of San Mateo (often referred to as the Peninsula) to the south. San Francisco is one of the most densely populated major cities in California and the nation and is home to numerous iconic sites including the Golden Gate Bridge and the Pyramid Tower. Transportation routes into the city include bridges, rail (overland and underneath the Bay), water, and overland vehicular routes.

1.1.5 Bay Area Management

The Bay Area homeland security program is comprised of the UASI grant program, COPS Technology Grant, Interoperable Emergency Communications Grant Program

(IECGP), Regional Catastrophic Preparedness Grant Program (RCPGP), and the Public Safety Interoperable Communications (PSIC) grant program. These grants serve as both terrorism and all hazards preparedness programs. Thus, this Strategy is focused on all hazards with a particular emphasis on terrorism preparedness.

The Bay Area UASI is managed through a three-tiered governance structure. The Bay Area's governance structure is widely viewed as having an important, groundbreaking regional approach that has been recognized, and may be replicated, throughout the State of California and across the country as a homeland security best practice.

The top tier is the seven-member Approval Authority that includes representation from each of the three major cities of Oakland, San Francisco, and San Jose and each of the counties in which they are located (Alameda, San Francisco, and Santa Clara). The California Emergency Management Agency, (CalEMA) Deputy Director for Operations is also a member. The Approval Authority provides policy direction to the program and is responsible for final decisions.

The seven-member Approval Authority works collaboratively with the second tier comprised of an Advisory Group. The Advisory Group membership includes one representative each from the ten Bay Area county operational areas, the three major cities, and the Coastal Regional Administrator for CalEMA. The Advisory Group makes policy and programmatic recommendations to the Approval Authority and ensures there is broad representation and input into the regional planning process.

Managing the day-to-day work of the Bay Area UASI is a Management Team comprised of a general manager, strategy and compliance director, several project managers, a finance manager, and grants managers. The City and County of San Francisco has been designated as the fiscal agent for the grants managed by the Bay Area.

Section 2
Assessments and Planning

2.1 Regional Assessments Overview

In 2010, the Bay Area UASI continued its use of the Risk Analysis Center (RAC)[1], a suite of analytic software and services used to assess, prioritize and manage risks and levels of capability. The Bay Area UASI Management Team believes that the further enhancement of the region's ability to assess risk and capability, better allows for the tracking of funding needs and enhances security and preparedness across the region.

The RAC has allowed public safety homeland security and risk managers to assess, prioritize, and manage their risks and needs. With it, the Bay Area UASI has been able to measure, model, and prioritize risks; optimize resource allocation; and quantify and justify strategic, operational, and real-time risk management decisions.

The core RAC application allowed the Bay Area UASI to:

- Measure, manage, and prioritize critical assets and threats.
- Assess target levels of capability based on risk.
- Develop strategies and plans based on risk and capability need.
- Use authoritative, quantitative threat and risk models.
- Quantify and justify strategic, operational, and real-time decisions.
- View asset and risk data on a map.
- Produce detailed customized risk reports covering assets, population, threats, vulnerability assessments, capability levels, and risk management program status.
- Create detailed, comprehensive visualizations of risk information and analysis.
- Access critical infrastructure, threat, and risk data securely, according to assigned roles.
- Inform prioritization, budgeting, investment justifications, and resource allocation using valid data and analytics.

The use of the RAC and principles of risk management have become a core element of the Bay Area UASI's program and continues to guide the region's overall efforts in homeland security.

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[1] The RAC is a software system owned and operated by Digital Sandbox, Inc. a Virginia based risk management firm.

2.2 Regional Risk Management and Planning Process

In 2010, the Bay Area UASI produced a major overhaul of its Homeland Security Strategy (Bay Area Strategy or Strategy) utilizing the risk and capabilities assessment data produced through the RAC assessments. The purpose of the Bay Area Strategy was to ensure the region had a comprehensive, data driven document outlining the region's risks, capabilities, vision, structure, goals and objectives for homeland security over a three year period. This document ensures that the Bay Area clearly tracks and articulates its risk and capability needs to local leaders, the State of California and DHS when seeking resources to reduce that risk and satisfy those capability needs. Although the Strategy is designed primarily to address terrorism risk it documents an understanding that capabilities enhanced to combat terrorism often enhance the ability to also manage natural disasters and man made accidents.

Based on National Priorities, the Strategy's 8 goals and 37 objectives outlines a comprehensive system for enhancing regional capability and capacity to guide the Bay Area UASI's overall homeland security efforts. The 8 strategic goals are:

- o **Goal 1 Develop a Regional Risk Management and Planning Program**

- o **Goal 2 Enhance Information Analysis and Infrastructure Protection Capabilities**

- o **Goal 3 Strengthen Communications and Interoperable Communications**

- o **Goal 4 Strengthen CBRNE Detection, Response, and Decontamination Capabilities**

- o **Goal 5 Enhance Medical, Public Health and Mass Care Preparedness**

- o **Goal 6 Strengthen Planning and Citizen Preparedness Capabilities**

- o **Goal 7 Enhance Recovery Capabilities**

- o **Goal 8 Enhance Homeland Security Exercise, Evaluation and Training Programs**

The Bay Area's 2011 regional risk management and planning process utilized data produced from the 2010 process and enabled the region and the four Planning Hubs to make investments. Implementation steps for such plans track the capabilities based planning model, whereby each objective will be implemented through a series of resource elements divided among the elements of capability: plans, organization, equipment, training and exercises (POETE).

