

EMERGENCY
OPERATIONS
PLAN
BASIC PLAN



Adopted by City Council
January 11, 2016

TABLE OF CONTENTS

- Preface iv
- Document Management and Distribution v
- Revision History vi
- Certification of Biennial Review vii
- City Council Resolution viii
- Introduction..... 1**
- Purpose 1
- Scope 1
- Limitations..... 2
- Situation..... 2
- Planning Assumptions..... 2
- Emergency Management Organization..... 4**
- Office of Emergency Services 4
- Preparedness..... 4
- Planning..... 5
- Training 5
- Exercises..... 5
- Public Awareness and Education 6
- Response..... 6
- Pre-Event Response 6
- Emergency Response 6
- Recovery 7
- Short-term Recovery..... 7
- Long-term Recovery..... 7
- Disaster Assistance Programs..... 7
- Damage Assessment 7
- Recovery Documentation 8
- Recovery Organization..... 8
- After Action Report..... 8
- Mitigation..... 8
- Whole Community Approach..... 9
- Citizen Corps Council 9

Private Sector	9
People with Disabilities.....	9
Individuals with Access and Functional Needs.....	10
Considerations for Pets and Other Animals	10
Concept of Operations.....	11
Field Level Coordination: ICS.....	11
Local, Regional & State Level Coordination: SEMS.....	11
Field Response.....	11
Local Government	12
Operational Area	12
Regional.....	12
State	12
Federal Coordination: NIMS.....	12
Additional Coordination: North County Jurisdictions.....	12
North County EOC.....	13
Mutual Aid	13
Alert and Warning	14
Emergency Alert System (EAS).....	14
AlertSCC	14
Integrated Public Alert and Warning System (IPAWS)	14
Additional Systems	14
Emergency Operations Center	15
Primary and Alternate EOC Locations.....	15
EOC Activation and Deactivation.....	15
EOC Activation Levels.....	15
EOC Communication and Coordination	16
Notification and Mobilization.....	16
Internal Communications & Coordination	16
External Communications & Coordination	17
Position Descriptions and Responsibilities	17
EOC Structure	17
Department Responsibilities.....	17
Emergency Declarations	21

Local Proclamation	21
State of Emergency.....	21
State of War Emergency	22
Presidential Declaration.....	22
Other Powers	22
Continuity of Government.....	23
Lines of Succession	23
Essential Facilities: Alternate Seat of Government	23
Preservation of Vital Records.....	24
Attachment 1: Authorities and References.....	23
Local Authorities & References	23
State Authorities & References	23
Federal Authorities & References	23
Attachment 2: Sample Proclamation	24

PREFACE

This City Emergency Operations Plan (EOP) outlines how the City of Palo Alto government complies with and implements the requirement of the California Emergency Services Act to protect the lives and property of the community of the City of Palo Alto.

The EOP is organized and defined as follows:

- This Basic Plan (also referred to as EOP in this document) presents the planning assumptions, policies, and concept of operations that guide the responsibilities for emergency preparedness, prevention, response, recovery and mitigation for the City of Palo Alto.

There are a number of City plans and other documents that support or relate to this Basic Plan and are categorized as Functional Annexes or Hazard Annexes:

- Functional Annexes include more detailed information on Direction and Control, Alert and Warning, and Emergency Operations Center (EOC) Position Checklists. This category also includes EOP-related City plans.
 - Emergency Operations Center Manual (includes EOC Position Checklists)
 - Local Hazard Mitigation and Adaptation Plan (LHMAP, formerly LHMP)
 - Threats and Hazards Identification and Risk Assessment (THIRA)
 - Continuity of Operations / Continuity of Governance (COOP/COG)
 - Damage Assessment
 - Mass Care and Shelter
 - Recovery
 - Local Energy Assurance Plan (LEAP)
 - Emergency Public Information and Warning (EPIW)
 - Communications
 - Foothills Fire Management Plan (Community Wildfire Protection Plan (CWPP))
 - Airport Emergency Plan (including aircraft incidents not at the Palo Alto Airport)
 - Department Emergency Plans (DEPs) and other related procedures
 - Public Health and Medical Services (pandemic, etc.)
 - Multi Agency Coordination (MAC) plans
- Hazard Annexes includes City plans for specific hazards.
 - Storm/Flood
 - Earthquake
 - Terrorism/Major Criminal Event
 - Major Fire, Hazardous Materials (HazMat) or Mass-Casualty Event

As explained below, this EOP Basic Plan is subject to various review and approval processes, whereas the various annexes are not. It is also important for the reader to understand that there is a panoply of other planning documents that are applicable to the City, the region, the state, and so forth. It is not practical or requisite to list those herein, but some of the primary regulations and such are found in Attachment 1.

DOCUMENT MANAGEMENT AND DISTRIBUTION

The City's Office of Emergency Services (OES) is responsible for the review, revision, management, and distribution of the City of Palo Alto EOP.

The Emergency Operations Plan (EOP) Basic Plan, as defined above, will be reviewed on a biennial basis by the City's Office of Emergency Services (OES). The EOP may be modified at any time as a result of a post-incident or post-exercise evaluation, and changes in responsibilities, procedures, laws or regulations.

In accordance with the Palo Alto Municipal Code, new versions of the EOP are reviewed by the City's Emergency Services Council (ESC) and Palo Alto/Stanford Citizen Corps Council (CCC) and subsequently approved and adopted by City Council (resolution).

The EOP will be distributed to the City's Executive Leadership Team (City staff), to key partners, and will be posted on the City's website for public reference.

CITY COUNCIL RESOLUTION

This shall be the official Emergency Operations Plan for the City of Palo Alto and shall supersede previous plans. Nothing in this plan shall be construed in a manner that limits the use of good judgment and common sense in matters not foreseen or covered by the elements of the plan or any appendices hereto.

The plan is promulgated under the authority of the City Manager, ratified by the City Council, after having been reviewed by the City of Palo Alto's Emergency Services Council (which includes the Palo Alto/Stanford Citizen Corps Council), per Palo Alto Municipal Code Section 2.12.080.

See City Council Resolution attached below to this version of the EOP.

Resolution No. 9573
Resolution of the Council of the City of Palo Alto Adopting the City of Palo
Alto Emergency Operations Plan (EOP) dated January 2016

RECITALS

A. The City of Palo Alto has developed an updated Emergency Operations Plan (EOP) in order to help coordinate resources to make our community safer and better prepared to deal with all hazards.

B. The Palo Alto/Stanford Citizen Corps Council is part of the Emergency Services Council as provided by Palo Alto Municipal Code section 2.12.030(5), stating that members include "Such representatives of civic, business, labor, veterans, professional or other organizations having an official emergency responsibility, as may be appointed by the City Manager with the advice and consent of the city council."

C. Per Palo Alto Municipal Code section 2.12.080, the Citizen Corps Council and the Emergency Services Council recommend that the City Council adopt the new EOP.

The City Council of the City of Palo Alto hereby RESOLVES as follows:

SECTION 1. The City Council hereby adopts the Emergency Operations Plan (EOP) dated January 2016, attached hereto and incorporated herein by reference.

