



Emergency Operations Plan

Office of Emergency Management

City of Philadelphia

June 2015



CITY OF PHILADELPHIA

June 3, 2015

The Honorable Michael A. Nutter
Mayor
City of Philadelphia
215 City Hall
Philadelphia, PA 19107

Dear Mayor Nutter:

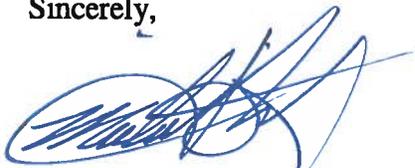
By way of this letter, I request that you officially adopt the 2015 Emergency Operations Plan as the emergency management doctrine of the City of Philadelphia. The Office of Emergency Management in collaboration with the numerous city departments developed the current version of the Emergency Operations Plan; not previously revised since 2005.

The Emergency Operations Plan compliments the function- and hazards-based planning that OEM has completed during the past several years and provides foundational information for the organization, methodology, and processes for how the City of Philadelphia develops, maintains, and continues to refine its emergency management program. I recommend the Emergency Operations Plan be adopted for the following reasons:

1. Adoption of the Emergency Operations Plan will advance Philadelphia's preparedness for emergencies of any kind.
 - The EOP serves as the base plan through which the City's portfolio of hazard-specific and functional plans are activated and executed.
 - The City maintains three hazard-specific plans to coordinate City responses to seasonal weather emergencies.
 - The City maintains approximately three dozen functional plans applicable to all types of hazards and threats, including mass casualty, hazardous materials, mass care, and others.

2. Adoption of the Emergency Operations Plan will satisfy Philadelphia's obligations under State Law.
 - The Health and Safety Act (Title 35), requires that political subdivisions, including Philadelphia, "prepare, maintain and keep current a disaster emergency management plan..."
3. Adoption of the Emergency Operations Plan will enable Philadelphia to meet and exceed the Federal Emergency Management Agency's guidance regarding emergency planning.
4. Adoption of the Emergency Operations Plan will enable Philadelphia to receive accreditation from the Emergency Management Accreditation Program (EMAP).
 - EMAP, as an independent non-profit organization, fosters excellence and accountability in emergency management and homeland security programs, by establishing credible standards applied in a rigorous peer review accreditation process.
 - This recognition makes Philadelphia one of approximately 12 major urban areas to receive accreditation
 - Accreditation requires no further appropriations
 - Accreditation will not make Philadelphia eligible for additional grant programs

Sincerely,



Michael Resnick, Esquire
Director of Public Safety



Samantha Phillips
Director of Emergency
Management

By signing below, you, as Mayor of the City of Philadelphia officially adopt the 2015 Emergency Operations Plan.



Michael A. Nutter
Mayor
City of Philadelphia



Date

Table of Contents

1.0: PURPOSE AND SCOPE 3

2.0: SITUATION AND ASSUMPTIONS 4

 2.1: Situation..... 4

 Philadelphia Hazard Vulnerability & Risk Assessment 4

 Natural Environment 5

 Built Environment 5

 Social Environment 6

 2.2: Planning Assumptions 7

3.0: CONCEPT OF OPERATIONS 8

 3.1: Emergency Management Doctrine 9

 3.2 The Role of Individuals and Organizations 11

 3.3: The Role of the Office of Emergency Management 12

 OEM Programs 12

 OEM Program Implementation..... 12

 OEM Operations Support..... 15

 Emergency Management Council 15

 Program Strategy 15

 Program Evaluation..... 15

 3.4: Incident Management Field Operations 17

 Incident Command 18

 Unified Command 19

 Command Staff 19

 Public Safety Policy Group..... 20

 General Staff 20

 3.5: Interagency Coordination and Support 21

 Executive Coordination 21

 Emergency Operations Center..... 21

 EOC Organization and Management 22

EOC Operations Section and Emergency Support Function/Recovery Support Function
Structure.....26

3.6: Intergovernmental Coordination and Resource Support..... 31

3.7: Emergency and Disaster Declarations..... 34

 Levels of Government.....34

 Municipal State of Emergency 34

 State Declaration of Disaster Emergency 34

 Federal Disaster Declarations.....36

3.8: Continuity of Government 37

 Mayor37

 Appointive Offices37

 Command and Control.....37

3.9: Citywide Continuity of Operations Program 38

 City Departments/Agencies/Offices38

 Preservation of Records.....38

4.0: PLAN REQUIREMENTS, MAINTENANCE, AND DISTRIBUTION..... 39

 Plan Maintenance39

 Enforceability.....39

 Execution39

 Distribution39

5.0: APPENDICES 40

 5.1: APPENDIX A: AUTHORITIES AND REFERENCES 41

 5.2: APPENDIX B: DEFINITIONS AND GLOSSARY 42

 5.3: APPENDIX C: SELECTED ACRONYMS 46

1.0: PURPOSE AND SCOPE

The City of Philadelphia’s Emergency Operations Plan (EOP) establishes the doctrine and principles for the City of Philadelphia’s emergency management program. This foundational document describes how City government organizes and acts to protect lives and property in the event of emergencies and disasters. The EOP details policies and procedures applicable to the management of all-hazard events to include natural disasters, accidents, and terrorist or significant criminal incidents. The scope of the plan extends from pre-incident preparedness, prevention, and mitigation, to response and recovery activities. This plan is applicable to all organizations acting for or on behalf of the City of Philadelphia and is consistent with state and national emergency management statutes, plans, systems, and principles.

The EOP serves as the base plan through which the City’s portfolio of hazard-specific and functional plans are activated and executed. The EOP outlines broader concepts, organizational structures, and general rules and regulations. Hazard-specific and functional plans describe agency roles and responsibilities, operational strategies, resource availability, and applicable procedures in more detail.

The objectives of the emergency management program established in this document are to:

- Include all members of the community in individual and community preparedness and planning activities and empower them to be active participants in the City’s emergency management program
- Define roles and responsibilities for key decision makers, departments, and agencies pertaining to emergency management
- Establish uniform, scalable, and consistent citywide policies and procedures for the management of incidents in accordance with the National Incident Management System and the Commonwealth of Pennsylvania Emergency Operations Plan
- Ensure the continuity of municipal government and ongoing performance of essential functions and other critical city services

2.0: SITUATION AND ASSUMPTIONS

2.1: Situation

Regional threats and hazards drive and focus the City's emergency management program. The Office of Emergency Management (OEM) leads an all-hazards emergency management program and conducts assessment processes to develop and continuously update the region's risk profile. The City's risk profile then informs the development of hazard-specific and functional plans, policies, procedures, training and exercise priorities, and resourcing decisions.

On-going risk assessment initiatives include the *Natural Hazard Mitigation Plan* revision cycle, the *Asset Classification and Assessment Program*, and the *Threat and Hazard Identification and Risk Assessment (THIRA)* planning process. The *Natural Hazard Mitigation Plan* assesses the broadest possible spectrum of hazards relevant to the Philadelphia region and develops mitigation strategies to reduce the consequence of disasters. The *Asset Classification and Assessment Program* assesses the threats, vulnerabilities, and consequences associated with critical infrastructure sites to identify opportunities to better protect them, make them more resilient, and share response-relevant information directly with first responders. Other, customized risk assessment processes evaluate the relative risks associated with particular special events and city facilities. The THIRA provides a definitive assessment of Philadelphia's risk profile and incorporates information from the preceding risk analyses to guide the emergency management program's priorities.

Philadelphia Hazard Vulnerability & Risk Assessment

The Philadelphia Urban Area Security Initiative (UASI) region analyzes the major threats and hazards that affect the region on an annual basis. The THIRA identifies threats and hazards that pose significant risk to the City and are of particular concern to public safety officials as a result of likelihood and consequence calculations. By preparing for these relatively more likely and consequential hazards, the City is also effectively preparing to address more remote hazards through the development of capabilities that can be leveraged and adapted, as needed. The THIRA hazards are divided into three categories: natural, technological, and human-caused. This list informs planning efforts within the City.

Table A: THIRA Hazards by Type

Hazard Type	Natural	Technological	Human-caused
Definition	Resulting from acts of nature	Involves accidents or the failures of systems and structures	Caused by the intentional actions of an adversary
Primary Hazards	<ul style="list-style-type: none"> ▪ Tropical Cyclone ▪ Snow/Ice Storms 	<ul style="list-style-type: none"> ▪ Hazardous Material Spill ▪ Bridge or Structure Collapse 	<ul style="list-style-type: none"> ▪ Active Shooter ▪ Improvised Explosive Devices (vehicle borne and smaller-scale)

This plan will summarize key findings related to Philadelphia’s risk profile as a function of the natural, built, and social environments.

Natural Environment

The City of Philadelphia covers 134 square miles of land and is located in the southeastern region of the Commonwealth of Pennsylvania. The area encompasses a variety of major waterways including the Delaware River, Schuylkill River, Wissahickon Creek, Pennypack Creek, Frankford Creek, Poquessing Creek, and Cobbs Creek. The city experiences an average annual temperature of 64°F, with average temperatures varying from 40°F in January to 87°F in July. The highest temperature on record was 106 °F in August 1918 and lowest temperature on record was -11°F in February 1934. The climate and proximity to multiple bodies of water pose a risk for various hazards including winter storms, tropical storms, and flooding. The possibilities of climate change suggest that the region’s natural environment may become incrementally more extreme with consequences ranging from more frequent and significant precipitation events, extreme temperatures, and sea level rise.

Built Environment

The infrastructure within the city is extensive and includes 2,575 miles of streets, a major port, three major railroads, the Southeastern Pennsylvania Transportation Authority (SEPTA) regional transit systems, two airports, more than 320 bridges (including four interstate bridges), 30 hospitals, numerous higher learning institutions, and one of the greatest concentrations of cultural institutions in the world. Philadelphia’s extensive infrastructure and economic activity subject the City to risks associated with technological hazards. Like any urban area, there is the potential for commercial, industrial, and transportation accidents. In addition to the risks associated with unintentional acts and accidents, critical infrastructure and high-profile sites across the city may be targeted by terrorist or criminal actors.