2.3 Regional and Planning Hub Assessments Process

In late 2010, the Bay Area completed a terrorism and natural hazard risk analysis. This risk analysis was a follow-up to the 2009 risk assessment and capabilities assessment

conducted by the region. In 2011, the risk and capabilities assessment was also conducted by each of the four planning hubs and presented a picture of risk and ability levels not only regionally but also across each individual hub.

The 2010 assessment provided a better understanding of the the risk profile for each of the hubs and brought subject matter experts from across multiple disciplines together to review risk data and conduct self assessments of each hub's level of ability across each of the 37 Target Capabilities.[2] The 2010 assessments provided public safety agencies in the hubs with data most relevant to them and continue the Bay Area UASI on the path of best practices in the area of risk based planning and assessments. The following summarizes the process used by the Bay Area UASI in 2010.

2.3.1 Kick-Off Meeting

This phase provided an overview to Hub Approval Panelists of the process and goals for the Grant Year, and a high level overview of the RAC toolbox. In addition, training on the RAC and an overview of Protected Critical Infrastructure Information (PCII) certification requirements was provided.

2.3.2 Risk Data Validation

Here, the Hubs gathered, validated, and verified asset data, analyzed data, and produced a risk analysis report. Key staff from each of the Hubs reviewed and validated the data in the RAC. The Northern California Regional Intelligence Center (NCRIC) reviewed and validated the information and then submitted the information to the DHS PCII office for certification.

2.3.3 Risk Relevant Capabilities

Based on the 2010 risk validation, the Bay Area was able to determine and rank which Target Capabilities were most relevant based on the risks the region and the hubs face. Risk relevant capabilities are those capabilities most needed to prevent, protect against, respond to and recover from the highest risk terrorism scenarios against the region's highest risk critical infrastructure and key resources. A risk relevancy review of all 37 Target Capabilities was conducted at the hub and regional level. This involved a review and analysis of the 37 Target Capabilities in the context of each capabilities nexus to preventing, protecting against, responding to and recovering from acts of terrorism to the Bay Area's and the four hubs' critical infrastructure and key resources.

2.3.4 Capability Assessment and Gap Analysis

The Risk Management Program Team met with the Hub Point of Contact to review the risk analysis and capability relevance information, schedule capabilities assessment

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[2] The Target Capabilities List (TCL) is a list of thirty seven capabilities needed to implement and achieve the eight National Priorities and the four specific mission areas of prevention, protection, response, and recovery, and a common capability category referring to those capabilities that apply to all mission areas.

workshops/webinars, and engage subject matter experts to assist in the assessment process. The findings of the 2009[3] region wide capability assessment and the 2010 hub capability assessments were merged with the risk relevance data in order to produce a comprehensive rank ordered list of Target Capabilities based on risk relevance, level of ability and gap analysis for the Bay Area region and each of the four planning hubs. The more risk relevant a Target Capability and the lower the level of ability in the Target Capability, the greater a priority for investment that Target Capability becomes.

2.3.5 Hub Planning Meetings

The Risk Management Program Team used the hub-based risk and gap analyses for planning and strategy development and as a resource allocation guide to determine strategic investments that mitigate risks and build capabilities. This process also serves to inform updating of the Bay Area Homeland Security Strategy.

2.3.6 Grant Planning Process

The Risk Management Program Team developed 2011 Strategy Implementation Guidance, 2011 grant project templates, reviewed the risk formula and resource allocation strategy, finalized projects and produced investment justifications for submission to DHS through CalEMA. The Advisory Group provided a review of each step of this process with final approval and allocation of funding resting with the Approval Authority.

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[3] In 2010, the Bay Area region did not conduct a full region wide capabilities assessment. Thus, data collected from the 2009 capabilities assessment was used for analysis with the 2010 updated risk data. While some capabilities have likely improved since the 2009 assessment, e.g., risk management, the overall strategic level findings from the 2009 assessment are considered still valid for purposes of analyzing the region's current risk and capabilities. Going forward, the region will need to conduct a new region wide assessment or determine how to roll up data from the hubs to provide a region wide picture of capability.

Section 3
Major Accomplishments

The following are the 2010 major accomplishments achieved by the Bay Area UASI. With the advent of the Planning Hub concept and use of risk and level of ability analytics, 2010 was a watershed year for the Bay Area UASI further enhancing the region's reputation as a thought leader in the field of homeland security and risk management. These accomplishments are listed and summarized by Bay Area Homeland Security Strategy Goal. Budget and expenditure information about each Goal will be provided in the Grant Expenditure annual report issued in June, 2011.

Goal 1 Regional Risk Management and Planning Program

As outlined in Section 2 of this Annual Report, the Bay Area significantly enhanced its planning and risk management capabilities by utilizing tools to better understand terrorism and natural hazard risks to the region and levels of capability needed to mitigate those risks. This resulted in a new Homeland Security Strategy and Implementation Process whereby the Bay Area developed strategy implementation guidance and project templates for region-wide and Planning Hub project development. Such a process puts the Bay Area in a better position to track investments across the goals and objectives of the new Strategy and determine which capabilities are being enhanced and whether those capabilities are a priority based on the region's risk profile. The Project Management Program Team met with the Hub Point of Contact to review the risk analysis capability relevance information, scheduled capabilities assessments workshops/webinars, and engaged subject matter experts to assist in the assessment process. Hub risk reports and gap analyses were developed during the update of the 2010 Strategic Plan and in March 2011, risk formulas and resource allocation strategies were developed during the grant planning and investment justification process.