SECTION 2. The City Council hereby consents to the updated Palo Alto/Stanford Citizen Corps Council (CCC) membership list.

//

//

//

//

//

//

//

//

//

SECTION 3. The Council finds that this is not a project under the California Environmental Quality Act and, therefore, no environmental impact assessment is necessary.

INTRODUCED AND PASSED: January 11, 2016

AYES: BERMAN, BURT, DUBOIS, FILSETH, HOLMAN, KNISS, SCHARFF, SCHMID, WOLBACH

NOES:

ABSENT:

ABSTENTIONS:

ATTEST:

DocuSigned by:
Deith Minor
45FD5502D0R71402

City Clerk

DocuSigned by:
Patrick Burt
08RA2FFFF5FA473

Mayor

APPROVED AS TO FORM:

APPROVED:

DocuSigned by:
Molly Stump
30A475B065E74A0

City Attorney

DocuSigned by:
J. J. J.
30E7508F02064FB

City Manager

DocuSigned by:
Kenneth Ducker
89E571D6C2C8408

Director of Emergency Services

DocuSigned by:
[Signature]
2201549C90A8478...

Director of Administrative Services

Section I: Basic Plan

INTRODUCTION

The Emergency Operations Plan (EOP) for the City of Palo Alto outlines authorities, organizational structures, and procedures used to coordinate activities related to local and regional emergencies or disasters.

The City and surrounding region are susceptible to a number of hazards such as natural disasters and human-caused events, as well as technological failures and pandemics.¹ Accordingly, the EOP utilizes an “all-hazards” approach to ensure the City is able to prepare for, respond to, recover from, and mitigate (to the extent possible) all potential hazards and critical incidents.

PURPOSE

The primary purpose of the EOP is to:

- 1) Identify roles and responsibilities for City departments as they pertain to preparedness, response, recovery, and mitigation activities
- 2) Codify the City’s understanding and adoption of state and federal constructs² through which operational coordination, mutual aid, and other requests for support will be integrated
- 3) Serve as a foundational document for additional plans of the City, as well as be referenced in plans of other governments, non-governmental organizations, and other entities (private businesses, etc.)
- 4) Comply with state and federal laws and regulations such as the California Emergency Services Act³

SCOPE

The EOP serves as the foundational document for the City’s emergency management activities. While all City resources may be called upon as needed, specific departmental responsibilities are outlined in the EOP Basic Plan and associated annexes. To ensure the City is adequately prepared, all City departments are required to actively participate in preparedness and planning activities to include the development of departmental plans, policies, and procedures as necessary to fulfill their assigned roles and obligations.

The EOP embraces the Federal Emergency Management Agency's (FEMA) "Whole Community" approach to emergency management and, in addition to City resources, recognizes the roles of special districts, non-governmental organizations (NGOs), community-based organizations (CBOs), faith-based organizations (FBOs), private-sector businesses, educational organizations, and other stakeholders. Additionally, the EOP is intended to reflect the wide variety of support that may be required by residents, visitors, and businesses, including people with disabilities and others with access or functional needs. Consideration for people with disabilities, access or functional needs will be given in all aspects of City emergency planning.

Certain groups and organizations will need to interface with the City's Emergency Operations Center (EOC) and among each other, including in circumstances where normal telecommunications may be impaired. By understanding the elements of this plan, the City and such organizations can facilitate that process.

All members of the community should understand the potential risks and hazards we face and the obligation to prepare personally, at a family level, and in one's organization.

¹ There are two main documents that outline local risk analysis: Local Hazard Mitigation and Adaptation Plan and the Palo Alto Threat and Hazard Identification and Risk Assessment (THIRA). See www.cityofpaloalto.org/thira

² For example: This EOP is based on the functional elements of California’s Standardized Emergency Management Systems (SEMS). SEMS is established by State Law (Chapter 1 of Division 2 of Title 19 of the California Code of Regulations).

³ California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code)

LIMITATIONS

While many of the elements outlined in the EOP are designed for flexibility and can be utilized as-needed to address a number of emergency and non-emergency events, some activities require special activation or a formal disaster declaration by the City Council or others. Similarly, the EOP is not meant to outline procedures for routine incidents or minor emergencies which are adequately addressed through existing processes.

The EOP identifies operational strategies and plans for managing inherently complex and potentially catastrophic events. City assets, resources, and departments are potentially vulnerable and may become overwhelmed. Deviations from the organizational and response structures outlined in the EOP may be required, based upon evolving needs and available resources. With this in mind, the EOP is designed to promote flexibility whenever possible and is not intended to limit the use of good judgment and common sense in matters not foreseen or adequately addressed by elements of the EOP and its associated annexes, appendices, or plans.

SITUATION

Emergency management is based on an understanding of community risk. The City has undergone multiple hazard analysis processes per FEMA's Comprehensive Preparedness Guide 201 (CPG 201). This current best practice places risk into three categories: natural, technological (accidental), and human-caused (deliberate). Detailed information regarding Palo Alto's geography, demographics, and hazards potentially impacting the City are detailed in the Palo Alto Threat and Hazard Identification and Risk Assessment (THIRA) as well as the Santa Clara County Local Hazard Mitigation and Adaptation Plan (LHMAP).

PLANNING ASSUMPTIONS

The following assumptions were used during the development of the EOP and are recommended for the readers' own plans:

- The City of Palo Alto is susceptible to a number of hazards and risks that may result in critical incidents
- Critical incidents include a variety of natural, technological, or human-made emergencies and disasters
- Some critical incidents may have advance warning while others will not
- All City departments will participate in planning and preparedness activities as required
- City personnel will be adequately trained to perform the roles in which they are assigned
- The City's EOC will be partially or fully activated to support operations during critical incidents
- City personnel may be unable or unavailable to report to work or as assigned
- Non-essential City operations may be reduced or cancelled in order to prioritize resources
- Mutual aid and other assistance will be requested when City resources are inadequate, but outside assistance and support may be unavailable for extended periods of time
- Communications equipment and infrastructure may be damaged or disrupted
- Transportation infrastructure may be damaged or disrupted and access to critical facilities may be blocked
- Critical infrastructure and utilities such as natural gas, water, and electricity may be severely impacted

- Residents, businesses, and other entities may need to be self-sufficient for one week or more
- Additional planning, resources, and support will be needed to support people with disabilities and others with access and functional needs

EMERGENCY MANAGEMENT ORGANIZATION

As defined by Palo Alto Municipal Code (PAMC) Sec. 2.12.070, the City's Emergency Organization includes:

- All officers and employees of the City;
- All volunteer forces enrolled to aid them during an emergency (registered Emergency Services Volunteers);
- All groups, organizations, and persons who may by agreement or operation of law be charged with duties incident to the protection of life and property in the City.

The City Manager is the leader of the City's Emergency Organization and is the statutory director of emergency services. During an emergency when the EOC is activated, the City Manager manages and directs all aspects of the City's emergency response and recovery operations and may delegate authority and tasks to staff. In the absence of the City Manager, another staff member is selected to function as the City Manager.