Social Environment

Philadelphia is home to more than 1.5 million people residing in an estimated 580,000 households. The City's residents are ethnically and culturally diverse. Over 20 percent of the population is under the age of 18 and approximately 12 percent are over the age of 65. Median household income is \$37,000 per year and 27 percent of persons live below the poverty level. Philadelphia is densely populated with over 11,000 residents per square mile relative to the Pennsylvania statewide average of 283 residents per square mile. One-third of the City's residents live in multi-unit structures.

Philadelphia is also home to over 26,000 private businesses. Major sectors of the regional economy include trade, transportation and utilities, educational institutions, health and social services, professional and business services, manufacturing, and leisure and hospitality services.

Philadelphia's large and diverse population includes a variety of individuals who may require additional assistance in the event of an emergency. Individuals in need of additional response assistance may include:

- People with disabilities
- People who live in institutionalized settings
- Older adults
- Children
- People from diverse cultures
- People with limited English proficiency
- Non-English speaking
- Transportation disadvantaged

The 2013 American Community Survey highlights the presence of individuals with many of these characteristics, each of which must be accounted for in planning and preparedness activities. In Philadelphia, one in six adults reports some kind of disability, an estimated 10 percent of Philadelphians speak English less than "very well," and an estimated 19 percent of Philadelphia workers do not have access to a private vehicle.

2.2: Planning Assumptions

1. An emergency or disaster may occur in Philadelphia at any time and without warning.
2. Individuals are responsible for taking reasonable measures to ensure their own preparedness, consistent with their means and abilities.
3. A majority of individuals will not be sufficiently prepared in the event of disaster and will require life-saving and life-sustaining assistance.
4. At least 20% of Philadelphians may experience access and functional needs during a disaster.
5. Every City department, agency, and office is responsible for ensuring that the emergency services it provides are accessible to all members of the community.
6. Each department or agency will develop internal operating procedures or similar guidelines to ensure that responsibilities assigned in the EOP and citywide functional and hazard-specific plans are executed.

3.0: CONCEPT OF OPERATIONS

Incident management requires the City of Philadelphia to coordinate with many government, non-government, and private sector organizations. This concept of operations describes doctrine, coordination structures and processes, and roles and responsibilities related to emergency management, including:

- Emergency Management Doctrine
- The Role of Individuals and Organizations
- The Role of the Office of Emergency Management
- Incident Management Field Operations
- Interagency Coordination and Support
- Intergovernmental Coordination and Resource Support
- Emergency and Disaster Declarations
- Continuity of Government
- Continuity of Operations of City Services

3.1: Emergency Management Doctrine

The City of Philadelphia's emergency management program is premised on a shared vision and shared responsibilities.

Our vision is to create a prepared and resilient Philadelphia.

This vision is realized through the combined efforts of government, non-governmental organizations, and members of the community. OEM coordinates these efforts through the development, implementation, and continuous refinement of a comprehensive emergency management program. The program is supported by risk assessment and consultative and strategic planning processes led by OEM and informed by the priorities listed below. Organizational and programmatic goals are elaborated in greater detail in the *Emergency Management Strategic Plan* and operational goals are specified in various hazard-specific and functional plans.

Preparedness Priorities

1. Conduct regular threat and hazard assessments to identify and assess risk
2. Build and sustain capabilities to address risk in a strategic way
3. Develop and maintain operational and scalable plans and procedures
4. Establish and maintain systems, structures, and processes to support emergency operations
5. Promote personal and organizational preparedness among all members of the community

Response Priorities

1. Protect the life-safety of emergency responders and the general public
2. Stabilize the incident
3. Minimize damage to property and the environment
4. Provide timely and accurate information to the public
5. Coordinate response operations to maximize capability and minimize duplication

Recovery Priorities

Short-term Priorities

1. Address health and welfare needs
2. Provide accessible sheltering for all affected individuals
3. Initiate damage assessment and debris removal activities
4. Engage in public information and community relations activities
5. Restore essential public facilities, infrastructure, and services
6. Restore utility and transportation services
7. Coordinate federal disaster assistance programs

Long-term Priorities

1. Initiate housing plans for those displaced
2. Redevelop and revitalize damaged areas
3. Rebuild social, economic, and educational systems
4. Address recovery needs across sectors of the economy and community

Mitigation Priorities

1. Protect public health and safety
2. Protect property
3. Protect environment
4. Promote a sustainable economy
5. Increase public preparedness for disasters
6. Recover and rebuild smarter: minimize future risk and avoid repetitive loss

3.2 The Role of Individuals and Organizations

Individuals and households, non-governmental organizations, and the private sector play a leading role in the city's preparedness for, response to, and recovery from emergencies. City government promotes community preparedness through programs including OEM individual and family preparedness workshops, business continuity workshops, alert and warning, and other initiatives.

Individuals and families are responsible for taking steps to prepare themselves for disasters. This includes making a plan, setting aside supplies, and keeping informed of events that may affect the safety of the community. City departments and agencies support these efforts by offering a variety of preparedness workshops, trainings, and outreach programs that provide guidelines and information to inform planning and preparedness.

It's important to prepare yourself, your family and your loved-ones for the hazards Philadelphia faces. Everyone is responsible for having an emergency plan, storing emergency supplies in the home, and knowing how to Shelter-in-Place and evacuate.

Non-governmental organizations also perform critical services before, during, and after emergencies and disasters. The City coordinates with not-for-profit and faith-based organizations to provide preparedness programming, mass care services, and donations and volunteer management functions, among others. These organizations are essential to the capacity of the community to respond to and recover from disasters.

Private sector organizations play a similarly important role. The City partners with leading organizations and associations including critical infrastructure owners and operators, utility providers, and entities from key sectors of the economy, such as healthcare providers. Through these relationships, the City is able to coordinate expanded preparedness initiatives and response and recovery activities that would not be possible through government activities alone.

3.3: The Role of the Office of Emergency Management

OEM is responsible for emergency management in the City of Philadelphia. OEM leads a collaborative emergency management program that engages the public, all levels of government, non-profit organizations, and the private sector to prepare and plan for emergencies and disasters.

OEM's mission is to focus people, plans, and programs to promote a prepared and resilient Philadelphia.

OEM Programs

OEM pursues its mission through three divisions and a variety of programs. The Planning Division includes health and human services, homeland security, infrastructure and recovery, and training and exercise programs. These programs lead interagency planning initiatives, critical infrastructure protection projects, and training and exercise activities.

The Operations Division includes information technology, geographic information systems, logistics, emergency operations center, and regional integration center programs. These programs provide the City with 24/7 watch desk coordination services, mapping products, logistics coordination, and advanced facilities and systems to promote operational coordination.

The External Affairs Division leads preparedness programming and performs public information functions during emergencies. This program area promotes individual and community preparedness through workshops and other initiatives and develops plans and other activities to support public information services.

OEM also maintains an administration and finance program that manages homeland security grant programs on behalf of a number of city departments and agencies.

OEM Program Implementation

OEM implements plans, policies, and other initiatives through a variety of methods including the activities of consultative committees, training programs, and exercise activities.

Consultative Committees

OEM manages a system of consultative committees to evaluate risk, establish priorities, and oversee and implement project work. These committees provide forums for joint

undertakings that enable departments and agencies to achieve results and pursue initiatives that would be otherwise impractical or impossible.

Standing committees provide for coordinated input by emergency management program stakeholders in the preparation, implementation, evaluation, and revision of the emergency management program. The table below describes many of the standing committees of which OEM is a part.

Standing Committee	Description
Emergency Management Council (EMC)	The EMC is a forum for executive-level collaboration and strategic planning to advance the City’s preparedness for natural, man-made, and technological hazards.
Flood Risk Management Task Force	The task force is chartered to develop and implement an improved strategy for flood management and mitigation planning by advancing citywide and neighborhood-specific initiatives.
Healthcare Zone Meetings	The healthcare zone meetings develop collaborative relationships among healthcare facilities, share best practices, and promote collaboration with city planning and preparedness agencies.
Infrastructure Steering Committee (ISC)	The ISC promotes information sharing and the identification and implementation of multi-agency initiatives.
Local Emergency Planning Committee (LEPC)	The LEPC develops chemical emergency response plans for the City of Philadelphia and provides information on chemical hazards and emergency plans to the community.
Mass Care Stakeholders Committee	The Mass Care Stakeholders Committee promotes information sharing and a disciplined monthly after-action review process among mass care partners.
Southeastern Pennsylvania Regional Task Force (SEPA-RTF): Executive Board and Working Groups	The SEPA-RTF Executive Board oversees various federal preparedness grant programs and promotes regional coordination among five counties, including the City of Philadelphia, in southeast Pennsylvania. Various working groups support the work of the task force.
Southeastern Pennsylvania Voluntary Agencies Active in Disaster (SEPA-VOAD)	The Southeastern Pennsylvania Volunteer Organizations Active in Disaster (SEPA-VOAD) meetings serve as a forum where organizations share knowledge and resources. The members of SEPA-VOAD work together for disaster preparation, response and recovery to help disaster survivors and their communities.

In addition to the work of the standing committees, OEM advances many projects through the establishment of ad-hoc, temporary committees with specific objectives. For example, in the process of developing a given plan, OEM will typically establish one to

six interagency working groups to address various challenges and devise operational solutions.

Training

City departments and agencies maintain exercise and training programs suited to agency-specific requirements. OEM manages a citywide training and exercise program to coordinate and complement agency-specific training and exercise programs.