Goal 2 Information Analysis and Infrastructure Protection Capabilities

The Bay Area UASI is extremely proud of the Information Analysis and Infrastructure Protection Program supported in the Region. The Northern California Regional Intelligence Center (NCRIC) or Fusion Center is a "best practice" collaboration between Federal, State, and Local Governments and Private Sector Partners. Co-located with the Northern California High Intensity Drug Trafficking Agency (NCHIDTA), the mission is to coordinate the exchange of criminal intelligence, threats, and hazards and facilitate regional communication among Northern California Law Enforcement, First Responders, Government and Private Sector Partners.

Through a highly trained team of analysts and intelligence officers, the NCRIC is a critical player in the Region's efforts to prevent, protect, respond to and recover from threats and acts of terrorism. The NCRIC philosophy incorporates Infrastructure Assessment and Protection with threat analysis to provide Critical Infrastructure/Key Resources (CI/KR) facilities with options to improve security and also provide first

responders with crucial information in the event that a response is necessary. The NCRIC also provides necessary training opportunities for First Responders in the Region, reaching all disciplines with Terrorism Liaison Officer training as well as specialized trainings. With a focus on Analytical Case Support, Tech Ops Support, Homeland Security Training and Information Dissemination, the partners in the Fusion Center provide, through UASI support, tools and training to our ten Counties to help them be better prepared.

2010 Tools provided:

Roam Secure Alert Network: Available to provide immediate threat notifications at up to 18,000 text messages/minute to cell phones and portable electronic devices.

Digital Sandbox Suite: A Risk Management toolkit that allows for in-field management of Critical Infrastructure and Capability Tracking.

ARIES/COPLINK: Law Enforcement Records Management Sharing solutions to allow for the sharing of information between local first responders.

ESRI: A robust mapping tool that allows for the visual analysis of threat data.

2010 NCRIC Statistics:

- Over 1,100 tips, leads, and criminal activity reports received
- Of these tips, over 100 Suspicious Activity Reports (SAR) with a potential Terrorism Nexus were accepted by the FBI, 370 cases were provided with analytical support, and 201 cases were referred to other agencies
- Over 5,300 event de-conflictions for Law Enforcement Agencies through the Regional Information Sharing System (RISS)
- Over 17,400 case/subject de-conflictions for Law Enforcement Agencies through RISS
- Over 100 Training Courses provided to 7,700 individuals
- 13 Terrorism Liaison (TLO) Courses provided to 501 individuals
- 6,671 registered members of the NCRIC Network

Goal 3 Strengthening Communications and Interoperability

In 2008, the Bay Area conducted an assessment and developed a strategic plan to achieve interoperable communications in coordination with the California Statewide Communications Interoperability Plan (CalSCIP). The Bay Area then created the Bay Area Regional Interoperable Communications System (BayRICS), which outlines steps for the Bay Area to take to achieve communications interoperability.

BayRICS is a "system of systems" that supports first responder communication needs for local and regional agencies and interoperates with state and federal public safety agencies

and designated public service organizations. Investment Justification 3 consists of multiple projects designed to implement the BayRICS plan and enhance overall communications as well as alert and warning capabilities, including:

Several P25 projects are well underway throughout the Bay Area. The East Bay Radio Communications System Authority is building a two county P25, 700 MHz Trunked Network. The West Contra Costa County and East Alameda County areas will be operational before the end of 2011. The entire two County Network is scheduled to be complete by mid -2012. San Francisco will have its P25, 700 MHz Trunked Interoperable System operational by mid- 2011. The San Francisco Bay Area Rapid Transit District should complete their P25, 800 MHz Interoperable Trunked System providing coverage within their 31 miles of track located underground by mid-2011. The City of Oakland will complete their 3-site simulcast P25, 800 MHz Trunked System by mid-2011.

San Mateo County will complete the phase one of their P25, 700 MHz Trunked System by 3rd Quarter 2011. Marin County will complete a P25, 700 MHz Conventional Overlay by 2012. All of these projects are following the direction of Homeland Security by building systems using the P25 Standard, utilizing Spectrum from the 700/800 MHz Band. By doing so, the subscriber radios used by first responders will have the ability to operate on any of these systems, providing a level of interoperability the Bay Area and the State of California have never enjoyed, making the region a safer place to work and live.

Goal 4 CBRNE Detection, Response, and Decontamination Capabilities

Utilizing FY 2006 UASI funding, the Bay Area UASI conducted an assessment of regional CBRNE response capabilities and developed a strategic plan to enhance those capabilities. A project team made up of subject matter experts from Law, Fire, EMS and emergency managers throughout the Bay Area assessed regional capabilities to respond to a range of CBRNE events, including sabotage, terrorism, and industrial accidents. The result is our Chemical, Biological, Radiological, Nuclear and Explosive Capability Assessment and Strategic Plan (May 30, 2008).

Since that time, the CBRNE working group has utilized the CBRNE Capability Assessment and Strategic Plan to guide their discussions, prioritization and ranking of project proposals. After the final ranking of the working group, the project list is forwarded to the Advisory Group and Approval Authority for approval of future funding. Based on the final rankings, projects are funded in order of ranking until the CBRNE budget allocation is reached.

Some of the assets purchased with grant funding include:
- Bomb Robots
- Total Containment Vehicles
- EOD Hazmat Suites

- US&R Tools
- Rescue and Fire Boat Enhancements
- Maritime All Risk Rescue Boat
- Command Vehicle Upgrades
- Electronic Counter Measure Device
- CBRNE Tactical Response Vehicles
- Portable X-ray Systems

In addition, for the past three years, the California Emergency Management Agency has been developing a resource and capabilities inventory and assessment tool. Along with numerous federal, state and local agencies, the California "Metrics Project" is an effort to categorize and standardize the resources most frequently used during a large scale event.

