Emergency Operations Plan

Office of Emergency Management

City of Philadelphia

March 2023

March 19, 2023

The Honorable James F. Kenney
Mayor
City of Philadelphia
215 City Hall
Philadelphia, PA 19107

Dear Mayor Kenney:

By way of this letter, I request that you officially adopt the 2023 Emergency Operations Plan as the emergency management doctrine of the City of Philadelphia. The Office of Emergency Management in collaboration with numerous city departments developed the current version of the Emergency Operations Plan; not previously revised since 2018.

The Emergency Operations Plan complements the functional and hazards-based planning that OEM maintains with emergency planning partners 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.

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.
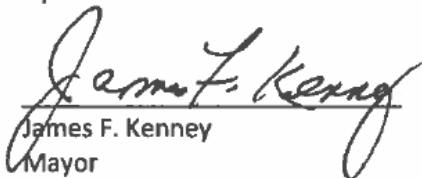
Sincerely,

Tumar Alexander
Managing Director

Dominick Mireles
Director of Emergency Management

By signing below, as Mayor of the City of Philadelphia, you officially adopt the 2023 Emergency Operations Plan.

James F. Kenney
Mayor
City of Philadelphia

3|22|23
Date

Record of Changes

This document is updated on a routine basis as changes in policy are identified. It will be maintained on a basis no less frequently than every three (3) years.

Date	Nature of Change	Page(s)	Editor	Approver
6/2015	Updated EAP released – departure from the annex-based plan	n/a	n/a	Samantha Phillips
1/2018	Unknown – plan not released	n/a	Derek Ziegler	n/a
9/7/2022	Updated document layout and format	Entire Document	Cecilia Cohen	Dominick Mireles
9/7/2022	Added *Record of Changes*	0	Cecilia Cohen	Dominick Mireles
9/7/2022	Update to *1.0 Purpose and Scope* – Updated with new content and added subheadings	1 – 2	Cecilia Cohen	Dominick Mireles
9/7/2022	Update to *2.0 Situation and Assumptions* – Updated community profile and planning assumptions. Added new *Risk and Capability Assessments* subheading	3 – 7	Cecilia Cohen	Dominick Mireles
9/7/2022	Update to *3.0 Concept of Operations* – Changes to the organization and structure of the section with information added and updated	8 – 40	Cecilia Cohen	Dominick Mireles
9/7/2022	Update to *4.0 Plan Requirements, Maintenance, and Distribution* – Updated content	41 – 42	Cecilia Cohen	Dominick Mireles
9/7/2022	Update to *Appendices* – Updated content and added *Appendix D List of Stand-alone plans*	43 - 51	Cecilia Cohen	Dominick Mireles
9/22/2022	Updated cover page with a new photo and the document adjusted layout	Cover Page	Joshua Martenson	Dominick Mireles
3/2023	New *Letter of Promulgation* signed by Mayor Kenney	0	Joshua Martenson	Dominick Mireles

Table of Contents

1.0: Purpose and Scope

1.1: Purpose

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 that are applicable to the management of all-hazard events including natural disasters, diseases, accidents, and terrorist or significant criminal incidents.

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 (NIMS) 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

1.2: Scope

The scope of the plan extends from pre-incident preparedness, prevention, and mitigation, to response and recovery activities. This plan applies 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. See *Appendix D* for more details on these stand-alone plans.

The EOP is always in a state of activation. This plan does not wait for a specific incident, emergency, or disaster to take effect. In everyday departmental efforts, this plan is activated through departmental operations and in how agency leadership coordinates and manages incidents. Though the EOP is always activated, this plan outlines scalability to meet the requirements of more complex emergencies and disasters.

This plan or elements of it can be oriented to any incident that is volatile, uncertain, complex, or ambiguous at the discretion of the Executive Policy Group. This EOP provides a set of flexible and

scalable tools for addressing incidents of all types. Previously, the EOP has been used to coordinate activities around floods and fires, in addition to activities related to safe and secure elections, the reception of foreign nationals under duress, and strikes/labor actions, as just a few examples.

2.0: Situation and Assumptions

2.1: Community Profile

Natural Environment

The City of Philadelphia covers 134.1 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. From December to February, Philadelphia averages just above freezing (32°F). From June to August, daily temperatures average 86°F. The highest temperature on record was 106 °F in August 1918 and the 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 to extreme temperatures, and sea level rise.

Built Environment

The infrastructure within the city is extensive and includes 2,525 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), 27 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 1.6 million people residing in an estimated 610,000 households. The City's residents are ethnically and culturally diverse. Over 20 percent of the population is under the age of 18 and approximately 13 percent are over the age of 65. Median household income is $49,000 per year and 23 percent of persons live below the poverty level. Philadelphia is densely populated with over 11,900 residents per square mile relative to the Pennsylvania statewide average of 290 residents per square mile.

Philadelphia is also home to over 29,000 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 assistance may include:

- People with access and functional needs
- People who live in institutionalized settings

- Older adults
- Children
- People from diverse cultures
- People with limited English proficiency
- Non-English speaking
- Transportation disadvantaged
- People without homes

Data from the 2021 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 17 percent of Philadelphia workers do not have access to a private vehicle.