OFFICE OF EMERGENCY SERVICES

The Municipal Code defines the Office of Emergency Services (OES) as a public safety department. The Director of Emergency Services (Emergency Services Chief) directs the activities of the Office of Emergency Services and is the statutory assistant director of emergency services. The Director of Emergency Services reports to the City Manager and assists in coordinating the City's overall response and recovery operations. The Director of Emergency Services also acts as the City government's key representative and lead agent for day-to-day emergency management, with powers delegated through the Municipal Code⁴ to:

1. Direct coordination and cooperation of services and staff of the emergency organization of the City, and resolve questions of authority and responsibility that may arise between them; and
2. Represent the City in all dealings with public or private agencies on matters pertaining to emergencies

To achieve this mandate, OES leads or coordinates planning, intelligence, and coordination, not only internally but also with allied agencies such as Stanford University, the private sector, and the community to promote, coordinate, and advance the four phases of emergency management: preparedness, response, recovery, and mitigation.

PREPAREDNESS

The Preparedness Phase includes activities undertaken prior to an emergency in order to improve the City's ability to coordinate, respond, and recover from a critical incident. These activities focus on maintaining or improving capabilities that will be used in the response or recovery phases. The City's preparedness activities emphasize emergency planning and training as well as public education and outreach. The City also conducts drills and exercises regularly in order to validate ongoing activities, identify areas for improvement, and prioritize or justify future effort and funding.

In recognition of the number and wide variety of potential hazards facing the region, the City has adopted an "all-hazards" approach to planning and preparedness. While not restricting the development of specialty or tactical plans, this model focuses on the development of core capabilities through which the full spectrum of potential hazards and critical incidents can be addressed.

⁴ See Palo Alto Municipal Code (Section 2.12.050(b))

Planning

Emergency planning includes a wide variety of plans at the strategic, operational, and tactical levels. Strategic plans include the EOP and many of its associated hazard specific or functional annexes, while operational and tactical planning includes more granular information such as standard operating procedures (SOP), checklists, personnel assignments, notification rosters, and resource lists.

All City departments are required to participate in the development of relevant strategic and operational plans while ensuring that internal tactical planning is sufficient to meet the needs of their outlined roles and assigned objectives. This includes the development of department specific SOPs required to meet the objectives outlined for each department.

Training

Training is an essential component of preparedness and greatly impacts the City's ability to respond to, and recover from, a critical incident. The City's Office of Emergency Services maintains a Staff Development Program (SDP) and works with other City departments to develop training for staff.

The City actively manages training activities and allocates funding in relation to fluctuating needs, personnel turnover, and course availability. In addition, the City consistently prioritizes training that promotes staff understanding and familiarity with the following concepts:

- Incident Command System (ICS)
- California Standardized Emergency Management System (SEMS)
- National Incident Management System (NIMS)
- California Disaster Service Worker (DSW)⁵

In addition to staff training, the Office of Emergency Services also provides training to the City's Emergency Services Volunteer (ESV) program members and further partners with Stanford University, local businesses, and other entities to develop and provide training and public safety public education.

Exercises

Exercises are the primary tool for assessing preparedness activities and identifying areas for improvement while allowing all levels of personnel to simulate their response and recovery roles in a learning environment. The City follows the best practices of the Homeland Security Exercise and Evaluation Program (HSEEP), including the building block concept of seminars, small-scale tabletop exercises, functional exercises, and full scale exercises.

The City uses a wide variety of exercises to regularly assess critical capabilities and prioritize future planning and training needs. By simulating potential response or recovery scenarios, the City is able to validate existing plans while determining if and where additional training is required.

⁵ See California Government Code (Section 3100), government employees (excluding non-naturalized aliens) are Disaster Service Workers. When a disaster occurs, each employee will be expected to perform certain duties to assist the community in returning to normal as soon as possible. Certain registered volunteers may also be Disaster Service Workers.

Public Awareness and Education

The City and its partners actively promote public awareness and education in order to strengthen overall preparedness and community resilience. By providing community education, outreach, training, and coordination, the City increases the ability of community members and organizations to adequately prepare for and meet their own needs. By promoting self-reliance and individual preparedness, the City reduces the overall burden on limited resources and competing needs that emerge during critical incidents.

RESPONSE

The Response Phase includes any actions taken immediately before, during, or directly after a critical incident in order to minimize the potential or existing impacts of the incident.

Pre-Event Response

Some incidents may provide sufficient warning to allow for pre-event or precautionary measures. Depending upon the probability and likelihood of significant impacts, pre-event response activities may include:

- Public Warning
- Evacuations
- Resource Mobilization
- Staging
- Mutual Aid Requests
- Proclamation of a Local Emergency

Emergency Response

Emergency response activities are actions taken during, or in the immediate aftermath, of a critical incident to reduce actual impacts. While these activities are most often associated with traditional response agencies including law enforcement, fire protection, emergency medical services (EMS), utilities, and public works, the size and complexity of an incident may require robust support from additional governmental agencies, nongovernmental organizations (NGOs), and other partners. As a result, comprehensive stakeholder participation during the development and socialization of relevant strategic, operational, and tactical plans can greatly enhance the efficiency and effectiveness of these emergency response activities.

When coordinating emergency response activities and addressing competing needs and objectives, the City utilizes the following prioritization hierarchy:

- 1) Support Life Safety
- 2) Protect Property & Infrastructure
- 3) Reduce Impacts to the Environment

Emergency response may also include activities related to short-term recovery and often overlaps with long-term recovery operations.

RECOVERY

The Recovery Phase includes short- and long-term activities focused on returning the community to pre-incident conditions. In some instances when a state or federal disaster declaration has been made, recovery activities include the critical task of identifying, documenting, and quantifying response and recovery costs eligible for reimbursement.

Short-term Recovery

Short-term recovery operations begin during the response phase and may include activities such as the restoration of essential services, rapid debris removal, and the reestablishment of City services.

Long-term Recovery

Long-term recovery operations are often required to address extensive damage to infrastructure. Activities include the restoration and reconstruction of public facilities and disaster response cost recovery.

Disaster Assistance Programs

Disaster assistance programs may be available for the following:

- **Individuals** – may be eligible for loans and grants for housing assistance programs (for homeowners and renters), and uninsured disaster-related necessities (including personal property, medical, dental, and transportation expenses). Other Stafford Act Programs including crisis counseling, disaster unemployment assistance, and legal services may be available. In addition, various NGOs such as the American Red Cross, Mennonite Disaster Services, and the Salvation Army provide recovery assistance to individuals, families, and community organizations. Assistance may include basic necessities such as food, shelter, clothing, and housing reconstruction.
- **Businesses** – may be eligible for low-interest loans to assist with uninsured physical damage through the U.S. Small Business Administration (SBA). Programs for agricultural assistance in the form of low-interest loans for economic losses may be available through the U.S. Department of Agriculture (USDA).
- **Government** – assistance is available through state assistance under the California Disaster Assistance Act (CDAA), as well as several federal programs including the Federal Emergency Management Agency (FEMA) Public Assistance (PA) Grant Program and the Hazard Mitigation Grant Program (HMGP).
- **Non-profit organizations** – assistance is available through state assistance under the CDAA, as well as several federal programs including FEMA PA Grant Program for eligible non-profit organizations.

