

District of Columbia

Homeland Security and Emergency Management

2014 Annual Report



July 2015



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Executive Summary

This 2014 *District of Columbia Homeland Security and Emergency Management Annual Report* fulfills the annual reporting requirement of the Homeland Security, Risk Reduction, and Preparedness Amendment Act of 2006, which requires the Executive to submit to the Council of the District of Columbia an annual report describing the District's current level of preparedness. This report covers the period from January 1, 2014, through December 31, 2014. It provides a summary of the District's capabilities in homeland security and emergency management and includes discussion of the following accomplishments:

- **District Preparedness System** – The District continued the successful buildout of its District Preparedness System capabilities. Notable milestones included the release of the first set of strategic and planning documents; incorporation of new data into the prioritization process; and establishment of a mission area governance structure.
- **Command & Control Exercise Series** – This exercise series included a tabletop exercise and a full-scale exercise, and using a multiple simultaneous terrorist attack scenario. It provided an opportunity for the District to test two new operational guides, the Field Operations Guide and State Operations Guide, as well as new Emergency Operations Center procedures.
- **Logistics Capability Development** – The District conducted its second Logistics Capability Assistance Tool Workshop. The workshop enabled the District to assess and document the significant improvements made to its logistics capabilities over the last year, and to develop strategies to continue improving those capabilities.

- *Securing the Cities* – The Homeland Security and Emergency Management Agency (HSEMA), as the State Administrative Agent for the National Capital Region (NCR), was awarded the Domestic Nuclear Detection Office’s Securing the Cities grant, which provides an award of up to \$30 million over 5 years, beginning with \$6 million in 2014. The grant will allow the NCR to build a sustainable capability to detect and report dangerous radiological and nuclear materials across the region.

As the lead agency for the coordination of homeland security and emergency management capabilities in the District, HSEMA compiled this annual report. Wherever possible, information from our partner agencies regarding their 2014 preparedness activities was included.

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Current Capability Picture

District of Columbia Emergency Management Accreditation

The District of Columbia enjoys recognition by the Emergency Management Accreditation Program (EMAP). EMAP is a voluntary review process for state and local emergency management programs. Accreditation is a means of demonstrating, through self-assessment, documentation, and peer review, that a program meets national standards for emergency management programs. It provides emergency management programs with the opportunity to be recognized for compliance with national standards, demonstrate accountability, and focus attention on areas and issues where resources are needed. The District received full accreditation in 2011 and will maintain EMAP compliance standards over the 5-year accreditation period, positioning the city for reaccreditation in 2016.

Homeland Security and Emergency Management Capabilities

The current state of the District's homeland security and emergency management capabilities is assessed each year through the Threat and Hazard Identification

and Risk Assessment (THIRA) and State Preparedness Report (SPR) development processes. The Federal Emergency Management Agency (FEMA) requires government entities to use THIRA in order to receive preparedness grant funding. Annual completion of the District's THIRA and SPR process addresses this FEMA requirement, while also providing the District with a consistent and repeatable process to examine its preparedness capabilities each year. The outcomes from the process inform the development of the District's preparedness strategies.

Threat and Hazard Identification and Risk Assessment

The District's THIRA, most recently completed in December 2014, provides a comprehensive approach for identifying and assessing risks and associated impacts. It enhances existing local, state, and territorial hazard identification and risk assessments and other risk methodologies by expanding the factors considered in the process, integrating the whole community approach within the assessment process, and accounting for community-specific factors.

In order to successfully complete the 2014 THIRA and SPR, the Homeland Security and Emergency Management Agency (HSEMA) identified a THIRA

Planning Team (TPT) consisting of stakeholders and subject matter experts from agencies throughout the District. A list of participating agencies can be found in Appendix B.

Figure 1: THIRA Process



The District of Columbia TPT used the four-step process described in the *Comprehensive Preparedness Guide 201*, Second Edition, to complete the 2014 District THIRA:

1. **Identify the Threats and Hazards of Concern:**

Based on a combination of past experience, forecasting, expert judgment, and other available

resources, the TPT identified a list of threats and hazards of primary concern to the District (see Table 1).

2. **Give the Threats and Hazards Context:** The TPT described the threats and hazards of concern, showing how they may affect the District.

3. **Establish Capability Targets:** The TPT assessed each threat and hazard in context, and developed capability targets for each relevant core capability. The capability target defines success for the capability.

4. **Apply the Results:** The THIRA Working Group provided agency-specific information on the estimated required resources per core capability to meet the capability targets.

Overall, through the THIRA development process, the team identified close to 1,900 resource requirements across the 31 core capabilities that are necessary to meet the capability targets identified in step 3.

Table 1: Identified Threats and Hazards

2014 Threat and Hazard Identification and Risk Assessment		
District of Columbia Threats and Hazards		
Natural	Technological/Accidental	Human/Adversarial
Earthquake (NMSZ>7.0)	HazMat Release—Chemical	Cyberattack
Hurricane/Typhoon	Utility Interruption	Civil Disturbance
Floods	Transportation Accident	Improvised Nuclear Attack
Tornado (EF-5 or multiple)	Urban Conflagration	Explosive Devices
Extreme Temperatures	—	Armed Attack (Mumbai Style)
Pandemic—Human	—	Chemical Attack
—	—	Biological Attack

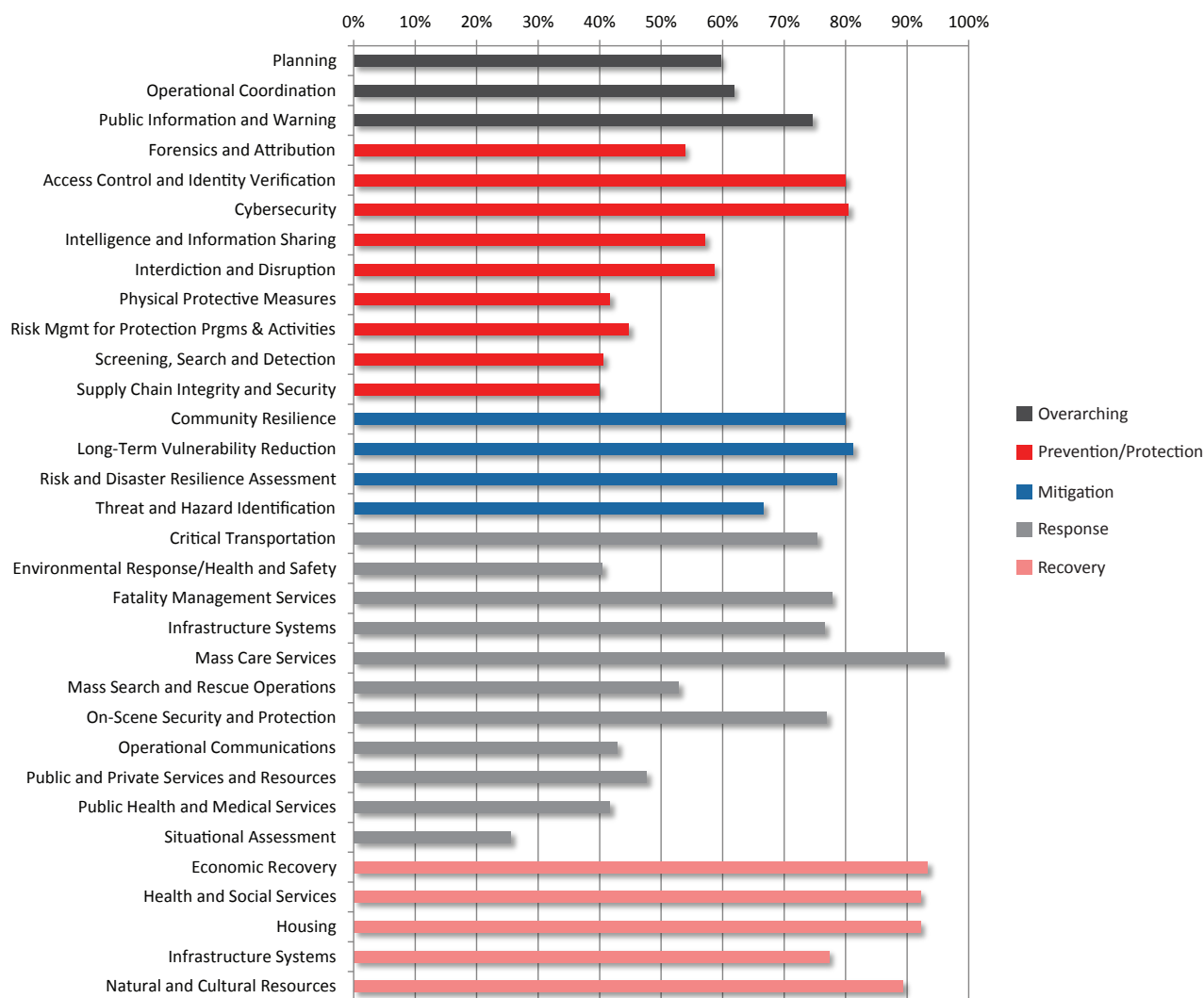
State Preparedness Report

In September 2011, FEMA announced a directive for state and local recipients of federal preparedness assistance to prepare and submit an SPR. The SPR builds on the outcomes of the THIRA, assessing the identified resource requirements against the resources currently available.

