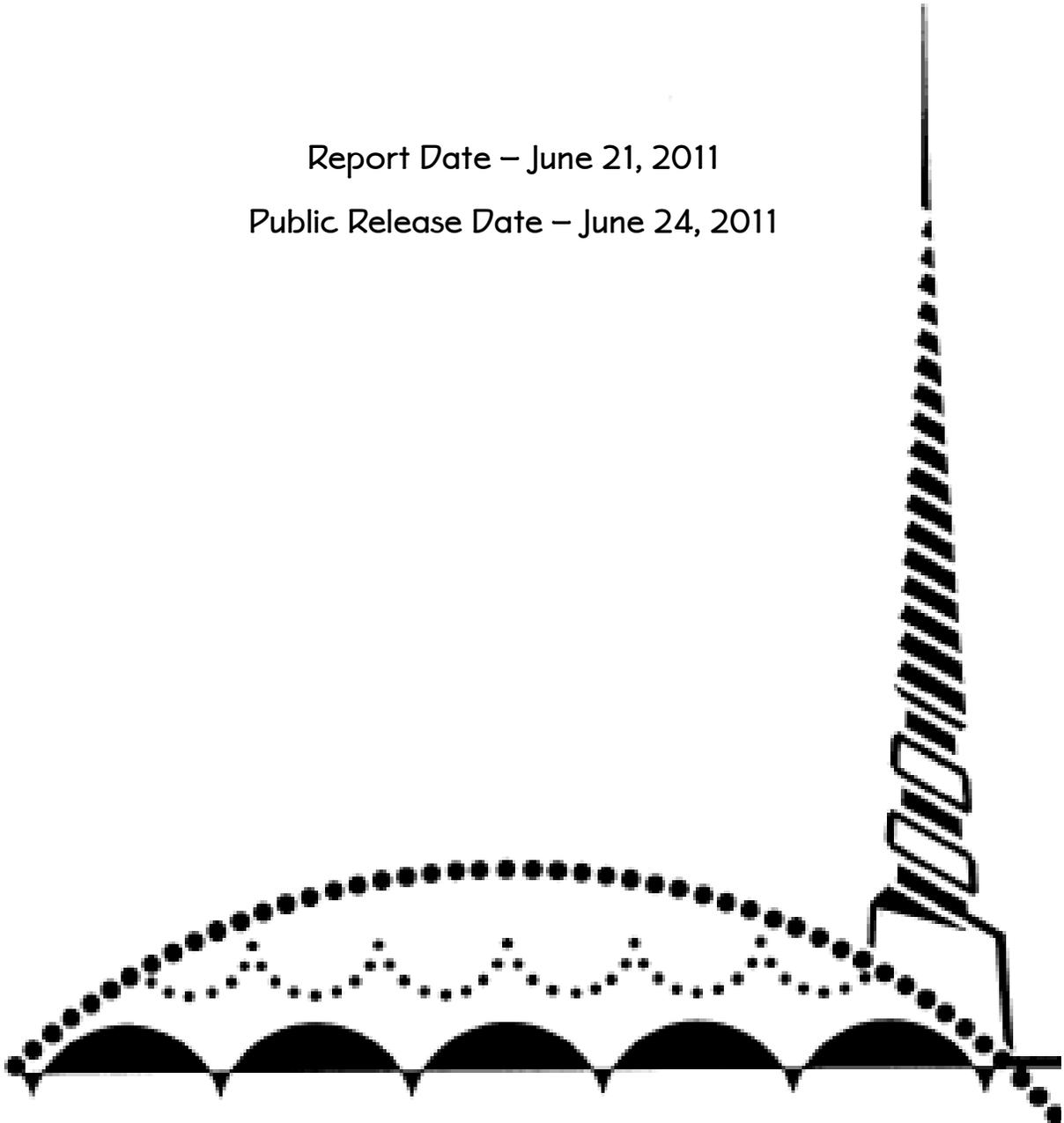


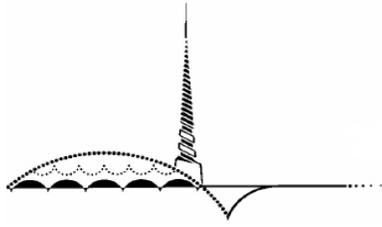
2010-2011 MARIN COUNTY CIVIL GRAND JURY

# Disaster Preparedness in Marin: Are You Ready?

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## **Disaster Preparedness in Marin: Are You Ready?**

### **SUMMARY**

Disasters know no boundaries. The horrors of the Japanese earthquake and tsunami, Australian floods, the earthquakes in Chile, Indonesia, Haiti, and New Zealand, not to mention the recent flooding, wildfires, and tornadoes in the United States, should serve as a reminder that it is only a matter of time until California and the Bay Area experience a similar fate. Concerns about Marin County's ability to respond to such disasters motivated the 2010/2011 Marin County Civil Grand Jury to inquire into the present state of disaster preparedness in the county.