Damage Assessment

Damage assessment activities involve identifying, recording, compiling, and analyzing damage information in order to determine the type of recovery assistance needed. Following major disasters, a process known as a Preliminary Damage Assessment (PDA) is used to determine preliminary eligibility for certain state and federal financial assistance and reimbursement programs.⁶

⁶ See the City of Palo Alto Damage Assessment Plan for details.

Recovery Documentation

Documentation is the key to recovering eligible emergency response and recovery costs. Damage assessment documentation will be critical in establishing the basis for eligibility of disaster assistance programs. Various state and federal assistance programs require different types of documentation for eligible costs and in addition to structural damage, may include staff time, equipment, and materials utilized in response to the incident. To support the maximum recovery of eligible reimbursement, City departments and agencies must identify and support internal mechanisms for tracking and documenting appropriate costs.

Recovery Organization

The City Manager and the Director of Emergency Services are responsible for the overall management of the recovery operations. Senior staff from the Office of Economic Development, Planning and Community Environment Department, and the Development Services Department will serve as Unit Leaders in the City's recovery organization.

After Action Report

As part of the recovery phase, and in accordance with SEMS, the State of California requires any city and/or county declaring a local emergency for which the governor proclaims a state of emergency, to complete and transmit an after action report to the California Office of Emergency Services (Cal OES) within 90 days of the close of the incident period. The after action report should include the following information:

- Documentation of response activities
- Identification of both problems and successes during emergency operations
- Analysis of the effectiveness of the SEMS components
- Plan of action for implementing improvements
- Cal OES After-Action Questionnaire

MITIGATION

The Mitigation Phase includes actions and measures taken to reduce or eliminate the degree of long-term risk from natural and technological hazards. Whereas preparedness activities increase the City's ability to respond to the impacts of a hazard, mitigation activities reduce the potential for those impacts in the future, thereby reducing overall risk. A number of mitigation activities are available and may include the implementation, augmentation, or promotion of the following:

- Building and Safety Codes
- Disaster/Fire/Flood Insurance
- Land Use Planning and Management
- Hazard Research and Analysis
- Land and Repetitive Loss Acquisition
- Monitoring and Inspection
- Public Outreach and Education
- Relocation
- Risk Mapping
- Safety Codes, Statutes, and Ordinances
- Tax Incentives and Disincentives
- Seismic Strengthening or Retrofitting

The City participates in local and regional mitigation activities such as the development of risk assessments and mitigation plans. Further, the City's Comprehensive Plan (General Plan) includes mitigation aspects and elements.

WHOLE COMMUNITY APPROACH

The City's ability to respond and recover from significant emergencies and major disasters is highly dependent upon planning for the unique needs and specific requirements of the City's residents and non-resident commuters and visitors. To further identify and meet these needs, the City has adopted a "Whole Community" approach in which the inclusion and integration of community partners, neighbors, and other stakeholders are actively promoted in all phases of emergency management. Through these collaborative efforts, the City will become more resilient and better prepared to meet the needs of its residents and daytime populace alike, especially those with disabilities and others with access and functional needs.

Citizen Corps Council

The Palo Alto/Stanford Citizen Corps Council (CCC) serves to harness the power of individuals, businesses, and organizations through education, training, and volunteer service.

Further, the City of Palo Alto OES sponsors an Emergency Services Volunteers (ESV) program which includes various categories: ARES/RACES (ham radio), Block Preparedness Coordinators (BPC) & Neighborhood Preparedness Coordinators (NPCs), Community Emergency Response Team (CERT), and the Medical Reserve Corps (MRC) volunteers. As noted above, by local ordinance, ESVs are a part of the City's Emergency Organization.⁷

The Palo Alto OES may deploy ESVs to function in various capacities in support of City departments or mutual aid partners. Depending upon the incident, ESVs may support specific response objectives in the field, at DOCs or otherwise in accordance with existing protocols/plans and direction from OES.

Private Sector

The City of Palo Alto is home to a diverse and vibrant business community including traditional retail and entertainment sectors as well as some of the largest and well-known companies in the world. Representing tens of thousands of employees, the business community swells the City's daytime population and serves as a foundation for economic prosperity. The City actively engages with the private sector to better understand their needs, identify resources, and develop partnerships. Many of the City's private sector partners proactively address preparedness planning internally as a way to minimize business disruptions and to support the wellbeing of their employees and also offer their resources and technical capabilities to the larger community. The City acknowledges this valuable support and will continue collaborative efforts with the private sector as an integral component of the City's overarching emergency management program.

People with Disabilities

People with disabilities often require additional planning and support to ensure they receive equal access and coverage as required under the Stafford Act⁸ as well as other state and federal legislation such as the Americans with Disabilities Act (ADA) of 1990⁹. Covered disabilities are not always apparent and may include impairments of mobility, vision, and hearing as well as some cognitive disorders and mental illnesses.

⁷ See Palo Alto Municipal Code (Section 2.12.070)

⁸ See Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended, 42 U.S.C. 5121)

⁹ See Americans with Disabilities Act of 1990 (Pub. L. No. 101-336, 104 Stat. 328 [1990])

The City has a diverse population which includes a wide variety of people with disabilities. To meet the needs of these individuals, the City is committed to supporting efforts and activities designed to improve and validate capabilities in support of people with disabilities, including but not limited to:

- Notification and warning procedures
- Evacuation, transportation, and sheltering considerations
- Accommodations for Service Animals
- Accessibility to information

In addition, the City looks to integrate people with disabilities and their advocates directly into preparedness activities such as plan development and review. These efforts have included targeted outreach to publicize the development of this EOP and solicit input and participation in the subsequent development and review of associated operational annexes and appendices.

Individuals with Access and Functional Needs

In addition to people with disabilities, the City recognizes that additional support may also be needed to support those with “access and functional needs”. Access and functional needs are not necessarily related to a specific condition, diagnosis, or impairment and are based upon functional areas such as:

- Maintaining independence
- Effective communication
- Transportation
- Supervision
- Medical care

Individuals with access and functional needs may not have access to support networks outside of their immediate communities or be able to self-evacuate. As a result, they may have additional needs before, during, and after an incident. Those with functional needs often include children, the elderly, tourists, and other segments of the population, including:

- People with disabilities
- People living in institutionalized settings
- People from diverse cultures
- People with limited English proficiency
- People without transportation
- People who are economically disadvantaged

Considerations for Pets and Other Animals

As a result of deficiencies in emergency planning uncovered in the aftermath of Hurricane Katrina, the federal government passed the Pets Evacuation and Transportation Standards (PETS) Act in 2006 as an amendment to the Stafford Act. Recognizing the unwillingness of many displaced individuals to take advantage of evacuation or shelter resources without accommodating for their pets or companion animals, the PETS Act directs that state and local preparedness plans address the needs of individuals with pets and companion animals during a disaster or emergency.

The City works to include considerations for the needs of pets and companion animals in plans as appropriate. Furthermore, although not required under the PETS Act, additional resources for the evacuation of larger animals and livestock, such as horses, may be available through coordination and request through the County.