The District's SPR addressed the capability targets and resource requirements for all 31 core capabilities

evaluated during the THIRA process. Each identified requirement was evaluated to determine whether the District currently has the required resources, or if there is a shortfall indicating a capability gap. Figure 2 displays the gaps associated with each core capability, represented as a percentage of total resource requirements.

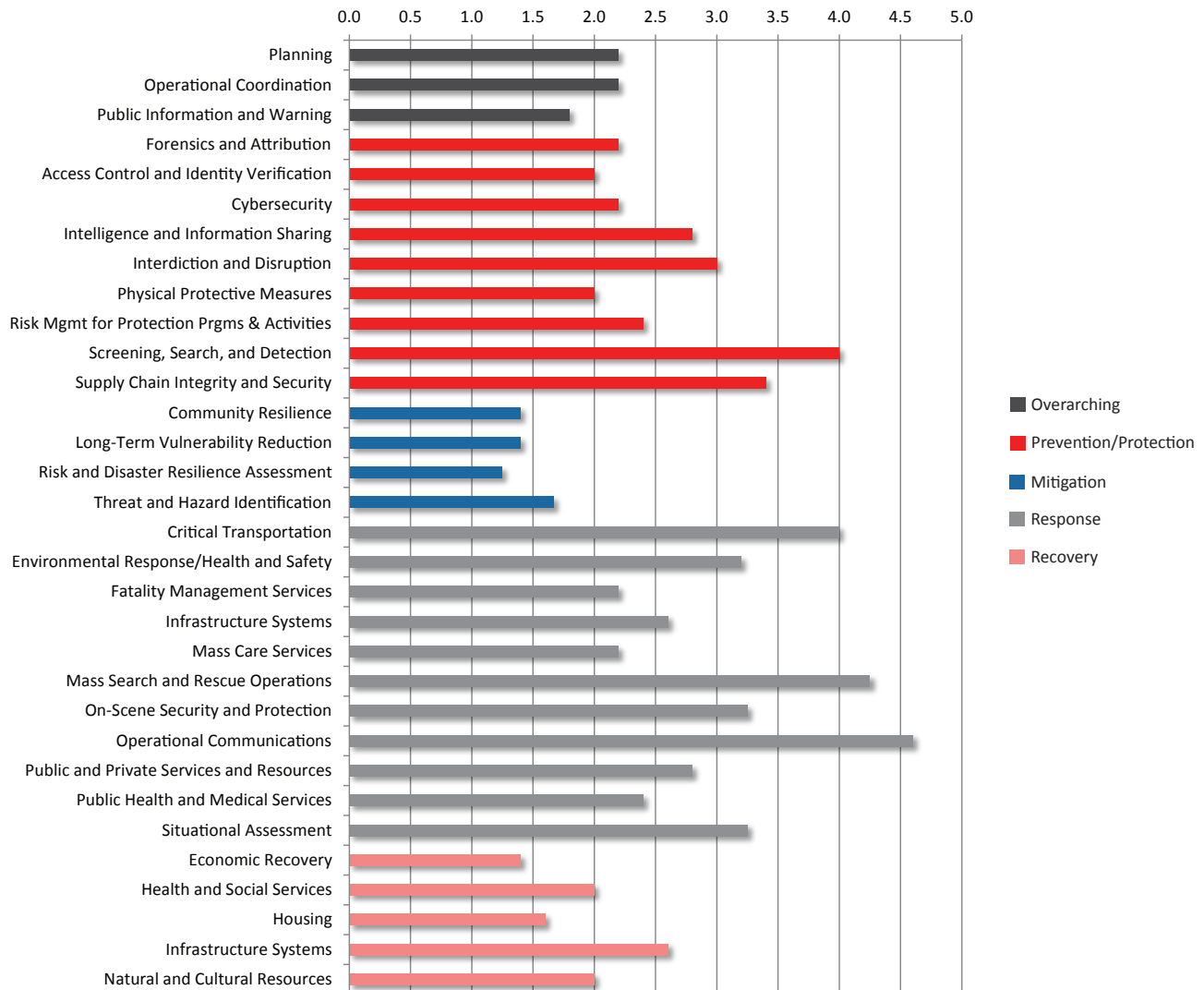
Figure 2: Percentage of Gap Requirement by Core Capability



This gap analysis illustrates higher gap percentages in the Mitigation and Recovery programs. The TPT anticipated that these two mission areas, as the District's most recently established programs, would require a greater level of development to meet the target capabilities outlined in the THIRA. By examining the identified gaps and recent advances

in preparedness, the TPT was able to identify preparedness levels for each core capability. These levels are noted by assigning a capability rating to each core capability in each of the following categories: planning, organization, equipment, training, and exercises. Ratings range from 1 to 5, with each value representing 20% of the capability. For example, a

Figure 3: Average Preparedness Rating by Core Capability



rating of 1 means that 0%–20% of the capability is currently available; a rating of 2 means that 21%–40% of the capability is available, and so on, up to a rating of 5, which indicates that 81%–100% of the capability is available. The average ratings for each core capability are outlined in Figure 3.

The ratings determined through the 2014 SPR processes show that on average, the District’s preparedness rating is 2.5 out of 5 across all core capabilities. When examining the individual mission area programs, the preparedness ratings support the previous findings that the Mitigation and Recovery core capabilities require greater levels of development to reach their target levels.

The collected gaps and capability ratings will be aligned to the District’s strategic planning efforts to inform the District’s funding priorities in upcoming preparedness cycles.

State Administrative Agent and Grant Support Functions

HSEMA serves as the State Administrative Agent (SAA) for several local and regional grant programs administered by the U.S. Department of Homeland Security, including the State Homeland Security Program, Urban Areas Security Initiative, Emergency Management Performance Grant, National Special Security Event Grant Program, and the Securing the Cities (STC) Grant Program. The SAA provides programmatic oversight to more than 500 individual grant-funded homeland security projects in the District of Columbia and the National Capital Region (NCR) to ensure that the projects are making progress, meeting milestones, and are in compliance with applicable grant guidance. The SAA tracks the financial status of sub-grants and authorizes reimbursement payments for the allowable expenses that these projects incur. The SAA also provides programmatic and financial status updates for these grant programs

to local and regional governance bodies. For fiscal year (FY) 2014, the grant awards for these programs totaled more than \$67 million, representing a 10% increase over the previous year (see Table 2 on the next page).

The bulk of this increase is attributable to the NCR’s successful application for and receipt of the Domestic Nuclear Detection Office’s STC grant to develop programs that will reduce the threat posed by dangerous radiological or nuclear materials. Through this grant program the District, as the SAA for the NCR, will receive up to \$30 million over 5 years, beginning with \$6 million in 2014. In the first year of STC funding, the NCR established the STC program management office to develop and execute a strategic plan for the program.



