

NEW YORK CITY
OFFICE OF EMERGENCY MANAGEMENT



Michael R Bloomberg,
Mayor
Joseph F. Bruno,
Commissioner



one year later...

June 2005



Dear Mayor Bloomberg:



As April marked the beginning of my second full year as commissioner of the Office of Emergency Management (OEM), I thought it an appropriate time to report on the accomplishments of my first 12 months. This “One Year Later” report provides a quick summary of our achievements during that time.

It has been a year full of challenges and many successes. Preparing to testify before the 9/11 Commission last May certainly accelerated my transition into the operation of the agency, and it also helped in the drafting of the initial template for the Citywide Incident Management System (CIMS) protocol. Despite critical reception in some corners, the recent release of the CIMS protocol document and its confirmation in Executive Order No. 61 as the City’s method of complying with federal emergency management mandates put a positive exclamation point on the end of my first year back in City government.

OEM can play a significant role in preparing the City to deal with any eventuality. I think you will see from the enclosed report that we are making major contributions and will continue to do so.

Sincerely,

Joseph F. Bruno



OEM's first priority in the past year was to review and better define the agency's role. Based on this analysis, OEM revised its mission statement as follows:



OEM's mission is to plan and prepare for, and mitigate emergencies; educate the public on preparedness; coordinate and support responses to and recovery from emergencies; collect and disseminate critical information; and seek and obtain funding and other aid in support of the overall preparedness of the City of New York.

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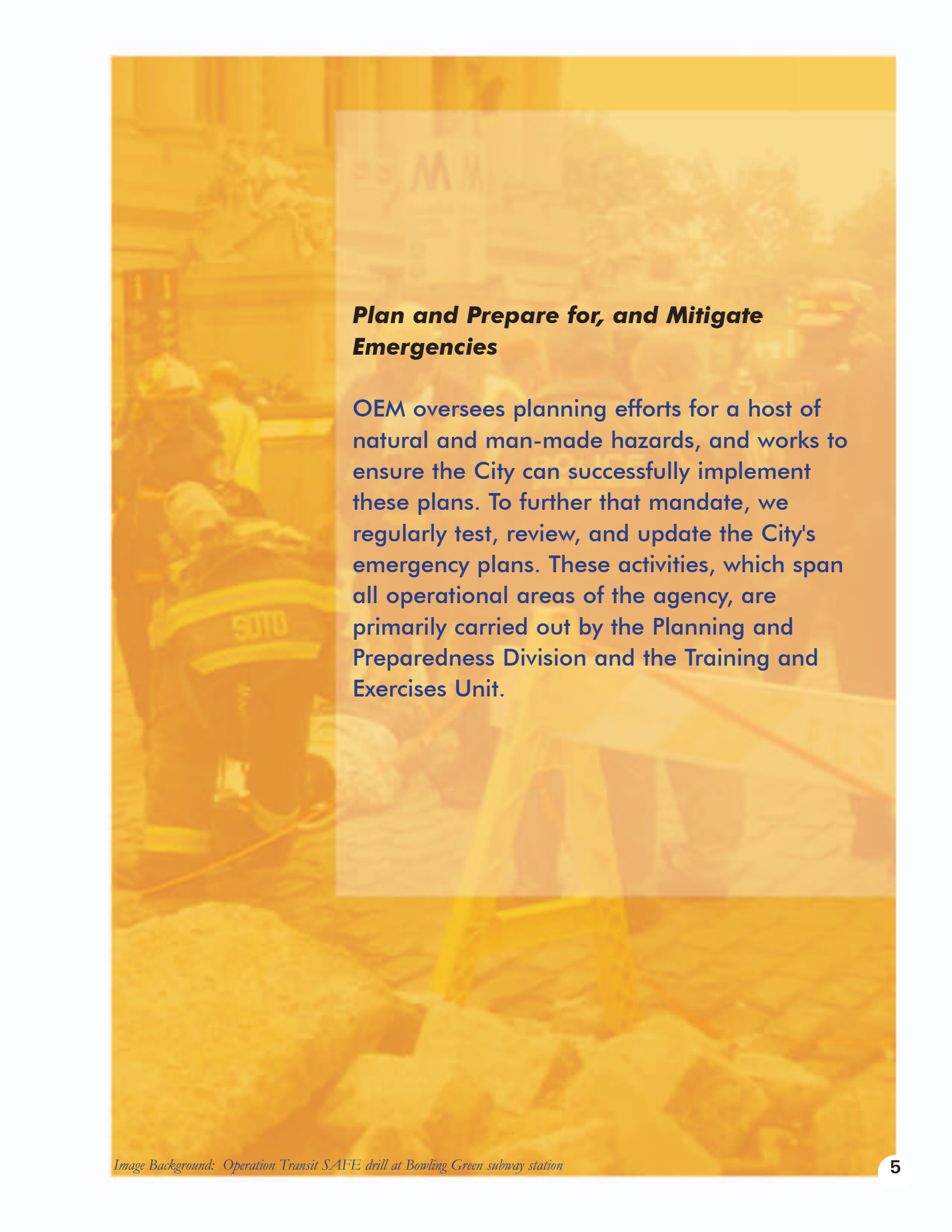
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The background image shows a subway station during an emergency drill. Firefighters in full gear are visible, with one firefighter in the foreground wearing a jacket with 'SOTO' on the back. The scene is filled with debris and emergency equipment. An orange-tinted overlay covers the entire image, and a semi-transparent white box is positioned on the right side, containing the text.