From information gathered in interviews, as well as questionnaires sent to Marin fire and police departments, the Grand Jury found that 70-80% of first responders<sup>1</sup> reside outside of Marin. Some live as far away as Kern, Sutter, Nevada, and Butte Counties. In addition, only 30-33% of first responders are on duty at any one time, primarily because these agencies are required to be staffed 24/7 (twenty-four hours a day, seven days a week). Taking these two factors into account, it is evident that the ability of public safety personnel to respond with immediate aid to all residents needing assistance in a major emergency is severely compromised.

Contrary to public perception, there will be an insufficient number of first responders to provide immediate aid to all residents for a period from 3-7 days following a major disaster. The Federal Emergency Management Agency (FEMA) has often stated that state and local governments, residents, and businesses need to be prepared for a major emergency with a high degree of determination, self-sufficiency, and resiliency. Complacency is not a plan.

*Community Emergency Response Teams (CERT)* and *Get Ready Marin* training are two options available to Marin residents in learning how to prepare for a disaster. CERT, a volunteer training program, prepares residents to augment the work of first responders, on a neighborhood and community level. Get Ready Marin, on the other hand, is meant to assist residents in preparing to "shelter in place." It is a 2-hour program that can be completed at your local fire department, community center, and even on-line in your own home.

The Grand Jury discovered that several municipalities in Marin are taking responsibility to prepare their residents to care for themselves and their neighbors during a local and/or countywide emergency. Mill Valley, for example, is engaging the whole community in disaster preparation. Its primary focus is to get all community entities (firefighters, city personnel, schools, faith-based groups, and businesses) and CERT trained volunteers on the same page with regard to disaster preparedness. That model stands as one that other cities

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<sup>1</sup> For the purpose of this report, the term "first responders" refers to Fire, Police, and Paramedics.

and towns might emulate. In addition, other volunteer services and agencies are available to assist residents in preparing for and recovering from disasters.

## BACKGROUND

The Grand Jury initially undertook the investigation of emergency preparedness in Marin County when we learned that a high number of first responders reside outside of Marin. Information gathered by the Grand Jury showed the number of first responders living outside of Marin to be between 70-80%. We believe that the ability of public safety agencies to call in off-duty personnel would therefore be impacted.

With Marin County lying between the San Andreas Fault to the west and the Hayward Fault to the east, earthquakes in our future are a certainty. Marin is also susceptible to other types of disasters. Winters with heavy rainfall create an immediate threat of flooding and landslides, and the resulting growth of brush and undergrowth create the potential for uncontrollable wildfires.

Highways and roads may be impassable due to landslides, downed overpasses, and gridlock. Basic utility services could be out for several days. Hospitals and health care facilities may be damaged and become inaccessible. In short, emergency services and first responders may not be immediately available in the event of a disaster.

Recognizing the fact that Marin residents may need to care for themselves and their families for some period of time following a disaster, the Grand Jury investigated the use of trained volunteers in responding to a disaster. We also looked into other Marin organizations that are specifically concerned with disaster awareness, response, and recovery.

## METHODOLOGY

To determine the number of first responders who reside in the County, as well as how many of these first responders are on duty at any one time, the Grand Jury sent questionnaires to public safety departments. Fire and police departments, along with municipal officials, were questioned as to their efforts in promoting the use of CERT-trained volunteers, and other volunteer programs, to prepare communities to respond and recover from a major emergency. In addition, we examined the relationship between the County Office of Emergency Services (OES) and cities and towns in an attempt to discover the County's role in disaster preparedness and response.

During the course of our investigation, we interviewed personnel from OES, Marin Search and Rescue, and the Department of Health and Human Services Emergency Medical Services. We also interviewed County and city officials, a County Supervisor, and public safety officials from several Marin cities. These interviews helped the Grand Jury determine whether or not coordinated disaster response planning is taking place countywide.

## DISCUSSION

During the course of our investigation, various agency officials informed the Grand Jury that many of Marin's first responders, especially those serving the largest number of residents such as San Rafael, Novato, Southern Marin, and Marin County Fire Districts, do not live in Marin. Although some Bay Area cities place a residency requirement on its first responders, as permitted by California Constitution, Article 11, Section 10 (b),<sup>2</sup> Marin cities do not.