Table 2: FY 2012 – 2014 Grants Summary

District of Columbia/National Capital Region FY 2012–2014 All Grants Summary						
	Grant Name	DC/NCR	FY 2012	FY 2013	FY 2014	TOTAL
Homeland Security Grant Program (HSGP)	Urban Area Security Initiative (UASI)	NCR	\$51,839,027	\$51,839,027	\$53,000,000	\$156,678,054
	State Homeland Security Program	DC	\$2,984,245	\$3,581,094	\$4,119,000	\$10,684,339
	UASI Nonprofit Security Grant	NCR	\$516,420	\$712,418	\$875,200	\$2,104,038
	HSGP Subtotal		\$55,339,692	\$56,132,539	\$57,994,200	\$169,466,431
Other Grants	Emergency Management Performance Grant	DC	\$2,944,799	\$2,889,921	\$3,049,080	\$8,883,800
	National Special Security Event Grant Program	DC	—	\$1,632,868	—	\$1,632,868
	Securing the Cities Program	NCR	—	—	\$6,000,000	\$6,000,000
	Other Grants Subtotal		\$2,944,799	\$4,522,789	\$9,049,080	\$16,516,668
	TOTALS		\$58,284,491	\$60,655,328	\$67,043,280	\$185,983,099



District Preparedness System

One of the District’s largest planning efforts in 2014 was the continued implementation of the District Preparedness System (DPS), which provides a consistent foundation for preparedness activities throughout the District. The DPS acknowledges that preparedness is no longer considered to be a pre-disaster phase of emergency management.

Rather, preparedness is a continuous process that will be incorporated throughout all phases of the District’s emergency management program, including prevention/protection, mitigation, response, and recovery.

The DPS is comprised of the doctrine, organizational structures, documentation, and operational procedures that enable the District to assess and develop targeted capabilities in a strategic manner to meet HSEMA’s goals in all areas of its preparedness mission. It encompasses all elements of the preparedness cycle that allow the District to identify capability gaps (THIRA, SPR, and After Action Reports [AAR]), prioritize capabilities for development (Strategy, Playbook), provide resources for the development of top-priority capabilities (grant funded projects), and execute those capabilities when required by real world events (framework, operational/District-wide plans).

Several DPS milestones were achieved in 2014, including the release of the first set of strategic and

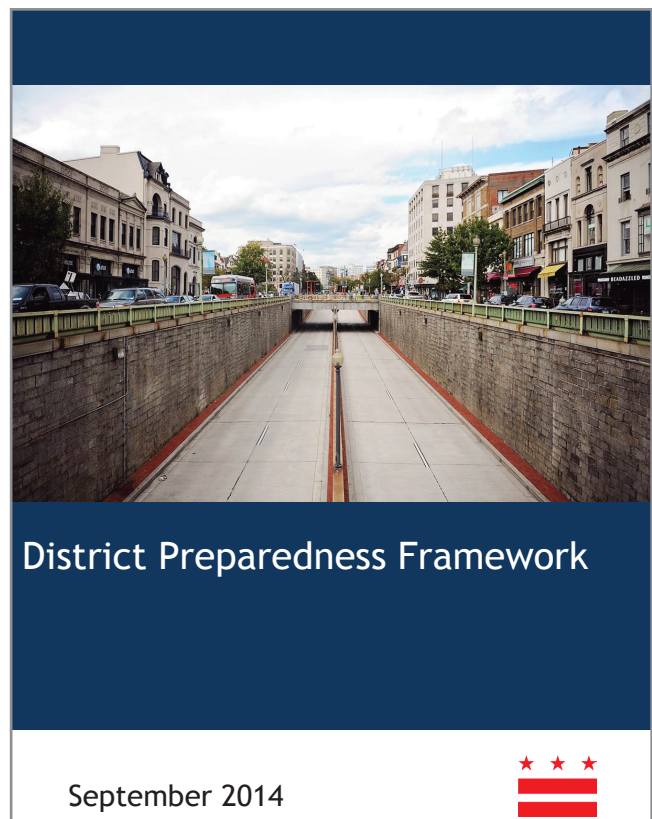
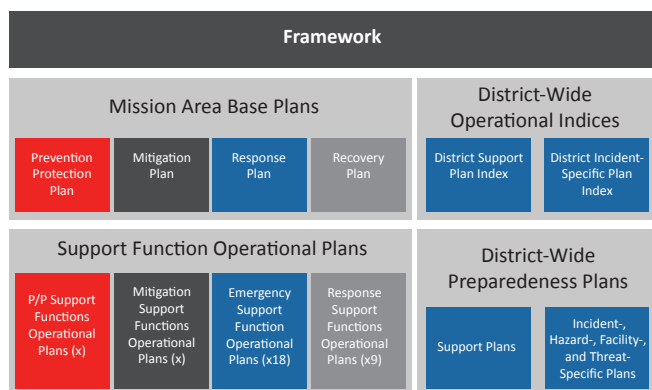
planning documents; incorporation of SPR, THIRA, and AAR information into the prioritization process; and the establishment of multiple District of Columbia Emergency Response System (DCERS) Mission Area Subcommittees.

Strategy and Playbook

The *District of Columbia Homeland Security and Emergency Management Strategy* (Strategy) was released to the District of Columbia Emergency Preparedness Council in November 2014. The Strategy provides guidance for all stakeholders in the District to direct, articulate, monitor, and evaluate programmatic efforts to achieve preparedness. The Strategy unifies the efforts of District organizations for a comprehensive and effective approach to homeland security and emergency management, while providing the context for which management, policy, and funding decisions relevant to preparedness can be made.

The Strategy is supported by the District's *Homeland Security and Emergency Management Strategy Playbook* (Playbook), which will be used to document priorities based on gaps identified in the District THIRA, SPR, assessments, and AARs. The Playbook provides detailed tasks, responsible parties, and the actionable steps necessary to achieve the goals and objectives outlined in the Strategy.

Figure 4: DPS Document Structure



Preparedness Framework

While the Strategy and Playbook provide the overarching guidance for achieving the District's preparedness goals, the *District Preparedness Framework* (Framework) provides the operational context for how preparedness activities are executed throughout the District. The Framework, released in September 2014, is a guide to how the District prepares for all types of disasters and emergencies. It sets the doctrine for how the District builds, sustains, and delivers core capabilities in support of the preparedness goals articulated in the Strategy, and describes the overall organizational and operational concepts for District preparedness. It is built to be scalable, flexible, and adaptable. This Framework is always in effect, and its various elements can be implemented at any time.

In addition to the release of the Framework, the District's response agencies began the development of

several District-wide response plans, including those for Crisis Communications, Mass Care, and Evacuation. These are the first plans in a set of more than 70 that will guide preparedness activities in the District. The remaining plans will be developed over the next several years, in accordance with the priorities established through the District’s strategic planning process.

District of Columbia Emergency Response System

DCERS became fully operational in 2014, overseeing the selection and execution of grant-funded projects designed to advance the District’s preparedness capabilities. During monthly meetings, the committee discussed strategies, set priorities, and provided input and guidance to relevant District departments and agencies on issues of emergency preparedness.

In support of the DCERS, HSEMA established the DCERS Program Management Office (PMO) to bolster existing emergency management and homeland security capacity through the integration of policies, training, resources, information-sharing, and project management. The PMO ensures the effective, results-focused operations of the DCERS by supporting strategy development in alignment with perceived threats and the capability gaps identified through THIRA and the SPR, ensuring alignment of projects to District preparedness strategy, and coordinating with District and regional entities.

Capability Development

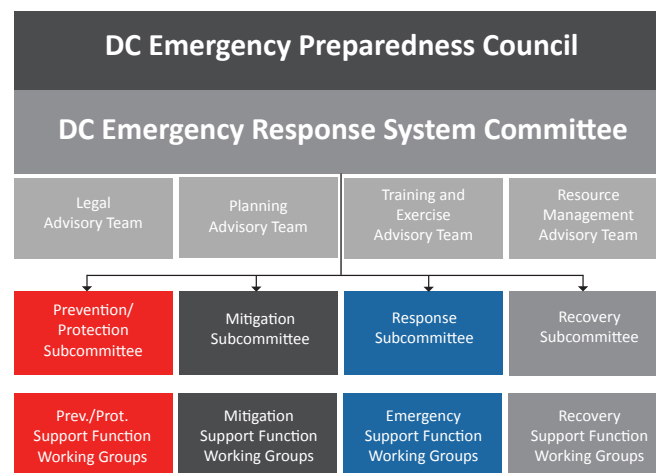
The DPS defines four mission areas to manage the development of the core capabilities within its purview. The mission areas – Prevention/Protection, Mitigation, Response, and Recovery – are each governed by a DCERS subcommittee and managed through an operational plan.

The following sections outline the major accomplishments of each mission area during 2014.