Plan and Prepare for, and Mitigate Emergencies

OEM oversees planning efforts for a host of natural and man-made hazards, and works to ensure the City can successfully implement these plans. To further that mandate, we regularly test, review, and update the City's emergency plans. These activities, which span all operational areas of the agency, are primarily carried out by the Planning and Preparedness Division and the Training and Exercises Unit.

New York City as a Test Bed

Because of the size, prominence, and strength of its local emergency response agencies and emergency management program, New York is a desirable venue to test the latest national preparedness tools and strategies. In the past year, the federal government has selected New York City as the site of several important research and development projects:

Urban Dispersion Program. In March 2004, the first of three scientific field studies in a program known as the Urban Dispersion Program (UDP) were conducted near Madison Square Garden. UDP aims to monitor the release and dispersion of harmless gases in the canyons of New York (the space between our large skyscrapers) in order to gather data to improve the accuracy of plume modeling in major metropolitan areas throughout the country.

National Atmospheric Release Advisory Center (NARAC). NARAC provides New York access to sophisticated, satellite-based plume modeling capabilities that provide immediate, real-time airflow prediction and consequence management in response to the release of any traceable airborne hazardous materials.

Regional Radiological Pilot Program. OEM was selected to represent the City in coordinating one-third of a \$30 million federal grant known as the New York/New Jersey Regional Radiological Pilot Program (RRPP). Through RRPP, OEM is leading the design and development of a regional radiological detection and monitoring system that will include the installation of a regional detection data integration system and provide a model for other regional efforts throughout the country. To date, almost \$3.5 million worth of equipment has been purchased through the program.

BioWatch. BioWatch is a Department of Homeland Security program that provides the City with air collectors that sample for biological agents. Guided by the City's Department of Health and Mental Hygiene, the program receives support from a variety of agencies, including OEM. Within the past year, BioWatch's coverage has expanded in indoor facilities and OEM and other agencies are working with the State of New Jersey to increase coverage throughout the metropolitan area. BioWatch is also beginning a second round of testing of experimental technology that will significantly decrease detection time for an agent.

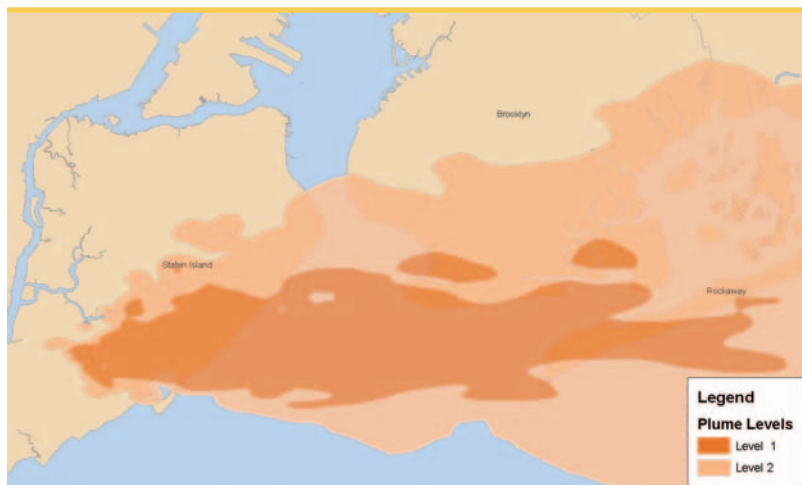


Image Left: NARAC Plume Model

Training and Exercises

Well-trained first responders are essential to effective emergency response. OEM continues to enhance its education and staff development programs for all agencies/entities (government, private and not-for-profit) involved in the City's emergency response program. Current training initiatives include the development of a training curriculum and operational guide to support the release of the Citywide Incident Management System.

In the past year, OEM has trained almost 1,000 agency representatives on software and procedures necessary to participate in activations of the City's Emergency Operations Center (EOC). Many of those trained worked during the EOC activation for the Republican National Convention.

Multi-agency field and tabletop exercises continue to be an important aspect of training. OEM has conducted four major exercises in the past year, and will conduct a dual-phased drill in early May and June.



On March 14, 2004 OEM hosted **Operation United Response**, a major field exercise at Shea Stadium designed to test the City's ability to respond to a weapons of mass destruction attack on a stadium or other large public venue.

Inspired by the Madrid bombings of March 2004, OEM conducted **Operation Transit SAFE** — the City's first interagency subway exercise — in May 2004. Funded by the Department of Homeland Security, Operation Transit SAFE was conducted at lower Manhattan's Bowling Green subway station and tested the City's response to a terrorist attack in the subway system.



In October 2004, aboard the Guy V. Molinari ferry, **Operation Maritime Strength**, a tabletop exercise, brought together senior-level City officials to evaluate preventive response concepts, plans and capabilities for an incident involving the Staten Island Ferry or other watercraft.

