Emergency Management in California and Lessons Learned for Schools

July 18, 2019

Safe Schools Conference

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Welcome to California

The most disaster prone State in the United States
Four Seasons in California
Disasters These Past Few Years

- 2014 to 2017 - California Drought
- February 2017 – Flooding and Oroville Dam Incident
- October 2017 – Statewide Wildfires
  - Tubbs Fire in Sonoma County
- December 2017 – Wildfires
  - Thomas Fire in Santa Barbara and Ventura Counties
- January 2018 - Montecito Mudslide
Disasters These Past Few Years

- July 2018 – Wildfires
  - Carr Fire in Shasta County
  - Mendocino Complex

- November 2018 – Statewide Wildfires
  - Camp Fire in Butte County
  - Woolsey Fire in Ventura and Los Angeles County

- July 2019 Ridgecrest Earthquakes
  - 6.4 and 7.1 magnitude
October 2017 Statewide Wildfires

- Began October 8, 2017.
- Burned 245,000 acres in Butte, Lake, Mendocino, Napa, Nevada, Orange, Solano, Sonoma, and Yuba counties.
- Destroyed 8,900 structures.
- The largest debris removal program since the 1906 earthquake.
- Responsible for 44 deaths.
- At least 650 schools serving more than 290,000 students were closed at least one day.
Tubbs Fire Impacts to Sonoma County Schools

- 1,200 to 1,300 students lost homes.
- 300 plus staff lost homes.
- 13 school sites/programs were directly impacted.
- Public Schools Damaged (2) and Destroyed (2).
- Private Schools Damaged (2) and Destroyed (2).
- Students in the Santa Rosa area lost as many as 15 instructional days.
Some were damaged

- Riebli Elementary - Some relocatable classrooms were destroyed but main building spared.
- The Fountain Grove residential neighborhood adjacent to school was leveled.
Several were surrounded by debris
Debris as far as the eye can see

- Schaefer Elementary was spared.
- The Coffey Park neighborhood to the west was destroyed complicating the question, “When should the school reopen.”
- Concern for health hazards during clean-up.
Some school sites were destroyed
First time CDE played a major coordination role in the State Operations Center
Established a Joint State/Federal Schools Task Force at the State Operations Center
  ◦ Advocate for both public and private schools
A Local Schools Task Force was established in Sonoma County
  – Led by Dr. Steve Herrington, Sonoma County Superintendent
  – Convened at Santa Rosa City Schools
  – Facilitated by CDE
Affected schools had a forum to exchange ideas and resources
  ◦ “There’s no such thing as a stupid question”
Cross-branch collaboration including:

- School Funding
- Nutrition
- Early Childhood Education
- Adult Education
- Coordinated Student Support
- Special Education
- Facilities and Transportation
- Superintendent’s Office

Contact CDE at EmergencyServices@cde.ca.gov
December 2017 Wildfires

- Began December 4, 2017.
- Burned in Los Angeles, Riverside, San Diego, Santa Barbara, and Ventura counties.
- Thomas Fire largest by acres burned in state history (281,000+).
- Destroyed 1,063 structures.
- At least 530 schools serving more than 303,293 students were closed at least one day.
- Many schools did not reopen until after Winter Break.
- CDE better prepared to respond.
Began in late July
Burned in Lake, Madera, Mariposa, Mendocino, Orange, Riverside, Shasta, and Trinity counties
Mendocino Complex fire became biggest fire in California history - over 450,000 acres.
Carr Fire - Shasta County
  - 370+ students lost homes
  - 71+ staff lost homes
November 2018 Statewide Wildfires

- Camp Fire in Butte County began November 8, 2018 and burned 153,336 acres. Total structures destroyed 18,804 (13,983 homes).
- Woolsey Fire in Ventura and Los Angeles County began November 8, 2019 burned 96,949 areas. Total structures destroyed 1,643 (1,195 homes).
- Destroyed 20,447 structures and now the largest debris removal operations since the Tubbs fire.
- Responsible for 100 deaths with 2 people still missing.
Butte County Camp Fire
Camp Fire Impacts to Butte County Schools

- The largest evacuation of schools in California history. No students were hurt or uncounted for.
- 4,500 students homeless. 500 plus staff lost homes.
- Public Schools Damaged (6) and Destroyed (7).
- Private Schools Damaged (2).
- Many schools serving more than 30,000 students were closed at least three weeks.
- Students lost as many as 10 to 13 instructional days.
- Paradise Unified School District lost 48% of student population.
Public Schools Lost in the Camp Fire
Impacted Districts and Charters

- Paradise Unified School District - 50% enrollment
- Golden Feather Union School District + 20% enrollment
- Achieve Charter - 22% enrollment
- Home Tech Charter - 55% enrollment
- CORE Butte Charter + 3% enrollment
- Paradise Charter Middle School - 13% enrollment
- Children's Community Charter School - 47% enrollment
- Lots of questions regarding Charter Schools

*As of 1/16/2019
Paradise High School
Paradise Elementary
Paradise Elementary
Paradise Elementary
Honey Run Academy
Charter High School
Paradise Unified Transportation
Why Are We Here Today?