2.2: Risk and Capability Assessments

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 *All-Hazard Mitigation Plan*[1] revision cycle*,* the *Threat and Hazard Identification and Risk Assessment* (THIRA) planning process, and routine data calls related to planned events, active critical infrastructure, sensitive locations, and hazardous materials facilities. The *All-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 THIRA provides a quantitative assessment of Philadelphia's risk profile and incorporates information from the preceding risk analyses to guide the emergency management program's priorities. Other, customized risk assessment processes evaluate the relative risks associated with particular special events and city facilities.

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 region 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. Natural hazards result from acts of nature. Technological hazards involve accidents or failures of systems and

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[1] https://www.phila.gov/departments/oem/programs/hazard-mitigation-plan/

structures. Human-caused hazards are caused by the intentional actions of an adversary. This list informs planning efforts within the City.

The *All-Hazard Mitigation Plan* defines the methodology used for assessing the overall risk. Ranking hazards helps Philadelphia set goals and strategies based on vulnerability. Philadelphia utilized the Risk Factor (RF) Methodology outlined in the *Pennsylvania Standard Operating Guide (PA SOG)*, a guide for developing local hazard mitigation plans. The RF approach produces numerical values that allow identified hazards to be ranked against one another (the higher the RF value, the greater the hazard risk).

Risk Factor Methodology Equation

RF Value = [(Probability x .30) + (Impact x .30) +
(Spatial Extent x .20) + (Warning Time x .10) + (Duration x .10)]

Using this methodology, the following table lists the overall risk of potential hazards in Philadelphia. Hazards identified as **high risk** have risk factors greater than or equal to 2.5. Risk Factors ranging from 2.0 to 2.4 are considered **moderate risk** hazards. Hazards with Risk Factors less than 2.0 are considered **low risk**. According to the default weighting scheme applied, the highest possible RF value is 4.0.

Table 2.1 – Risk Factor Rankings

Hazard	Overall Risk – RF Value
Natural	
Flood, Flash Flood, Ice Jam	High – 3.6
Pandemic and Infectious Diseases	High – 3.4
Extreme Temperature	High – 3.3
Hurricane, Tropical Storm, Nor'easter	High – 3.3
Winter Storm	High – 3.0
Tornado, Windstorm	High – 2.8
Drought	Medium – 2.4
Earthquake	Low – 1.9
Technological	
Urban Fire and Explosion	High – 3.2
Hazardous Materials Release	High – 3.0
Building and Structure Collapse	Medium – 2.1
Dam Failure	Medium – 2.1
Subsidence, Sinkhole	Low – 1.9
Human-Caused	
Opioid Addiction Response	High – 3.5
War and Criminal Activity[2]	High – 3.2
Terrorism	Medium – 2.4

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[2] War and Criminal Activity includes the following human-caused hazards: Gun Violence and Active Assailant.

Hazard	Overall Risk – RF Value
Cyber Terrorism	Medium – 2.3
Civil Disturbance	Low – 1.9

The City of Philadelphia assesses capabilities for emergency resilience, response, and recovery operations regularly. There are two primary efforts. On an annual basis, the City submits a Stakeholder Preparedness Review to the Pennsylvania Emergency Management Agency (PEMA) and the Federal Emergency Management Agency (FEMA) as a requirement of being a UASI. This assessment evaluates the City's capacity across 32 standard core capabilities within five mission areas[3]. Additionally, capabilities are assessed as a part of every planning effort with a lens for the functional or hazard-specific focus of the planning effort. These capability assessments help to identify available resources, pre-identify areas that require support, and are used to establish training and funding priorities.

Individual capabilities are cataloged in each City of Philadelphia interagency plan under the capabilities section. A capabilities assessment is also included in the *2022 All-Hazard Mitigation Plan* in section 5, Capability Assessment[4]. These risk and capability assessments inform emergency planning efforts. See the plans in Appendix D for more information.

The City of Philadelphia has developed a Mitigation Strategy emphasizing core priorities to develop actions that improve equity, address current and future hazard risk, and integrate the work and plans of multiple partners for mitigation. The strategy describes how Philadelphia will reduce or eliminate potential losses from natural and human-made hazards. The All-Hazard Mitigation Plan provides additional information on the Mitigation Strategy.

2.3: 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 a disaster and will require lifesaving and life-sustaining assistance.
4. At least 16.6% of Philadelphians may experience access and functional needs during a disaster[5], and 10.6% of Philadelphians have limited English proficiency[6].
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.
7. Emergencies and disasters are becoming increasingly complex with the effects of climate change, interdependencies of critical sectors, and the proliferation of mis- and disinformation.

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[3] https://www.fema.gov/emergency-managers/national-preparedness/mission-core-capabilities
[4] https://www.phila.gov/departments/oem/programs/hazard-mitigation-plan/
[5] https://data.census.gov/cedsci/table?q=disability%20in%20philadelphia&tid=ACSST5Y2020.S1810
[6] https://www.health.pa.gov/topics/Documents/Health%20Equity/Limited%20English%20Proficiency_PA%20Counties.pdf

8. Emergencies and disasters disproportionately affect minorities and those with underlying social vulnerabilities.

3.0: Concept of Operations

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 the 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: Responsibilities

3.2.1: 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, infrastructure, and homeland security planning, data analysis and mapping, city service preparedness, and regional preparedness. These programs lead interagency planning initiatives, critical infrastructure protection projects, and training and exercise activities.

The Operations Division includes information technology, logistics, emergency operations center, operational coordination, public alert and warning, and OEM response programs. These programs provide the City with 24/7 watch desk coordination services, field response services, logistics coordination, and advanced facilities and systems to promote operational coordination.