In June 2005, OEM will host **PODEX**, a two-part exercise designed to test the City's mass prophylaxis and logistical response to a biological event. This exercise will include a live test of the capability of the City's mass prophylaxis point of dispensing program (POD) and our ability to activate and deliver medications contained in the Strategic National Stockpile to specific dispensing sites in New York City.



Strategic National Stockpile and Point of Dispensing (SNS & POD) Plan

In order to meet new goals set by the Centers for Disease Control, the Citywide SNS and POD plan for responding to public health emergencies was adapted to address a 48-hour window to dispense antibiotics. (This plan will be tested in PODEX, see *Training and Exercises*, page 7.) Since 2004, the City's POD plan has undergone three federal audits and became one of only a handful of jurisdictions to receive a full "green" rating — the highest possible for SNS and POD preparedness. OEM and the Department of Health and Mental Hygiene continue to work with its partners to develop plans and strategies to ensure every New Yorker will receive antibiotics within two days.

Plan Simplification

In an effort to produce more user-friendly plans, OEM has begun to produce operational guides in a convenient pocket-sized format. These smaller guides are sturdier and color-coded by section for ease of navigation and quick reference, and employ a checklist format. The first plan to be fully converted to this new format, the Power Disruption Operations Guide (the City's blackout plan), was distributed to more than 75 agencies and partners in December 2004. OEM anticipates the release of the pocket Heat Operations Guide in spring 2005 and the Citywide Incident Management System field guide by the end of summer 2005.

Automatic External Defibrillator Program

OEM coordinated the purchase and placement of 29 new automatic external defibrillators (AED) in public facilities throughout Staten Island, bringing the total number of AEDs in place citywide to 183. AEDs are available at senior centers, recreational facilities, borough halls, City Hall, One Police Plaza, and throughout the ferry system.

City of New York POWER DISRUPTION OPERATIONS GUIDE



New York City
Office of Emergency Management

Michael R. Bloomberg, Mayor
Joseph F. Bruno, Commissioner
January 2005

Educate the Public and Private Sector about Preparedness

Educating New Yorkers about how to prepare for all types of emergencies is among OEM's top priorities. While these functions are primarily carried out by professionals in the Press, Communications, Marketing, Grants, and Human Services Units, everyone at OEM plays a role in delivering the preparedness message.

READY NEW YORK

Program Overview

Now in its second year, the Ready New York preparedness campaign spans print and electronic publications in nine languages, public service announcements, print and outdoor advertising, a speakers' bureau, corporate partnerships, and hands-on preparedness training programs. Since introducing Ready New York in July 2003, OEM has distributed almost two million copies of its household preparedness guide. Additionally, the guide was downloaded 74,000 times from NYC.gov and 3,700 callers requested the guide through 311 in the past year.

In the past year, OEM has forged valuable partnerships to help spread the Ready New York message. In October 2004, OEM teamed up with the New York Post to insert the Ready New York guide in every copy of the newspaper, reaching 500,000 readers in a single day. The partnership also allowed OEM to develop preparedness-related lesson plans for teachers for the Post's regular "Classroom Extras" column.

In fall 2004, OEM conducted an outdoor advertising campaign using buses, subways, and billboards throughout the City. During September's National Preparedness Month, OEM worked with a number of organizations to host Ready New York Nights — interactive community education events with hands-on demonstrations, training, and Go Bag giveaways in each of the boroughs. The Ready New York Speakers' Bureau trained more than 10,000 New Yorkers in 2004 at community events citywide. In early 2005, OEM launched a train-the-trainer program to provide representatives of partner agencies with the materials and skills necessary to conduct preparedness training in their community and organizations.

OEM also works with the Department of Health and Mental Hygiene to manage the City Council grant to the American Red Cross in Greater New York (ARC/GNY) for preparedness education and is working closely with ARC/GNY to ensure the success of every phase of that program. In the coming year, OEM's public education initiatives will target at-risk populations, such as those residing in hurricane evacuation zones, seniors, people with disabilities, and non-English speakers.

Image Below: Ready New York, outdoor ad campaign



Ready New York Corporate Outreach

OEM uses its extensive private sector partnerships to help employees better prepare for emergencies. The agency hosted a day-long preparedness fair at Citigroup for its 20,000 on-site staff in December 2004, and a similar fair at the World Financial Center in April 2005. Through Ready New York's corporate reprint initiative, a number of companies have reprinted the preparedness guide to distribute to their employees, and many have also printed extra copies for OEM to distribute to the public.



Image Above: OEM representative speaks at corporate preparedness fair

New Ready New York Products

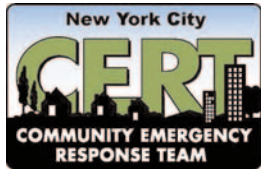
Following the successful launch of Ready New York heat and hurricane preparedness brochures in 2004, OEM released two more print guides — **Ready New York for Seniors and People with Disabilities** and **Ready New York: Emergency Planning Guide for Small and Medium Businesses** — in May 2005.

Prepared in collaboration with the Department for the Aging and the Mayor's Office for People with Disabilities, the guide for seniors and people with disabilities is available in four languages, Braille, and on audiotape at senior centers, health clinics, and a number of other partner locations, as well as on NYC.gov and through 311.