Direct outreach of the project began in 2008 and continued in 2009. Initial draft typing was brought to approximately half of California's Operational Areas and established typing resources across all emergency preparedness and response disciplines, identified key resource types to be tracked and measured, identified software systems to maintain capability data, and developed a system methodology for the collection, tracking and assessment of plan status.

During 2010, the initial rollout and beta testing of the resource management software application and the development of the initial reporting structures were coordinated with positive feedback from the working groups and Operational Areas.

Goal 5 Medical and Health Regional Preparedness

Starting in the 2008 grant year, the Bay Area UASI changed its approach to planning for medical and health based events. This was based on real world events that uncovered the lack of coordination between local, regional, and state agencies. It was decided that instead of providing funding for many small medical and/or health planning efforts, the Bay Area UASI would create standardized response plans to foster a more robust medical and health system.

The first plan of this new approach was the Statewide Patient Movement Plan. Working with an advisory task force of 40 subject matter experts, a plan for a standardized approach for patient movement of medical evacuees was agreed upon. The Steering Committee, using the RFP process, chose Cameron Bruce Associates to act as contractor for this plan. The contractor utilized the California Public Health and Medical Emergency Operations manual to develop this plan for the movement of patients from impacted to non-impacted areas. A series of tools and forms were developed and underwent public comment. One of the largest gaps in the medical health mutual aid system was discovered at the regional level. Due to a shortage of Regional Disaster Medical and Health Coordinators or Specialists, bottlenecks develop and delays occur. Standardized processes and tools will allow for dissemination of information both upward to the state and downward to the Operational Areas and enable a common vision and practice throughout the state.

Goal 6 Strengthening Planning and Citizen Preparedness

The Bay Area UASI has taken a deliberate, strategic and phased approach to strengthening planning. It began with the Regional Emergency Coordination Plan (RECP) which provided all counties in the UASI region, as well as the State of California Emergency Management Agency (CalEMA) Coastal Region office, with a well defined coordination plan for use in any event or disaster involving a response by multiple jurisdictions within the region. The RECP includes a Base Plan as well as nine (9) Subsidiary Plans that include areas such as transportation, mass care and shelter, communications, recovery and more. These high-level coordination plans have been adopted by CalEMA Coastal Region and reside on their website for immediate accessibility.

In addition to the regional plans, local plans are also being completed for the twelve (12) counties (Alameda, Contra Costa, Marin, Monterey, Napa, San Benito, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano and Sonoma) in the Bay Area site, as well as the cities of Oakland and San Jose. These local plans are designed from a standard template to provide consistency and integration with the regional plans, while being customized to the needs of the individual local jurisdictions.

A regional Public Outreach and Community Preparedness Project will focus on utilizing the UASI Public Information and Warning Strategic Plan to identify and implement the most effective outreach and disaster communication strategies; enhancing disaster communications and community preparedness through the development of a public outreach program. Coordinate with existing citizen preparedness and Citizen Corps Programs (i.e. CERT, VIPS etc.) to standardize outreach messaging, activities and training throughout the region.

Goal 7 Enhancing Recovery Capabilities

Under the new Bay Area Strategy, the region now has a data driven goal focused exclusively on recovery. Building recovery capabilities has for some time been a neglected element of homeland security and emergency preparedness. To help address this gap, the Federal Government recently issued the draft National Disaster Recovery Framework (NDRF). The NDRF is a companion document to the National Response Framework. The Bay Area will utilize the NDRF as a guide for developing its own recovery framework in coordination with the State of California and the Federal Government.

Regional Emergency Catastrophic Grant Program funding has provided the Bay Area UASI with opportunities to further develop recovery plans. In addition to the Recovery Framework, these recovery plans will also include Transportation Recovery, Logistics planning, and a restoration of lifelines plan. Several regional agencies, such as the

Association of Bay Area Governments (ABAG) and the San Francisco Planning & Research Association (SPUR) will be actively assisting with these planning efforts.

Goal 8 Homeland Security Exercise, Evaluation, and Training Program

The Bay Area UASI provides funding to address the need for public safety first responders and their supporting agencies to participate in a strategic, regional training and exercise program focused on the development of regional disaster response capabilities. The current nationwide effort to improve preparedness at all levels of government emphasizes the criticality of regional training and exercise programs designed to enhance regional response capabilities.

As a result of the original Regional Training and Exercise assessment, the BAUASI Training and Exercise Program provided the region with:

• A multi-year Gap Analysis/Training and Exercise Plan.
• An annual exercise to test the core capabilities of our regional first responders, our response plans, Unified Command capabilities, new technology and equipment purchased by UASI funds, and an After Action Report/Improvement Plan for future planning of regional training and exercises.
• ICS - Train The Trainer Courses.
• Over 600 hours of Incident Management Training.
• 320 hours of Introduction to Emergency Management Training.
• Collaborative Public/Private Critical Infrastructure Training.
• Law Enforcement Maritime Interdiction Training.
• Terrorism/critical incident response training to over 109 tactical law enforcement teams.
• Tactical Medicine Training.
• First Response Operational Maritime Security Training.
• Water Recovery and Response training.
• Hazardous Materials Training.
• Urban Search and Rescue Training.
• Large Vehicle Bomb Counter Measure Training.
• Managing Civil Actions in Threat Incidents (MCATI) Training.
• Full Scale Incident Planning Training.