One official stated that agencies chose not to impose residency restrictions, as the pool of qualified applicants would be narrowed. While many first responders live in neighboring counties, some reside as far away as Kern, Butte, Sutter, and Nevada counties. Flexible work schedules, in which extended on-duty periods are followed by 3- and 4-day off-duty periods, make it feasible for personnel to live some distance from Marin.

Police, fire, and paramedic services are available 24/7. As a result, only 30%-33% are on duty at any one time. In the San Rafael area, for example, with its population of 66,800 only 23 firefighters (33%) are on duty at any one time. In the event of a major disaster these first responders may not be able to respond to the large volume of emergency calls. As Marin County residents, we need to be actively involved in taking responsibility for our families, our neighbors, and ourselves.

The Grand Jury sent questionnaires to all Fire and Police Departments asking for their comments on the use of trained volunteers in response to an emergency. The consensus was that CERT-trained volunteers would play a vital role in Marin on the community level, in the event of an emergency.

### **Community Emergency Response Teams (CERT) – History**

In February of 1985, a group of Los Angeles city officials went to Japan to study its extensive earthquake preparedness plans. Japan had taken extensive steps to train entire neighborhoods in alleviating the potential devastation that would follow a major earthquake. These single-function neighborhood teams were trained in fire suppression, light search and rescue operations, first aid, and/or evacuation.<sup>3</sup>

In September of that year, a City of Los Angeles investigative team went to Mexico City following an earthquake that registered a magnitude 8.1 on the Richter scale, killing more than 10,000 people and injuring at least another 30,000. Mexico City had no training program for citizens prior to this disaster. However, large groups of volunteers performed search and rescue operations. Volunteers are credited with more than 800 successful rescues, although more than 100 of these untrained volunteers died during the 15-day rescue operation.<sup>4</sup> The lessons learned in Mexico City strongly indicated that a plan to train

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<sup>2</sup> California Constitution Article 11, Section 10 (b) A city, or county, including any chartered city or chartered county, or public district, may not require that its employees be residents of such city, county, or district; except that such employees may be required to reside within a reasonable and specific distance of their place of employment or other designated location. *Emphasis added*

<sup>3</sup> <https://www.lafd.org>

<sup>4</sup> *ibid*

volunteers to help themselves and others, and assist in emergency response, was needed as an essential part of overall preparedness, survival, and recovery.

Following the Whittier earthquake in 1987, the City of Los Angeles took a proactive role in creating a Disaster Preparedness Division within the Los Angeles Fire Department. Their objectives were to develop, train, and maintain a network of CERT teams to train the public and city government in disaster preparedness, and to disseminate disaster information. In 1993, FEMA provided funding which enabled the program to be made available to communities nationwide. In January 2002, CERT became part of the Citizen Corps and today, all 50 states, three territories, and six foreign countries utilize the CERT training.<sup>5</sup>

### **CERT - Marin County**

Marin cities and towns sponsor CERT training. CERT teams are trained in the following areas:<sup>6</sup>

- Conducting an initial size-up of the situation in their immediate area
- Reducing immediate dangers by turning off utilities, suppressing small fires, and evacuating hazardous areas
- Performing immediate medical triage and basic treatment of injuries
- Assessing structural integrity and performing light search and rescue
- Collecting and recording vital information to be relayed to professional responders on damage, victims, and actions taken or resources needed
- Providing leadership to untrained volunteers.

FEMA originally funded CERT training through the State Office of Homeland Security. The programs were conducted by individual city and district fire departments. However, in Marin, trainings and fees were not uniform across jurisdictions. The length of training varied from 10 to 20 hours and the fees to residents ranged from \$30 to \$100. In addition, the programs were not well attended, and classes were often cancelled due to lack of attendance. FEMA funding for this program has since ceased, although many Marin cities have kept training ongoing from general funds and training fees.

### **Office of Emergency Services and CERT**

In its 2005-2006 report on citizen preparedness, the Grand Jury recommended that OES expand its disaster services worker (DSW) database to include Marin's CERT-trained volunteers. They further recommended that OES periodically publish statistical information on the level of preparedness, to keep the issue before the public.<sup>7</sup>

As a result, OES initiated the collection of data and maintenance of a database of CERT-trained volunteers along with the County database of DSWs. When a volunteer completed the CERT training, a DSW form was sent to OES from local Marin jurisdictions. However,

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<sup>5</sup> <https://www.citizen corps.gov/cert>

<sup>6</sup> Southern Marin Fire Protection District website: <http://www.southernmarinfire.org/>

<sup>7</sup> 2005-2006 Grand Jury Report, "The Next Disaster: Are Marin Citizens Prepared?"

the current Grand Jury was informed that this database is no longer electronically updated by OES. It is now maintained only as a paper file. Since no electronic database is kept, there is no way to transmit or share up-to-date information on CERT-trained volunteers, nor is it possible to generate real-time statistical data regarding trained volunteers.