The Strategy, Engagement, and Administration Division includes training and exercise, community engagement, public information, and administration and grants management programs. The division leads preparedness programming and performs public information functions during emergencies, facilitates training opportunities for all emergency management stakeholders, and also manages homeland security grant programs on behalf of several 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.

<u>Consultative Committees</u>

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.

Table 3.1 – List of Standing Committees

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, human-caused, 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 related to the City's infrastructure.
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 six counties, including the City of Philadelphia, in southeast Pennsylvania. The following working groups and their subcommittees support the

Standing Committee	Description
	work of the task force: Emergency Managers (Critical Infrastructure, Schools, Public Information Officers, Training & Exercise, Emergency Management Technology); Emergency Response (EMS, Firefighting, Urban Search and Rescue, HazMat); Health & Human Services (Public Health, Hospitals & Coroner, Mass Care, Resources & Recovery, Mental Health, Access & Functional Needs); Interoperable Communications (Geographic Information Systems (GIS)); Public Safety (Major Incident Response Team (MIRT), Improvised Explosive Device (IED)/Explosives, Traffic, Aviation, SWAT, Delaware Valley Intelligence Committee (DVIC)). Working groups and Executive Board members are comprised of participating local officials as well as private non-profit groups.
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.
Finance and Administration Steering Committee	The Finance and Administration Steering Committee brings City central department staff together to discuss emergent and standing preparedness topics that require collaboration around Budget, Finance, Law, Procurement, the Chief Administrative Office, and any relevant operating departments. They are frequently consulted during unplanned incidents and large special events.

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.

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. These efforts are cataloged in the *Philadelphia Integrate Preparedness Plan*.

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 training 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

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
OEM personnel and programs 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 (EOC).

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 Managing Director, Mayor, and City's Public Safety Policy Group 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 ongoing basis. Six months before 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.

Figure 3.1 – The Role of the OEM in All Phases of an Incident

- Oversee the development of citywide emergency plans and policies
- Interface with the private sector to ensure protection of critical infrastructure and key resources
- Provide emergency preparedness education to Philadelphia residents
- Monitor potential incidents across a variety of platforms
- Manage preparedness grants
- Conduct training and exercises to evaluate emergency plans and policies

- Coordinate interagency response operations
- Manage resource requests and fulfillment needs
- Activate citywide response plans and send internal notifications
- Disseminate alerts and warnings in the event of an emergency
- Notify and coordinate with City leadership

Preparedness | Response

Mitigation | Recovery

- Coordinate mitigation initiatives, policies, and projects in accordance with the All-Hazards Mitigation Plan
- Perform after action reviews of response activities to inform future planning and training initiatives

- Coordinate recovery operations including damage assessment, debris removal, human services recovery, and public assistance
- Coordinate continuity of operations and continuity of government for essential City services

3.2.2: The Role of Primary Responding Agencies

EOC Operations Section and Emergency Support Function/Recovery Support Function Structure
The City of Philadelphia organizes City departments and agency activities into 15 Emergency Support Functions (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 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, reporting on progress and challenges, and communicating unmet needs to OEM.

ESF/RSF Agency Roles and Responsibilities

All EOC liaisons are responsible for collaborating horizontally with one another and vertically with 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 3.2 – Philadelphia ESF Groups and Relevant Local and Regional Agencies

ESF	Agencies	Scope
#1 Transportation	- Amtrak - Delaware River Port Authority / Port Authority Transit Corporation - Office of Transportation and Infrastructure Systems - 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 - Sanitation - Streets Department - Highways	- Aviation/airspace management and control - Transportation safety - Restoration/recovery of transportation infrastructure - Movement restrictions - Damage and impact assessment

ESF	Agencies	Scope
#2 Communications	▪ 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 ▪ Philly311 ▪ Select private sector partners	▪ Coordination with telecommunications and information technology industries ▪ Restoration and repair of telecommunications infrastructure ▪ Protection, restoration, and sustainment of cyber and information technology resources
#3 Public Works and Engineering	▪ Department of Public Property ▪ Fleet Management ▪ Licenses and Inspection ▪ Parks and Recreation ▪ Philadelphia Water Department ▪ Streets Department	▪ Infrastructure protection and emergency repair ▪ Infrastructure restoration construction management ▪ Engineering services and construction management ▪ Emergency contracting support for lifesaving and life-sustaining services
#4 Firefighting	▪ Philadelphia Fire Department	▪ Fire mitigation and response
#5 Information and Planning	▪ Berks/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	▪ Facilitate multiagency planning and coordination ▪ Coordinate the development of overall incident situational awareness ▪ Coordinate the development of plans to manage and support incident activities
#6 Mass Care, Emergency Assistance, Temporary Housing, and Human Services	▪ 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 Homeless Services ▪ Philadelphia Department of Public Health ▪ Pennsylvania Department of Human Services	▪ Congregate sheltering, feeding, distribution of emergency supplies, and reunification of children with their parent(s)/legal guardians and adults with their families ▪ Coordination of voluntary organizations and unsolicited donations and management of unaffiliated volunteers;