Departments and agencies are responsible for training and maintaining certification records of personnel. OEM supports agency training programs by:

- Providing advanced National Incident Management System and Incident Command System training to agency-identified emergency personnel in accordance with Executive Order No. 2-06
- Coordinating the delivery of specialized trainings to select personnel based on departmental demand
- Maintaining records of City personnel who have participated in OEM-coordinated training courses
- Briefing newly elected and appointed officials regarding responsibilities and procedures contained in the EOP and other relevant plans, upon request

Exercises

Departments and agencies are responsible for maintaining exercise programs consistent with agency-specific requirements. OEM supports agency exercise programs by:

- Evaluating and implementing citywide plans through discussion-based and operations-based exercises
- Facilitating the broad participation of City departments and agencies in local and regional exercises
- Providing exercise planning support to City departments and agencies
- Promoting the disciplined development, tracking, and implementation of corrective actions.

The OEM Training and Exercise Program develops exercise activities in accordance with Homeland Security Exercise and Evaluation Program (HSEEP) guidelines to evaluate the efficacy of emergency management plans and procedures. These exercises are intended to build capabilities, improve information-sharing, and test existing plans and policies.

OEM Operations Support

Most importantly, OEM personnel provide operations support for various types of incidents, citywide emergencies such as severe weather events, and special events. Operations support activities range from on-scene liaison officer services, to situation reporting, to decision-making support, to full-scale activation of the City's Emergency Operations Center.

The Director for Emergency Management (DEM) serves as the primary official responsible for emergency management in the City of Philadelphia. The DEM is recommended by the Mayor, approved by the Director of the Pennsylvania Emergency Management Agency (PEMA), and appointed by the Governor. The DEM advises the Director of Public Safety, Managing Director, Deputy Mayor for Public Safety, and Mayor on issues relating to emergency management.

Emergency Management Council

The Emergency Management Council serves as the City's emergency management policy advisory group. The Emergency Management Council is chaired by the DEM and convenes senior executives with various emergency management responsibilities. The Council meets twice per year to establish strategic preparedness and planning objectives; assess progress; and coordinate emergency management resourcing, policies, plans, and procedures.

Program Strategy

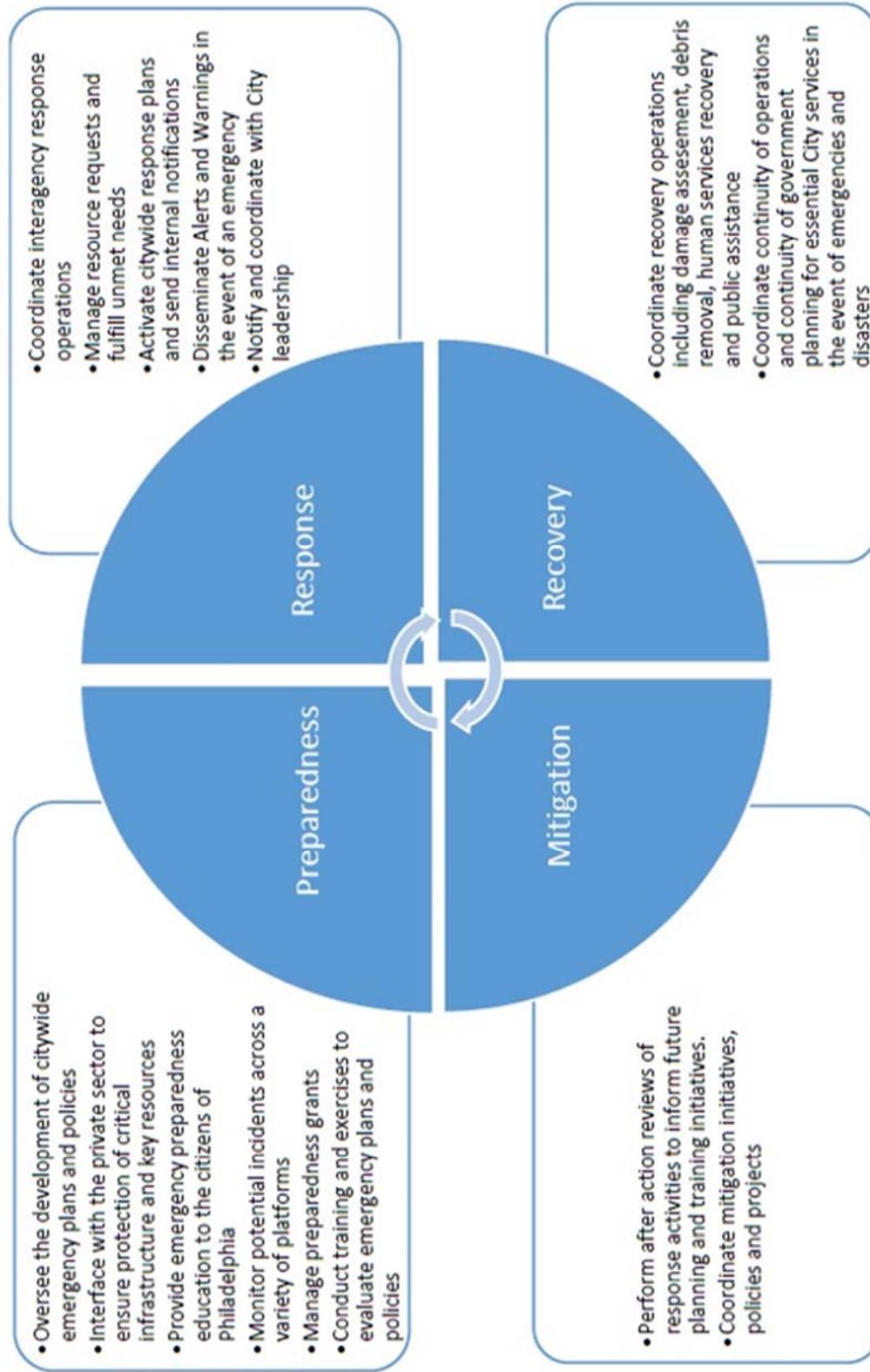
Every three years, OEM will lead the development of an emergency management program strategic plan. This plan will be developed in consultation with members of the Emergency Management Council and additional stakeholders at the discretion of the DEM. The strategic plan defines the program's mission, goals, objectives, milestones, and performance measures.

Program Evaluation

Select elements of the strategic plan will be evaluated on an on-going basis. Six months prior to the expiration of the current strategic plan, OEM will lead a comprehensive review of program activities. This review will evaluate program elements, identify opportunities for improvement, and specify corrective actions. This review will inform the development of the next iteration of the emergency management program strategic plan.

3.0: CONCEPT OF OPERATIONS

Figure A: The Role of OEM in All Phases of an Incident
The following table outlines the various roles that OEM undertakes throughout the phases of an emergency incident.



3.4: Incident Management Field Operations

The Mayor, acting through the Deputy Mayor for Public Safety and Director of Public Safety, is responsible for overall management of incidents affecting public welfare. Operational responsibilities are delegated to City departments and agencies with statutory jurisdiction.

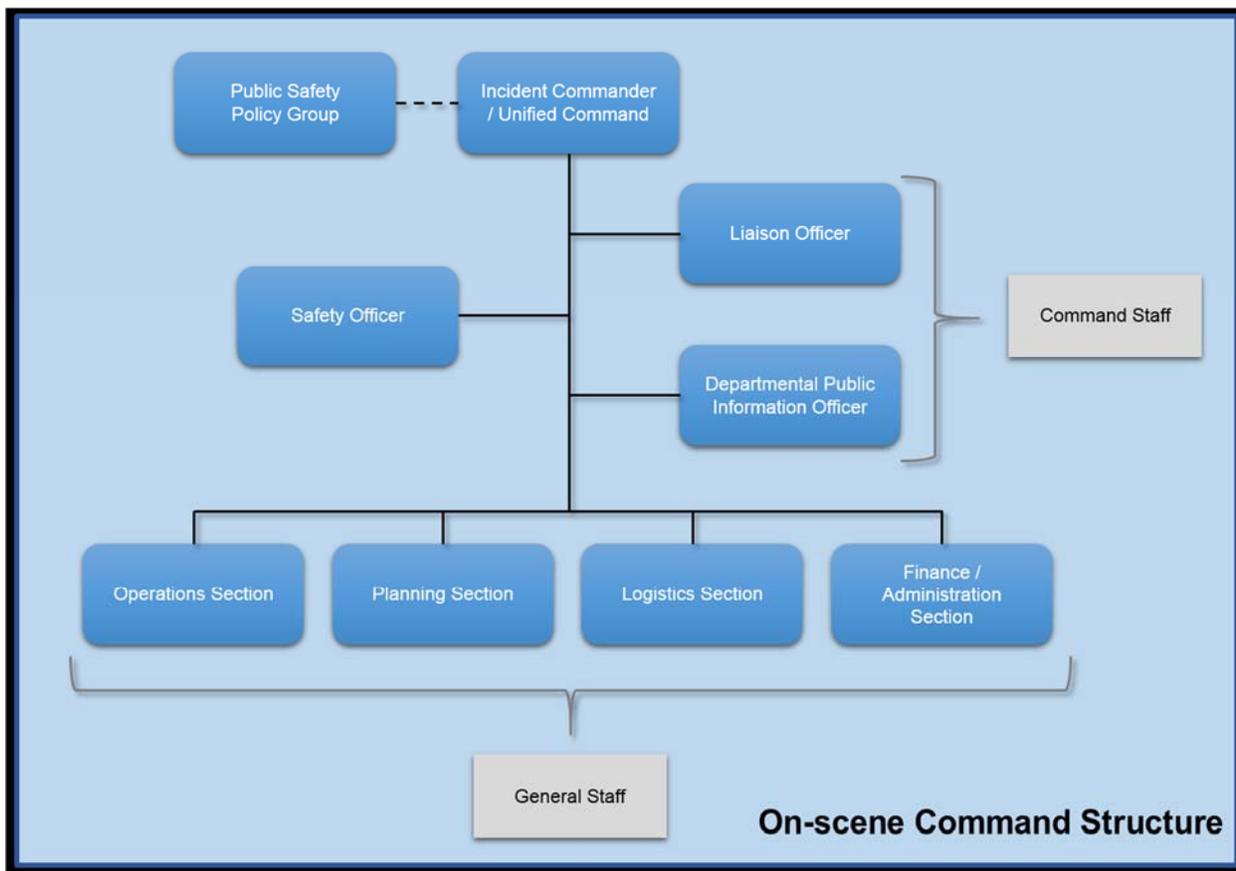
Field operations are overseen by a single incident commander or a unified command depending upon the jurisdictional and functional scope of an incident. Incident commanders and unified command structures perform primary tactical-level, on-scene incident command functions.