Grand Jury interviews with city officials revealed that some municipalities are proactively engaging in disaster preparedness activities. The Grand Jury acknowledges three municipalities, Mill Valley, San Rafael, and Tiburon, for the leadership they have demonstrated in engaging their communities in the importance of disaster preparedness and the need for personal and community participation.

### **City of San Rafael and CERT**

In 2010, the City of San Rafael Office of Emergency Services, recognizing the need for consistency of training and funding for CERT, applied for and received a grant from Marin County OES. Through a State Homeland Security grant, the County awarded \$21,300 to San Rafael OES to develop and fund a new countywide CERT training program called Marin County CERT.

In collaboration with other local jurisdictions, San Rafael OES standardized the curriculum and implemented Marin County CERT in January 2011. It was sold out during the first three months of operation. This CERT program now offers uniform training and cost across all Marin jurisdictions. Training time is 15 hours and the cost is \$30 per person.<sup>8</sup> The 2010-2011 Civil Grand Jury commends San Rafael OES for demonstrating leadership in creating the countywide CERT program, and for recognizing the importance of trained volunteers in disaster preparedness.

Funding however is always an issue and San Rafael has had to partially supplement this program from its general fund. As a result, San Rafael OES has requested that the County take responsibility for funding and implementing this program after its first year of operation. As Marin County CERT is provided to, and benefits all Marin residents, the Grand Jury concurs with and supports this request.

### **Get Ready Marin – County Household Disaster Preparedness**

The countywide program commonly known as *Get Ready Marin*<sup>9</sup> was established in 2007, and grew out of a program developed by several Tiburon residents following the events of 9/11. The Get Ready Marin program emphasizes the need for Marin residents to be prepared to survive in their homes, or “shelter in place,” for at least 72 hours following a disaster. This simple two-hour training can be completed at a local fire department, community center, or even in your own home, online.

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<sup>8</sup> [www.marincountycert.org](http://www.marincountycert.org)

<sup>9</sup> [www.getreadymarin.org](http://www.getreadymarin.org)

## The Mill Valley Model

It takes political will and leadership to make volunteer disaster preparedness a city priority. From our investigations into disaster preparedness in Marin County, one city, Mill Valley, stands out as having organized advanced emergency response plans for its residents. In spite of funding constraints, Mill Valley has developed programs to train its residents in preparing for and recovering from a disaster. The Mill Valley Emergency Preparedness Commission (the Commission) was formed in 1992 after the devastating Oakland fire of 1991. The city formally established the Commission in 2001.<sup>10</sup>

The main duties and responsibilities of the Commission are to assist the city in preparing for, responding to, and recovering from a disaster. In addition, the Commission is charged with promoting community emergency response training of residents to be self-sufficient in a disaster. Today, the Commission consists of dedicated residents who have a strong community base and the active support of the Mill Valley City Council and the Mill Valley Fire Department. The primary focus is to get all community entities (public safety personnel, businesses, schools, faith-based groups, etc.) on the same page, with regard to emergency preparedness.

Mill Valley, in partnership with Southern Marin Fire Protection District (SMFPD), has provided CERT training to over 780 residents.<sup>11</sup> According to interviews with Mill Valley city officials, community emergency training is absolutely necessary. The Commission utilizes CERT-trained volunteers to organize neighborhoods in preparing for emergencies. The goals and mission of the Mill Valley CERT teams are to “effectively help our community respond to disasters and emergencies that might overwhelm the limited resources of Mill Valley Public Safety Departments.”<sup>12</sup>

Neighborhoods are divided into ten-household “blocks,” each with its own block captain, and mapped out so residents know where to go to evacuate in an emergency. The goal is to get everyone involved. CERT teams will walk the blocks and contact their neighbors, informing them of the importance of disaster preparedness. In this way, vulnerable populations can be identified by location, information can be shared, and communication be established with neighbors.

Mill Valley neighborhoods are divided into six divisions. The division maps are posted on the Mill Valley website. In the event of a disaster, CERT volunteers in each Division will set up a designated Command Post where CERT volunteers and other citizen volunteers will gather to initiate and conduct search and rescue, administer first aid and coordinate other disaster relief activities in their neighborhoods.<sup>13</sup> The City engages in periodic evacuation field drills to ensure that the capabilities of CERT response teams are reviewed and integrated in the overall disaster plan for the City.