ESF	Agencies	Scope
	- Philadelphia County Animal Response Team - Philadelphia Housing Authority - Salvation Army - School District of Philadelphia - Second Alarmers - Southeastern PA Voluntary Organizations Active in Disaster	essential community relief services; non-congregate and transitional sheltering; support to individuals with disabilities and others with access and functional needs in congregate facilities; support to children in disasters; support to mass evacuations; and support for the rescue, transportation, care, shelter, and essential needs of household pets and service animals Disaster assistance, case management, and referrals
#7 Logistics	- Department of Public Property - Finance Department - Department of Fleet Services - Office of Emergency Management - Procurement Department - Second Alarmers - Philadelphia Fire Department - Streets Department	- Logistics - Operations Support - Resource Management
#8 Public Health and Medical Services	- Department of Behavioral Health and Intellectual disAbility Services - Public Health Management Corporation - Pennsylvania Department of Health - Philadelphia Department of Public Health - Philadelphia Fire Department - Philadelphia Regional Office of Emergency Medical Services	- Planning and coordination of public health, healthcare delivery, and emergency response systems to minimize and/or prevent health emergencies - Detect and characterize health incidents - Provide medical care and human services to those affected - Reduce the public health and human service effects on the community - Enhance community resiliency to respond to a disaster - Patient movement

ESF	Agencies	Scope
		▪ Behavioral healthcare ▪ Distribution of medical countermeasures, equipment and supplies, and technical assistance
#9 Search and Rescue	▪ Pennsylvania Emergency Management Agency (PA-Task Force 1) ▪ Philadelphia Fire Department ▪ Philadelphia Police Department ▪ Southeastern Pennsylvania Regional Task Force	▪ High-angle rescue ▪ Technical rescue ▪ Confined space rescue ▪ Wide area search
#10 Oil and Hazardous Materials Response	▪ Pennsylvania Department of Environmental Protection ▪ Philadelphia Department of Public Health Air Management Services ▪ Philadelphia Fire Department ▪ Philadelphia Police Department ▪ Philadelphia Water Department - Industrial Waste Unit ▪ Pipeline operators ▪ Railroad service providers ▪ United States Coast Guard ▪ United States Environmental Protection Agency	▪ Respond to a threat to public health, welfare, or the environment caused by actual or potential oil and hazardous materials incidents
#11 Agriculture and Natural Resources	▪ National Park Service ▪ Pennsylvania Emergency Management Agency ▪ Philadelphia Department of Health ▪ Philadelphia Parks and Recreation ▪ Philadelphia Water Department	▪ Natural and cultural resources and historic properties protection and restoration
#12 Energy	▪ Office of Transportation and Infrastructure Systems ▪ PECO ▪ Pennsylvania Department of Environmental Protection ▪ Pennsylvania Utilities Commission ▪ Philadelphia Gas Works ▪ Philadelphia Water Department ▪ Vicinity Energy	▪ Energy infrastructure assessment, repair, and restoration

ESF	Agencies	Scope
#13 Public Safety and Security	▪ Delaware Valley Intelligence Center ▪ New Jersey State Police ▪ Pennsylvania State Police ▪ Philadelphia Department of Prisons ▪ Philadelphia Police Department ▪ Philadelphia Sheriff's Office ▪ SEPTA Police ▪ Southeastern Pennsylvania Regional Task Force ▪ DRPA Police ▪ Local University Police (UPenn, Temple, Drexel, etc.) ▪ Federal LE Agencies (FBI, ATF, FAA, DHS, FPS, USPS, USSS, etc.)	▪ Operational and personal security ▪ Liaison between criminal investigation activities and response and recovery operations
#14 Cross-Sector Business and Infrastructure	▪ Cybersecurity and Infrastructure Security Agency ▪ Delaware Valley Intelligence Center – Business Operations Center ▪ Delaware Valley Regional Planning Commission ▪ Department of Commerce ▪ Office of Emergency Management ▪ Pennsylvania Emergency Management Agency ▪ Philadelphia Colleges and Universities ▪ School District of Philadelphia, Archdiocese of Philadelphia Schools, and Charter Schools ▪ Sports Complex Special Services District & Sports Complex operators	▪ Stabilization of key supply chains and community lifelines ▪ Primary interface for other unaligned sectors
#15 External Affairs	▪ Mayor's Office of Communications ▪ Office of Emergency Management	▪ Emergency public information ▪ Protective action guidance

ESF	Agencies	Scope
	▪ Departmental and Partner Agency Public Information Offices	▪ Community relations ▪ Digital social relations ▪ Press/Media relations ▪ Mis- and Dis-information response

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 3.3 – Philadelphia RSF Groups and Relevant Agencies

RSF	Agencies	Scope
#1 Community Planning and Capacity Building	▪ Office of Emergency Management ▪ MDO Community Services ▪ Mayor's Commission on People with Disabilities ▪ Mayor's Office of Sustainability ▪ Department of Planning and Development ▪ Mayor's Office on Civic Engagement and Volunteer Service - Serve Philadelphia ▪ Office of Public Engagement	▪ Community relations/engagement ▪ Public information ▪ Volunteer management/organization ▪ AFN Coordination ▪ Long-term recovery / planning & development ▪ Mitigation and disaster recovery
#2 Economic Recovery	▪ Building Owners and Managers Association ▪ Center City District ▪ Commerce Department ▪ Delaware River Waterfront Commission ▪ Greater Philadelphia Chamber of Commerce ▪ Philadelphia Industrial Development Corporation	▪ Support economic recovery and enhance community resilience