Command is exercised from a location specified by the incident commander or unified command. This location is identified as the Incident Command Post. Ranking officers and supervisors from responding agencies report to the Incident Command Post to coordinate field response operations.

All agencies are required to identify and train personnel with emergency responsibilities in the National Incident Management System (NIMS) and Incident Command System (ICS). OEM offers NIMS and ICS training of various types to personnel from all City agencies and key partner organizations. City agencies and partner organizations are responsible for identifying personnel who should receive NIMS and/or ICS training and ensuring that selected individuals' levels of training are appropriate and current.

Figure B: City of Philadelphia Incident Command System

The following organizational chart outlines the standard agency incident command structure in the City of Philadelphia. Descriptions of each position are detailed below.



Incident Command

Incidents that do not engender significant jurisdictional or functional overlap are managed by a designated Incident Commander (IC). The IC is appointed by the lead agency and is the individual responsible for all incident activities including the development of incident objectives, approving on-scene strategies and tactics, and the ordering and release of on-scene resources. The IC will exercise operational control over emergency personnel in the field.

Multi-agency response operations where there is an agreed-upon lead agency are typically managed by a unitary IC. Personnel from other agencies will act at the direction of the IC and may or may not be formally integrated into the lead agency’s ICS structure. The IC may simply assign another agency an objective or task. For example, the Philadelphia Fire Department will designate an IC at a structure fire and Philadelphia Police Department personnel may support the IC by providing traffic management at the request of the IC or the Operations Section Chief.

As an incident transitions from initial response to response and recovery and/or investigation, incident command authority may transition from one agency to another, or between an agency’s sub-units. For example, following a suspicious structure fire, incident command may shift from a Fire Battalion Chief, to the Fire Marshal’s Office, to Licenses and Inspections, before the scene is released.

Unified Command

During complex incidents, special events, or cross-jurisdictional operations, representatives of departments and agencies with significant statutory or functional authorities may jointly manage an incident through a unified command structure. Members of the Unified Command (UC) collectively determine incident objectives, strategies, plans, resource allocations, and priorities, and work together to execute joint incident operations.

Unity of effort and operational coordination will be achieved through the designation of agency representatives to serve on the UC who will then establish common objectives and priorities. The UC will exercise “management by objectives” and may assign specific objectives or responsibilities to a given agency. The designated agency will then lead interagency efforts in support of the specified objective. For example, in the event of a suspicious biological pandemic, a multidisciplinary unified command would be established, law enforcement might be designated lead for investigation, and public health might lead mass prophylaxis operations with substantial interagency support.

UC is employed in Philadelphia for incidents large and small. UC is regularly used to manage special events, handle complex scenes such as clandestine drug laboratories, and when incidents involve neighboring jurisdictions.

Command Staff

The command staff includes all positions that assume responsibility for key activities at an incident and are not part of the line organization. The command staff is headed by the incident commander and may include the positions detailed in the table below. If a position is not filled by the IC, the IC performs the relevant duties directly.

Table C: Command Staff Roles and Responsibilities

Position	Responsibility
Liaison Officer	Serves as IC/UC’s point of contact for representatives of other governmental agencies, non-governmental organizations, and the private sector.
Safety Officer	Monitors incident operations and advises IC/UC on all matters relating to operational safety.
Public Information Officer	Works in coordination with other agency PIOs and, in some cases, Mayor’s Press Office, to provide timely, accurate, and accessible information to the public.

Public Safety Policy Group

For significant incidents and special events, the DEM may convene the Public Safety Policy Group. This group includes the Deputy Mayor for Public Safety, Director of Public Safety, DEM, and other senior executives on an incident-specific basis. The Public Safety Policy Group provides policy, decision-making, and resource support to incident commanders and unified commands. If the Emergency Operations Center (EOC) is activated, the Public Safety Policy Group generally supports incident commanders through the EOC.

General Staff

The general staff is responsible for the functional aspects of the incident command structure and typically includes operations, planning, logistics, and finance/administration section chiefs (if activated).

3.5: Interagency Coordination and Support

During routine incidents, ICs rarely require centralized policy and coordination support. However, ICs and UCs may require assistance during unusual, expanding, or complex incidents. OEM will dispatch liaison officers, deploy mobile command resources, and/or activate the City's EOC to provide enhanced coordination services to support field operations. The DEM and/or City leadership may employ enhanced multi-agency coordination measures for incidents of:

- Significant magnitude and scope;
- Unusual complexity;
- Extended duration; and/or
- Substantial interagency involvement.

Executive Coordination

In the event of a citywide emergency, the DEM will convene the Public Safety Policy Group to include select executives from departments with significant roles in the City's response and recovery efforts.

Emergency Operations Center

The EOC is the City's primary venue for interagency coordination and decision making. The EOC is staffed by liaisons from City, State, and Federal government; the private sector; and non-governmental organizations. The EOC supports and coordinates incident command by:

- Collecting, analyzing, and sharing information
- Coordinating interagency operations
- Providing decision-making support
- Establishing citywide priorities
- Managing resource requests and logistics support

The DEM, in consultation with the Deputy Mayor for Public Safety and the Director of Public Safety, will activate the EOC to one of three staffing levels depending on the requirements of a given incident, as described in Table D.

Table D: EOC Activation Levels

Activation Level	Posture
Situation Room	<ul style="list-style-type: none"> ▪ OEM staff enhance incident monitoring activities ▪ Agency Coordination is generally achieved via telephone and electronic communication
Limited	<ul style="list-style-type: none"> ▪ OEM staff and <i>select</i> agency liaisons staff EOC ▪ Senior leadership may respond to the EOC to support the decision-making and coordination process
Full	<ul style="list-style-type: none"> ▪ OEM staff and <i>full complement</i> of agency liaisons staff EOC ▪ Senior leadership may respond to the EOC to support the decision-making and coordination process

EOC Organization and Management

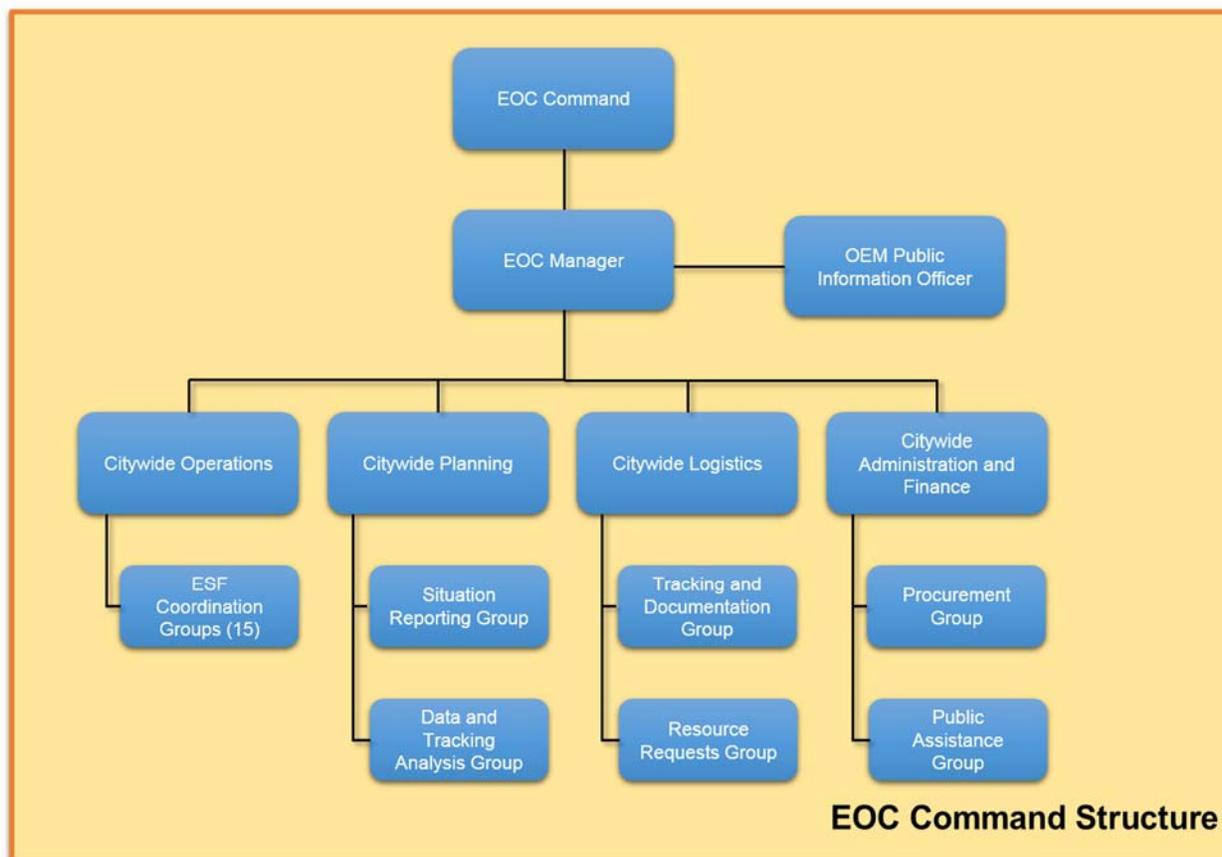
The City’s EOC is organized to complement the administrative structure of City government, provide for scalability and flexibility, and align with Commonwealth and federal organizational structures. The EOC employs a hybrid Incident Command System/Emergency Support Function (ICS/ESF) organizational model. The main components of the EOC organization are summarized in the following table and the Operations Section is described in additional detail in sections that follow. The EOC management structure is further elaborated in the *City of Philadelphia EOC Manual*.