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<sup>10</sup> City Ordinance 1081, established 2001

<sup>11</sup> City of Mill Valley, Emergency preparedness database, 11/2010

<sup>12</sup> City of Mill Valley CERT booklet

<sup>13</sup> City of Mill Valley Division Maps

Evacuation and escape route maps were developed to show suggested evacuation routes out of the Mill Valley hillsides. The maps are posted on the website: [www.bepreparedmv.org](http://www.bepreparedmv.org). Blue evacuation logos are painted on the city pavement to direct residents to downtown Mill Valley. *Steps, Lanes, and Paths* maps were designed by a member of the Mill Valley Emergency Preparedness Commission.

Mill Valley has introduced the following programs to assist residents in coping with disasters:

- **Fire**  
A class called *Fire in Mill Valley* was created by one individual in 2008. The plan, which involved fire resistant landscaping, was developed and classes were created similar to the Get Ready Marin two-hour training. The Mill Valley Vegetation Management Plan, among other things, suggests ways in which a homeowner can prepare a landscape plan that complies with fire codes for defensible space. To date, over 300 residents have taken this class.
- **Schools**  
Mill Valley Fire and Police Departments have provided ongoing emergency response training to the public schools. Semi-annually, public safety officials from Mill Valley and SMFPD conduct district-wide emergency drills to train teachers and administrators in command post, search and rescue, and first aid exercises. The simulations train school officials in the rescue and treatment of trapped and injured students. There is a written school disaster plan, a copy of which is kept with the police and fire departments. Efforts are being made to incorporate all the pre-schools and private schools in the plan.  
  
*Get Ready 5<sup>th</sup> Grade* began in 2008 when a group of educators, parents, and public safety officials created the program for schools in Mill Valley. It is currently implemented in all 5<sup>th</sup> grades in the Mill Valley School District.
- **Get Ready Marin**  
To date, over 800 residents have taken the classes in Mill Valley. In 2009, *Spanish Get Ready* and *Seniors Get Ready* were created and piloted in Mill Valley.

The Grand Jury observed, from interviews with city officials, that Mill Valley believes disaster preparation awareness requires an extensive and ongoing engagement of the residents, schools, businesses, and other organizations. These entities will be directly affected in the event of a disaster. Mill Valley has set a goal to train 100% of its residents in emergency preparedness. Its challenges are citizen apathy and lack of funding.

The Grand Jury highly commends Mill Valley for the foresight of its leaders who organize and support the training of its residents in risk awareness and disaster preparedness. Through these activities, Mill Valley has taken steps to increase the readiness of its residents to respond and recover in a disaster. This plan is a blueprint which could be emulated countywide. However, it takes leadership and political will to make this happen.

## **Tiburon - Disaster Preparedness**

Following the events of 9/11, several residents of Tiburon created a program to offer local residents and businesses information on how to prepare for a large-scale disaster. As noted above, this program evolved into the Get Ready Marin program that is now offered countywide. Tiburon recently created a first-aid station within the new Tiburon Del Mar Middle School gymnasium, to be used to treat injured residents in a disaster. Volunteers from the Belvedere Community Foundation were instrumental in raising private funds to make this happen. The gymnasium will serve as a combination shelter and first-aid station in a disaster. This is especially important to this area, since Belvedere and Tiburon may be geographically isolated in a major emergency.

The Tiburon Fire Protection District purchased a fireboat a few years ago with funds from a firefighters' grant. The boat is currently moored at the Blue and Gold Ferry Dock in Tiburon. The Marin Operational Disaster and Citizens Corps Council (DC3) recently held discussions with San Francisco State University (SFSU) about rebuilding the pier at the Tiburon Romberg Center for an oceanographic research boat. The site could double as a helicopter landing pad and deep-water mooring facility in the event of a disaster, to enable the distribution of aid to the Tiburon peninsula. SFSU would like to develop a partnership with the County, to seek funding from Homeland Security for such a proposal.<sup>14</sup>

## **DISASTER PREPAREDNESS VOLUNTEER ORGANIZATIONS**

### **Marin Interagency Disaster Coalition**

Many valuable volunteer resources exist in Marin, one of which is the Marin Interagency Disaster Coalition (MIDC). After a series of storms in 2007, government and non-profit emergency services realized the need for coordination.<sup>15</sup> MIDC was formed in 1989 to serve as a volunteer umbrella organization to manage and coordinate non-profit, private sector and community based agency planning to serve human and animal needs following a disaster.<sup>16</sup>

Today, MIDC is working to increase collaboration among volunteer agencies and organizations throughout Marin. Some of the goals of the Coalition are to ensure and enhance communication, commitment, cross-agency response, and service delivery following a disaster. MIDC is committed to addressing the unmet needs of Marin's most vulnerable groups during disaster recovery. Organizations such as the Marin Food Bank, Marin Humane Society, Marin County Commission on Aging, the Center for Volunteer and Non-Profit Leadership, Red Cross, Salvation Army and the West Marin Disaster Council are members of the MIDC.