#3 Health and Social Services	▪ American Red Cross ▪ Department of Behavioral Health and Intellectual disAbility Services ▪ Department of Human Services ▪ Philadelphia Department of Public Health ▪ Salvation Army ▪ United Way of Greater Philadelphia and Southern New Jersey	▪ Support the needs of public health, health care facilities and coalitions, and essential social services
#4 Housing	▪ American Red Cross ▪ Office of Emergency Management ▪ Office of Homeless Services ▪ Philadelphia Housing Authority ▪ Licenses and Inspections	▪ Support housing solutions that effectively meet the needs of the whole community and contribute to its sustainability and resilience
#5 Infrastructure Systems	▪ 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 ▪ Vicinity Energy	▪ Efficient restoration of infrastructure systems to support sustainable communities and protection from future hazards
#6 Natural and Cultural Resources	▪ Free Library ▪ Historical Commission ▪ Office of Arts, Culture, and the Creative Economy ▪ Philadelphia Parks and Recreation ▪ Planning Commission ▪ National Park Service	▪ Preservation, conservation, rehabilitation, and restoration of natural and cultural resources

3.2.3: 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. The 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: Continuity of Government

The purpose of continuity of government planning is to ensure that City government can 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. Chairperson of the Finance Committee of City Council.[7]

Appointive Offices
Succession and delegation for senior appointed positions are 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 policies, plans, and procedures.

3.4: Citywide Continuity of Operations Program

Department and agency-specific continuity of operations planning support the City's continuity of government planning. The purpose of continuity of operations planning is to ensure that agencies can 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.

For City agencies, the Office of Innovation and Technology is a primary partner in the citywide continuity of operations program.

City Departments/Agencies/Offices

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[7] 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."

City departments and agencies will identify a continuity of operations planning officer and 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 emergencies;
- Identifies the stakeholders responsible for the organization's physical and virtual environments; 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.

3.5: Emergency and Disaster Declarations

Levels of Government
The 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 / Local Declaration of Disaster Emergency
The Mayor is authorized to declare a State of Emergency by the Philadelphia Code[8] and a Declaration of Disaster Emergency by Pennsylvania Law[9] if they find 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 and Declaration of Disaster 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;

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[8] The Philadelphia Code § 10-819
[9] Pennsylvania Emergency Management Services Code (35 Pa. C.S. Section § 7501)

- Prohibit or restrict the sale of gasoline or other inflammable liquids; and
- 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. The Declaration of Disaster Emergency shall not be continued or renewed for a period in excess of seven days. However, both provide provisions for extension.

Municipal Emergency Authority in Health Emergencies

The Department of Health and Board of Health are the primary authorities for disease prevention and control in the City and have authority under both state law and the Philadelphia Code to issue "regulations relating to disease prevention and control, which are not less strict than the provisions" of the state law. 35 P.S. § 521.16[10]; *see also* Chapter 6-200 of The Philadelphia Code.

Generally, regulations are issued by the Board of Health but Code Sections 6-205 and 6-206 allow the Health Commissioner to issue certain emergency orders when a communicable disease constituting a serious danger to health is spreading and threatens to reach epidemic proportions and immediate action is needed until the Board can meet to consider such action.

Section 8-407 of the Home Rule Charter sets forth the process for promulgating regulations which includes a 30-day comment period but provides that "[t]he requirements of this section may be suspended by the mayor in writing and temporary regulations promulgated in emergencies affecting the public health or safety, but any regulations so put into force shall not remain effective unless the procedures otherwise required by this section are complied with forthwith."

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 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 the conduct of Commonwealth business, or the orders, rules, or regulations of any Commonwealth agency, if

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[10] Pennsylvania Emergency Management Services Code (35 Pa. C.S. Section § 521.16)

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.[11]

Federal Disaster Declarations

If the Governor deems that the disaster exceeds the capacities of the Commonwealth, they 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, three main types of federal financial assistance may be provided. Federal assistance may be provided individually or in conjunction, depending on the needs identified:

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[11] Pennsylvania Emergency Management Services Code (35 Pa. C.S. Section § 7301)

- **Individual Assistance –** Financial assistance to individuals and households
- **Public Assistance –** Financial 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 –** Financial 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