Table E: EOC Organization

EOC Organizational Unit	Function
EOC Command	EOC Command is maintained by the DEM or designee. DEM is supported by a Command Staff including an EOC Manager, Public Information Officer, ESF Coordinators, and on-scene liaison officers. The DEM may convene select senior executives for ongoing consultation via the Public Safety Policy Group.
Citywide Operations Section	Citywide Operations coordinates and supports interagency operations through an elaborate ESF structure.
Citywide Planning Section	Citywide Planning maintains situational awareness through the generation of regular situation reports, data tracking and analysis, and GIS activities.
Citywide Logistics Section	Citywide Logistics serves as the single ordering point for significant citywide incidents, performing resource tracking functions, and managing the interagency and intergovernmental resource request process.

Citywide Administration/Finance Section	Citywide Administration/Finance provides procurement and public assistance support services to departments and agencies.
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Figure C: Emergency Operations Center Organization



Incident Command Post/Emergency Operations Center Interface

The EOC complements but does not displace the authority of incident commanders and unified command structures at the scene of an incident. Command—defined by NIMS as “the act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority”—is exercised in the field and supported from the EOC. On-scene commanders interface with the EOC via their designated agency liaison officers and/or OEM On-scene Liaison Officers.

The EOC also interfaces with City and state departmental operations centers and communications centers. The table below identifies major operations and communications centers that will interface with the EOC during emergencies.

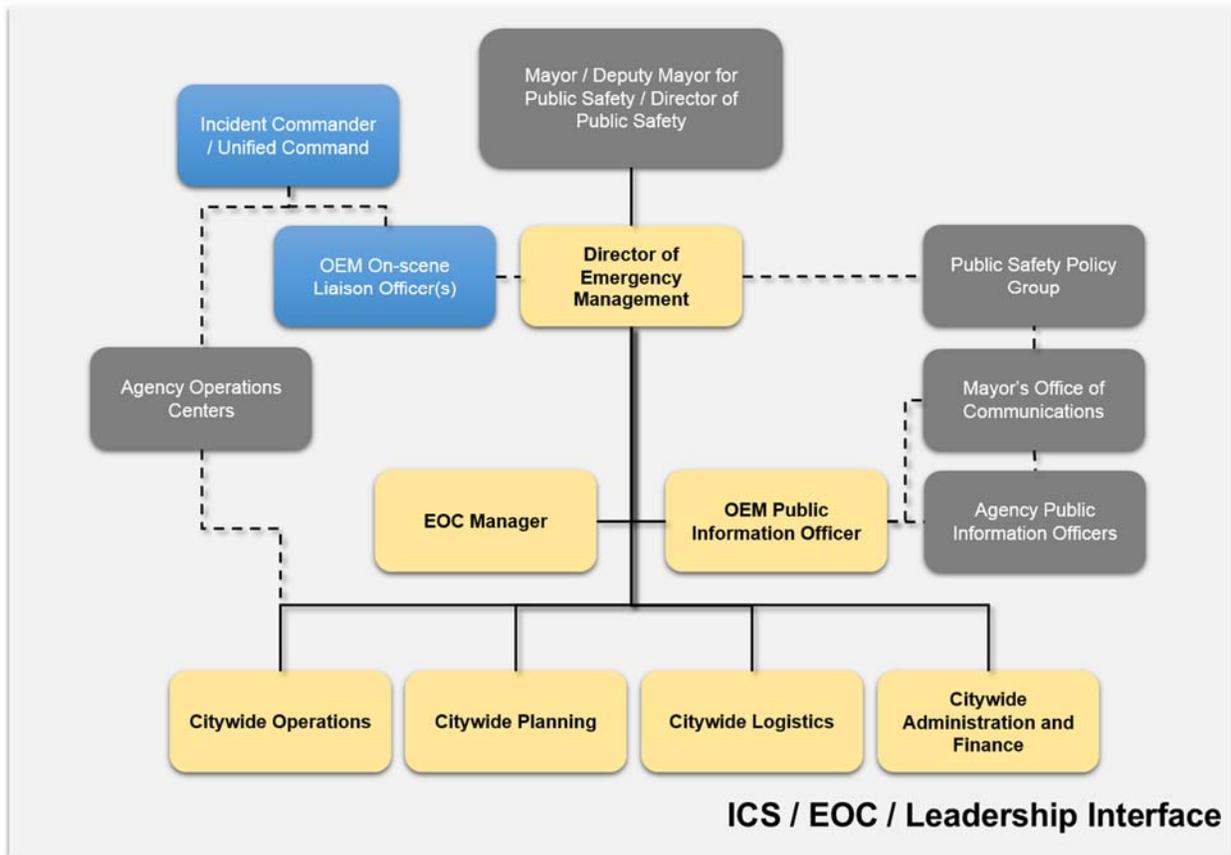
3.0: CONCEPT OF OPERATIONS

Operations/Communications Center	Posture	Description
American Red Cross – Regional Disaster Coordination Center	24/7/365	The ARC’s 24-hour call center services 29 Pennsylvania counties and the National Capital Region and coordinates regional Red Cross response and recovery operations.
Delaware Valley Intelligence Center/Philadelphia Police Department Real-time Crime Center (DVIC/RTCC)	24/7/365	The DVIC/RTCC provides continuous operations support to the Philadelphia Police Department and promotes regional intelligence and information sharing.
Department of Behavioral Health and Intellectual disAbility Services – Outreach Coordination Center	24/7/365	The Outreach Coordination Center supports homeless outreach services.
Managing Director’s Office – 3-1-1	Non-holiday weekdays, 8am-8pm/ 24 hours during emergencies	Philly311 is the City’s centralized non-emergency contact center accessible to all residents, visitors, and businesses.
Office of Emergency Management – Regional Integration Center	24/7/365	The Regional Integration Center continuously monitors events, provides agency notifications and communications support, and is responsible for public alert and warning functions.
Office of Innovation and Technology – Unified Dispatch	24/7/365	Provides continuous communications support for city agencies including notifications and dispatch.
Philadelphia Department of Public Health – Public Health Emergency Coordination Center (PHECC)	Activated for public health emergencies	The PHECC conducts internal agency notifications and facilitates communications with other agencies during major health response operations.
Philadelphia Fire Department – Fire Communications Center	24/7/365	Fire Communications Center processes fire and emergency medical services calls placed through the 9-1-1 system and performs dispatch and coordination of responding units.
Philadelphia Police Department – Radio	24/7/365	Police Radio processes law enforcement calls placed through the 9-1-1 system and performs dispatch and coordination of responding units.

Operations/Communications Center	Posture	Description
SEPTA – Command Center	24/7/365 Various levels of activation	The SEPTA Command Center supports intermodal public transit operations across the region.
State Emergency Operations Center	24/7/365 Various levels of activation	The Pennsylvania Emergency Management Agency’s State EOC is the City’s primary operational interface with state and federal authorities.

In the diagram below, solid lines connect elements within the EOC and dashed lines illustrate coordination interfaces among City leadership, on-scene responders, agency operations centers, and public information officers.

Figure D: City of Philadelphia Incident Command System/Emergency Operations Center Interface



EOC Operations Section and Emergency Support Function/Recovery Support Function Structure

The City of Philadelphia organizes City departments and agency activities into 15 ESFs and six Recovery Support Functions (RSFs) to coordinate and execute complex interagency and intergovernmental operations. The purpose of ESF/RSF organization is to identify and coordinate the activities of significant government and non-governmental agencies with a given type of functional responsibility and capability. For example, ESF 13: Public Safety and Security, unites all involved agencies with law enforcement responsibilities to address security issues efficiently and effectively.

The DEM activates ESFs on a selective basis according to incident-specific requirements. The DEM activates RSFs on a selective basis to support recovery from major disasters. City ESFs and RSFs may be combined with one another and integrated with state and federal ESFs and RSFs to varying degrees depending on the nature of an incident and the particularities of individual ESFs and RSFs.

By default, OEM serves as the coordinating agency for all ESFs and RSFs. Depending on the context and scale of an incident, the DEM may designate a particular agency to lead one or more ESFs. This agency then assumes the ESF Coordinating Agency role.

ESF/RSF Coordinating Agency Roles and Responsibilities

The coordinating agency provides leadership, coordination, and oversight for its designated function. Specifically, coordinating agencies are responsible for chairing ESF/RSF meetings, coordinating the operations of ESF/RSF agencies, and communicating unmet needs to OEM.

ESF/RSF Agency Roles and Responsibilities

All EOC liaisons are responsible for collaborating with one another and departmental leadership to share information, establish citywide priorities, commit resources, and coordinate response and recovery operations. This process is supported by OEM staff and the City’s executive leadership. This organizational approach promotes interagency coordination and accelerated problem solving.

The table below describes each ESF and the relevant local and regional agencies associated with each function. Any of these agencies may be asked to assume a coordinating role within a designated ESF or RSF.