CONCEPT OF OPERATIONS

In accordance with state and federal laws, the City of Palo Alto has officially adopted and integrated the following emergency management, response, and coordination systems:

- The Incident Command System (ICS)¹⁰
- The Standardized Emergency Management System (SEMS)¹¹
- The National Incident Management System (NIMS)¹²

Together, these congruent operational systems outline how critical incidents, emergencies, and disasters will be coordinated in the field, at the local level, and up through the county, region, state, and federal levels.

FIELD LEVEL COORDINATION: ICS

As mandated by both SEMS and NIMS, the City utilizes the Incident Command System (ICS) to manage response activities in the field. ICS provides for common terminology, processes, and position titles, while allowing the delegation of functions (or tasks) to subordinate positions in order to promote proper span of control and unity of command. ICS is applicable to any size incident and is designed to be expandable as the needs of an incident expand or contract. When utilized, the standardization of ICS principles and nomenclature is capable of integrating large numbers of personnel from disparate organizations.

LOCAL, REGIONAL & STATE LEVEL COORDINATION: SEMS

As the cornerstone of California's emergency response system, The Standardized Emergency Management System (SEMS), integrates the concepts and principles of both the National Incident Management System (NIMS) and ICS. Jurisdictions within the State are required to adopt its use and the system unifies all elements of California's emergency management community into a single integrated structure. SEMS ensures that local communities retain the authority and responsibility for managing and coordinating responses within their jurisdictions, while promoting situational awareness and facilitating the prioritization of resource requests.

The five SEMS coordination levels expand outward from the impacted area at the field level, with each successive level representing a larger geographic area. The five organizational levels include:

Field Response

Field response includes on-scene activities and coordination, consistent with ICS, and includes the use of an Incident Command Post (ICP). Depending upon the incident, multiple ICPs may be established at various sites throughout an impacted area and an Area Command may also be established. Resource requests and situation reports are routed from the field to the next SEMS organizational level, either through participating response agencies or the local Emergency Operations Center (EOC) if activated. Department Operations Centers (DOC) provide internal coordination for specific departments and may interface as an intermediate level of

¹⁰ More information can be found at <http://training.fema.gov/emiweb/is/icsresource/index.htm>

¹¹ State authority is to be found, in part, in California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code). California State and local jurisdictions use the Standardized Emergency Management System as outlined in California Code of Regulations (Title 19, Divisions 2, Chapter 1) and the California Government Code (§8607).

¹² Federal authority is found in the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended, 42 U.S.C. 5121) and in Homeland Security Presidential Directive (PPD) 5, "Management of Domestic Incidents" and Homeland Security Presidential Directive (HSPD) 8, "National Preparedness." The emergency management system used nationally is the National Incident Management System (NIMS).

coordination between the field and the EOC while coordinating and maintaining department operations unrelated to the incident.

Local Government

Local governments retain the responsibility and authority for managing response activities within their jurisdictions. To support these efforts, local jurisdictions may activate their respective EOCs. Local EOCs provide agency coordination, provide logistical support, establish common operating procedures, identify overarching priorities, and prioritize available resources. Additionally, local EOCs coordinate with the Operational Area (OA)/County EOC.

Operational Area

The Operational Area (OA) provides coordination within the county and between all political subdivisions. The OA coordinates response activities within the county's geographic area through the County EOC, if activated. The OA also serves as a link to regional level and all other OAs within the region. The City of Palo Alto is part of the Santa Clara County OA and coordinates closely with the Santa Clara County Office of Emergency Services (SCCOES). The City participates in OA planning and, during a critical incident, coordinates with the OA through either SCCOES or the Santa Clara County EOC, if activated. The City also participates in various OA plans such as Multiple Patient Management Protocol (MPMP) (also known as Mass Casualty Incident (MCI)), Active Shooter, etc.

Regional

The State of California is divided into three regions that each maintain Regional Emergency Operations Centers (REOC) to coordinate resource requests, support mutual aid, and promote situational awareness between their respective OAs. The City of Palo Alto and the Santa Clara County OA are within the Coastal Administration Region. Palo Alto participates in regional planning through the Urban Area Security Initiative (UASI), the Northern California Regional Intelligence Center (NCRIC), and others.

State

When required, California's State Operations Center (SOC) is activated to facilitate state agency response, mobilize mutual aid, and coordinate with other regions, states, and the federal government. The SOC also serves as the liaison with the National Operations Center (NOC).

FEDERAL COORDINATION: NIMS

The National Incident Management System (NIMS) provides a comprehensive national framework for incident management applicable at all jurisdictional levels and across all functional disciplines. The majority of NIMS requirements applicable to the City of Palo Alto, including the adoption of ICS, are satisfied by the adoption of SEMS. Additional elements of NIMS outline coordination between federal agencies and the use of federal assets and resources.

ADDITIONAL COORDINATION: NORTH COUNTY JURISDICTIONS

Emergency management and response partners in the North County area of Santa Clara County, defined as the Cities of Los Altos, Mountain View, Palo Alto, and Sunnyvale, along with Stanford University, have long recognized that mutual aid and cooperation in response to critical incidents can be enhanced and made more

effective by sharing resources. Given the common hazards facing the area and the potential for large regional impacts, North County agencies and stakeholders will need to work together during extended incidents to meet evolving needs and provide critical services.

Building upon the success of ongoing coordination, North County cities have identified and integrated mutually beneficial activities that offer a number of synergies and potential economies of scale. These activities include preparedness elements, such as combined planning processes, shared stakeholder integration, and the development of common plan elements; along with response elements such as the collocation of common emergency management and coordination functions to support mutual North County operational objectives.

North County EOC

Historically, each of the North County jurisdictions have developed, staffed, and maintained their own EOCs. However, depending upon the incident, some or all of the North County agencies may co-locate EOC functions within a common facility. Such a configuration would provide a number of benefits and efficiencies including increased coordination, fewer staff, and reduced costs, while allowing each jurisdiction to maintain individual control of their respective EOC functions.

MUTUAL AID

The California Mutual Aid System operates within the framework of the California Master Mutual Aid Agreement (MMAA)¹³ and under the authority of the California Emergency Services Act¹⁴. The system allows for the mobilization of resources to and from emergency response agencies, local governments, operational areas, regions, and the state with the intent to provide requesting agencies with adequate resources.

The California Mutual Aid System includes six mutual aid regions in order to facilitate the coordination and flow of mutual aid requests. As part of the Coastal Administration Region, the Santa Clara County OA and the City are part of Mutual Aid Region II.

The system includes a number of discipline-specific mutual aid systems that operate through designated mutual aid coordinators at the OA, regional, and State levels. Mutual aid requests are coordinated within their geographic area before unfilled requests are forwarded to the next level. Mutual aid requests that do not fall into one of the discipline-specific mutual aid systems are handled through the emergency services mutual aid system and by emergency management staff at the local government, operational area, regional, and state levels.

¹³ See the California Master Mutual Aid Agreement (Chapter 7 of Division 1 of Title 2 of the Government Code)

¹⁴ See the California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code)

ALERT AND WARNING

EMERGENCY ALERT SYSTEM (EAS)

The Emergency Alert System is a public warning system that may also be used by federal, State, and local authorities to provide emergency information and notification to citizens. This system allows use of existing media (radio, TV) resources to communicate to residents in the event of a widespread emergency situation.