Created in partnership with the Department of Health and Mental Hygiene (DOHMH) and the Department of Small Business Services (SBS), the small business guide assists companies in developing workplace-specific emergency preparedness and business continuity plans to increase their resiliency during emergencies. It is available through OEM, DOHMH, SBS, the Department of Consumer Affairs, and the Mayor's Community Assistance Unit, as well as on NYC.gov and through 311. OEM is approaching potential partners in the insurance industry to sponsor reprinting and distributing the guide to city businesses.



Community Emergency Response Teams (CERT) and Citizen Corps



Part of the Ready New York campaign, Citizen Corps and CERT aim to create better-prepared citizens, neighborhoods, and communities through education, training, and community service.

As a subset of the national Citizen Corps program, CERT is an intensive, 25-hour program in which selected, motivated, local residents are trained in basic disaster response skills, such as fire safety, light search and rescue, and medical operations, so that they can assist their communities and emergency personnel when needed. To date 22 teams have completed CERT training, and an additional 10 teams will be trained by the end of 2005. The City is on track to have a CERT team in every one of the 59 community boards by the end of 2006.

In order to rapidly expand the CERT program to meet the needs of all 59 community boards, a train-the-trainer curriculum has been developed with over 40 instructors from first responder agencies, including FDNY, FDNY-EMS, and NYPD. In an effort to expand the CERT program to the private sector, OEM has created Corporate/University CERT and begun partnering with businesses and universities. This pilot program will increase these organizations' resiliency by establishing a core group of trained responders to address emergencies before outside help can arrive. Corporate and University CERTs are self-funded and require participating organizations to sponsor training an additional community-based team in their area. Deutsche Bank is the first organization to commit to the pilot program.

All Together Now



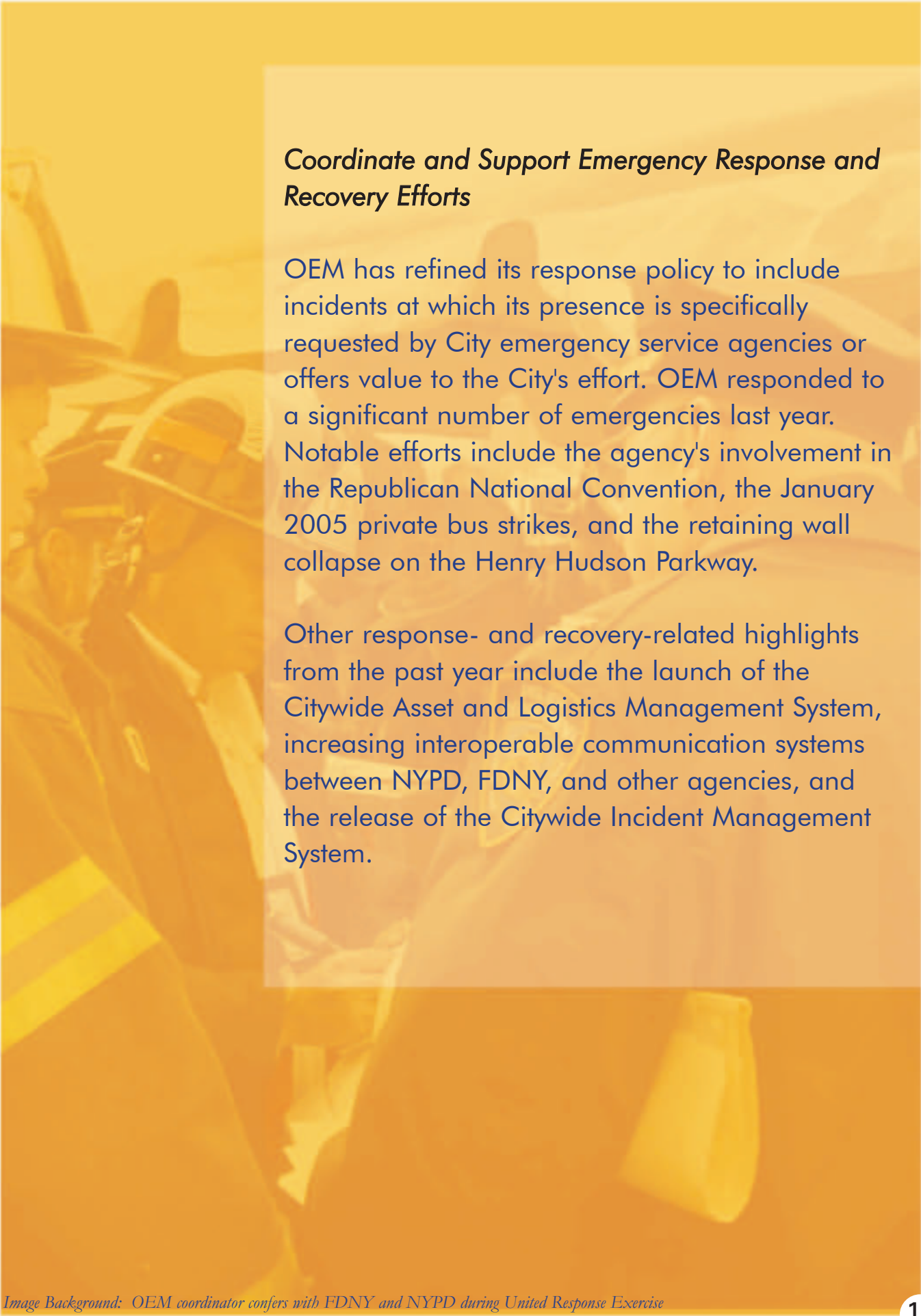
Funded through a Congressional earmark and conducted in cooperation with the Empowerment Institute, All Together Now aims to empower volunteers to help residents on their blocks or in their buildings prepare for emergencies. The program focuses on training for three groups: resident teams, single households, and individuals with special needs.

