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AUG 25 2006



JERRY SANDERS  
MAYOR

July 25, 2006

RECEIVED  
AUG 29 2006  
SAN DIEGO  
COUNTY GRAND JURY

Honorable Janis Sammartino  
Presiding Judge  
San Diego County Superior Court  
Main Courthouse, Third Floor  
220 West Broadway  
San Diego, CA 92101

Dear Judge Sammartino:

Subject: 2005-2006 Grand Jury Report entitled "Lack of San Diego County Evacuation Preparations"

Pursuant to California Penal Code Section 933.05(a), (b), and (c), the City of San Diego provides the following responses to the findings and recommendations in the above-entitled Grand Jury Report:

**Finding 1: Tsunamis pose a significant threat to life and property.**

**Agree.**

**Finding 2: Inundation maps showing possible San Diego County shoreline which might be submerged by tsunami waters is not adequate.**

**Partially Disagree.** The San Diego County Tsunami Evacuation Planning Maps were prepared by the University of Southern California's (USC) Tsunami Research Group under a research grant awarded by the Governor's Office of Emergency Services. In order to avoid the conflict over tsunami origin, inundation projections are based on worst-case scenarios. The inundation projections are intended for emergency and evacuation planning. The flooding is therefore based on the highest projection of inundation regardless of the tsunami origin. As such, projections are not an assessment of the probability of reaching the projected height but only a planning tool. These maps are adequate for San Diego County.

The USC team developed a computer model to determine the maximum run-up of a tsunami event. Once all possible events were calculated, the highest run-up was sent to the State Office of Emergency Services Geographic Information Systems Research Analysts who took the number (12.8 meters for San Diego County) and sampled Digital

Elevation Models (DEM) from the United States Geological Survey. Everything on the DEM that fell into the range between zero (sea level) and 12.8 meters was extracted and converted into a run-up area. The maps do not provide “depth of the flood waters for every 500 meters inland” as stated in the Grand Jury report, but rather one 12.8 meter Run-up Line. Funding from the National Tsunami Hazard Mitigation Program for the past couple of years has been limited to about \$3 million annually for five states (Washington, Oregon, California, Hawaii and Alaska). This equates to approximately \$274,000 for the entire state of California and includes other areas of preparedness in addition to mapping. Production of maps with 50 meter intervals would be cost-prohibitive according to the San Diego County Office of Emergency Services.

**Finding 3: The San Diego Police Department needs to be on the same system as the rest of the county for emergency communications.**

**Agree.** There are, however, some benefits for public safety communications in the region through the operation of multiple networks. Should a failure occur with the City of San Diego radio system then the County’s Regional Communications System (RCS) is available as a backup and visa versa. This level of redundancy has proven to be extremely beneficial when system failures have occurred.

Recent major public safety events have highlighted the continued need for radio systems that provide multi-agency interoperability. The implementation of systems that are designed to maximize sharing and interoperability, while keeping up with state of the art technology, provide the greatest enhancement to public safety operations. Public safety workers must be able to communicate with each other effectively, efficiently and securely.

Since 1991, the City of San Diego has owned and operated a Motorola trunked and simulcast 800 MHz radio system that provides the primary voice radio communications for city departments including Police, Fire Rescue, Water and Metropolitan Waste Water and partner agencies including the San Diego Unified School District, Community College District and the City of Poway. In addition, there are many public agencies in the region that through cooperative, mutual aid agreements, also utilize the City’s radio system including the County of San Diego RCS.

The County of San Diego began installation of the RCS in 1995 and completed installation in 1999. Agencies began using the RCS in May of 1998. There are over 200 agencies in the San Diego/Imperial County Region that use the RCS as their primary system for voice radio communications. The RCS was purchased from Motorola through a sole source procurement to insure that based on the available technology at that time, the highest possible level of interoperability with the City of San Diego 800 MHz Radio System would be achieved. The RCS was patterned after, and designed by Motorola to be compatible with, the City’s system and does provide this interoperability.

The City and County share “system keys,” which is the method used to program radios to operate on the radio systems. Unknown to most people, both City and County radios have the ability to talk both together and to the other’s dispatchers, and do so on almost a daily basis. In other words, City Police radios currently have County talk groups and talk to RCS dispatch and other County radios. County Sheriff radios have City talk groups programmed in their radios and talk with City dispatch and City agency radios. The key component missing is the ability of City or County dispatchers, respectively, to be able to dispatch on the other’s system.

Currently, the RCS cannot support the number of users that the City’s network has nor the quantity of radio traffic generated by those users. An almost complete re-design and rebuild of the RCS will have to take place in order to accommodate and provide for the City of San Diego’s primary radio needs. Both the City and County are committed to this effort and to merging their respective systems. This will allow dispatch to dispatch and direct communications with the others’ field units. This will also allow for either agency to assume dispatch functions for the other in the case of a disaster. Until a new, robust infrastructure can be put in place there are redundancy benefits for public safety communications in the region through the operation of multiple networks.