Since 2007, the Bay Area has utilized the annual Urban Shield Full Scale Exercise as a key mechanism by which to test and evaluate homeland security capabilities across multiple disciplines and mission areas - prevention, protection, response and recovery in the region. The after action report and improvement plan generated from Urban Shield serves as a key data set for updating the Bay Area Strategy across those capabilities tested in a given year.

Urban Shield 2010 was a 48-hour continuous exercise, in which first responders were mobilized and deployed to 34 different exercise sites, hosted by 19 various agencies, and conducted throughout the Bay Area UASI Region in Alameda, San Francisco, Santa

Clara and San Mateo Counties. These sites addressed critical infrastructure concerns, as well as regional tactical, medical, fire and explosive ordnance response to critical incidents. In addition, various UASI programs were evaluated during the exercise including the NCRIC, volunteer management, CBRNE analysis, regional assets, etc.

As a result of Urban Shield 2010, over 4,200 persons received critical training and experience. In addition to the regional entities, a number of state and federal agencies, including personnel from CalEMA, F.E.M.A., U.S. Coast Guard, National Guard, F.B.I., U.S. Secret Service, U.S. Marshals, and the Lawrence Berkeley National Laboratory actively participated. International involvement included the Kingdom of Bahrain, Kingdom of Jordan, Singapore, State of Israel, and Canada, among others.

In 2010, Urban Shield focused on the following Bay Area Strategy Objectives/Target Capabilities:

Objective 2.1   Counter-Terror Investigation and Law Enforcement
Objective 2.5   Critical Infrastructure Protection
Objective 3.1   Communications
Objective 3.3   Emergency Operations Center Management
Objective 4.2   Search and Rescue (Land-Based)
Objective 4.4   Explosive Device Response Operations
Objective 4.6   WMD and Hazardous Materials Response and Decontamination
Objective 5.1   Emergency Triage and Pre-Hospital Treatment

During 2011, the Bay Area Regional Catastrophic Incident Training and Exercise Project will focus on the development of a regional training and exercise plan, specific to catastrophic plans related to mass transportation & evacuation, mass care & sheltering, mass fatality management, debris management, and volunteer and donations management. These plans will be integrated into the existing and ongoing UASI Training and Exercise Regional Plan. Bay Area UASI Management Team members will participate in FEMA-sponsored workshops focused on the planning and development of a standardized national planning process.

Section 4
Regional Investments

4.1 Regional Investments Overview

For Federal FY 2010, the Bay Area submitted eight investment justifications (IJ's) totaling roughly $42.8 million to the Department of Homeland Security under the UASI program. The State held back 20% of the UASI award so the Bay Area received approximately $34.26 million under the FY 2010 UASI program. The totals listed below are for the actual amounts awarded under the FY 10 UASI Grant program.

Each of the eight IJs tracks a specific goal in the Strategy with each project under the investments supporting one or more of the objectives in the Strategy.

First, allocation of dollars among Target Capabilities is an inexact science since the 37 Target Capabilities are not isolated from each other. Often, they overlap one another with elements of one capability present in another. For example, the Communications Target Capability may overlap with Emergency Public Information and Warning and Emergency Operations Center Management regarding communication of information to the public in coordination with the EOC.

Second, and related, funded projects may enhance or impact more than one Target Capability. When this occurs, a division of dollars must proceed among the two or more impacted Target Capabilities. For this Annual Report, the division of dollars occurred evenly when the Target Capabilities were perceived as impacted roughly equally. If subject matter expertise determined that a project clearly impacted a primary Target Capability, that primary Target Capability would receive the majority of the funding depending on its primacy relative to the other two or more Target Capabilities.

Third, going forward, the more precise and exact descriptions of projects are in terms of dollars allocated for specific items purchased, and specifications of the primary use of those items, the easier it will be for planners to assign the correct Strategy Objective/Target Capability or Target Capabilities to those projects and link the appropriate numbers of dollars to those Objectives/Target Capabilities. To this day, the allocation of dollars to capabilities remains a challenge for local, state, and federal planners. The Bay Area will continue to enhance its methodology and seek out best practices across the homeland security community. In the end, the dollars assigned to Strategy Objectives in this Annual Report are a rough order of magnitude and not the product of an exact scientific equation.

4.2 2010 UASI Investment Justifications

The following is a summary of the eight Investment Justifications (IJs) and how they fit under each of the goals in the Bay Area Strategy and how much funding will be provided

per objective or Target Capability since virtually every objective is tied directly to a target capability in the Bay Area Strategy.

IJ 1 - Enhance Regional Risk Management and Planning

This IJ will fund regional planning and project management personnel in the UASI Management Team for risk management and region-wide strategic planning and program management. This will include delivering risk and capabilities assessments for all four planning hubs. The data derived from the assessments will then be used to enhance region wide and hub based strategic planning to include updating strategic goals, objectives and implementation steps in the Bay Area Homeland Security Strategy, as well as for the distribution of funding and other resources across the four planning hubs based on risk and need.

The IJ also funds planning staff across the South, East and West Bay planning hubs for risk based planning activities. The staff, across the three planning hubs, will manage UASI projects within their respective planning hubs. The planning hub staff will serve as an interface with the UASI Management Team on the risk and capabilities assessment projects and use the data derived from the risk and capabilities assessment to influence planning and project development at the planning hub level.