After a successful pilot in several New York City buildings, recruitment has started for the next phase of the program. OEM aims to recruit up to 160 building or block leaders in all five boroughs, which will increase program participation by several thousand in the next year.

American Red Cross in Greater New York (ARC/GNY) Contract



In Fiscal Year 2005, the City Council appropriated \$2.68 million to ARC/GNY to provide community outreach and education programs, as well as to supplement and improve the Red Cross' disaster response program. Although the funding is being channeled through the Department of Health and Mental Health, OEM is serving as the contract manager to assist ARC/GNY with the planning and performance of the community outreach and education components of their City contract. As a result, more than 20 large-scale community events and 200 neighborhood events will be conducted throughout the city, including 20 Ready New York Night presentations.

The background of the page is a faded, orange-tinted photograph of emergency responders. In the foreground, a person in a dark jacket and a reflective orange safety vest is visible. Behind them, other individuals in similar orange gear are seen, some holding equipment. The overall scene suggests a coordinated emergency response exercise.

Coordinate and Support Emergency Response and Recovery Efforts

OEM has refined its response policy to include incidents at which its presence is specifically requested by City emergency service agencies or offers value to the City's effort. OEM responded to a significant number of emergencies last year. Notable efforts include the agency's involvement in the Republican National Convention, the January 2005 private bus strikes, and the retaining wall collapse on the Henry Hudson Parkway.

Other response- and recovery-related highlights from the past year include the launch of the Citywide Asset and Logistics Management System, increasing interoperable communication systems between NYPD, FDNY, and other agencies, and the release of the Citywide Incident Management System.

COORDINATE AND SUPPORT...

2005 - One Year Later - New York City Office of Emergency Management

Citywide Incident Management System

On May 14, 2004 the Mayor announced the adoption of the **Citywide Incident Management System** (CIMS) as New York City's program for responding to and recovering from emergencies, and for managing planned events.

Since that time, OEM has worked closely with first responder agencies to develop and finalize the CIMS protocol document. On April 6, 2005, the protocol was completed and on April 11, 2005, the Mayor signed an executive order requiring its immediate implementation. OEM continues to work closely with City, state, federal, private, and not-for-profit agencies and entities involved to adapt training programs to reflect the CIMS Protocol. OEM will also coordinate core competency cross-training of emergency service agencies such as NYPD and FDNY and assist agencies like the Department of Environmental Protection and the Department of Health and Mental Hygiene in providing subject matter expertise at emergencies.

CALMS & PALMS

Launched in January 2004, the **Citywide Asset and Logistics Management System** (CALMS) is the first system to link agency databases of City resources, including vehicles, personnel, and equipment. Over the past year, OEM has demonstrated the system at conferences and meetings, developed new partnerships in information sharing, and expanded CALMS to include resources from other governmental organizations, non-profits, and the private sector. The agency has also worked hard to improve the system's capabilities to benefit operations and planning units at OEM and other agencies that access the system.

OEM will soon launch CALMS' sister program, the **Private Asset and Logistics Management System** (PALMS). PALMS will allow businesses to list specific facilities, goods, and services they agree to make available for use by the City in the event of an emergency.