Prevention/Protection

The District’s Prevention/Protection Program is designed to develop the capabilities necessary to prevent a threatened or actual act of terrorism, and protect the District against acts of terrorism, as well as natural and technological disasters and human-caused incidents. In 2014, the Prevention/Protection Program took the initial steps required to begin the development of a permanent program in support of the overall DPS mission.

Figure 5: DPS Organizational Structure



Prevention and Protection Program Development and Implementation Plan

The Prevention and Protection Program Plan is the culmination of a three-tiered project that includes a comprehensive report on multiple courses of action and a white paper that establishes the rationale for the selected implementation approach. These documents strategically identify and outline the District’s priorities and the goals we will need to accomplish, as well as the strategy for implementing the program. This program plan informs District stakeholders of short- and long-term requirements to build and sustain the Prevention and Protection Program. It assigns tasks and responsibilities to stakeholders; assists the District in building, sustaining, and delivering a comprehensive prevention and protection program that aligns with federal guidance and District doctrine; and ensures

inclusion of whole-community partners in the identification and execution of projects.

Mitigation

The District's Mitigation Program seeks to reduce losses from disasters by implementing mitigation actions and policies that are based on hazard identification and vulnerability analysis, integrated planning, stakeholder involvement, grants management, and investment from governmental and nongovernmental sources.

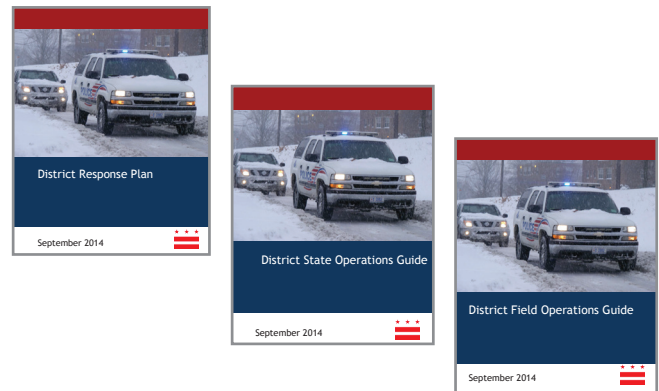
Mitigation Mission Area Subcommittee – The Hazard Mitigation Working Group was instituted as an informal planning team in late 2013 to organize the federally mandated update of the District Hazard Mitigation Plan. Originally composed of few subject matter experts representing select District agencies, the group was established as an official subcommittee to the DCERS in 2014 and has since expanded to include additional District, federal, and regional stakeholders. The Mitigation Subcommittee continues to coordinate mitigation planning and implementation activities, with recent efforts focusing on successfully acquiring federal grant funding to support execution of technically feasible, environmentally sound, and cost-effective structural and nonstructural projects.

Mitigation White Paper and Implementation Plan – The District Hazard Mitigation Plan (2013) identified the need to improve the District's Mitigation Program, and specifically called for a Mitigation Program White Paper (White Paper) and Mitigation Program Development Plan (PDP). The PDP outlines a process to validate the mitigation mission statement; the key Mitigation Program elements; and the associated goals, objectives, and targets identified to strengthen the capabilities of the Mitigation Program. The PDP also lays the groundwork (or framework) for the development of a Mitigation Base Plan. The White Paper presents some basic facts about mitigation and disaster trends; highlights available federal mitigation assistance programs and material; and offers examples

of mitigation programs in other cities and states. The White Paper also documents the current Mitigation Program in the District and outlines a strategy for strengthening the capabilities of the program. The strategy is built around a mitigation mission statement, goals, objectives, and targets to strengthen the capabilities of the Mitigation Program.

Response

Having been established prior to the DPS through the District's Emergency Support Functions, Response is currently the most robust mission area within the DPS. In 2014, many of the foundational documents of the Response Mission Area were updated and re-released in alignment with the broader DPS mission.



Response planning documents

District Response Plan – The District Response Plan (DRP) underwent a major revision in 2014. Previous versions of the DRP were customarily developed as comprehensive emergency management plans – the content of which encompassed preparedness, response, recovery, and mitigation information. In 2014, the formal promulgation of the Framework as the District's comprehensive emergency management plan allowed for the content of the DRP to be focused exclusively on describing the processes, procedures, and resources that will be used toward accomplishing response operations, mission essential priorities, and critical tasks. The current DRP provides guidance on how response entities respond to disasters in the

District, with the goal of protecting life and property and ensuring public safety.

State Operations Guide – This State Operations Guide (SOG) was designed to translate the frameworks and guidance of the DRP into a detailed set of guidelines that personnel could use to maintain, activate, operate, and deactivate the Emergency Operations Center (EOC). It combines supporting documentation required to support EOC operations into a consolidated guide, which can be used to complete ongoing EOC training and activations for District personnel and others called upon to serve in the EOC. At the end of 2013, HSEMA began the project, and in 2014 the SOG was adopted as the operating guide for the EOC.

Field Operations Guide – The Field Operations Guide (FOG) is a technical reference guide for Incident Commanders in the field during an incident or event, established to provide effective management of multi-agency incident or event coordination. It serves as the intermediate framework between an understanding of EOC operations and tactical-level field operational guidance. The FOG formalizes the method of interaction and allows for better asset tracking and overall situational awareness, particularly for complex incidents with nontraditional Incident Command System functions.

Logistics Capability Assistance Tool Workshop – On July 23–24, 2014, HSEMA hosted the District’s second Logistics Capability Assistance Tool (LCAT) Workshop. As noted in the LCAT Results and Analysis Report, the District is demonstrating marked progress in building its logistics capabilities, and a maturity in its understanding of the importance of logistics as a function of emergency management. Since 2013, the District has shown significant percentage

improvements in all logistics capability areas, and moved from operating predominantly at the functional capability level across all categories to operating at the Horizontal Integration¹ capability level in 2014.

Recovery

The activities outlined in the following subsections represent the first steps in the creation of the District’s Recovery Program. The establishment of this program is significant in the fact that it is the first time the District has sought to broaden its preparedness capabilities to include the long-term efforts that are required to return a community to its new normal after a major catastrophic event.

District Recovery Subcommittee – The District Recovery Subcommittee is composed of representatives from more than 40 different District and Federal agencies, as well as nongovernmental entities operating within the city. The subcommittee was created to develop the District’s recovery capabilities before a disaster, enabling successful and efficient recovery following a disaster. The Subcommittee focuses on capability development and enhancement through planning, training, and exercising; establishing an effective pre- and post-disaster organizational structure; and identifying the equipment required for use in recovery operations.

The subcommittee agencies and organizations first came together in spring 2014 as a planning team to develop the District Recovery Plan (released September 2014, see below). Upon completion and approval of the plan, the team recognized the need for a sustained recovery program that would continue the development of recovery capabilities in the District and the Region, and formalized its structure as a DCERS subcommittee. One of the Subcommittee’s

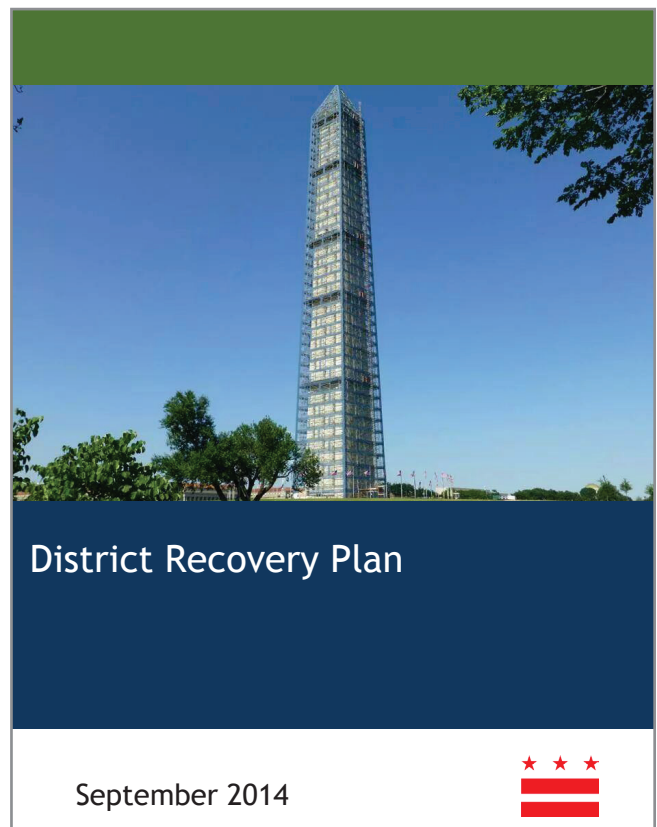
¹ As defined by the *Logistics Capability Assessment Tool (LCAT) User Guide*, Functional Capability indicates a “state has implemented informal plans or processes but standard operating procedures have not been finalized or adopted,” whereas Horizontal Integration Capability indicates a “state has developed and implemented formalized, integrated SOPs across the state emergency management organization.”

first actions was to use the THIRA process to identify priority projects for the continued development of the Recovery Program. The subcommittee used the information from this process to develop a 5-year plan and draft the first version of the District Recovery Program Development and Implementation Plan.