IJ 1 supports Bay Area Strategy Goal 1: Develop a Regional Risk Management and Planning Program. However, this IJ and the strategic goal whose implementation it supports, is cross cutting and foundational to all the other goals in the Bay Area Strategy. Therefore, virtually every other IJ submitted in 2010 will have a nexus to Goal 1 and Objective 1.1 as risk management and planning are part of and enhanced by every IJ submitted by the Bay Area in 2010. For IJ 1, the objective supported is:

Objective	Funding Requested	Funding Approved
1.1 Develop and Enhance Risk Management Capabilities	$3,229,397	2,369,379
Total	**$3,229,397**	**$2,369,379**

IJ 2 - Enhance Information Analysis and Infrastructure Protection Capabilities

This IJ will enhance information analysis and critical infrastructure protection in the Bay Area by funding intelligence and infrastructure protection analysts and planners in the fusion center and within the Bay Area UASI Management team. This IJ will also develop and maintain an integrated region-wide law enforcement information sharing system to support counter-terrorism investigations. Build a counter-terrorism predictive analysis/indicator and warning capability within regional law enforcement agencies to support fusion center and law enforcement activities. Provide the region's law enforcement personnel with terrorism incident response equipment. Develop a regional automated license plate reader system to detect and respond to suspicious activity around critical infrastructure. Finally, the IJ will enhance forensic laboratory capabilities between San Francisco and San Mateo counties to strengthen information sharing and regional counter terrorism and law enforcement investigations.

IJ 2 primarily supports Bay Area Strategy Goal 2: Enhance Information Analysis and Infrastructure Protection Capabilities. The objectives supported are:

Objective	Funding Requested	Funding Approved
1.1 Develop and Enhance Risk Management Capabilities	$ 438,174	$ 336,401
2.1 Increase Counter-Terror Investigation and Law Enforcement	$ 2,603,605	$1,882,884
2.2 Enhance Information Gathering and Recognition of Indicators and Warnings	$ 2,756,250	$2,205,000
2.3 Strengthen Intelligence Analysis and Production	$ 5,000,000	$4,000,000
2.5 Increase Critical Infrastructure Protection	$ 750,000	$ 600,000
Total	**$11,548,029**	**$9,024,285**

IJ 3 – Strengthen Communications and Interoperable Communications

This IJ will provide funding for regional planners to continue to manage the implementation of BayRICS and communications projects across the ten county UASI region. It will also provide funding to implement a P25, 700MHz conventional interoperable overlay system in the North Bay. Deploy P25 compliant Land Mobile Radio Equipment to complete three sites in the East Bay. Build a P25 standards-based radio network to expand 700 MHz radio coverage to provide West Bay users with a trunked radio system. Utilize alert and warning systems to include text, telephone and email messaging to notify and warn first responders and the public of incidents and impending threats. Procure CAD to CAD interface systems in the East and South Bay to allow fire dispatch centers to better communicate resource status information and enhance interoperable response capabilities for fire and EMS resources. Provide situational awareness tools to Emergency Operation Centers in the region to help create and communicate a common operating picture across the region.

IJ 3 primarily supports Bay Area Strategy Goal 3: Strengthen Communications and Interoperable Communications. The objectives supported are:

Objective	Funding Requested	Funding Approved
1.1 Develop and Enhance Risk Management Capabilities	$ 849,433	$ 480,408
3.1 Increase Communications	$ 9,365,753	$7,722,602
3.2 Strengthen Emergency Public Information and Warning	$ 514,375	$ 211,500
3.3 Enhance Emergency Operations Center Management	$ 853,156	$ 637,525
Total	**$11,582,717**	**$9,052,035**

IJ 4 – Strengthen CBRNE Detection, Response, and Decontamination Capabilities

IJ 4 will follow the 2008 CBRNE plan and close identified gaps by enhancing CBRNE detection and response capabilities through the following projects: Pay for regional planners to manage implementation of the CBRNE Strategic Plan and overall CBRNE projects. These planners will continue to track implementation of the CBRNE Plan, make modifications thereto, and engage in ongoing assessments of CBRNE response needs across the UASI region. Provide first responders, such as fire and law enforcement, with CBRNE equipment to enhance detection and response capabilities. This equipment includes CBRNE incident response vehicles, law enforcement terrorism incident response equipment, search and rescue equipment, explosive device response operations equipment, responder safety and health.

IJ 4 primarily supports Bay Area Strategy Goal 4: Strengthen CBRNE Detection, Response, and Decontamination Capabilities. The objectives supported are:

Objective	Funding Requested	Funding Received
1.1 Develop and Enhance Risk Management Capabilities	$ 540,589	$ 427,434
2.1 Increase Counter-Terror Investigation and Law Enforcement	$ 59,736	$ 47,789
4.1 Enhance Fire Incident Response Support	$ 370,000	$ 296,000
4.2 Increase Search and Rescue Capabilities	$ 404,614	$ 323,731
4.3 Strengthen CBRNE Detection	$ 174,024	$ 139,219
4.4 Enhance Explosive Device Response Operations	$ 155,798	$ 124,638
4.5 Increase Critical Resource Logistics and Distribution	$ 8,231	$ 6 585
4.6 Increase WMD and Hazardous Materials Response and Decontamination	$ 982,254	$ 785,803
4.7 Strengthen On-Site Incident Management	$1,944,497	$1,346,458
4.8 Increase Responder Safety and Health	$ 658,609	$ 526,887
Total	**$5,298,352**	**$4,024,544**

IJ 5 – Enhance Medical, Public Health, and Mass Care Preparedness

IJ 5 will enhance the Bay Area's medical and health preparedness at the state, regional, and local level. It will involve equipment and planning projects designed to better prepare for, mitigate, respond to, and recover from medical and public health based emergencies that result in a medical surge. This investment will provide for the following:

Fund a project team to conduct planning; coordinate governance; oversee procurement processes; and develop RFPs for IJ execution. Enhance the region's public health labs' capability to discern agents of bio-terror by procuring a pathogen identification system for the San Francisco Department of Public Health Laboratory. Develop a regional, public health emergency medical surge plan. Service contracts will be funded for the enhancement of medical surge plan development based on a previous gap analysis, policies, procedures, mutual aid agreements, and strategies. Integrate into this new medical surge plan, the already established surge plans created by local acute care facilities, emergency medical services agencies, public health departments, and counties. Build upon local, regional and statewide patient distribution protocols. Deploy alternate care site caches in the East Bay. Document local, regional, and state alternate care sites and their capabilities.