To help you be better prepared to respond to emergencies and to assist school districts and schools respond to and recover from disasters.
We protect lives and property, build capabilities, and support our communities for a resilient California.

We achieve our mission by serving the public through effective collaboration in preparing for, protecting against, responding to, recovering from, and mitigating the impacts of all hazards and threats.
Local Federal Non-Profit & NGO

PARTNERSHIPS

State

Federal

Private

Non-Profit & NGO
Phases of Emergency Management

- Prevention - Mitigation
- Preparedness
- Recovery
- Response
Mitigation is the effort to reduce loss of life and property by lessening the impact of disasters.

- Can be as simple as strapping heavy objects to the walls, installing latches/locks on cabinets, keeping chemicals out of reach, fire suppression systems, fire break around property, etc.
- Don’t forget libraries, computer rooms, chemistry and other labs.
- Know what natural or man-made hazards that can affect you by:
  - Contacting your local Office of Emergency Services.
  - Reviewing your county Hazard Mitigation Plan.
  - Visiting your county CUPA or Environmental Health Department.
  - Talking to your county Department of Public Health.
Wildfire
Wildfire Discussion
Earthquake
Earthquake Shaking Hazard Primarily Affecting One- and Two-story Buildings

Level of Earthquake Hazard
These regions are near major, active faults and will on average experience stronger earthquake shaking more frequently. This intense shaking can damage even strong, modern buildings.

Increasing Intensity

These regions are distant from known, active faults and will experience lower levels of shaking less frequently. In most earthquakes, only weaker, masonry buildings would be damaged. However, very infrequent earthquakes could still cause strong shaking here.

0 25 50 100 Miles

Cal Poly - San Luis Obispo
City and Regional Planning
June 2013

0.2 second spectral acceleration with 2% probability of exceedance in 50 years
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Earthquake Shaking Hazard Primarily Affecting Buildings of Three or More Stories

Level of Earthquake Hazard
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Susceptibility to Deep-seated landslides in California
California Geological Survey
Map Sheet 58
2011

ROCK STRENGTH

SLOPE CLASS

LANDSLIDE SUSCEPTIBILITY CLASSES

(California Geological Survey)
Liquefaction Hazard Map of Alameda, Berkeley, Emeryville, Oakland, and Piedmont, California

Explanation
- Hayward Fault
- Boundary of study area
- Streets and major highways

Approximate percent of area predicted to liquefy for $M = 7.1$ earthquake
- 73%
- 38%
- 3%
- < 1%
- 0%
- Water
- Not studied

[Map showing areas affected by liquefaction hazard]
Earthquake Discussion
Flooding
Flood/Dam Failure Discussion
According to the CDC - **If you have loved ones in schools**, daycares, hospitals, nursing homes, or other places **during a radiation emergency**:

- **Stay where you are!** Going outside to get loved ones could expose you and them to dangerous levels of radiation.
- **Children and adults in schools**, daycares, hospitals, nursing homes, or other places **will be instructed to stay inside until emergency responders know that it is safe to evacuate**.
- **Schools**, daycares, hospitals, nursing homes, and other places **have emergency plans in place to keep people safe at the facility**.
Active Shooter
Active Intruder

- Run
- Hide
- Fight
Active Shooter
Intruder
Discussion
Extreme Weather

HOT WEATHER

School’s be like

SCHOOL CLOSINGS

2 Hour delay
Extreme Weather and Other Emergencies Discussion
Alien Invasions or Zombie Apocalypse
Phase 2 - Preparedness

- Contact your city/county Office of Emergency Services. What plans do they have for your school?
- **CA Education Code 32282** states that schools will establish a procedure to allow a public agency, such as the ARC, to use school buildings, grounds, and equipment for mass care and welfare shelters during disasters or other emergencies affecting the public health and welfare.
- Take courses in disaster planning and preparedness.
- Lessons learn from other school districts.
- Develop a written plan. District vs school site.
- Have plan approved by the School Board.
- Review, discuss, exercise, and update your plan.
Develop a Written Plan

Guide for Developing High-Quality School Emergency Operations Plans


www.rems.ed.gov
Phase 2 - Preparedness

- Ask how will you be notified of an emergency in your area. Do you need to register for notifications? Do you track social media?
- Have a communications plan for students and parents.
- Have emergency supplies in each classroom and the office such as a first aid kit, food, water, a simple rescue tool, fire extinguisher, flash light, NWS radio, etc.
- Have a “go kit”.
- Get children involved.
CA State/FEMA Catastrophic Plans
If we are planning for the worst case scenarios in your area, so should you.