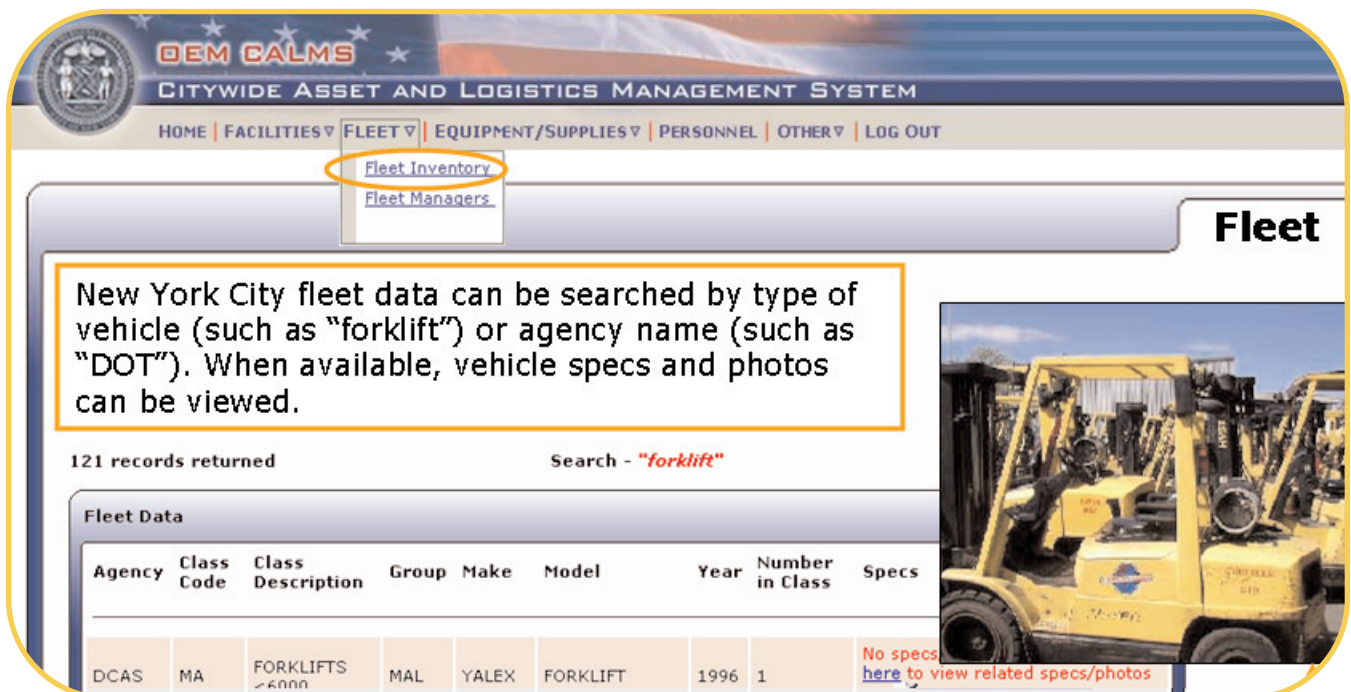


Image Above: Sample computer interface for CALMS application

Water Main Break Task Force



In response to the February 2005 Astoria water main break, OEM convened a task force of more than 20 agencies that may respond to serious water main breaks to ensure a more proactive response to future incidents. The Water Main Break Task Force places an emphasis on addressing human services issues, such as evacuations of residences and businesses. To that end, the on-scene OEM coordinator conducts a prompt assessment of the impacts on residents and businesses, and depending on need, requests any or all of the 20 task force agencies to the scene to assist in the effort.

OEM's New "Green" Headquarters

OEM's future headquarters at 165 Cadman Plaza East will replace the agency's current office, which has served as the agency's temporary headquarters since September 11, 2001. Formerly the American Red Cross' Brooklyn Chapter, the Cadman Plaza location was chosen after a selection process that sought a stand-alone, city-owned facility with proximity to downtown Manhattan.

The OEM headquarters project calls for a gut renovation and 25-foot extension to this existing three-story building. Upon completion — which is expected in April 2006 — the facility will offer approximately 65,000 square feet, and include a new state-of-the-art City Emergency Operations Center, an improved Watch Command, general office space, and training and conference rooms. The building will be supported by modern audio-visual and information technology systems as well as redundant electric and mechanical systems.

OEM's headquarters, which includes a number of environmentally friendly additions, will also become the City's first "green" agency headquarters. Sustainable design elements, including use of efficient mechanical systems, recycled materials, and locally manufactured materials, will earn the building "silver" certification through the U.S. Green Building Council's LEED System. The \$43.3 million capital project is managed by City's Department of Design and Construction.



Image Above: Water main break
Image Right: Computer model of new
OEM headquarters

Bus Strike

Members of the Amalgamated Transit Union (Locals 1179 and 1181) employed by the Command Bus Company and Green Bus Lines conducted a strike from January 10 to 19, 2005. The strike caused a total disruption of service to approximately 70,000 passengers in parts of Queens and Brooklyn not serviced by NYC Transit buses.

An OEM-convened interagency group, which included the Department of Transportation, Taxi and Limousine Commission, Department of Information Technology and Telecommunications, NYPD, and MTA Access-a Ride, developed contingencies for the City's response to the labor action, arranged alternative service to people stranded by the strike, and tracked reports of price gouging.

Humanitarian Efforts Abroad

OEM's efforts are not limited to dealing with consequences of local emergencies. While the agency's top priority is to ensure a prepared New York City, it is often called on to help when disaster strikes in other parts of the world.

In the wake of the South Asian tsunami, OEM convened experts in volunteer and donations management and immigrant affairs to advise the Mayor on how best to call upon the generosity of New Yorkers. In the process, OEM identified relief organizations active in the tsunami response that City could recommend to those wishing to donate money. We also spearheaded the preparation and transport of 10 heavy-duty construction vehicles to Sri Lanka for use in the rebuilding effort.

Following severe flooding in Haiti and the Dominican Republic in May 2004, OEM sent a delegation of emergency managers at the Mayor's request to each country. Teams spent three days in the affected areas to assess damage and advise the Mayor on how the City could provide assistance.

Image Below: Preparing City-owned heavy machinery for tsunami relief in Asia



COORDINATE AND SUPPORT...