ALERTSCC

AlertSCC is a county-wide community alert and notification system. This system allows the City of Palo Alto to quickly provide critical information and instructions to subscribers using registered cell phones, emails, or landline phones through a reverse 911 function. Registration can be completed at www.AlertSCC.org

INTEGRATED PUBLIC ALERT AND WARNING SYSTEM (IPAWS)

The Integrated Public Alert and Warning System (IPAWS) is a modernization and integration of the nation's alert and warning infrastructure. IPAWS provides public safety officials with an effective way to alert and warn the public about serious emergencies using the Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), the National Oceanic and Atmospheric Administration (NOAA) Weather Radio, and other public alerting systems from a single interface.

ADDITIONAL SYSTEMS

A number of additional communications systems or pathways are available to the City, including:

- The City of Palo Alto Website www.cityofpaloalto.org
- Social Media (e.g., www.cityofpaloalto.org/PAPDconnect)
- Internal City E-mail and Telephone Systems
- Stanford University Radio Station KZSU (90.1 FM)

The City also has various means to 1) notify, recall, and mobilize staff (including those off-duty) and 2) communicate and coordinate with such staff and other government and non-government organization partners.

EMERGENCY OPERATIONS CENTER

The City of Palo Alto EOC provides a centralized location where emergency management coordination and decision making can be supported during a critical incident, major emergency, or disaster. When activated, the EOC provides support for a number of critical tasks related to communications, coordination, resource management, and executive leadership.

PRIMARY AND ALTERNATE EOC LOCATIONS

The primary EOC for the City of Palo Alto is located in the Public Safety Building.

If the primary EOC is threatened, inoperable or inaccessible, an alternate EOC can be designated or provided utilizing the Mobile Emergency Operations Center (MEOC) or by using an alternate facility. OES has several locations identified that could be selected based on the situation and resources.

EOC ACTIVATION AND DEACTIVATION

The EOC facility and equipment are maintained and used regularly by Palo Alto OES and other City public safety staff and may be used for coordination and monitoring activities at any time without the need for a formal activation ("steady state"). However, depending upon the need and circumstances, an official EOC activation may be appropriate to support a number of activities, including:

- Field response
- Pre-planned events
- Local Proclamation of Emergency
- Governor's Declaration of Emergency
- Presidential Declaration of a National Emergency
- State of War

Additional information on roles and responsibilities, EOC activation authorities and procedures can be found in the Palo Alto EOC Manual.

EOC Activation Levels

The Palo Alto Police Department manages the 9-1-1 Communications Center (Public Safety Answering Point (PSAP) for the City of Palo Alto and Stanford University, covering law enforcement, fire/EMS, public works, utilities, animal services, and other calls for service. The 9-1-1 Center, in most cases, is the entity responsible to notify key staff of any emergent situation where the EOC or other OES resources might be required. The criteria and procedures are detailed in confidential rosters, protocols, and other documents, such as the EOC Manual.

When the City's EOC is activated, the County Operational Area and other partners will be notified (as practicable). The City has reciprocal notification agreements with other agencies, including those in San Mateo County, for some events such as flood or storm events.

The City may also establish Departmental Operations Centers (DOC) for specific departments (e.g. Public Works, Utilities, Information Technology, etc.), as required to support field operations and coordinate other functions within their respective departments.

EOC activation levels are scalable based on the evolving needs of the City and may include full or partial staffing as required. SEMS compliant activation levels are outlined in **Table 1-A** below:

TABLE 1-A: EOC ACTIVATION LEVELS

Level	Operational Status	Description	Examples
Level 1	Minimum Activation	Monitoring an incident/event or potential situation/event.	<ul style="list-style-type: none"> ▪ Severe weather warning ▪ Flood watch ▪ Terrorism warning ▪ Minor earthquake
Level 2	Partial Activation	Necessary EOC positions are activated to manage the incident as needed.	<ul style="list-style-type: none"> ▪ Planned event ▪ Local emergency declared ▪ Oil spill ▪ Wild land fire affecting developed areas
Level 3	Full Activation	Full activation of the EOC with all position activated.	<ul style="list-style-type: none"> ▪ Catastrophic earthquake ▪ Major public safety incident ▪ Major local and/or regional disaster

Similarly, the deactivation of the EOC will be scalable based on the decreasing needs of the City. Appropriate EOC functions and roles will be demobilized as the situation permits.

EOC COMMUNICATION AND COORDINATION

The EOC has the capability to communicate and coordinate with a broad array of internal (field personnel, incident commanders, department operations centers (DOCs)) and external stakeholders (response partners, critical infrastructure and key resources, outside agencies). For example, the City's EOC is outfitted with communications equipment to interoperate with a large number of partners, ranging from the City's Emergency Services Volunteer (ESV) program to the Palo Alto Unified School District to the National Guard.

Notification and Mobilization

When necessary, the City will notify needed emergency response personnel using available communications systems (Information Technology systems, two way radios, etc) and in accordance with applicable response plans (EOC Manual, Department Emergency Plans, and so forth).

Internal Communications & Coordination

Coordination with field elements from the EOC may be coordinated through relevant DOCs or directly with an Incident Commander. If a DOC is not activated, the Incident Commander may communicate directly with their department specific representative, typically located in the Operations Section of the EOC.

Additionally, the Palo Alto EOC will communicate and coordinate with the Santa Clara County OA EOC and other cities within the Santa Clara County OA. Each city, including Palo Alto, will provide situational awareness and relevant resource status to the OA EOC, and in turn the OA EOC will push aggregated county-wide information back to each city. In some cases mutual aid for disciplines with other established mutual aid systems (such as Law Enforcement) will use such systems while in other cases (commonly known as single-point ordering) the requests will go via OA EOC-City EOC logistics pathways.

External Communications & Coordination

The City EOC will also coordinate with outside agencies such as special districts, public utilities, volunteer organizations and/or private agencies. These agencies will communicate directly with the City and may provide a representative to the City EOC, as outlined in the EOC manual. The level of involvement of special districts, public utilities, volunteer organizations, and private agencies will vary considerably depending upon the type of incident.

POSITION DESCRIPTIONS AND RESPONSIBILITIES

EOC Structure

The EOC is organized following the five major functional areas outlined in SEMS:

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

See the Palo Alto EOC Manual for position descriptions.

DEPARTMENT RESPONSIBILITIES

The National Response Framework (NRF) provides guiding principles for all levels of government to work together when responding to a major incident. Incorporated into the NRF are 15 Emergency Support Functions (ESF)¹⁵, described below. Note that numerous functions are only partially the responsibility of City government.

ESF #1	Transportation	Aviation/airspace management and control Transportation safety Restoration/recovery of transportation infrastructure Movement restrictions Damage and impact assessment
ESF #2	Communications (Telecommunications)	Coordination with telecommunications and information technology industries Restoration and repair of telecommunications infrastructure Protection, restoration, and sustainment of national cyber and information technology resources Oversight of communications within the incident management and response structures

¹⁵ The State of California has similar California Emergency Function (CA-EF) types.