Table F: Philadelphia ESF Groups and Relevant Local and Regional Agencies

ESF #	ESF Title	Agencies
1	Transportation	<ul style="list-style-type: none"> ▪ Amtrak ▪ Delaware River Port Authority / Port Authority Transit Corporation ▪ Mayor’s Office of Transportation and Utilities ▪ Office of Emergency Management ▪ Pennsylvania Department of Transportation ▪ Pennsylvania State Police ▪ Philadelphia International Airport ▪ Philadelphia Parking Authority ▪ Philadelphia Police Department - Traffic ▪ Southeastern Pennsylvania Transportation Authority ▪ Streets Department

3.0: CONCEPT OF OPERATIONS

ESF #	ESF Title	Agencies
2	Communications	<ul style="list-style-type: none"> ▪ Office of Emergency Management ▪ Office of Innovation and Technology ▪ Office of Innovation and Technology - Unified Dispatch ▪ Philadelphia Fire Department - Fire Communications Center ▪ Philadelphia Police Department - Police Radio ▪ Managing Director's Office - 3-1-1 ▪ Select private sector partners
3	Public Works and Engineering	<ul style="list-style-type: none"> ▪ Department of Public Property ▪ Fleet Management ▪ Licenses and Inspection ▪ Parks and Recreation ▪ Philadelphia Water Department ▪ Streets Department
4	Firefighting	<ul style="list-style-type: none"> ▪ American Red Cross ▪ Office of Emergency Management ▪ Philadelphia Fire Department ▪ Red Paw Emergency Relief Team ▪ Salvation Army ▪ Second Alarmers
5	Information and Planning	<ul style="list-style-type: none"> ▪ Bucks/Chester/Delaware/Montgomery County Emergency Management and New Jersey Office of Emergency Management ▪ Delaware Valley Intelligence Center ▪ Office of Emergency Management ▪ Pennsylvania Emergency Management Agency
6	Mass Care, Emergency Assistance, Temporary Housing and Human Services	<ul style="list-style-type: none"> ▪ American Red Cross ▪ Animal Care and Control Team ▪ Department of Behavioral Health and Intellectual disAbility Services ▪ Department of Human Services ▪ Office of Emergency Management ▪ Office of Supportive Housing ▪ Philadelphia Department of Public Health ▪ Pennsylvania Department of Human Services ▪ Philadelphia County Animal Response Team ▪ Philadelphia Housing Authority ▪ Red Paw Emergency Relief Team ▪ Salvation Army ▪ School District of Philadelphia

ESF #	ESF Title	Agencies
7	Logistics	<ul style="list-style-type: none"> ▪ Department of Public Property ▪ Finance Department ▪ Fleet Management ▪ Office of Emergency Management ▪ Procurement Department ▪ Second Alarmers
8	Public Health and Medical Services	<ul style="list-style-type: none"> ▪ Department of Behavioral Health and Intellectual disAbility Services ▪ Hospital and Healthsystem Association of Pennsylvania ▪ Pennsylvania Department of Health ▪ Philadelphia Department of Public Health ▪ Philadelphia Fire Department - Emergency Medical Services
9	Search and Rescue	<ul style="list-style-type: none"> ▪ Pennsylvania Emergency Management Agency (PA-Task Force 1/PA-Task Force-2) ▪ Philadelphia Fire Department ▪ Philadelphia Police Department
10	Oil and Hazardous Materials Response	<ul style="list-style-type: none"> ▪ Pennsylvania Department of Environmental Protection ▪ Philadelphia Energy Solutions ▪ Philadelphia Fire Department ▪ Philadelphia Police Department ▪ Philadelphia Water Department - Industrial Waste Unit ▪ Railroad service providers ▪ United States Coast Guard
11	Agriculture and Natural Resources	<ul style="list-style-type: none"> ▪ Philadelphia Parks and Recreation ▪ Philadelphia Water Department
12	Energy	<ul style="list-style-type: none"> ▪ Mayor's Office of Transportation and Utilities ▪ PECO ▪ Pennsylvania Department of Environmental Protection ▪ Pennsylvania Utilities Commission ▪ Philadelphia Gas Works ▪ Philadelphia Water Department ▪ Veolia
13	Public Safety and Security	<ul style="list-style-type: none"> ▪ New Jersey State Police ▪ Pennsylvania State Police ▪ Prisons ▪ Philadelphia Police Department ▪ Philadelphia Sheriff's Office
14	Superseded by Recovery	

ESF #	ESF Title	Agencies
	Support Functions (see below)	N/A
15	External Affairs	<ul style="list-style-type: none"> ▪ Mayor’s Press Office ▪ Office of Emergency Management

Recovery Support Functions

RSFs provide a common forum to promote access to resources; foster coordination; and integrate local, state, federal, and non-governmental recovery operations to ensure unity of effort. RSF stakeholders facilitate requests for assistance, make resources available across organizational and governmental boundaries, and develop collaborative solutions. RSFs may be activated at the local level for small disasters and integrated with state and federal RSFs to support significant recovery operations. RSFs may be activated selectively during the response phase and typically scale-up as ESFs scale-down. The table below lists local and regional agencies with recovery responsibilities.

Table G: Philadelphia RSF Groups and Relevant Agencies

RSF #	RSF Title	Agencies
1	Community Planning and Capacity Building	<ul style="list-style-type: none"> ▪ Office of Emergency Management ▪ Mayor’s Office of Community Empowerment and Opportunity ▪ Mayor’s Commission on People with Disabilities ▪ Mayor’s Office of Faith Based Initiatives ▪ Mayor’s Office of Sustainability ▪ Planning Commission ▪ Serve Philadelphia
2	Economic	<ul style="list-style-type: none"> ▪ Building Owners and Managers Association ▪ Center City District ▪ Commerce Department ▪ Delaware River Waterfront Commission ▪ Greater Philadelphia Chamber of Commerce ▪ Philadelphia Industrial Development Corporation
3	Health and Social Services	<ul style="list-style-type: none"> ▪ American Red Cross ▪ Department of Behavioral Health and Intellectual disAbility Services ▪ Department of Human Services ▪ Philadelphia Department of Public Health ▪ Salvation Army

RSF #	RSF Title	Agencies
		<ul style="list-style-type: none"> ▪ United Way of Greater Philadelphia and Southern New Jersey
4	Housing	<ul style="list-style-type: none"> ▪ American Red Cross ▪ Office of Emergency Management ▪ Office of Supportive Housing ▪ Philadelphia Housing Authority ▪ Licenses and Inspections
5	Infrastructure Systems	<ul style="list-style-type: none"> ▪ Licenses and Inspection ▪ Office of Innovation and Technology ▪ PECO ▪ Philadelphia Gas Works ▪ Philadelphia International Airport ▪ Philadelphia Parks and Recreation ▪ Philadelphia Water Department ▪ Public Property ▪ SEPTA ▪ Streets Department ▪ Veolia Energy
6	Natural and Cultural Resources	<ul style="list-style-type: none"> ▪ Free Library ▪ Historical Commission ▪ Mayor’s Office of Arts, Culture, and the Creative Economy ▪ Philadelphia Parks and Recreation ▪ Planning Commission

3.6: Intergovernmental Coordination and Resource Support

OEM is the City’s lead agency for intergovernmental information sharing, operational coordination, and resource requests during emergencies.

Information Sharing

OEM regularly exchanges information with the state through the Pennsylvania Emergency Management Agency’s (PEMA’s) State Emergency Operations Center. Through this channel, City departments and agencies can be connected with relevant state and federal departments and agencies at any time.

Operational Coordination

OEM establishes operational coordination through liaison relationships with local and regional departments and agencies, the forum of the EOC, and other coordination mechanisms, such as mobile command posts and conference calls. When a particular

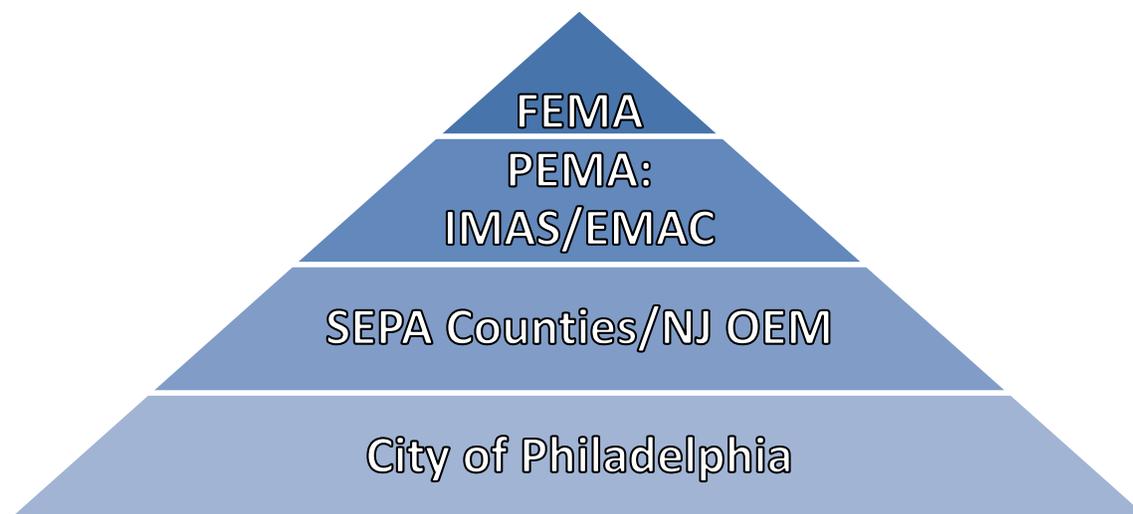
incident requires support from the state or other jurisdictions, OEM will partner with PEMA and other emergency management agencies to maintain a unified coordination structure and process.

Resource Support

As a major municipal government, the City of Philadelphia maintains considerable resources and capabilities. Furthermore, the City participates in a network of bilateral and multilateral mutual aid agreements that promote the prompt transfer of resources across jurisdictional boundaries. OEM manages the non-routine interagency and intergovernmental sourcing of resources for all City departments and agencies.