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<sup>14</sup> Marin Operational Area Disaster & Citizens Corps Council, March meeting 2011

<sup>15</sup> Disaster and Citizens Corps Council Minutes, June 2010

<sup>16</sup> <https://www.midcpartners.org>

Other trained volunteer resources are the Sheriff's Air Patrol, the Civil Air Patrol, Radio Amateur Civil Emergency Services (RACES - HAM radio operators), Sheriff's Mounted Posse, and CERT. Recently, the Marin County Fire Department began developing a protocol for RACES in order to enhance communication systems in a disaster.

### **Marin Search and Rescue**

Marin Search and Rescue is a well-known elite volunteer organization of 70 members. The organization expanded out of an original Explorer Team in the 1970s. In 1989, a Mill Valley firefighter took over a team of 13 teenagers and trained them to perform search and rescue. Today, the 70-member team undergoes rigorous training in high altitude and wilderness rescues. The organization is especially committed to training youth in leadership and emergency response. All teams are CERT trained.

Marin Search and Rescue donated over 35,000 hours in 2010, saving the County over \$1 million dollars.<sup>17</sup> The Sheriff's Office supports the efforts of Marin Search and Rescue and utilizes the team for high-risk missions for the County. The team is deployed out of the Sheriff's Office and provides mutual aid when requested by other counties in California.

### **Medical Reserve Corps**

The HHS Emergency Medical Services department has a well-organized, medically trained volunteer organization under its authority, the Marin Medical Reserve Corps (MMRC).<sup>18</sup> There was a realization after the events of 9/11, that paramedics, physicians, nurses, and other professional medical personnel were unavailable to treat the mass casualties that resulted from this disaster. FEMA provided funding to states for the formation of a cadre of trained medical volunteers to assist frontline medical personnel in an emergency. Thus, MMRC was created, and among other functions, it maintains an active database of approximately 85 medical professional volunteers who are ready to step forward and provide aid in the event of a catastrophic emergency.

### **MARIN COUNTY OFFICE OF EMERGENCY SERVICES (OES)**

The OES mandate, according to Marin County Code 2.99 under which OES operates,<sup>19</sup>

*"...establishes the county of Marin emergency services organization and provides for the preparation and carrying out of the plans for the protection of persons, property and the environment within this county in the event of an emergency, the direction of the emergency organization and the coordination of the emergency functions of this county with all other public and nonpublic agencies, incorporated and unincorporated areas, private and nonprofit organizations, and affected private persons."*

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<sup>17</sup> "County of Marin, Civic Center Volunteers, Financial Impact Analysis, January 2010 – December 2010", Marin Human Resources Department,

<sup>18</sup> [www.mmrc.org](http://www.mmrc.org)

<sup>19</sup> Marin County Code, Title 2, Chap. 2.99 EMERGENCY ORGANIZATION AND FUNCTIONS

In interviews with the Grand Jury, OES describes the department as being responsible for the larger picture in disaster readiness, and considers itself a resource to the 11 cities and towns, and the unincorporated areas in the county. For example, OES would facilitate and provide mutual aid in the form of bulldozers and heavy equipment, should it be requested.

In November 2010, OES sponsored a strategic planning tabletop exercise with Marin's city managers. Several Marin County agencies also participated in the event. The exercise was called LEAD –EX.<sup>20</sup> The topic was strategic decision-making during disasters. Over eighty-five attendees, including representatives from local municipalities, participated. The Grand Jury sees this as a step in the right direction for the County OES. The importance of ongoing partnerships between OES and local jurisdictions cannot be overstated. Earthquakes, floods, and wildfires know no boundaries.

OES personnel stated to the Grand Jury that they would like to assist in developing joint emergency response drill exercises with Marin cities and towns. For example, the City of Novato, (Police and Fire Departments), invited OES to participate in their Bahia/Greenpoint evacuation drill in March 2011. OES staff participated in several pre-exercise meetings, and indeed the OES Emergency Services Coordinator was present as an observer at that event.

OES staff consists of five full-time and one part-time employee. It is important to note that OES management has changed three times within in the past 12 months. The Grand Jury believes that a stabilized leadership role within OES is important to developing a broader approach to partnering with local jurisdictions and agencies in ongoing disaster planning and response activities.

## **EMERGENCY OPERATIONS CENTER**

All county employees, as part of their New Employee Training Program, are required to take a four-hour DSW training offered by the OES staff, during which they are made aware of the Standardized Emergency Management Systems (SEMS) program. Following successful completion of this introductory training, OES registers the employee as a DSW, and relays this information to the Human Resource Department, where it is kept as part of the employee's personnel file.