ESF #3	Public Works and Engineering	<p>Infrastructure protection and emergency repair</p> <p>Infrastructure restoration</p> <p>Engineering services and construction management</p> <p>Emergency contracting support for life-saving and life-sustaining services</p>
ESF #4	Firefighting	wildland, rural, and urban firefighting operations
ESF #5	Emergency Management	<p>Coordination of incident management and response efforts</p> <p>Issuance of mission assignments</p> <p>Resource and human capital</p> <p>Incident action planning</p> <p>Financial management</p>
ESF #6	Mass Care, Housing, and Human Services	<p>Mass care</p> <p>Emergency assistance</p> <p>Disaster housing</p> <p>Human services</p>
ESF #7	Resource Support	<p>Comprehensive incident logistics planning, management, and sustainment capability</p> <p>Resource support (facility space, office equipment and supplies, contracting services, etc.)</p>
ESF #8	Public Health and Medical Services	<p>Public health</p> <p>Medical</p> <p>Mental health services</p> <p>Mass fatality management</p>
ESF #9	Urban Search and Rescue	<p>Life-saving assistance</p> <p>Search and rescue operations</p>
ESF #10	Oil and Hazardous Materials Response	<p>Oil and hazardous materials (chemical, biological, radiological, nuclear, explosive, etc.) response</p> <p>Environmental short- and long-term cleanup</p>
ESF #11	Agriculture and Natural Resources (<i>and Pets</i>)	<p>Natural and cultural resources</p> <p>Historic properties protection and restoration</p> <p>Safety and well-being of household pets</p>

ESF #12	Energy	Utilities Energy infrastructure assessment, repair, and restoration
ESF #13	Public Safety and Security	Law Enforcement Facility and resource security Security planning and technical resource assistance Public safety and security support Support to access, traffic, and crowd control
ESF #14	Long-Term Community Recovery	Community Recovery Assistance to residents, businesses
ESF #15	External Affairs	Emergency public information and warning Media and community relations

Table 1-B outlines the City department’s responsibilities during a disaster by ESF and identifies the lead (L) and support (S) departments for each function. In some cases, departments may share the lead function (see footnotes).

TABLE 1-B: DEPARTMENT RESPONSIBILITIES

Department Responsibilities	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15
Administrative Services / OMB					S		L				S		S		
City Attorney															
City Auditor															
City Clerk															
City Manager’s Office					S		S							L	L
Community Services	S			S ¹⁶		L	S	S			L ¹⁷		S	S	
Development Services							S							S	
Fire Department	S			L	S	S	S	L	L	L	S		S		S
Human Resources					S			S							

¹⁶ Community Services Open Space Rangers may support firefighting.

¹⁷ Lead for historic resources

Information Technology		L ¹⁸					S								
Library															
Office of Emergency Services	S	S	S	S	L	S	S	S	S	S	S	S	S	S	S
Planning & Community Environment	L										S				
Police Department	S	L	S	S	S	S	S	S	S	S	L ¹⁹		L		S
Public Works	L ²⁰		L		S		S			S	S	S	S		
Utilities	S	S	S		S		S			S		L	S		S

¹⁸ Lead for general City IT systems; cyber.

¹⁹ Police Department Animal Services is lead for pets (incl. at shelters).

²⁰ Public Works is lead for Aviation (Airport) and portions of restoration/recovery (debris management).

EMERGENCY DECLARATIONS

LOCAL PROCLAMATION

The State of California Government Code allows a local emergency to be proclaimed by a city council, county, or by an official designated by ordinance adopted by the governing body²¹.

If the City of Palo Alto determines that the effects of an emergency are, or may become, beyond the capability of local resources, a local emergency can be proclaimed. The Palo Alto City Council has empowered the City Manager and the Director of Emergency Services to issue a proclamation of local emergency when the City Council is not in session. A sample proclamation is included as an attachment to this EOP. Such a proclamation of local emergency is invalid after seven days, unless ratified by the City Council. Proclamations must be made within ten (10) days of occurrence to qualify for assistance under the California Disaster Assistance Act and must be renewed every 14 days.

A local proclamation of emergency allows the City Manager and the Director of Emergency Services to take measures necessary to protect and preserve public health and safety and may trigger certain reimbursement opportunities.

STATE OF EMERGENCY

After a proclamation of a local emergency, the governing body of the City, having determined that local resources are not sufficient to mitigate the situation, may request by letter or resolution that the Governor proclaim a state of emergency²² in the area to fully commit state and mutual aid assistance and provide resources to assist local government.

To support its request for a gubernatorial proclamation, it is essential that the City forward an estimate of damage and financial loss to Cal OES through the Santa Clara County OA as quickly as possible. Estimates of loss are an important part of the criteria that Cal OES considers when making a determination to proclaim a state of emergency and request a Presidential Declaration of Emergency or Disaster. A copy of the request for a Governor's proclamation, with the following supporting data, must be forwarded, to the Santa Clara County OA Coordinator for transmission to the Cal OES Director:

- Copy of the local emergency proclamation
- Initial damage estimate summary that estimates the severity and extent of the damage

The Cal OES prepares a recommendation as to the action that should be taken by the Governor. If the action recommends a Governor's proclamation, Cal OES prepares the proclamation. The Governor may also proclaim a state of emergency without a local request if the safety of persons and property in the state are threatened by conditions of extreme peril, or emergency conditions are beyond the emergency response capacity and capabilities of local authorities.

²¹ See California Government Code (Sections 8630-8634) authorizing local government proclamations and Palo Alto Municipal Code (Section 2.12.050) authorizing the City Manager or Director of Emergency Services to declare a local proclamation of emergency, if the City Council is not in session.

²² See California Government Code (Sections 8625-8629) authorizing actions and power of the Governor to declare a State of Emergency.

STATE OF WAR EMERGENCY

In addition to a State of Emergency, the Governor can proclaim a State of War Emergency²³ whenever the state or the nation is attacked by an enemy of the United States, or upon receipt by the state of a warning from the federal government indicating that such an enemy attack is probable or imminent. The provisions of the Governor granted under a State of War Emergency are the same as those granted under a State of Emergency.

PRESIDENTIAL DECLARATION

Following the proclamation of a state of emergency, the Cal OES Director may recommend that the Governor request a Presidential Declaration²⁴ of a major disaster under the authority of Public Law 93-288. The Governor's request to the president is submitted through the FEMA. Supplementary justification data may be required to accompany the state and local proclamations and Initial Damage Estimate.

OTHER POWERS

Other local, state, and federal authorities such as public health emergencies or quarantines may grant broad powers to certain government officials to restrict movement or impose other restrictions.

²³ See California Government Code (Sections 8620-8624) outlining the powers of the Governor under a State of War Emergency

²⁴ See Robert T. Stafford Disaster Relief Act (Public Law 93-288) as the statutory authority for most Federal disaster response activities.

CONTINUITY OF GOVERNMENT

Continuity of Government (COG) is an essential function of emergency management and is vital during an emergency/disaster situation. Continuity of government is defined as the preservation, maintenance, or reconstitution of the civil government's ability to carry out its constitutional responsibilities. All levels of government share a constitutional responsibility to preserve the life and property of their citizens. The California Government Code and the Constitution of California provide the authority for state and local government to reconstitute itself in the event incumbents are unable to serve.