District Recovery Program Development and Implementation Plan – The purpose of the District Recovery Program Development and Implementation Plan (Recovery Program Plan) is to help the District better prepare for recovery from major disasters by enhancing the District Recovery Program. The Recovery Program Plan aligns the Recovery Program’s goals and objectives with the mission of the DPS and FEMA Core Capabilities, allowing the subcommittee to work with DCERS to set priorities and fund projects in a strategic and productive manner.

District Recovery Plan – The Recovery Subcommittee released the District Recovery Plan in September 2014. The District Recovery Plan is a framework for recovery operations following a large or catastrophic incident. The purpose of the plan is to outline an approach to assist the government, nongovernmental organizations, and the private sector in more efficiently and effectively organizing and operating to support recovery from events that have impacts on the physical, social, emotional, economic, and natural environments. The plan anticipates the potential impacts of disaster events on the community and presents processes and procedures to ensure an

efficient and effective recovery effort that will result in a safer and stronger community. It describes the operations that take place when enhanced recovery support is required following an incident, or when the support needed for the District’s recovery requirements exceeds the capabilities to manage FEMA Individual Assistance and Public Assistance programs. Additionally, the plan lays out an enhanced recovery organization that provides for the establishment of a Recovery Steering Committee to oversee ongoing recovery operations.





Training and Exercises

Training and exercises are essential components of the DPS. Training activities provide the opportunity to learn and reinforce capabilities as they are developed, while exercises allow for applied training and practical evaluation. Together, training and exercises provide the essential reinforcement and feedback for the District's efforts to build effective homeland security capabilities in accordance with DPS strategy.

Training

District agencies develop and maintain professional partnerships with many public and private institutions to meet the training needs of the District. This includes federal training at the Emergency Management Institute (EMI), U.S. Fire Academy, Office of Domestic Preparedness, Energetic Materials Research and Testing Center in New Mexico, and the Nevada Test Site of the National Nuclear Security Administration.



From January 1, 2014, through December 31, 2014, District agencies offered 53 training sessions to advance their preparedness capabilities. This covered 31 courses with more than 4,500 attendees. Table 3 identifies the 31 courses offered by District agencies in 2014.

Table 3: Training Courses Offered in 2014

Training	Lead DC Agency	Sessions Offered	Participants
Disaster Behavioral Health Emergency Response Team Certification	DBH	3	61
Officer Investment Course	FEMS	2	112
Field Training Evaluation Specialist	FEMS	3	46
NIMS 100: National Incident Management System	FEMS	1	492
NIMS 200: National Incident Management System	FEMS	1	487
NIMS 300: National Incident Management System	FEMS	1	303
NIMS 400: National Incident Management System	FEMS	1	275
NIMS 700: National Incident Management System	FEMS	1	603
NIMS 800: National Incident Management System	FEMS	1	725
FEMA Structural Collapse Class	FEMS	2	73
NIMS 300 & 400: National Incident Management System	FEMS	1	30
National Traffic Incident Management	FEMS	1	13
Safety Officer Class	FEMS	1	20
Aircraft Rescue and Firefighting Class	FEMS	1	23
Heavy Equipment Rigging Specialist	FEMS	1	25
Confined Space Rescue	FEMS	1	27
Swift Water Rescue	FEMS	1	24
National Fire Protection Association 1006 Rescue Technician-Site Operations	FEMS	2	74
Advanced Medical Life Support	FEMS	3	97
Joint Metropolitan Police Department and Fire and Emergency Medical Services Active Shooter	FEMS	1	660
Advanced Cardiovascular Life Support Recertification	FEMS	3	25
Tunnel Rescue	FEMS	2	86
EOC Activation 101	HSEMA	3	35
Guide To Points of Distribution	HSEMA	1	35
ICS400 : Advanced Incident Command System	HSEMA	2	29
ICS300: Intermediate ICS for Expanding Incidents	HSEMA	3	33
National Incident Management Communication Technician	HSEMA	1	37
National Incident Management Communication Liaison	HSEMA	1	6
Personal Protective Measures for Biological Events	HSEMA	2	63
Web EOC User	HSEMA	6	75

Note: DBH = Department of Behavioral Health

Exercises

Through the DCERS, HSEMA worked with agencies throughout the District to support the continued improvement of our emergency management capabilities. To ensure the efficacy of its planning and training efforts, the District has conducted the following exercises and after-action conferences.²

HSEMA and FEMA Region III IMAT Transition and Coordination Workshop – January 28, 2014

The Incident Management Assistance Team (IMAT) Transition and Coordination Workshop was designed to examine current operating procedures for the District's EOC, and assess the ability to effectively transition to and coordinate with FEMA Region III's IMAT. The scenario for the workshop included a bombing of the Woodrow Wilson Memorial Bridge, causing a major drain of resources throughout the NCR and the East Coast. The exercise allowed participants to demonstrate familiarity with IMAT request and decision-making processes in the face of resource limitations, and the ability to identify and make suggestions to improve any perceived shortfalls they experience during the exercise.

Department of Behavioral Health Senior Executive Staff Emergency Response Tabletop Exercise – July 2014

DBH Senior Executive Staff participated in a facilitated tabletop exercise (TTX) to review disaster and emergency responsibilities, procedures, and plans.

Hurricane Tabletop Exercise – April 23, 2014

The 2014 Hurricane Exercise Series was developed to test the District's new Hurricane Annex to the DRP. The first exercise in the series was a TTX designed to test the roles of District agencies and their partners in response to the potential consequences of a Category 2 hurricane affecting the District.

Hurricane Cruella Functional Exercise – June 5–6, 2014

The second exercise in the Hurricane Exercise Series was the Hurricane Cruella Functional Exercise (FE). Using the same scenario as the TTX, the FE was a complex exercise conducted over 2 days with more than 150 players. This exercise was the first full-scale exercise conducted using a new version of the DRP Hurricane Annex and required players to consider and address challenges unique to a large-scale wind and flood incident not normally found in other scenarios.



[Hurricane Cruella exercise briefing](#)

Emergency Management Institute Stadium and Arena Virtual Tabletop Exercise – July 22, 2014

The Stadium-Arena virtual tabletop exercise (VTTX) was sponsored by FEMA's EMI as one of a series of virtual exercises designed to bring numerous communities together in a collaborative environment. This VTTX, facilitated virtually from EMI, was designed around the scenario of a 6.4 magnitude earthquake during a major public event at an indoor arena, and allowed the District's first responders to assess their preparedness, response and recovery protocols, plans, and capabilities.

² This list highlights many of the exercises conducted by District agencies throughout the year but is not meant to be exhaustive. Additional exercises were likely conducted throughout the year.

U.S.—African Leaders Summit No-Notice Drill – August 4, 2014

This no-notice drill, conducted during the 2014 U.S.—Africa Leaders Summit, used a scenario involving multiple lunchtime explosions at the food trucks located on Maryland Avenue and 7th Street Southwest. The objective of this exercise was to test the HSEMA EOC’s ability to address an emerging threat while already activated for a planned event. The HSEMA EOC successfully met the exercise objectives by reporting to their respective EOC and Command and General Staff positions, establishing a battle rhythm, conducting a Command and General Staff Meeting as well as a Planning Meeting, and developing an incident action plan.

Command and Control Tabletop Exercise – September 17, 2014

The 2014 Command and Control Exercise series was designed to test the District’s Public Safety and Justice Sector agencies on their response to a multi-location terrorist attack similar to the events that occurred in 2008 in Mumbai, India. The first event in the series was a TTX designed to prepare the District’s response agencies for more robust participation in the October Full-Scale Exercise (FSE). Participants engaged in a multi-agency discussion, using the FOG and the SOG as well as agency-specific plans to guide their response.