3.6: Direction, Control, and Coordination

### 3.6.1: Incident Management Field Operations

The Mayor, acting through the Managing Director, is responsible for the 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 3.2 – City of Philadelphia Incident Command System Organization Chart
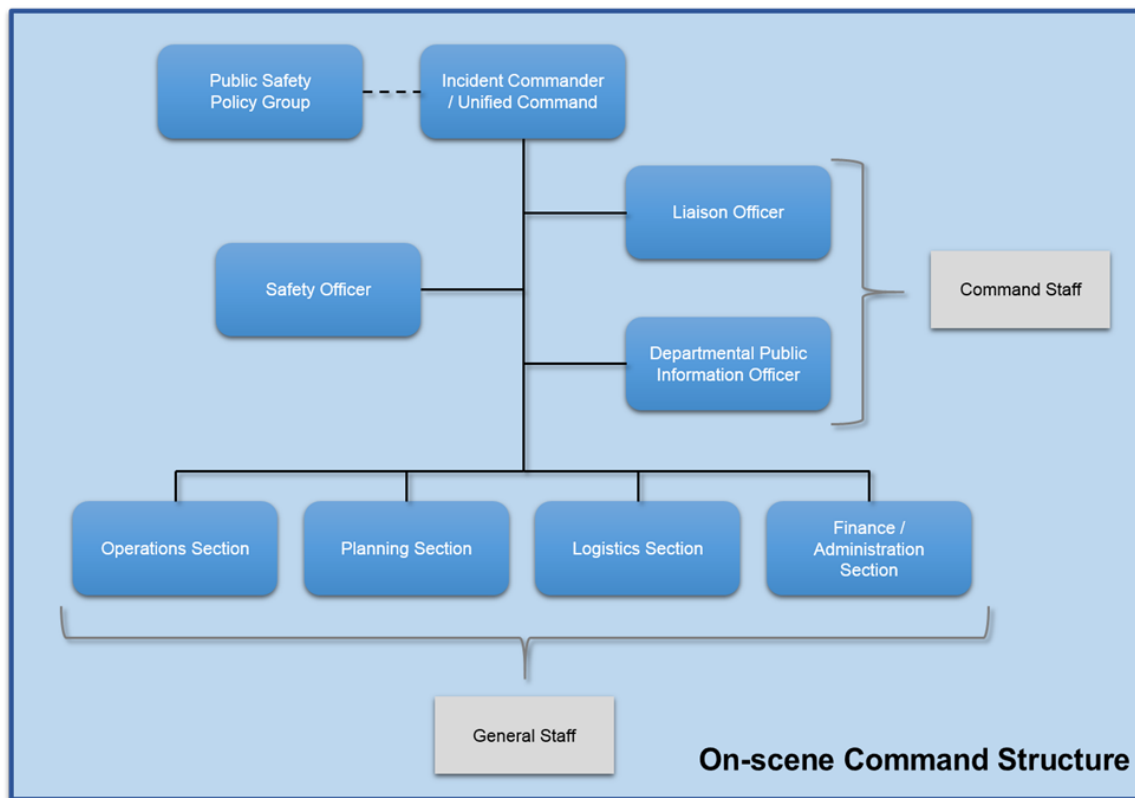
Incident Command

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 ordering and releasing 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 3.4 – 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 / Executive Policy Group

For significant incidents and special events, the DEM may convene the Public Safety Policy Group. At times, the group is identified as the Executive Policy Group when there is less of a public safety focus. This group includes the Mayor, Managing Director, Mayor's Chief of Staff, DEM, Police Commissioner, Fire Commissioner, City Solicitor, Deputy Mayor for Intergovernmental Affairs, Mayor's Communications Director, and other senior executives on an incident-specific basis. The Policy Group provides policy,

decision-making, and resource support to incident commanders and unified commands. If the Emergency Operations Center (EOC) is activated, the 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).

3.6.2: 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
- Substantial interagency involvement

Executive Coordination

In the event of a citywide emergency, the DEM will convene the 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 governments; 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 Managing Director, will activate the EOC to one of three staffing levels depending on the requirements of a given incident, as described in Table D.

Table 3.5 – EOC Activation Levels

Activation Level	Posture
Situation Room	- OEM staff enhance incident monitoring activities - Agency coordination is generally achieved via telephone and electronic communication

| Activation Level	Posture
Partial	▪ OEM staff and *select* agency liaisons staff the EOC, typically one to three emergency support functions are represented ▪ Senior leadership may respond to the EOC to support the decision-making and coordination process
Full	▪ OEM staff and a *full complement* of agency liaisons staff the EOC, typically more than three emergency support functions are represented ▪ 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 the sections that follow. The EOC management structure is further elaborated in the *City of Philadelphia EOC Manual*.

Table 3.6 – 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 Policy Group.
Citywide Operations Section	Citywide Operations coordinates and supports interagency operations through an ESF structure.
Citywide Planning Section	Citywide Planning maintains situational awareness through the generation of regular situation reports, data tracking and analysis, and GIS activities. Future planning is also conducted during complex events with both Incident Action Plans and function-specific concepts of operations when warranted.
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 Finance & Administration Section	Citywide Finance & Administration provides procurement and public assistance support services to departments and agencies.