IJ 5 primarily supports Bay Area Strategy Goal 5: Enhance Medical, Public Health and Mass Care Preparedness. The objectives supported are:

Objective	Funding Requested	Funding Received
1.1 Develop and Enhance Risk Management Capabilities	$470,798	$162,500
5.2 Increase Medical Surge	$874,320	$699,456
5.6 Enhance Laboratory Testing	$135,625	$108,500
Total	**$1,480,743**	**$970,456**

IJ 6 - Strengthen Planning and Citizen Preparedness Capabilities

IJ 6 will enhance planning and community preparedness with the following projects: Pay for local and regional planners to manage implementation of community preparedness projects and programs. Expand regional community preparedness and Citizen Corps programs and implementing the Preparedness Movement Communications Strategy. Purchase necessary equipment, software and supplies to support volunteer registration during a declared emergency. Provide Disaster Service Workers (DSWs) with training to improve their operational support in disaster shelters to meet functional needs during an emergency.

IJ 6 primarily supports Bay Area Strategy Goal 6: Strengthen Planning and Citizen Preparedness Capabilities. The objectives supported are:

Objective	Funding Requested	Funding Received
1.1 Develop and Enhance Risk Management Capabilities	$431,973	$131,440
6.2 Improve Mass Care	$56,250	$ 45,000
6.3 Increase Community Preparedness and Participation	$937,500	$750,000
6.4 Enhance Volunteer Management and Donations	$51,250	$ 41,000
Total	**$1,476,973**	**$967,440**

IJ 7 - Enhance Recovery Capabilities

IJ 7 will enhance recovery capabilities through the following projects: Provide regional planners to manage and coordinate recovery planning across the Bay Area. This will include implementing the draft National Disaster Recovery Framework across the Bay Area, assisting in evaluating recovery capabilities and identifying gaps across the region and managing recovery projects in the region. Procure a turnkey, mobile, self contained emergency water bagging and bulk water purification system to expand emergency water distribution capabilities to local citizens in the event of a water outage or water contamination caused by terrorist attack or other catastrophic event. This system will be able to purify and deliver 20,000 plus units per 24 hour cycle of brackish or seawater input, or worse, to impacted communities during and after a disaster ensuring environmentally safe water is available to the public during recovery operations.

IJ 7 primarily supports Bay Area Strategy Goal 7: Enhance Recovery Capabilities. The objectives supported are:

Objective	Funding Requested	Funding Received
1.1 Develop and Enhance Risk Management Capabilities	$533,014	$212,273
7.3 Improve Environmental Health Capabilities	$393,750	$315,000
Total	**$926,764**	**$527,273**

IJ 8 - Homeland Security Exercise, Evaluation, and Training Program

Training and exercises provide the means to enhance, test, and evaluate the Bay Area's proficiency in homeland security generally and the priority capabilities in particular. Exercises are a critical means of determining whether the Bay Area is actually enhancing those priority capabilities designed to reduce the region's risk. Any assessment program must include a robust exercise and evaluation element to ensure data from simulated incidents are integrated with self assessment data, and of course, real-world incident data collected both during and after the incident when available.

The purpose of IJ 8 is to develop a multi-year Homeland Security Exercise, Evaluation and Training Program built off of the Multi-Year Training and Exercise Strategic Plan that covers training and exercise needs and objectives across the spectrum of prevention, protection, response and recovery. IJ 8 will enable the region to do the following:

Develop of a model for a comprehensive Regional Training and Exercise Program, including planning, implementation, execution and evaluation. Develop a regional Training and Exercise Strategic Steering Committee that will assess, guide, and oversee the regional Homeland Security training and exercise initiatives of the Bay Area region Training and Exercise Steering Committee meetings. Develop policies and procedures that implement a regional training and exercise program in the most effective and efficient way possible. Implement one annual Regional Full Scale Exercise that is multi-discipline, multi-agency and multi-location.

IJ 8 primarily supports Bay Area Strategy Goal 8: Enhance Homeland Security Exercise, Evaluation and Training Program. However, like Goal 1, since Goal 8 is an overarching Goal covering the entire Strategy's goals and objectives, IJ 8 supports multiple objectives throughout the Strategy. In addition, the objectives under Goal 8 are the only objectives in the Strategy not tied to a specific Target Capability. Rather, the objectives, 8.1 and 8.2, are programmatic in nature with each calling for the enhancement of exercises (8.1) and training programs (8.2) overall.