For more detailed information see the City of Palo Alto COOP/COG Plan.

LINES OF SUCCESSION

When a role or function is essential to the City's ability to complete its critical missions, a successor must be named to assume the duties and responsibilities of that role. **Table 1-C** below outlines the continuity of government lines of succession for essential city government positions.

TABLE 1-C: LINES OF SUCCESSION

Key Position	Primary Successor	Secondary Successor
City Manager	Assistant City Manager (Public Services)	Assistant City Manager (Internal Services)

Standby Council Members may be called to serve during an emergency when a quorum of current City Council Members is not available and a City Council meeting is urgently required. "Unavailable" is defined in PAMC 2.12.090(c) and California Government Code section 8636 as killed, missing, or so seriously injured as to be unable to attend meetings and otherwise perform duties of the office. If there is a need for standby Council Members to serve on the Council, standby Council Members shall be appointed to the Council to replace unavailable members as necessary to reach seven members (PAMC section 2.12.090(c)). Order of appointment, duration and service requirements for Standby Council Members are provided in the Council's "Policy for Appointment of Emergency Standby Council".

California Government Code sections 8642-8645 provide guidance for appointing Council Members in the unlikely event that all Council and Emergency Standby Council Members are unavailable to serve. For example, if only one member of the Council or one member of the Emergency Standby Council is available, that person shall have the power to reconstitute the City Council (Cal. Gov't. Code § 8642). Should all members of the Council and the Emergency Standby Council be unavailable, members of the City Council could be appointed by the Chair of the Santa Clara County Board of Supervisors, by the Chair of a nearby County Board of Supervisors, or by the mayor of a nearby city, in that order (Cal. Gov't. Code § 8644).

ESSENTIAL FACILITIES: ALTERNATE SEAT OF GOVERNMENT

The primary seat of the City of Palo Alto local government is:

Palo Alto City Hall
250 Hamilton Avenue
Palo Alto, CA 94301

Subject to the needs of the City and the situation and conditions present, an alternate site will be selected. A pre-identified potential alternate site has been identified at:

Cubberley Community Center
4000 Middlefield Road, T2
Palo Alto, CA 94303

Note: The Cubberley Community Center is also the pre-designated site for the City's primary shelter and may also be used for medical treatment.

PRESERVATION OF VITAL RECORDS

City leadership will require certain vital records during a disaster. Vital Records are the documents required to continue the mission of City departments and agencies during and after a disaster. The records will assist in providing services both to internal City departments and external customers, such as citizens, contractors, other government entities. Example documents may include:

- Public Records
- Computer system back-ups/servers
- Order of Succession Ordinances or Resolutions
- Plans, policies, and procedures for critical processes
- Payroll information
- Contracts and leases
- Legal and financial records
- Insurance documents

Protection of, and access to, these and other vital records requires planning and is coordinated by the Palo Alto City Clerk. Each City department is responsible for identifying vital records, coordinating with the City Clerk, and assigning internal responsibility for their preservation.²⁵

²⁵ The City of Palo Alto Office of the Clerk maintains the City's Record Retention Policy which describes each department's vital records. <http://www.cityofpaloalto.org/civicax/filebank/documents/15226>

Section II: Attachments

ATTACHMENT 1: AUTHORITIES AND REFERENCES

LOCAL AUTHORITIES & REFERENCES

The plan is promulgated under the authority of the City Manager, ratified by the City Council, after having been reviewed by the City of Palo Alto's Emergency Services Council (which includes the Palo Alto/Stanford Citizen Corps Council), per Palo Alto Municipal Code Section 2.12.080.

The following authorities and references are applicable:

- Palo Alto Municipal Code Section 2.12 Emergency Organization and Functions

STATE AUTHORITIES & REFERENCES

State authority is to be found, in part, in California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code). California state and local jurisdictions use the Standardized Emergency Management System as outlined in Chapter 1 of Division 2 of Title 19 of the California Code of Regulations and the California Government Code §8607 et sec.

The following authorities and references are applicable:

- Standardized Emergency Management System Regulations: California Code of Regulations, Title 19, Division 2, Chapter 1
- Disaster Assistance Act Regulations: California Code of Regulations, Title 19, Division 2, Chapter 6
- Local Emergency Prevention Measures for County Health Official: California Health and Safety Code § 101040
- California Master Mutual Aid Agreement
- California Disaster Assistance Act
- Orders and Regulations that may be promulgated by the Governor during a State of Emergency or a State of War Emergency

FEDERAL AUTHORITIES & REFERENCES

Federal authority is to be found in the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (Public Law 93-288) and in Homeland Security Presidential Directive 5, "Management of Domestic Incidents" and Homeland Security Presidential Directive 8, "National Preparedness." The emergency management system used nationally is the National Incident Management System (NIMS).

The following authorities and references are applicable:

- Robert T. Stafford Emergency Disaster Relief and Emergency Assistance Act (42 USC § 5121 et seq.)
- Federal Disaster Relief Regulations: 44 CFR Part 206
- National Incident Management System, HSPD-5, Management of Domestic Incidents
- National Response Plan, U.S. Department of Homeland Security, December 2004
- National Response Framework, U.S. Department of Homeland Security, March 2008

ATTACHMENT 2: SAMPLE PROCLAMATION

SAMPLE PROCLAMATION

WHEREAS, Sections 2.12.050 of the City of Palo Alto Municipal Code empowers the Director of Emergency Services (City Manager) or the Assistant Director of Emergency Services (Office of Emergency Services Chief) to proclaim the existence or threatened existence of a local emergency when said City is affected or likely to be affected by a public calamity and the City Council is not in session, and;

WHEREAS, the _____ (Director of Emergency Services/Assistant Director of Emergency Services) of the City of Palo Alto does hereby find; That conditions of extreme peril to the safety of persons and property have arisen within the City, caused by _____ (fire, flood, storm, mudslides, torrential rain, wind, earthquake, drought, or other causes); which began on the _____ day of _____, 20____, and;

That these conditions are, or are likely to be, beyond the control of the services, personnel, equipment, and facilities of the City, and;

That the City Council of the City of Palo Alto is not in session and cannot immediately be called into session;

NOW, THEREFORE, IT IS HEREBY PROCLAIMED that a local emergency now exists throughout the City of Palo Alto, and;

IT IS FURTHER PROCLAIMED AND ORDERED that during the existence of said local emergency the powers, functions, and duties of the emergency organization of the City shall be those prescribed by state law, by ordinances, and resolutions of this City, and; That this emergency proclamation shall expire in 7 days after issuance unless confirmed and ratified by the governing body of the City of Palo Alto.

Dated: _____

By: _____

Director/Assistant Director of Emergency Services*

Print Name _____

Address _____

**Identify appropriate title*

Note: It may not be necessary for the City to proclaim a local emergency if the County has already proclaimed an emergency that applies to the entire geographic County area or for a specific area that includes the City.

(Source: Cal OES, Emergency Proclamations: A Quick Reference Guide for Local Government)