The *City of Philadelphia Resource Management Plan* establishes a prioritized method for resource sourcing. This process fulfills resource requests by leveraging sources in the following order:

Figure D: Resource Request Sources by Priority



- **Interagency Sourcing and Emergency Procurement (City of Philadelphia):** Departments and agencies should submit emergency resource requests to OEM for prioritization and fulfillment. OEM will assess citywide availability on an interagency basis, consider emergency procurement, and/or initiate the mutual aid process.
- **The Southeastern Pennsylvania Regional Task Force (SEPA Counties)/ New Jersey Office of Emergency Management (NJ OEM):** The City of Philadelphia may fulfill resource requests through the SEPA Counties and/or NJ OEM.

- The City of Philadelphia is a signatory to the Southeastern Pennsylvania Mutual Aid and Intergovernmental Cooperation Agreement. This agreement provides for mutual assistance among the five counties in the Southeastern Pennsylvania region: Philadelphia, Bucks, Montgomery, Delaware, and Chester.
- The Mutual Aid Agreement between the State of New Jersey and the City of Philadelphia authorizes OEM and the New Jersey Office of Emergency Management to coordinate mutual assistance directly with one another.
- **Pennsylvania Emergency Management Agency (PEMA):** The City of Philadelphia may request emergency assistance via PEMA from state government, the Intrastate Mutual Aid System (IMAS), the Emergency Management Assistance Compact (EMAC), and the Federal government.
 - IMAS provides for mutual assistance among the participating political subdivisions in Pennsylvania for the prevention of, response to, and recovery from threats to public health and safety that are beyond the capability of an affected community to respond (35 Pa.C.S. § 7331).
 - EMAC provides for mutual assistance among states in managing any emergency or disaster that is duly declared by the governor of the affected state. The City of Philadelphia may request interstate assistance using EMAC through the Pennsylvania Emergency Management Agency (35 Pa.C.S. § 7601).
- **Federal Emergency Management Agency (FEMA):** If local, regional, and Commonwealth resources are exhausted, PEMA will route requests to the Federal Emergency Management Agency (FEMA) for fulfillment by the Federal government.

3.7: Emergency and Disaster Declarations

Levels of Government

Direction of emergency services is the responsibility of the lowest level of government capable of managing a given incident. During an emergency, the Mayor will direct and coordinate response and recovery operations through the regularly constituted government structure, assisted by OEM.

Municipal State of Emergency

The Mayor is authorized to declare a State of Emergency if he/she finds that the city or any part thereof is suffering or is in imminent danger of suffering civil disturbance, disorder, riot, or other occurrence, which will seriously and substantially endanger the health, safety and property of the citizens. By declaring a State of Emergency, the Mayor may take any of the following measures:

- Prohibit or limit the number of persons who may gather or congregate upon the public highways or public sidewalks, or in any outdoor place, except persons who are awaiting transportation, engaging in recreational activities at a usual and customary place, or peaceably entering or leaving buildings;
- Halt access or egress upon public highways to or from the city or any part thereof;
- Suspend operations at municipal airports;
- Halt the movement of trains, boats or other vehicles into, within or from the city;
- Establish a curfew limiting the hours when persons may go upon or travel the public streets;
- Require the closing of taprooms and bars and prohibit the sale or service of alcoholic beverages in any hotel, restaurant, club or other establishment;
- Prohibit or restrict the sale of gasoline or other inflammable liquids;
- Prohibit the sale, carrying or possession on public streets or public sidewalks, or in any public park or square, of weapons including, but not limited to, firearms, bows and arrows, air rifles, slingshots, knives, razors or missiles of any kind.

The State of Emergency declared by the Mayor shall exist for the period set forth in the proclamation but not in excess of two weeks. However, the State of Emergency may be extended for additional periods of two weeks.¹

State Declaration of Disaster Emergency

The Governor of Pennsylvania may declare a disaster emergency by executive order or proclamation if a disaster has occurred or if the threat of a disaster is imminent. When two or more counties are affected by a disaster emergency, the Governor will exercise

¹ The Philadelphia Code § 10-819.

directional authority and control through PEMA. The PEMA Director shall be prepared to become the Executive Officer in charge of carrying out the decisions of the gubernatorial administration for direction, coordination, and support of response activities for all commonwealth departments/agencies, counties, municipalities, and designated institutions. PEMA will exercise this authority through the affected county emergency management agencies. If and when a disaster exceeds the resources of the Commonwealth, the Governor may request assistance from the Federal government through a variety of programs including a Presidential Disaster Declaration.

Under a declaration of disaster emergency, the Governor is granted powers over temporary housing, debris and wreckage removal, distribution of community disaster loans, individual and family assistance, and grants for hazard mitigation, appropriation of federal funds, and the suspension of certain laws during emergency assignments. In addition to the powers listed above, the declaration grants the Governor the authority to take any of the following measures:

- Suspend the provisions of any regulatory statute prescribing the procedures for conduct of Commonwealth business, or the orders, rules, or regulations of any Commonwealth agency, if strict compliance with the provisions of any statute, order, rule or regulation would in any way prevent, hinder, or delay necessary action in coping with the emergency.
- Utilize all available resources of the Commonwealth Government and each political subdivision of the Commonwealth as reasonably necessary to cope with the disaster emergency.
- Transfer the direction, personnel or functions of Commonwealth agencies or units thereof for the purpose of performing or facilitating emergency services.
- Subject to any applicable requirements for compensation under section 7313(10) (relating to powers and duties), commandeer or utilize any private, public or quasi-public property if necessary to cope with the disaster emergency.
- Direct and compel the evacuation of all or part of the population from any stricken or threatened area within the Commonwealth if this action is necessary for the preservation of life or other disaster mitigation, response, or recovery.
- Prescribe routes, modes of transportation, and destinations in connection with evacuation.
- Control ingress and egress to and from a disaster area, the movement of persons within the area, and the occupancy of premises therein.
- Suspend or limit the sale, dispensing or transportation of alcoholic beverages, firearms, explosives, and combustibles.²

² Pennsylvania Emergency Services Code (35 Pa. C.S. Section § 7301)

Federal Disaster Declarations

If the Governor deems that the disaster exceeds the capacities of the Commonwealth, he/she may submit a request for assistance via FEMA to the President of the United States, who upon approval may direct supplemental assistance to the affected jurisdiction(s).

The Robert T. Stafford Act provides for two types of federal assistance:

- **Emergency Declarations** - The president can issue an Emergency Declaration for any occasion or instance when the president determines federal assistance is needed. Emergency Declarations supplement state and local efforts in providing emergency services, such as the protection of lives, property, public health, and safety, or to lessen or avert the threat of a catastrophe in any part of the United States. The total amount of assistance provided for a single emergency may not exceed \$5 million. If this amount is exceeded, the president shall report to Congress.
- **Major Declarations** - The president can declare a Major Disaster Declaration for any natural event, including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought, or, regardless of cause, fire, flood, or explosion, that the president believes has caused damage of such severity that it is beyond the combined capabilities of state and local governments to respond.

During Major Declarations, there are three main types of federal assistance that may be provided. Federal assistance may be provided individually or in conjunction, depending on the needs identified:

- **Individual Assistance** - Assistance to individuals and households
- **Public Assistance** - Assistance to state and local governments and certain private nonprofit organizations for emergency work and the repair or replacement of disaster-damaged facilities
- **Hazard Mitigation Assistance** - Assistance to state and local governments and certain private nonprofit organizations for actions taken to prevent or reduce long-term risk to life and property from natural hazards

3.8: Continuity of Government

The purpose of continuity of government planning is to ensure that City government is able to be preserved, maintained, and/or reconstituted in the event of an emergency. In accordance with the *Philadelphia Home Rule Charter* and the *Citywide Continuity of Operations Program*, this document specifies the succession of authority for the Office of Mayor, succession and delegation of authority for senior appointed positions, and command and control.

Mayor

In the event that the mayor is incapacitated, formal succession to the Office of Mayor is established in the *Philadelphia Home Rule Charter* in the following order:

1. President of City Council
2. Chairman of the Finance Committee of City Council.³

The *Mayor's Office Continuity of Operations Plan* elaborates position, authority, delegation to position, triggering conditions, and limitations in detail.

Appointive Offices

Succession and delegation for senior appointed positions is addressed in the *Citywide Continuity of Operations Program*. Agency-specific continuity of operations plans elaborate position, authority, delegation to position, triggering conditions, and limitations in detail.

Command and Control

In the event that continuity of government plans are to be implemented, command and control relationships remain as specified in the Home Rule Charter; the EOP; and other existing policy, plans, and procedures.

³ Home Rule Charter § 3-500. "in case of the Mayor's temporary disability, the President of the Council shall act as Mayor; and if the President of the Council should resign or be unable to act, then the Chairman of the Finance Committee of the Council shall act as Mayor."

3.9: Citywide Continuity of Operations Program

Department and agency-specific continuity of operations planning supports the City's continuity of government planning. The purpose of continuity of operations planning is to ensure that agencies are able to continue to perform essential city functions under a broad range of circumstances. For this reason, OEM has established the *Citywide Continuity of Operations Program*. Through this program, City departments and agencies develop and maintain continuity of operations plans for the maintenance and/or prompt resumption of essential city services and functions.

City Departments/Agencies/Offices

City departments and agencies with emergency responsibilities will establish and update annually a continuity of operations plan that:

- Identifies the official (and at least three successors) responsible for directing the organization's emergency response operations;
- Identifies circumstances under which succession authorities would become effective;
- Identifies the specific emergency authorities that may be assumed by a designated successor during emergency situations; and
- Prescribes procedures to be followed in executing the organization's emergency response tasks.

Preservation of Records

The elected officials and heads of departments and agencies will ensure that all documents of both a public and private nature recorded by City officials be protected from unauthorized disclosure, damage, or destruction at all times. The Department of Records sets records management standards and procedures for all departments, boards, commissions and agencies, and it manages key central recordkeeping operations and services.