Capital Shield 2014 – September 24–29, 2014

In September, DC Fire and Emergency Medical Services (FEMS) and the Marine Corps’ Chemical Biological Incident Response Force participated in a decontamination training exercise as part of Capital Shield 2015, the 2014 iteration of the annual Capital Shield joint training exercise held in the NCR. Capital Shield 2015 used a chemical attack scenario, specifically a sarin gas attack during an event at RFK Stadium. FEMS participated along with more than 40 Federal, state, and local agencies in the multi-day, multi-location exercise.

Command and Control Full Scale Exercise – October 19–20, 2014

The largest and most significant of the exercises conducted this year, the HSEMA Domestic Terrorism FSE, was the second exercise in the Command and Control Exercise Series, building on the lessons learned during the July TTX. Utilizing multiple venues, the Command and Control FSE was designed to test the capabilities of the District’s response agencies during multiple simultaneous domestic terrorist attacks. For a 12-hour period of overnight play, simulated terrorist attacks at the Washington Navy Yard and Walter Reed Medical Center gave first responders the opportunity to test their capabilities in realistic scenarios, assess their strengths and weaknesses, and determine necessary improvements.

Command and Control FSE Participants

- DC Homeland Security and Emergency Management Agency
- DC Executive Office of the Mayor
- DC Metropolitan Police Department
- DC Fire and Emergency Medical Services
- DC Department of Health
- DC National Guard
- DC Department of Public Works
- DC Department of the Environment
- DC Office of the Chief Medical Examiner
- DC Department of Human Services
- DC Department of Transportation
- DC Office of Unified Communications
- Naval Support Activity Washington
- Department of Defense Police – Naval District
- DC Emergency Healthcare Coalition

Participants in the FSE included 12 District agencies, two Federal agencies, and one nongovernmental organization. Additionally, three Federal agencies participated as observers.

Analysis of lessons learned during this exercise identified areas of strength as well as areas where the District can improve its response capabilities. The following major areas of strength were identified:

- All participating agencies demonstrated successful activation of the updated DRP.
- The Metropolitan Police Department (MPD) appropriately assumed the role of primary response agency per established guidelines, and coordinated with other participating agencies through HSEMA and the EOC.
- Law enforcement response was appropriate and consistent with training.
- Medical personnel successfully activated the Medical Branch structure, as directed by the FOG, allowing for successful triage and treatment of victims.

Primary areas for improvement include the need to:

- Increase situational awareness capabilities.
- Conduct regular multi-agency training and exercise activities to ensure seamless communication and coordination during a response.
- Ensure that validated distribution lists and activity checklists are available to responders.

These areas for improvement will be further developed and incorporated into planning, training, and exercise development in the upcoming preparedness cycles.

Pandemic Influenza VTTX – October 30, 2014

In collaboration with the Centers for Disease Control and Prevention (CDC), this exercise was one of five specially designed VTTXs, which specifically focused on the impacts of a novel influenza virus on the public health community. The VTTX involved key personnel discussing simulated scenarios in an informal setting in order to assess plans, policies,

training, and procedures. The exercise was delivered via a prepackaged set of exercise materials from CDC, which allowed participants to share real-time public-health incident related preparation, response, and recovery concerns and solutions. During the exercise, participants reviewed current policies and plans for issues that may affect the community during a severe influenza pandemic; strengthened the existing emergency response structure within District organizations; addressed the challenges posed by a pandemic; assessed and determined how affected organizations will coordinate their pandemic response activities with their community, business, and operational partners; and identified gaps and issues to be addressed within the participant organization's pandemic plans.

After-Action Reports

Following each of the exercises discussed above, the exercise planners conducted an After-Action Meeting and developed an After-Action Report (AAR). As in the Command and Control FSE example discussed previously, the AAR for each exercise identified the major strengths and areas for improvement found during exercise conduct. These outcomes will be combined with the outcomes of the THIRA and SPR process to help shape the capability development strategy for the District.



Patient tracking at the Command and Control FSE



Responding to Emergencies

While the District was fortunate to have had no major disaster declarations in 2014, the emergency response capabilities of HSEMA and other agencies across the District were tested during multiple real-world events, including severe cold conditions over the winter months and preparation for a potential pandemic incident during the outbreak of the Ebola virus in West Africa.

Severe Cold Conditions

In compliance with the Homeless Services Reform Act of 2005 (HSRA), the District Department of Human Services (DHS) develops a Winter Plan each year. The HSRA mandates that by September 1 of each year, a plan must be in place describing how those who are homeless and cannot access other shelter will be protected from cold weather injury. The Winter Plan also describes how District government agencies and providers within the Continuum of Care will coordinate to provide hypothermia shelter and other services for those who are homeless in the District, consistent with the right of consumers to shelter in severe weather conditions.

The Winter Plan was activated several times throughout the winter of 2014, as the District faced extreme cold conditions that placed the District's

homeless population at increased risk. Several strategies were implemented to provide the broadest possible homeless population with access to warm and safe places to stay during extreme weather events, including available shelter placements through the Hypothermia Shelter Hotline and warming buses placed throughout the city to allow easier access for some homeless individuals to stay warm overnight.

Response to Ebola

As of October 31, 2014, the Ebola Virus Disease (EVD) outbreak in Liberia, Guinea, and Sierra Leone had infected 13,703 people and killed 4,920. While 98% of cases occurred in those three West African countries, cases have been identified in Senegal, Mali, Nigeria, Spain, and the United States. The virus was first confirmed in the United States on September 30, 2014, and subsequently there were three imported cases, including two deaths, and two locally acquired cases in healthcare workers. While the National Institutes of Health in Bethesda, Maryland, treated two Ebola patients, no one in the NCR was ever diagnosed with EVD.

In anticipation of the possibility that EVD cases may appear in the District, response and health agencies in the District worked together to develop the District of Columbia Ebola Playbook. The purpose of the

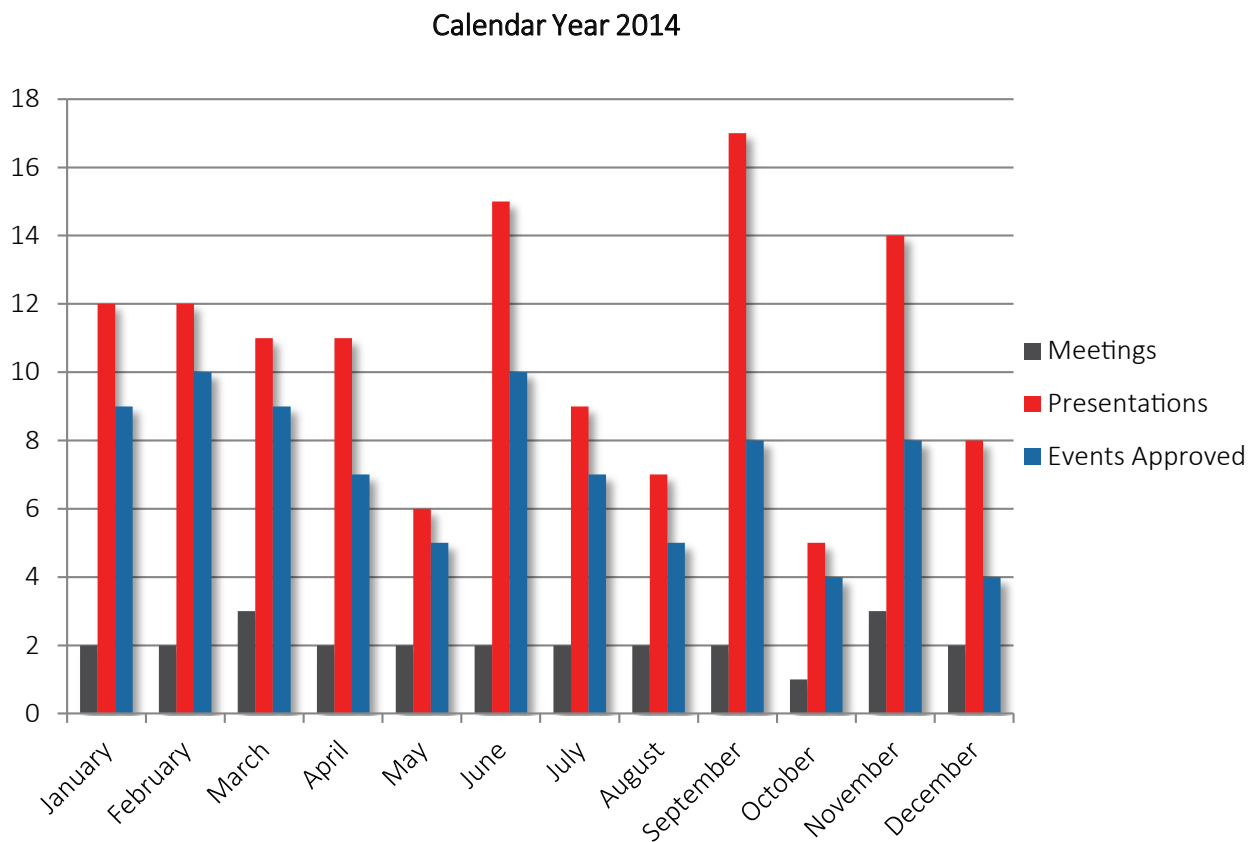
Playbook is to define the roles and responsibilities of District departments and agencies during the notification of, response to, and recovery from potential Ebola cases. It is designed to allow a single department or agency to be informed of the actions that other departments and agencies are taking on an ongoing basis. While it was not activated in 2014, development of the Ebola Playbook has left the city better prepared for any future pandemic outbreaks.