Objective	Funding Requested	Funding Received
1.1 Develop and Enhance Risk Management Capabilities	$1,440,158	$1,052,126
2.1 Increase Counter-Terror Investigation and Law Enforcement	$ 160,000	$ 128,000
2.3 Intelligence Analysis and Production	$ 160,000	$ 128,000
2.4 Intelligence and Information Sharing and Dissemination	$ 140,000	$ 112,000
3.1 Increase Communications Capabilities	$ 160,000	$ 128,000
3.3 Enhance EOC Management	$ 780,000	$ 624,000
4.1 Enhance Fire Incident Response Support	$ 410,000	$ 328,000
4.2 Increase Search and Rescue Capabilities	$ 120,000	$ 96,000
4.4 Enhance Explosive Device Response Operations	$ 400,000	$ 320,000
4.5 Increase Critical Resource Logistics and Distribution	$ 60,000	$ 48,000
4.6 Increase WMD and Hazardous Materials Response and Decontamination	$ 460,000	$ 368,000

4.7 Strengthen On-Site Incident Management	$1,004,530	$ 789,436
4.8 Increase Responder Safety and Health	$ 60,000	$ 48,000
5.1 Enhance Emergency Triage and Pre-Hospital Treatment	$ 120,000	$ 96,000
5.3 Strengthen Mass Prophylaxis	$ 100,000	$ 80,000
6.1 Strengthen Citizen Evacuation and Shelter in Place Capabilities	$ 60,000	$ 48,000
6.2 Improve Mass Care	$ 140,000	$ 112,000
6.4 Enhance Volunteer Management and Donations	$ 160,000	$ 128,000
8.1 Develop Regional Exercise and Evaluation Program	$1,260,000	$ 908,000
8.2 Develop Regional Training Program	$ 90,000	$ 72,000
Total	**$7,284,688**	**$5,613,612**

4.3 Funding by Strategic Goals and Objectives

The following is a summary breakdown of the total 2010 UASI funding by objective in the Bay Area Strategy. This summary includes region-wide summary, which includes a roll–up of regional and Planning Hub projects, and a summary by each of the four Planning Hubs based on what each Planning Hub requested as part of the Bay Area's 2010 investment justification development process. The summary also includes a review of funding under the homeland security mission areas of prevention, protection, response and recovery and common.

Region-Wide Funding of Objectives

Objective	Funding Requested	Funding Received
1.1 Develop and Enhance Risk Management Capabilities	$7,933,536	$ 5,172,011
2.1 Increase Counter-Terror Investigation and Law Enforcement	$2,823,341	$ 2,058,673
2.2 Enhance Information Gathering and Recognition of Indicators and Warnings	$2,756,250	$ 2,205,000
2.3 Intelligence Analysis and Production	$5,160,000	$ 4,128,000
2.4 Intelligence and Information Sharing and Dissemination	$140,000	$ 112,000
2.5 Increase Critical Infrastructure Protection	$750,000	$ 600,000
3.1 Increase Communications Capabilities	$9,525,753	$ 7,850,602
3.2 Strengthen Emergency Public Information and Warning	$514,375	$ 211,500
3.3 Enhance EOC Management	$1,633,156	$ 1,261,525
4.1 Enhance Fire Incident Response Support	$780,000	$ 624,000
4.2 Increase Search and Rescue Capabilities	$524,614	$ 419,731
4.3 Strengthen CBRNE Detection	$174,024	$ 139,219
4.4 Enhance Explosive Device Response Operations	$555,798	$ 444,638
4.5 Increase Critical Resource Logistics and Distribution	$68,231	$ 54,585
4.6 Increase WMD and Hazardous Materials Response and Decontamination	$1,442,254	$ 1,153,803
4.7 Strengthen On-Site Incident Management	$2,949,027	$ 2,135,894
4.8 Increase Responder Safety and Health	$718,609	$ 574,887
5.1 Enhance Emergency Triage and Pre-Hospital Treatment	$120,000	$ 96,000
5.2 Increase Medical Surge	$874,320	$ 699,456
5.3 Strengthen Mass Prophylaxis	$100,000	$ 80,000
5.6 Enhance Laboratory Testing	$135,625	$ 108,500
6.1 Strengthen Citizen Evacuation and Shelter in Place Capabilities	$60,000	$ 48,000
6.2 Improve Mass Care	$196,250	$ 157,000
6.3 Increase Community Preparedness and Participation	$937,500	$ 750,000
6.4 Enhance Volunteer Management and Donations	$211,250	$ 169,000
7.3 Improve Environmental Health Capabilities	$393,750	$ 315,000
8.1 Develop Regional Exercise and Evaluation Program	$1,260,000	$ 908,000
8.2 Develop Regional Training Program	$90,000	$ 72,000
Grant Management and Administration		$ 1,713,107

Total	$42,827,663	$34,262,131

In 2010, the Bay Area funded 28 of its 37 objectives from the Bay Area Homeland Security Strategy. The top five funded objectives from the Strategy were:

- Objective 3.1 Increase Communications Capabilities: requested- $9,525,753, received-$7,850,602
- Objective 1.1 Develop and Enhance Risk Management Capabilities: requested- $7,933,536, received- $5,172,011
- Objective 2.3 Intelligence Analysis and Production: requested- $5,160,000, received- $4,128,000
- Objective 4.7 Strengthen On-Site Incident Management: requested- $2,949,027, received- $2,135,894
- Objective 2.1 Increase Counter-Terror Investigation and Law Enforcement: requested- $2,823,341, received- $2,058,673

Region-Wide Funding By Mission Area

Mission Area	Funding Requested	Funding Received
Common	$19,493,039	$14,581,324
Prevention	$10,739,591	$ 8,241,673
Protection	$ 885,625	$ 708,500
Response	$11,315,658	$ 8,702,527
Recovery	$ 393,750	$ 315,000
Grant Management and Administration		$ 1,713,107
Total	**$42,827,663**	**$34,262,131**