2005 - One Year Later - New York City Office of Emergency Management



Image Above: Crowds gathered during Republican National Convention

Republican National Convention

In support of the Secret Service and NYPD, OEM coordinated the City's consequence management planning efforts with other City agencies at the Republican National Convention. More specifically, OEM helped coordinate the deployment of specialized medical assets with various federal, state, and local agencies. To ensure an efficient response and timely resolution of any issues during the actual convention, OEM also activated the City's Emergency Operations Center (EOC). The EOC provided a means for approximately 144 agencies to share information and linked communication between the numerous command and control facilities that were activated, including the Police Department Multi-agency Coordination Center, the Federal Bureau of Investigation Joint Operations Center, and the Joint Information Center. The EOC was activated from August 27 through September 4 on a 24-hour basis.

Interoperability



Image Above: TRP 1000

OEM coordinates and supports the integration of interoperable communication systems between City agencies, and chairs the New York City Interagency Communications Committee. Interoperability refers to the process of connecting groups that are using multiple radio frequencies and communication systems (e.g. radios, telephones, cellular communications, and satellite communications) without multiple dispatchers or relay personnel. Today, interoperability is possible through the use of a number of available City frequencies, including NYPD's Tac-U, UHF-IO, and TRP 1000 units that allow multiple channel interoperability. Under CIMS, OEM will work to ensure agencies take full advantage of interoperable opportunities.

Emergency Operations Center Activations

The City's Emergency Operations Center (EOC) was activated four times over the past year: in August 2004 for the Republican National Convention, on New Year's Eve 2004, and for two snow storms. To enhance the readiness of the City's EOC, OEM instituted monthly facility checks of the EOC, as well as its backup facility, to ensure they are in a constant state of readiness.

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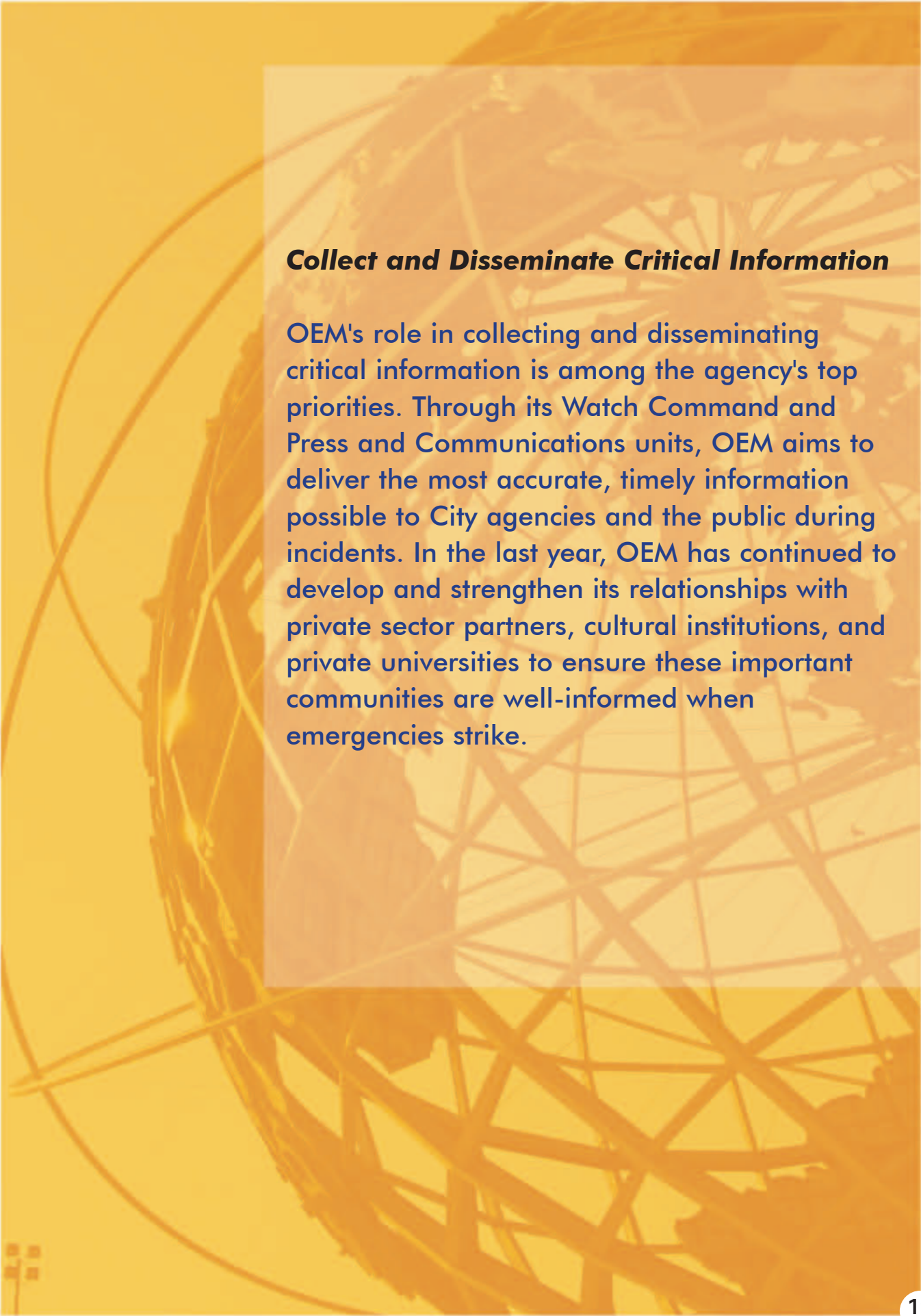
Local Emergency Planning Committee

Under Title III of the Federal Superfund Amendments and Reauthorization Act of 1986, each locality, including New York City, is required to organize a Local Emergency Planning Committee (LEPC). The LEPC, which comprises representatives from emergency response agencies, local industry, and the press, as well as elected officials and community leaders, must file a Hazardous Material Response Plan that sets forth the City's plans for responding to incidents involving hazardous substances.