Figure 3.3 – Emergency Operations Center Organization
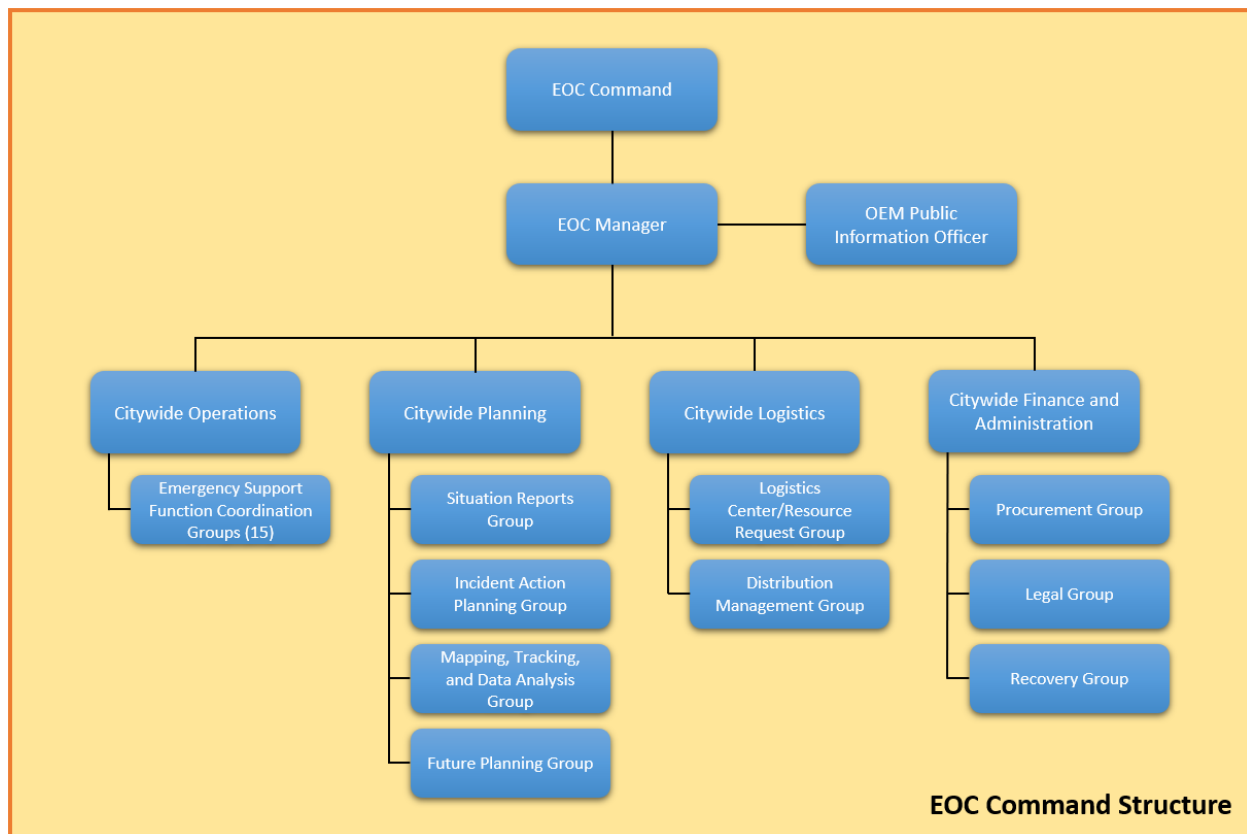
Incident Command Post/Emergency Operations Center Interface

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

Table 3.7 – Operations and Communications Center List

Operations/Communications Center	Posture	Description
American Red Cross	24/7/365	The ARC's 24-hour call center coordinates regional Red Cross response and recovery operations.
Delaware River Port Authority	24/7/365	The Delaware River Port Authority is available 24/7 for coordination of traffic or emergency response on the Benjamin Franklin Bridge, Walt Whitman Bridge, and Betsy Ross Bridge.
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.
National Weather Service - Mount Holly	24/7/365	NWS – Mount Holly is the Philadelphia region's Weather Forecast Office and is available 24/7 as an official source of weather information, forecasting, and warning.
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 for the City of Philadelphia.
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 is a virtual call center that conducts internal agency notifications and facilitates communications with other agencies during major health response operations.

Operations/Communications Center	Posture	Description
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.
Philly311	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.
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.
United States Coast Guard Sector Delaware Bay	24/7/365	The Coast Guard's local watch center is responsible for incident coordination involving the Delaware River and tidal portions of the Schuylkill River.

In the following diagram, 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 3.4 – City of Philadelphia Incident Command System/Emergency Operations Center Interface
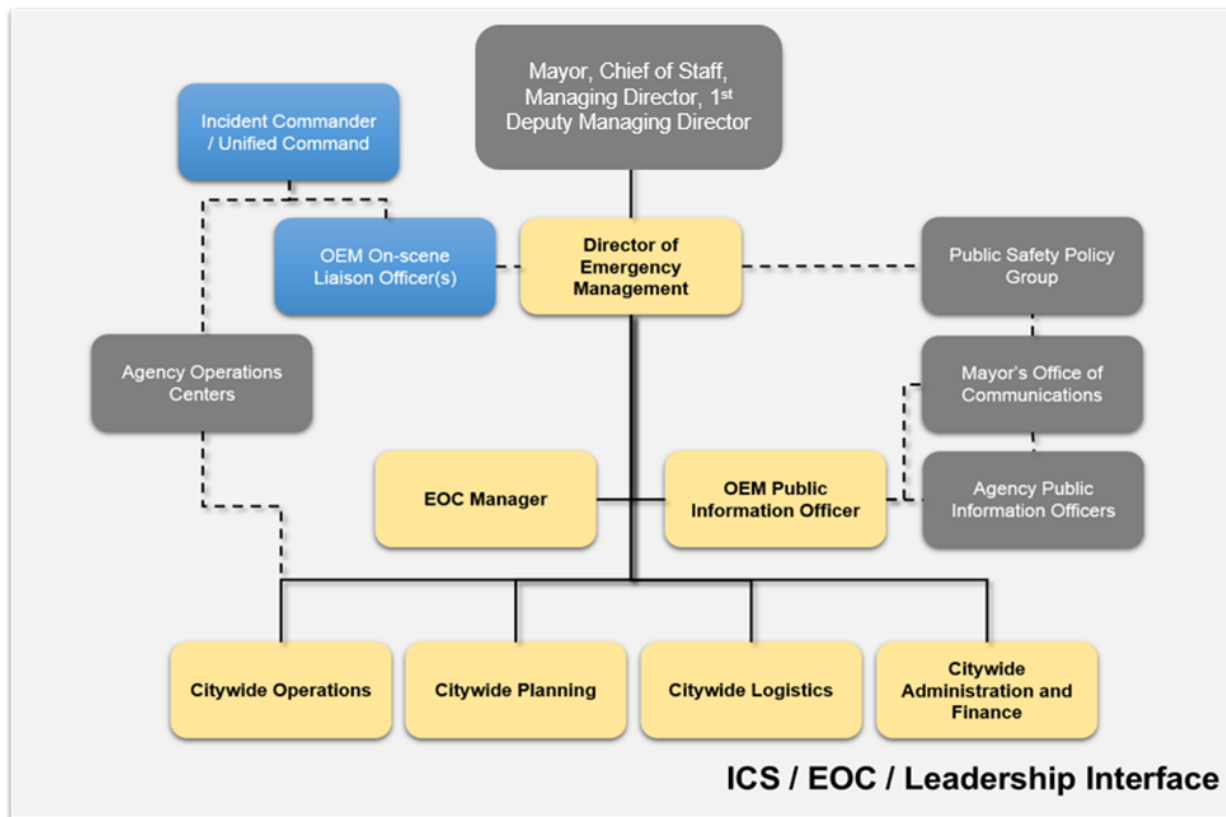
3.7: Information Collection, Analysis, and Dissemination