Special Events

Mayor's Special Events Task Group

HSEMA manages the administration of the Mayor's Special Events Task Group (MSETG), a body responsible for organizing the District's public safety planning efforts for events requiring interagency coordination. The organizers of proposed special events are required to present event proposals to the MSETG and receive the concurrence of the group prior to the issuance of permits or licenses by the permit-granting agencies.

Figure 6: Mayor's Special Events Task Group



In 2014, the MSETG met 25 times and heard a total of 127 presentations. Ultimately, 86 events were approved through this Task Group. Figure 4 below outlines the month-by-month activity of the group over the course of the year.

Community Events Assistance Fund

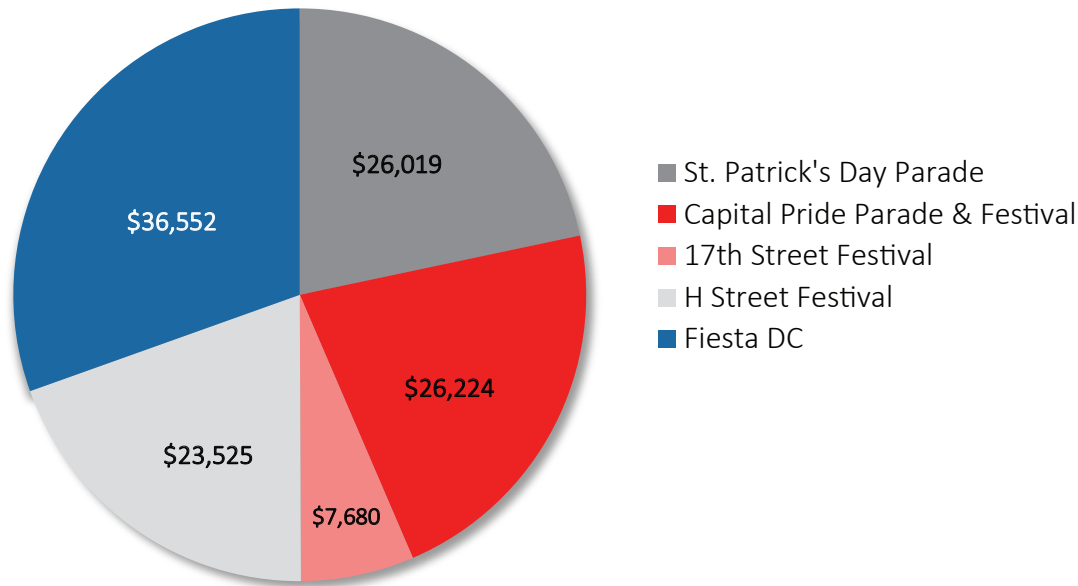
HSEMA is responsible for the administration of the Community Events Assistance Fund. This fund provides limited financial assistance to District community-based, nonprofit organizations that are engaged in programs fostering the development of quality activities in local communities. Funding is for the exclusive purpose of offsetting some of the costs of District services required for conducting special events, and is provided through direct reimbursement to agencies providing public services. In any given year, the District hosts more than 450 special events and, in each instance, event organizers work closely with HSEMA staff and the MSETG to ensure that all public safety needs are addressed and do not present a barrier to successful planning and event execution. Some of the special events that HSEMA supported in 2014 included the St. Patrick’s Day Parade, Capital Pride Parade and Festival, H Street Festival, and Fiesta DC.

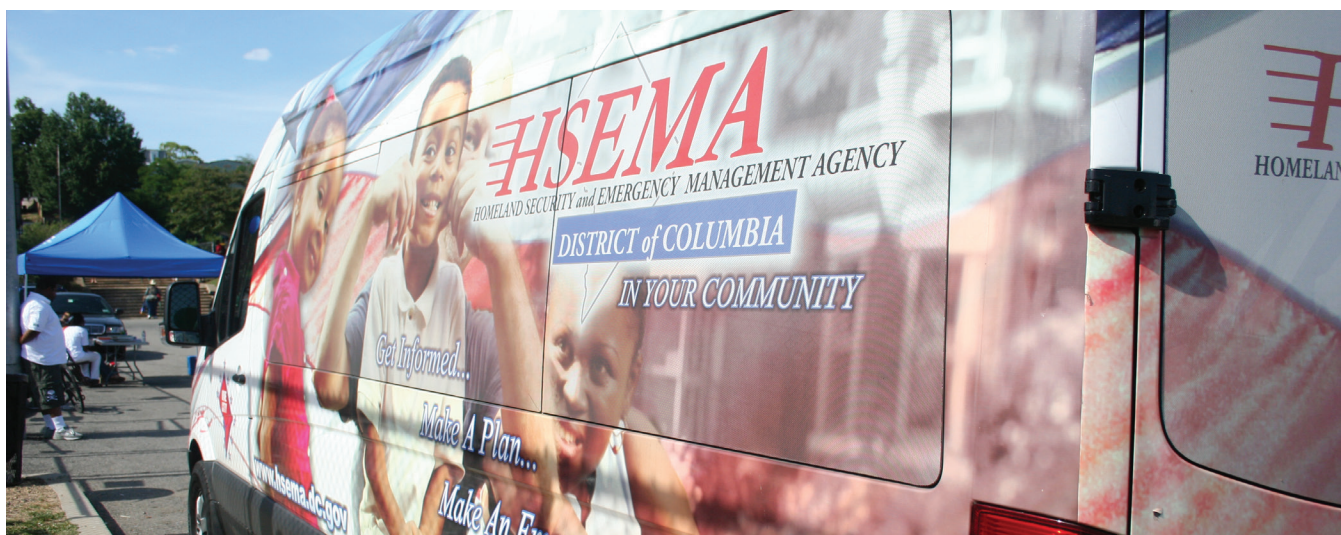
Concert for Valor

The Concert for Valor, held on the National Mall on Veteran’s Day 2014, brought together more than 20 celebrities and artists to perform in support of American’s veterans and their families. With a lineup that included well-known celebrities from the television, movie, and music industries, it was anticipated that the event would draw hundreds of thousands of spectators to the National Mall. As with any major public event of this size and scope, the District must be prepared to address situational and security concerns, including crowd control, potential criminal or terrorist incidents, public health threats, and transit impacts.

The HSEMA EOC was activated to a level 3 “full activation” on November 11, and was staffed by HSEMA personnel; District department and agency Emergency Liaison Officers; and liaisons from Federal agencies, regional partners, and the private sector. Through the efforts of the EOC staff and first responder personnel, the concert was conducted without major incident and with minimal disruption to District operations.

Figure 7: Community Events Assistance Fund (FY 2014)





Community Outreach

Ensuring that residents are prepared for a disaster is a significant strategic priority for the District. The District wants to ensure that local residents are fully aware, trained on, and practiced in how to prevent, protect against, mitigate, prepare for, and respond to all threats and hazards. The District has used numerous programs to support community preparedness, including public education, media campaigns, training seminars, preparedness orientations, and community planning meetings.