OES personnel are responsible for seeing that EOC staff receive SEMS training, National Incident Management training, as well as EOC advanced training (under the County Emergency Operations Plan).<sup>21</sup> The training prescribes specific modules for all primary and alternate County personnel who will staff the Emergency Operations Center (EOC) in a countywide emergency. It is intended to move the employee from individual to team skills so as to be better able to manage a multi-agency response to a major disaster from within the EOC.

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<sup>20</sup> "Leadership in Emergencies and Disasters Exercises"

<sup>21</sup> Marin Operational Area, Emergency Operations Plan, July 2008

OES is required to ensure that all EOC personnel are properly trained, and is responsible for monitoring the training, ensuring that EOC personnel meet the competency objectives set out by the SEMS guidelines. The Grand Jury was informed by OES that attendance at annual follow-up EOC staff trainings has not been mandatory, and that attendance is inconsistent. OES staff suggested that one reason employees might not show up for the follow-up trainings is, “they simply cannot take time away from their work assignments.”

OES is also charged with maintaining a database of personnel who have attended these trainings. OES staff informed the Grand Jury that, while OES maintains a file of paper forms denoting trained volunteers, it does not maintain an up-to-date electronic database. The Grand Jury is concerned that this lack of electronic data makes it difficult for staff to plan out future training without information on currently trained personnel.

County managers and their staff are responsible for key positions in the EOC and will be responsible for the logistics, deployment, planning, and communications countywide in a major disaster. According to our information, OES offers a Marin Emergency Staff Development Program that is intended to inform personnel of training opportunities offered through such entities as California Specialized Training Institute and FEMA, as well as on-line training resources. The Grand Jury believes that written protocols and mandatory follow-up training are essential to insure effective EOC performance.

### **The Disaster and Citizens Corps Council**

The Disaster and Citizens Corps Council (DC3) was established in 2001 by Marin County Code<sup>22</sup> through federal funding. It serves as a bridge to engage local jurisdictions, agencies, and businesses in the process of community emergency response, disaster mitigation, and recovery. The DC3 is charged with:

- Evaluating disaster preparedness progress in the public and private sectors
- Promoting disaster preparedness through communication and education
- Harnessing the power of every resident through education, training, and volunteer service to make their families, homes, and communities safer from natural and man-made disasters and emergencies
- Reporting annually to the Board of Supervisors.

This advisory Council is the main conduit for interagency disaster readiness communication in Marin. It is involved in detailed and ongoing discussions of disaster preparedness in Marin County. Its members are firmly committed to community response and recovery in disasters. This Council, because of its role in evaluating disaster preparedness progress in public and private sectors countywide, could provide the organizational structure for strengthening the County’s role among the 11 local jurisdictions and interagency organizations.

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<sup>22</sup> Marin County Code, 2.99.035

## CONCLUSION

When a disaster occurs, Marin residents must realize they will be on their own until first responders arrive. Chances of survival will be significantly increased in those communities that are proactively engaged in disaster preparedness activities. No single entity can be the sole provider of disaster preparedness, response, and recovery. It will require the collaboration of OES with local agencies to create, pilot, and initiate successful disaster planning and preparedness for all residents of Marin. Complacency is not a plan.

## FINDINGS

- F1:** Following a disaster, residents will be initially responsible for their own survival.
- F2:** Although some municipalities in California have residency requirements for first responders, Marin does not.
- F3:** 70-80% of first responders live outside of Marin, some as far away as Kern, Butte, Sutter, and Nevada Counties.
- F4:** 30-33% of first responders are on duty at any one time in Marin.
- F5:** Follow-up training for personnel expected to staff the EOC is neither mandatory nor effectively accomplished.
- F6:** OES no longer maintains an electronic database of CERT-trained volunteers.
- F7:** OES does not maintain an electronic database to track the training of EOC management and staff.
- F8:** OES and other entities could expand the use of volunteers in their disaster preparedness activities.
- F9:** The mandate of the OES under Marin County Code 2.99 is broad but not fully realized and enforced.
- F10:** San Rafael OES is requesting that the County OES take responsibility for funding and implementing Marin County CERT in 2012.
- F11:** In 2011, Marin County CERT training was reorganized and standardized throughout the County.
- F12:** Mill Valley has developed a model emergency preparedness program.
- F13:** The Disaster and Citizens Corps Council serves only as an advisory council to the Board of Supervisors.

**F14:** Although Marin County has many individual organizations focused on emergency preparedness, there is insufficient interagency collaboration.