4.0: PLAN REQUIREMENTS, MAINTENANCE, AND DISTRIBUTION

Plan Maintenance

City leadership and personnel with responsibility for emergency management and/or designated essential services shall adhere to the policies and procedures established in this plan. The plan components will be reviewed and updated every five years or sooner as determined by the DEM. Whenever portions of this base plan are materially updated or modified, a notification will be provided to the Mayor, City Council, the Emergency Management Council, and designated departmental emergency management liaisons.

Other plans maintained by OEM will be updated on a regular schedule. Hazard-specific plans will be reviewed annually. Functional plans will be reviewed every two years. Continuity of Operations Plans will be reviewed every two years. The hazard mitigation plan will be reviewed every five years.

Enforceability

This plan is enforceable under the provisions of Title 35, Part V: Emergency Management Services.

Execution

This plan provides the standing framework for management of natural disasters, accidents, and terrorist or major criminal incidents affecting the City of Philadelphia. City agencies will activate functional and hazard-specific plans in concert with this plan as circumstances require.

Distribution

This base plan is a public document developed by OEM in consultation with City executives and approved by Philadelphia City Council.

5.0: APPENDICES

5.1: Appendix A: Authority and References

5.2: Appendix B: Glossary

5.3: Appendix C: List of Acronyms

5.1: APPENDIX A: AUTHORITIES AND REFERENCES

Authority

1. The Pennsylvania Emergency Management Services Code 35 Pa. C.S. Section 7101-7707, as amended
2. The Philadelphia Code § 10-819.
3. City of Philadelphia Executive Order No. 02-06, Implementing the National Incident Management System.

References

1. Pennsylvania Emergency Management Agency, "Commonwealth of Pennsylvania Multi-Hazard Identification and Risk Assessment," as amended.
2. Commonwealth of Pennsylvania, Emergency Operations Plan, 2012.
3. Pennsylvania Emergency Management Agency, Emergency Management Directive 2002-5, (Requirements for the Preparation, Review and update of municipal Emergency Operations Plans (EOPs) and accompanying Documents).
4. Pennsylvania 2010 Hazard Mitigation Plan. Retrieved November 3, 2011.
5. Southeastern Pennsylvania Regional Task Force, Threat and Hazard Identification and Risk Assessment (THIRA): Philadelphia. August, 2014.
6. Mutual Aid Agreement between the State of New Jersey and the City of Philadelphia. Signed July 9, 2008.
7. Southeastern Pennsylvania Mutual Aid and Intergovernmental Cooperation Agreement. Signed October 23, 2009.

5.2: APPENDIX B: DEFINITIONS AND GLOSSARY

Activate - To start or place into action an activity or system.

Control - To exercise authority with the ability to influence actions, compel or hold in restraint. (For use in context with this document: (35 PA C.S.) as amended clarifies and strengthens the role of the Governor by granting him authority to issue executive orders and disaster proclamations which have the force and effect of law when dealing with emergency and disaster situations and controlling operations.)

Coordination - Arranging in order, activities of equal importance to harmonize in a common effort. (For use in context with this document: authorizing and/or providing for coordination of activities relating to emergency disaster prevention, preparedness, response and recovery by State, local governments and Federal agencies.)

Deploy - To move to the assigned location in order to start operations.

Direction - Providing authoritative guidance, supervision and management of activities/operations along a prescribed course to reach an attainable goal.

Disaster - A natural or human-caused event that has a large-scale adverse effect on individuals, the environment, the economy or property.

Human-caused Disaster - Any industrial, nuclear or transportation accident, explosion, conflagration, power failure, natural resource shortage or other condition, resulting from human causes, whether unintended or deliberate. This includes oil spills and other injurious environmental contamination, terrorism, acts of vandalism or sabotage, and civil unrest which threaten or cause substantial damage to property, human suffering, hardship or loss of life.

Natural Disaster - Any hurricane, tornado, storm, flood, high water, wind driven water, tidal wave, earthquake, landslide, mudslide, snowstorm, drought, fire, explosion or other catastrophe which results in substantial damage to property, hardship, suffering or possible loss of life.

Disaster Emergency - Those conditions which upon investigation may be found, actually or likely to:

- Seriously affect the safety, health or welfare of a substantial number of citizens of the municipality or preclude the operation or use of essential public facilities.
- Be of such magnitude or severity as to render essential state supplementation of regional, county and municipal efforts or resources exerted or utilized in alleviating the danger, damage, suffering or hardship faced.

- Have been caused by forces beyond the control of humans, by reason of civil disorder, riot, natural occurrence, terrorism or disturbance, or by factors not foreseen and not known to exist when appropriation bills were enacted.

Emergency Alert System (EAS) - An automatic system where radio station operators voluntarily broadcast emergency information. The system can be activated by county, state or federal emergency management agencies or the national weather service.

Emergency Management - The judicious planning, assignment, and coordination of all available resources in an integrated program of prevention, preparedness, response, and recovery for emergencies of all kinds.

Emergency Services - The preparation for and the carrying out of functions, other than those for which military forces are primarily responsible, to prevent, minimize and provide emergency repair of injury and damage resulting from disaster, together with all other activities necessary or incidental to the preparation for and carrying out of those functions. The functions include, without limitation, firefighting services, police services, medical and health services, search, rescue, engineering, disaster warning services, communications, radiological, shelter, chemical and other special weapons defense, evacuation of persons from stricken areas, emergency welfare services, emergency transportation, emergency resources management, existing or properly assigned functions of plant protection, temporary restoration of public utility services and other functions related to civilian protection.

Emergency Support Function (ESF) - A distinct function that may need to be performed during emergency response, but which is not necessarily dependent on the type of disaster or emergency that causes the need for the support function. ESFs define an organizational structure for the support, resources, program implementation, and services that are most likely to be needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal. Use of ESFs allows for planning, training and organization to be made without consideration for the cause.

External Affairs - Those emergency activities that deal with the general public and other entities outside the immediate disaster area. This includes public information and media relations activities.

Governor's Proclamation of "Disaster Emergency" - A formal declaration or proclamation by the Governor of Pennsylvania that a disaster has occurred or that the occurrence or the threat of a disaster is imminent. As part of this proclamation, the Governor may waive or set aside time-consuming procedures and formalities prescribed by state law (excepting mandatory constitutional requirements.) The state of disaster emergency continues until the Governor finds that the danger has passed and

terminates it by executive order or proclamation, but no state of disaster emergency may continue for longer than 90 days unless renewed by the Governor.

Hazardous Materials (HAZMAT) - Any substance or material in a quantity or form which may be harmful or injurious to humans, domestic animals, wildlife, economic crops or property when released into the environment. Hazardous materials are classified as chemical, biological, radiological, nuclear, or explosive.

Joint Information Center (JIC) - A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should co-locate at the JIC.

Local Emergency - The condition declared by the local governing body when, in its judgment, the threat or actual occurrence of a disaster requires focused local government action to prevent or alleviate the damage, loss, hardship or suffering threatened or caused. A local emergency arising wholly or substantially out of a resource shortage may be declared only by the Governor, upon petition of the local governing body.

Municipality - As defined in the Pennsylvania Constitution, "...a county, city, borough, incorporated town, township or similar unit of government..." (Article IX, Section 14, The Constitution of Pennsylvania).

National Incident Management System (NIMS) - A system developed by the federal Department of Homeland Security that provides a consistent, nationwide approach for emergency responders at all levels of government to work together effectively and efficiently. The NIMS includes a core set of concepts, principles and terminology, including ICS (Incident Command Systems), MACS (Multi-Agency Coordination Systems), Training, Identification and Management of Resources, Certification, and the Collection, Tracking and Reporting of incident information.

Notification - To make known or inform, to transmit emergency information and instructions: (1) to Emergency Management Agencies, staff and associated organizations; (2) over the Emergency Alert System to the general public.

Operational - Capable of accepting mission assignments at an indicated location with partial staff and resources.

Presidential Proclamation of "Emergency" - Any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

IMPORTANT NOTE - Before federal assistance can be rendered, the Governor must first determine that the situation is beyond the capabilities of the State and affected municipal governments and that federal assistance is necessary. As a prerequisite to Federal assistance, the Governor shall take appropriate action under law and direct execution of the State Emergency Operations Plan. The Governor's request for proclamation of a major disaster by the President may be accepted or denied.

Presidential Proclamation of "Major Disaster" - "Major Disaster" means any natural catastrophe, or any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

Support - To provide a means of maintenance or subsistence to keep the primary activity from failing under stress.

Unmet Needs - Capabilities and/or resources required to support emergency operations but neither available nor provided for at the respective levels of government.

5.3: APPENDIX C: SELECTED ACRONYMS

CP-1: Mobile Command Post 1
DEM: Deputy Managing Director for Emergency Management
DRPA: Delaware River Port Authority
EMAC: Emergency Management Assistance Compact
EMS: Emergency Medical System
EOC: Emergency Operations Center
EOP: Emergency Operations Plan
ESF: Emergency Support Function
FEMA: Federal Emergency Management Agency
HMP: Philadelphia Hazard Mitigation Plan
IC: Incident Commander
IMAS: Intrastate Mutual Aid System
JIC: Joint Information Center
NIMS: National Incident Management System
NRP: National Response Plan
OEM: Philadelphia Office of Emergency Management
PEMA: Pennsylvania Emergency Management Agency
PHL: Philadelphia International Airport
PIO: Public Information Officer
RSF: Recovery Support Function
SEPA-RTF: Southeastern Pennsylvania Regional Task Force
SEPTA: Southeastern Pennsylvania Transportation Authority (SEPTA)
SOP: Standard Operating Procedure
THIRA: Threat and Hazard Identification and Risk Assessment
UASI: Urban Area Security Initiative
UC: Unified Command