In 2014, outreach and marketing activities focused on engaging the community included the following:

Publications

The DC Office of Disability Rights, in partnership with the District Department of Health's Health Emergency Response Preparedness Agency, developed the Path to Preparedness Handbook. This Handbook is intended for people who are preparing for or have recently transitioned to community living, and assists them in responding to emergencies and natural disasters such as a power or water loss, heat wave, tornado, earthquake, hurricane, or snowstorm. The Path to Preparedness Handbook was selected for presentation as a "National Best Practice" at the 2014 Preparedness Summit, an event sponsored by multiple Federal

agencies. The Handbook has been distributed at many District-sponsored conferences, fairs, and events, including the Mayor's Annual Disability Awareness Expo, and is available for use by the general public.

Community Events

On January 11 and 12, 2014, HSEMA participated in the NBC4 Health and Fitness Expo at the Washington Convention Center. The event provided HSEMA with an opportunity to engage thousands of attendees from across the region, providing publications and preparedness materials, registering attendees for AlertDC, and promoting personal preparedness through the use of HSEMA's mobile application. During the event, more than 1,700 copies of the preparedness book *It's a Disaster* were distributed, along with materials publicizing the agency's mobile app.

In September, HSEMA participated in National Preparedness Month for the 10th consecutive year, embracing the opportunity to work in concert with the whole community to create a safe and secure DC. As part of the National Preparedness Month activities, the HSEMA Business Emergency Management Operations Center partnered with Walmart and Costco to host community outreach and engagement events. With the help of these local businesses, HSEMA

demonstrated how to create an emergency supply kit and showcased other useful tools that enable residents to be more prepared, should a disaster or emergency occur.

HSEMA coordinated the District's participation in the Great SouthEast ShakeOut Earthquake Drill through media interviews and community outreach events to inform people about the regional earthquake drills that occur each October. In 2014, in conjunction with the Great SouthEast ShakeOut, the National Building Museum displayed the "Designing for Disaster" exhibit, supported by a press conference to discuss the Drill, the lasting effects of the 2011 earthquake in DC, new seismic research and monitoring activities in the eastern United States, and the ways state and Federal governments are working to improve disaster preparedness and resiliency.

Overall, HSEMA's community outreach division participated in 205 events throughout the year to promote the development of community and individual preparedness in the District.

Preparedness Volunteers

Throughout the year, Serve DC – the Mayor's Office on Volunteerism continued to engage agencies and residents across the District in the Community Emergency Response Team (CERT) program. The CERT program trains citizens to be better prepared to respond to emergencies in their communities, preparing them to provide critical support to first responders and immediate assistance to victims; and help organize spontaneous volunteers at a disaster site. In 2014, Serve DC provided CERT training to five District, Federal, and nongovernmental entities and hosted monthly CERT trainings for the general public, training a total of 417 volunteers. Additional opportunities were offered for specialized training, including crime scene management for chemical, biological, radiological, nuclear, and explosive incidents and medical response to terrorist bombings.

To test and enhance the skills developed through CERT training, Serve DC hosted a CERT exercise series focused on a Category 2 hurricane scenario. The series began with a TTX conducted to review CERT procedures and discuss potential action steps and risks. The TTX was followed by a drill conducted at the MPD Tactical Village. Twenty-three volunteers participated in the drill, which was designed to test CERT trainees' skills and knowledge and to provide a realistic setting to practice the skills they were taught in training.

Alerting the Public

In August 2014, HSEMA enhanced the District's alerting system, AlertDC, replacing the outdated system that had been in place in the District since 2004. The enhanced system remains customizable and allows residents to pick and choose what kind of notifications they receive (e.g., severe weather, police alerts, school closings), as well as how they receive them (e.g. text, email, phone). Since the switch to the new system, 28,203 new accounts have been registered.



HSEMA also manages smartphone applications on iPhone and Android platforms that provide residents with quick access to preparedness-related information. In 2014, HSEMA placed posters and banners at 47 government offices, health centers, schools, and public buildings throughout the city to increase awareness of the app and the need for personal preparedness. As a result of this outreach, 6,357 new users downloaded the HSEMA applications over the course of the year.



Homeland Security Commission

Established by the Homeland Security, Risk Reduction, and Preparedness Amendment Act of 2006, the Homeland Security Commission continued operation in 2014. The primary function of the Commission is to make recommendations for improvements in homeland security and preparedness in the District and report its findings to the Mayor and the DC Council. The Commission met on a quarterly basis throughout the year to discuss and evaluate the status of homeland security within the District.

This year, the Commission began an examination of the District's preparedness level in addressing a potential pandemic influenza incident. After completing its initial study, the Commission determined that additional time was required to gather more information and incorporate input regarding the Ebola viral outbreak in Africa and the associated preparedness activities undertaken by agencies in the District. Initial findings were published in the District of Columbia Homeland Security Commission 2014 Status Report, with the anticipation that a full report on pandemic preparedness will be released in 2015.

Conclusion

Throughout 2014, the District has made great strides in strengthening its preparedness capabilities, and the preparedness capabilities of the Region. The activities and accomplishments detailed above have ensured that plans and structures are put in place to allow the District to continue to grow its capabilities and realize the vision of a safe and secure District of Columbia.

The DPS will continue to use the tools developed over the past year to fortify the District's capabilities,

coordinate with local partners, improve communication, and increase information-sharing citywide. HSEMA will lead the two-pronged process of developing priorities for homeland security capabilities in the District of Columbia and assessing current levels of readiness in each of those capability areas. To this end, HSEMA will work with partners to identify the appropriate mix of capabilities to meet the priorities identified in the annual capability assessment, develop appropriate metrics/measures of effectiveness, and apply them to each of the capabilities in order to assess gaps between needs and current levels. As the lead agency for developing District of Columbia grant requests to the Federal government, HSEMA will work with stakeholders to translate preparedness priorities into coherent program plans and resulting requests for budgetary support and/or grant applications.

Preparedness encompasses those efforts to grow our capacity to perform each of these functions. In the years to come, we will continue to work with our partner agencies throughout the city to grow our preparedness capabilities and, in turn, increase our ability to ensure a prepared, safe, and secure District of Columbia.



Appendix A: Reference List

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- *Cruella Tabletop Exercise After-Action Report*

Appendix B: Threat and Hazard Identification and Risk Assessment Participants

- American Red Cross
- Child and Family Services Agency
- Consortium of Universities
- Corrections Corporation of America, Correctional Treatment Facility
- DC Department of Behavioral Health
- DC Department of Consumer and Regulatory Affairs
- DC Department of Corrections
- DC Department of Environment
- DC Department of Forensic Sciences
- DC Department of General Services
- DC Department of General Services-Protective Services Division
- DC Department of Health
- DC Department of Human Services
- DC Department of Public Works
- DC Department of Transportation
- DC Emergency Health Care Coalition
- DC Fire and Emergency Medical Services
- DC Housing Authority
- DC Office of the Attorney General
- DC Office of the Chief Financial Officer
- DC Office of the Chief Medical Examiner
- DC Office of the Chief Technology Officer
- DC Office of Unified Communications
- DC Office on Aging
- DC Public Charter School Board
- DC Public Libraries
- DC Public Schools
- DC Water
- DC Department of Disability Services
- DC Department of Housing and Community Development
- Department of Parks and Recreation
- Executive Office of the Mayor
- Federal Emergency Management Agency
- DC Homeland Security and Emergency Management Agency
- Metropolitan Washington Council of Governments
- Metropolitan Police Department
- Office of Disability Rights/DC Development Disabilities Council
- Office of Human Rights
- Office of Planning
- Office of the Tenant Advocate
- Office of the City Administrator
- Office of the Deputy Mayor for Health & Human Services
- Office of the Deputy Mayor for Planning & Economic Development
- Office of the Deputy Mayor for Public Safety & Justice
- Office of the State Superintendent of Schools
- Office of Personnel Management
- PEPCO
- Serve DC
- U.S. Army Corps of Engineers
- U.S. Department of Commerce – Economic Development Administration
- U.S. Department of Health and Human Services
- U.S. Department of Housing and Urban Development
- U.S. Department of the Interior
- University of the District of Columbia
- WMATA