OEM reconstituted the City's LEPC in December 2004 after a 17-year dormancy and hosted a meeting at which members agreed on a process to consolidate and file the required plans with the State Office of Emergency Management (SEMO). That plan, which is largely a compilation of existing City plans and protocols (including the Citywide Incident Management System), will be submitted to SEMO after final revision, thereby meeting the City's statutory obligation.



Image Above: Activation at the City's Emergency Operations Center



Collect and Disseminate Critical Information

OEM's role in collecting and disseminating critical information is among the agency's top priorities. Through its Watch Command and Press and Communications units, OEM aims to deliver the most accurate, timely information possible to City agencies and the public during incidents. In the last year, OEM has continued to develop and strengthen its relationships with private sector partners, cultural institutions, and private universities to ensure these important communities are well-informed when emergencies strike.

Corporate Emergency Access System (CEAS)



OEM successfully launched the citywide Corporate Emergency Access System (CEAS) in January 2005, following last year's pilot program in the financial district in lower Manhattan. CEAS, which is designed to help businesses mitigate damages and financial losses resulting from an unforeseen emergency, pre-credentials select business/corporate employees to identify them as "essential" to the viability of their employers' business. This program is fully supported by NYPD through an operations order issued by the NYPD commissioner.

With the support of the New York City Partnership and the New York business community, CEAS already has more than 100 corporate members, and OEM receives more applications for credentialing each month. As of spring 2005, 77 corporations (comprising 154 facilities and 3818 cardholders) had joined the program and an additional 39 corporations (comprising 71 facilities and 863 cardholders) had applied.

Public Information Plan

In the past year, OEM has improved its internal and external emergency communications. This winter, the Press and Communications units completed a final draft of the Emergency Communications Protocol, which was submitted to the Mayor's Press Office for review. The plan details the conditions that warrant an OEM Public Information Officer response as well and when to convene a virtual or physical Joint Information Center. The plan will also be the basis for the summer 2005 Citywide Emergency Communications Workshop, which will help train public information officers from many City agencies.

University Consortium

OEM created the University Consortium program to centralize its collaborative efforts with New York metropolitan area universities. Many of these institutions sponsor preparedness centers and programs, or are directly involved in disaster preparedness, emergency response, and business continuity studies, projects, internships and externships. Others have substantial resources in related fields, such as urban planning, security, science and technology, marketing and communications, and health services, which provide the basis for productive partnerships with OEM.

The Mailman School of Public Health at Columbia University, John Jay College of Criminal Justice, New York University, New York and Brooklyn Law Schools, the Milano School at the New School University, and Stevens Institute of Technology have partnered with OEM on research projects or provided undergraduate and graduate interns. The consortium also staffs a seat at the City's EOC to serve as the coordination point for members during activations.



Seek Funding to Support the Overall Preparedness of the City of New York

In the last year, OEM has become increasingly aggressive in expanding its portfolio of grants to fund and augment initiatives. Due to budget constraints, grants allow initiatives to continue to grow without burdening internal/city tax levy agency resources.

Grants Awarded to OEM

Since April 2004, OEM has been awarded \$16.2 million in grant funding from federal, state, City and private sources to support virtually all OEM initiatives.

Project / Source	Area of Focus
Homeland Security / DHS	Exercises, training, communications, personnel, logistics planning, CIMS training, business
Citizen Corps / DHS, SEMO	Organization of non-profits around disaster preparedness
Community Emergency Response Teams (CERT) / DHS	Community Training
Metropolitan Medical Response System / DHS	Coordination of medical planning for mass casualty events
Technology Opportunity Program / U.S. Dept. of Commerce	Transportation Situation Security Display
All Together Now / Congressional Earmark	Neighborhood Preparedness
Ready NY / Private Grants	Development, translation, printing Ready New York guides, advertising
Records Management / DORIS, State Archives	Development and implementation of OEM's record management system
All Hazards Planning / FEMA, SEMO	Development of all hazards plans, including hazard mitigation
Local Emergency Management Program Grant / DHS, SEMO	Administration of Office of Emergency Management--staff, OTPS

Urban Area Security Initiative

OEM chairs and manages the region's Urban Area Workgroup, which receives Urban Area Security Initiative funding. Mandated by the Department of Homeland Security, the group has finalized several mutual aid agreements and is currently developing a regional evacuation planning scenario. The group is also working to coordinate the \$6.3 million non-profit security hardening grants that will be awarded across the region this spring.



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Office of Emergency Management
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