16 Counties
Bay Area Earthquake Plan
California Governor’s Office of Emergency Services
July 6, 2016

3 Counties
California Cascadia Subduction Zone Earthquake and Tsunami Response Plan
US Department of Homeland Security
Federal Emergency Management Agency Region IX
California Governor’s Office of Emergency Services
September 2013

8 Counties
Southern California Catastrophic Earthquake Response Plan
January 1, 2011

10 Counties
Northern California Catastrophic Flood Response Plan
California Governor’s Office of Emergency Services
June 8, 2016
Student Preparedness Programs

- “Get Ready 5th Grade Bay Area” (GR5)
- “Be Aware! Be Prepared!” San Diego County (GR4)
- Red Cross “Masters of Disaster”
- Red Cross “Pillowcase Project”
- FEMA “Be a Hero” Program
- State is developing a program for 4th grade
Exercises

- Workshops/Orientations
- Drills
  - Earthquake, Fire, Lockdown, Shelter-in-Place
- Tabletop Exercises
- Functional Exercises
- Full Scale Exercises

- Play the “What if…” game at every staff meeting.
Phase 3 - Response

- Contact your local police or fire department.
- **Contact your local Office of Emergency Services and EOC.**
- **Work with the County Department of Education.** How will they support you?
- Who decides to evacuate? Shelter-in-place vs lockdown?
- Partner with another school – close by and farther away.
- Know local resources that can assist.
- Understand the California Standardized Emergency Management System (SEMS) and where you fit into the system.
- Incident Command System (ICS) and the National Incident Management System (NIMS).
The Incident Command System:

- Is a standardized, **on-scene**, all-hazard incident management concept.
- Allows users to adopt an integrated organizational structure to match the complexities and demands of single or multiple incidents without being hindered by jurisdictional boundaries.

**Single or Unified Command**

- Uses management best practices and helps to ensure:
  - The safety of responders and others.
  - The achievement of tactical objectives.
  - The efficient use of resources.
Standardized Emergency Management System (SEMS)

- California’s guidelines to operate and organize for emergency response.
- State agencies must use SEMS. Others are encouraged to use SEMS to be eligible for reimbursement of disaster response costs.
- SEMS incorporates:
  - Incident Command System (ICS)
  - Multi-agency Coordination (MAC)
  - Mutual Aid (MA)
  - Operational Area Concept (OA)
SEMS 5 Organizational Levels

Field (ICS)

Local Government (SEMS)

Operational Area (SEMS)

OES Region (SEMS)

State (SEMS)

FEMA (NIMS)
OA Concept – Mutual Aid and Administrative Regions
SEMS – 5 Functions

Management

(\textit{Command at Field Level})

- Operations
- Planning/
- Logistics
- Intelligence
- Finance/
- Administration

Safety Officer
Liaison Officer
Public Information Officer
National Incident Management System (NIMS)

- Intent: To Improve Coordination of Federal, State, and Local Emergency Response.
- Incorporates support from:
  - Private Sector
  - Non-Government Organizations
  - Tribal Governments
- Applies to all events regardless of size or complexity – planned or unplanned events.
Federal Agencies must use NIMS.

State, Local, and Tribal Governments must comply with NIMS in order to receive federal funding.

- This requirement also applies to schools and school districts receiving emergency preparedness funding including the U.S. Department of Education Readiness and Emergency Management for Schools (REMS) grants.

In California, SEMS equals NIMS:

- Incident Command System (ICS)*
- Multi-agency Coordination (MAC)*
- Mutual Aid (MA)*
Return to normal as soon as possible.

Do you have a business continuity/recovery plan? Back up for vital records, databases, and student transcripts?

Do you have enough insurance? Before and after pictures.

Track all costs. Understand the FEMA reimbursement process. Do not expect financial assistance from the State or federal government. Don’t let that be a deciding factor.

Conduct after action meetings and review lessons learned. Update emergency plans.