**Recommendation 06-65: Require that the City of San Diego address the addition of the San Diego County’s 800 Megahertz Communications network into their emergency communications systems.**

Response: **This recommendation is being implemented.** The Tactical Interoperable Communications (TIC) Plan for the San Diego/Imperial County Region calls for a regional migration to an APCO, Project 25 (Association of Public-Safety Communications) standards-based radio infrastructure. Intensive planning, development of funding strategies for this several hundred million dollar effort, and implementation plans to accomplish this task are underway and will continue over the next decade. In the meantime, collaboration in the development, implementation and practice of regional communications protocols and user training is underway. These efforts are designed to insure that first responders, whether involved in ordinary or extraordinary incidents, can rely on the system to meet their critical mission.

**Recommendation 06-67: Install emergency signage along the San Diego coastal corridor, directing citizens and visitors to safety in case of a tsunami emergency.**

Response: **The recommendation is in the initial implementation stage.** The most appropriate types of signage are signs with general information such as, “Tsunami Hazard Zone – In Case of Earthquake Go to High Ground or Inland”. Due to the potential for earthquake related hazards from falling objects, collapsed buildings, road damage, etc., signs indicating “Tsunami Evacuation Route” or “Tsunami Evacuation Site” should not be designated in favor of directions to go higher ground while monitoring for hazards.

In August of 2005, the City of San Diego applied for a tsunami grant from the National Oceanographic and Atmospheric Agency (NOAA), the parent agency of the National Weather Service. That request was to provide shoreline community evacuation planning, local tsunami inundation map production and posting in and near areas at risk, public education, and tsunami preparedness tips and literature for residents and beach goers. Unfortunately, the west coast only received about \$250,000 of the \$1.4 million dollar grant and none of the cities in the extreme southern California region were award recipients. We were advised that our grant application would be resubmitted this year provided funds are available. The initial cost for the program is estimated at \$100,000, with a time line for completion of one year. It would require sustainment funding and staffing to ensure the educational component is integrated into routine public education programs.

The Office of Homeland Security is currently working in partnership with the San Diego Police Department, San Diego Fire-Rescue Department, county-wide law enforcement emergency planners, mass transit and other key stakeholders to develop coordinated regional evacuation plans. The coastal plan will encompass evacuation protocols for all hazardous events to include potential tsunamis.

**Recommendation 06-68: Find funding sources for the installation of warning sirens for an imminent devastating tsunami.**

Response: **The recommendation will not be implemented** in favor of a combination of other types of warning systems. These include community notification systems, Emergency Alert System messages and NOAA Weather Radios, coupled with route alerting. The City of San Diego has requested grant funds for a community notification system.

Warning sirens are very expensive. Costs per siren range in the tens of thousands of dollars not including engineering and installation costs which are above and beyond the base price. Additionally, sirens require ongoing maintenance and testing. Sirens typically cover an area of about 2-3 miles and need to overlap one another to be effective. Their range is dependent on the topography of the area and can be difficult to hear if one is inside a building.

There are also the issues of training and public education associated with sirens, not only for our residents but for the 26.7 million visitors annually to the region. When sirens are sounded, the public needs to know what to do, i.e., tune in to their local Emergency Alert System Station (EAS) for instructions on where to go, etc. Ongoing training and education in a number of different languages is necessary.

The effectiveness of sirens and need for public education is supported in an article on the 1960 Chilean tsunami triggered by the largest earthquake ever measured (magnitude 9.5) along the coast of Chili. According to an after action report on lessons learned

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July 25, 2006

(<http://pubs.usgs.gov/ciorc/c1187/>), sirens used in Hilo, Hawaii, in response to the anticipated tsunami were interpreted differently by different people. It was reported that only about one third of the people realized it was a signal to evacuate. Others thought it was a preliminary warning that would be followed up with an evacuation signal. There were also those who were not sure how serious they should take the warnings, because there had been several previous tsunami alerts for events that caused little damage.

The following is an excerpt from the State of California's "Local Planning Guidance on Tsunami Response". "There is agreement within the tsunami and emergency response communities that technology alone, automated warnings that can take up to 15 to 20 minutes to issue, cannot protect coastal inhabitants located in the immediate area of a near-source tsunami. When a large subduction zone earthquake occurs nearby, the first tsunami waves may reach coastal communities within minutes of the event. Local populations at risk should be able to recognize the signs of impending tsunami hazards, such as strong, prolonged ground shaking, and seek higher ground immediately. Communities should be informed, or determine themselves, which areas are likely to be flooded."