## RECOMMENDATIONS

The Grand Jury recommends that:

- R1.** The County OES establish an electronic database to track EOC training required of managers and staff. In addition, OES develop written protocols for EOC managers to use which would require their staff to attend annual follow-up EOC training.
- R2.** County OES take over the management of Marin CERT in 2012, and continue to fund the program annually.
- R3.** The County OES update and keep current the electronic database of CERT-trained volunteers.
- R4.** The Board of Supervisors and the Sheriff's department review the mandate of OES to ensure that programs for disaster preparedness are given the highest priority.

## REQUEST FOR RESPONSES

Pursuant to Penal Code Section 933.05, the Grand Jury requests responses from the following governing bodies:

Marin County Board of Supervisors: **All findings and recommendations**

The Marin County Sheriff's Office: **Findings F5-F10 and all recommendations**

The governing bodies indicated above should be aware that the comment or response of the governing body must be conducted in accordance with Penal Code Section 933 (c) and subject to the notice, agenda and open meeting requirements of the Ralph M. Brown Act.

California Penal Code Section 933 (c) states that "...the governing body of the public agency shall comment to the presiding judge on the findings and recommendations pertaining to matters under the control of the governing body." Further, the Ralph M. Brown Act requires that any action of a public entity governing board occur only at a noticed and agendized public meeting.

Reports issued by the Civil Grand Jury do not identify individuals interviewed. Penal Code Section 929 requires that reports of the Grand Jury not contain the name of any person, or facts leading to the identity of any person who provides information to the Civil Grand Jury. The California State Legislature has stated that it intends the provisions of Penal Code Section 929 prohibiting disclosure of witness identities to encourage full candor in testimony in Civil Grand Jury investigations by protecting the privacy and confidentiality of those who participate in any Civil Grand Jury investigation.
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APPENDIX A

**TABLE ONE – Firefighter/Paramedic Residency Percentages**

City/town	Population	Total	Non-Marin	Marin	Non-Marin %
<b>San Rafael **</b>	<b>66,800</b>	70 (42)*	57	13	82%
<b>Novato</b>	<b>65,000</b>	69 (25)	62	7	90%
<b>Southern Marin***</b>	<b>27,700</b>	52 (15)	33	19	64%
<b>County Fire</b>	<b>25,000</b>	77 (34)	57	20	75%
Bolinas	2,500	2	1	1	50%
Corte Madera	9,425	18 (3)	14	4	78%
Kentfield	10,000	34 (0)	2	38	05%
Larkspur	11,799	18 (3)	14	4	78%
Mill Valley	13,700	25 (8)	19	9	68%
Ross Valley****	22,500	26 (9)	9	17	35%
Stinson	1,500	12 (3)	4	8	34%
Tiburon/Belvedere	10,500	21 (9)	12	9	57%

\* Paramedics shown in parentheses  
 \*\* includes Lucas Valley, Marinwood and Santa Venetia  
 \*\*\* includes Alto, Almonte, Homestead Valley, Sausalito, Strawberry and Tam Valley  
 \*\*\*\* includes Fairfax, San Anselmo, and Sleepy Hollow

**TABLE TWO Police/Sheriff Department Residency Percentages**

City/town District	Population Served	Total Employed	Non-Marin Resident	Marin Resident	Marin Resident %
<b>San Rafael</b>	<b>58,300</b>	65	59	6	9%
<b>Novato</b>	<b>53,449</b>	58	53	5	9%
<b>Twin Cities</b>	<b>22,000</b>	31	24	7	23%
<b>Sheriff – County</b>	25,000	207	167	40	19%
Belvedere	2,125	7	6	1	14%
Fairfax	7,500	11	9	2	18%
Mill Valley	14,000	21	18	3	14%
Ross	2,401	9	8	1	11%
San Anselmo	12,000	19	13	6	32%
Sausalito	7,500	18	14	4	22%
Tiburon	8,900	13	11	2	15%

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### Websites:

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## GLOSSARY

### The following acronyms are used in this report:

**CERT:** Community Emergency Response Teams  
**DC3:** Marin County Operational Disaster and Citizens Corps Council  
**DSW:** Disaster Service Worker  
**EOC:** Emergency Operations Center  
**FEMA:** The Federal Emergency Management Agency  
**LEAD-EX:** Leadership in Emergencies and Disaster Exercises  
**MIDC:** Marin Interagency Disaster Coalition  
**MMRC:** Marin Medical Reserve Corps  
**OES:** Marin County Office of Emergency Services  
**RACES:** Radio Amateur Civil Emergency Services  
**SEMS:** Standardized Emergency Management Services  
**SFOES:** City of San Rafael Office of Emergency Services  
**SMFPD:** Southern Marin Fire Protection District