Plan for the psychological and emotional recovery of your children and staff.
State Operations Center
Consumer of Information - Feed the Beast

SOC

Schools Closed
Status of Students
Repopulation Plans
When will schools open?
Critical needs or concerns

Status of Program Sites
Schools Damaged Destroyed
CDE’s Role in Emergency Response

- Partner with Cal OES
  - Activation at State Operations Center (SOC)
  - Participation in Unified Coordination Group (UCG)
  - Leadership of joint State and Federal Schools Task Force

- Support to LEAs
  - Identify resources and elevate local unmet needs
  - Advocate for schools in community-level plans
  - Identify roles and responsibilities
  - Provide consistent structure
  - Share data, resources, needs, etc.
  - Avoid duplication of effort

- Schools are a priority for response and recovery.
  Get students back to the classroom.
Act as single point of contact and clearing house for support to school districts.

Establish two way communications by providing regular updates to affected LEAs and CDE.

Establish a Schools Liaison at the County EOC for response and recovery.

Update school closure information on COE website daily.

Organize emergency response drills.

Advocate for local public school districts and private schools.
Wildfire Lessons Learned (1 of 4)

- School Districts are considered Special Districts with elected officials and school boards. Who can make decisions in an emergency?
- County Office of Education served as central coordination point for all public/private schools. Need to connect with the County EOC.
- Schools closed and no after hour contacts for school administrators.
- School web pages are not updated as to current status.
- County Office of Education and school districts did not have disaster plans or procedures in place or did not know them.
- School Districts seemed to operate independently without using SEMS. You are not alone. More training needed.
State and counties can form a School Work Group or Task Force to assist with reopening schools and replacing desks, chairs, and educational materials.

- Memorandums of Agreement in place?
- Continuity of Operations. Can you pay staff?
- Displaced students and staff.
- McKinney-Vento Homeless Assistance Act which may cause increased transportation costs.
- Governor’s Executive Orders to waive certain requirements.
- ADA and J-13 waivers.
- Air Quality issues during wildfires and debris removal.
- Mental Health issues for short-term and long-term.
Wildfire Lessons Learned (3 of 4)

- Establish a district hotline to answer call from parents and employees.
- Schools used as shelters for people and farm animals.
- Stage busses near fire and create an evacuation plan if needed.
- District Office of Environmental Health and Safety and the Maintenance and Operations teams conducted surveys for damages and presence of soot/ash. Some schools cleaned and air filters changes.
- Have personnel trained by Cal OES as part of the Safety Assessment Program.
- Cancelled sporting events.
Managing donations – money and stuff. The disaster after the disaster.

Do you have enough insurance and what does it cover?

Take before and after pictures of everything.

Facilities - temporary school sites and portables.

Tree removal.

Debris removal process. Right of Entry Forms.

Understanding the FEMA reimbursement process.


Long term funding issues (Lock in ADA funding for 3 years or more).

Remember – Recovery is a marathon, not a sprint.
Earthquake Lessons Learned (1 of 2)

- County Office of Education and school districts did not have disaster plans or procedures in place.
- School Districts seemed to operate independently without using SEMS. More training needed.
- Based on debris patterns, the Drop, Cover, and Hold On strategy would reduce potential for injury.
- Need for emergency contracting procedures.
- County formed a School Work Group to assist with reopening schools and replacing desks, chairs, and educational materials.
Earthquake Lessons Learned (2 of 2)

- Unsure of damage assessment and facility safety assessment/inspection process.
- Some schools pushed to allow students to return to school before buildings were habitable.
- Considered alternate instructional methods such as internet learning or meeting at alternate sites.
- Need for bilingual Spanish speaking Public Information Officers.
- To ensure students’ nutritional needs were met, school officials used city parks to serve breakfast and lunch.
Shasta Union Elementary: Before & After
Temporary Site for Paradise Elementary
CDE Resources

- School Safety Planning web page: www.cde.ca.gov/ls/ss/vp/safeschlplanning.asp
- School Disaster Recovery web page: https://www.cde.ca.gov/ls/fa/sf/schooldisasterrecovery.asp
  - CDE resources
  - Other state agencies
  - Federal agencies
  - Local agencies
- Google Drive of School Disaster Preparedness Resources: https://goo.gl/mRybWu
Cal OES Resources

Contact your local emergency manager and locate the Emergency Operations Center.

Determine lines of communication, reporting requirements, and how you interface with the local EOC.

CA SEMS on-line training – CSTI (csti.org)

FEMA Independent Study Program:

https://training.fema.gov/is/crslist.aspx

- IS 100.c – Introduction to ICS
- IS 200.b – ICS for Single Resources and Initial Action Incidents
- IS 700.b – Introduction to NIMS
- IS 800.c – Introduction to the National Response Framework
For more information contact:

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