The publication and distribution of inundation maps that define the inundation area, ongoing public education, and designation of potential evacuation routes that indicate safe regions in which to assemble evacuees, can accomplish this. The grant application mentioned under the previous recommendation response, if successful, will provide the necessary tools.

Please contact Jill Olen, Deputy Chief Operating Officer, Public Safety/Homeland Security at (619) 236-7164 if you have additional questions.

Sincerely,



Jerry Sanders  
Mayor

cc: San Diego County Grand Jury  
Chief Operating Officer  
City Council  
Department Director  
City Clerk  
Citizens Assistance Manager

8/07/06

**RECEIVED**

**AUG 25 2006**

RESOLUTION NUMBER R- 301818

DATE OF FINAL PASSAGE AUG 10 2006

A RESOLUTION OF THE COUNCIL OF THE CITY OF SAN DIEGO AFFIRMING AND JOINING IN THE MAYOR'S RESPONSE TO THE GRAND JURY REPORT LACK OF SAN DIEGO COUNTY EVACUATION PREPARATIONS.

WHEREAS, on May 31, 2006, the San Diego County Grand jury issued a report entitled, "Lack of San Diego County Evacuation Preparations" [Report]; and

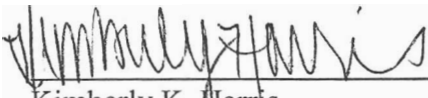
WHEREAS, the Report made several Findings and Recommendations for changes to the emergency operations procedure; and

WHEREAS, the Mayor's office reviewed each and every recommendation and finding and has prepared a response dated July 25, 2006, for the City Council's review; and

WHEREAS, the response has been forwarded to the City Council for review and consideration; NOW THEREFORE,

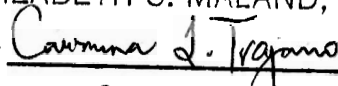
BE IT RESOLVED, by the Council of the City of San Diego that it accepts the response of the Mayor to the Grand Jury Report titled "Lack of San Diego County Evacuation Preparations."

APPROVED: MICHAEL J. AGUIRRE, City Attorney

By   
Kimberly K. Harris  
Deputy City Attorney

KH:ai  
07/26/06  
Or.Dept:Mayor  
R-2007-107

I, Elizabeth S. Maland, Clerk of the City of San Diego, California, hereby certify that this is a true copy of papers on file and of record in the office of the Clerk of said city.

ELIZABETH S. MALAND, City Clerk  
By , Deputy  
Dated 8-25-06

I hereby certify that the foregoing Resolution was passed by the Council of the City of San Diego, at this meeting of AUG 07 2006.

ELIZABETH S. MALAND  
City Clerk

By Maureen E. Ketchum  
Deputy City Clerk

Approved: 8-10-06  
(date)

JSL  
JERRY SANDERS, Mayor

Vetoed: \_\_\_\_\_  
(date)

\_\_\_\_\_  
JERRY SANDERS, Mayor



**COUNCIL PRESIDENT  
SCOTT H. PETERS**

CITY OF SAN DIEGO

August 24, 2006

Honorable Janis Sammartino  
Presiding Judge  
San Diego County Superior Court  
Main Courthouse, Third Floor  
220 West Broadway  
San Diego, CA 92101

Dear Judge Sammartino,

On August 7, 2006, the City Council voted to endorse Mayor Sanders' July 20, 2006 response to the 2005-2006 Grand Jury Report entitled "Felony Warrants – The Unsolved Problem." With respect to Report recommendation 06-76, the City Council has agreed to supplement the Mayor's response with the following additional statements:

- Understanding the correlation between limited Police Department staffing and the number of outstanding warrants, the City Council is committed to exploring cost-effective options for reducing the number of outstanding warrants.
- The City Council intends to make outstanding felony warrants and participation in the San Diego Regional Task Force a priority in the upcoming budget process for fiscal year 2008.
- The City Council has referred the matter of outstanding felony warrants to their Committee on Public Safety and Neighborhood Services for further discussion.

Please accept this letter in addition to Mayor Sanders' letter as part of the City of San Diego's responses pursuant to California Penal Code section 933.05. If you have additional questions, please contact me.

Sincerely,

A handwritten signature in black ink, appearing to read "Scott H. Peters", with a long horizontal flourish extending to the right.

Scott H. Peters

SHP:jsk



Honorable Janis Sammartino  
August 24, 2006  
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cc: San Diego County Grand Jury  
City Council Members  
Mayor Jerry Sanders  
Michael Aguirre, City Attorney  
Andrea Tevlin, Independent Budget Analyst  
Ronne Froman, Chief Operating Officer  
William Lansdowne, Chief of Police  
Donna Cottingham, Citizens Assistance Manager  
Liz Maland, City Clerk