3.7.1: Philadelphia Regional Integration Center

The Regional Integration Center (RIC), OEM's 24/7 watch center, routinely monitors public safety radio communications, transportation radio communications, open-source media, social media, traffic cameras, websites, and automated systems to maintain situational awareness of events occurring in and around Philadelphia. The RIC also engages operations centers, call centers, and dedicated liaisons from a range of partners to collect and disseminate incident information.

The Regional Integration Center routinely engages with the 24/7 operations centers of the Philadelphia Fire Department, Philadelphia Police Department, Delaware Valley Intelligence Center, and the operations centers of various utility and transportation partners for information collection. The RIC also serves as the communications hub for field-deployed OEM personnel.

In addition to engagement with operations centers, the RIC maintains an extensive Liaison List with partners from both the public and private sectors that may be engaged for a range of incidents. Liaison engagement is often dependent on incident needs, location, or impact.

The RIC disseminates collected incident information in a range of ways. RIC Notifications are running reports that capture incident information as the incident is occurring and developing. These Notifications are delivered to varying partner agencies as dictated by incident type. For example,

incidents that involve a law enforcement matter are not distributed to utility partners, while information on utility outages is. The RIC additionally issues a once-daily situational awareness report (DSAR) that highlights both the previous 24 hours of operations as well as a 24-72 hour forecast of expected operations. This report is delivered to City and public safety leadership. Finally, the RIC shares incident information with regional partner agencies through a variety of online situational awareness platforms.

3.7.2: Delaware Valley Intelligence Center

The Delaware Valley Intelligence Center (DVIC) is hosted and sponsored by the PPD. The (DVIC) serves as the regional fusion center for a twelve-county area of responsibility covering parts of Pennsylvania, New Jersey, Delaware, and Maryland. The DVIC's mission involves information and intelligence sharing and intelligence analysis.

DVIC supports the mission of the fusion center through various operational support and analytic functions. These functions include processing requests for information (RFIs), managing the Suspicious Activity (SAR) and Terrorist Screening Center (TSC) programs, information sharing, production of analytic products to include Special Event Risk Assessments and Snapshots, Officer Awareness bulletins and Situational Awareness bulletins. The information sharing and production of analytic products are focused on the identified mission areas of the DVIC - Terrorism, Drug Trafficking, Human Trafficking, Cyber, and Critical Infrastructure/Key Resources.

3.7.3: Pennsylvania Criminal Intelligence Center

Pennsylvania Criminal Intelligence Center (PaCIC) is under the control and supervision of the Pennsylvania State Police (PSP). The mission of PaCIC is to collect and analyze information from a multitude of sources to provide stakeholders with actionable intelligence and investigative support to enhance public safety and protect the infrastructure of Pennsylvania from terrorism and other criminal activity.

The PaCIC provides information collection, analysis, and dissemination support to the City of Philadelphia, primarily through the PPD and DVIC.

3.7.4: Commonwealth Watch & Warning Center

The Commonwealth Watch & Warning Center (CWWC) is a function of the Pennsylvania Emergency Management Agency (PEMA). The mission of the CWWC is to maintain 24/7 situational awareness of all hazards – either natural or human-caused – that may require state response or may be of interest to PEMA leadership. It also serves as the commonwealth's warning point to alert citizens and notify other governmental, non-governmental, and private partner agencies of emergent critical information concerning life safety and property preservation.

The CWWC provides information collection, analysis, and dissemination support to the City of Philadelphia, primarily through OEM.

3.7.5: Other Counties Emergency Management and Public Safety Answering Points

The City regularly shares and receives information and intelligence with surrounding counties through their emergency management coordinators and/or their public safety answering points (PSAP). This includes the Bucks County Emergency Services Division, Chester County Department of Emergency Services, Delaware County Emergency Services, Montgomery County Department of Public Safety,

Camden County, Camden County Office of Emergency Management, and the New Jersey Regional Operations and Intelligence Center (ROIC).

3.8: Operable/Interoperable Communications

Emergency responders rely on interoperable and redundant communications systems for mission-critical communications. The City's Office of Innovation and Technology (OIT) maintains core systems for City departments and partner agency integration. These systems are integrated into incident facilities including Police Radio, the Fire Communications Center, the Emergency Operations Center, and the Mobile Command Post. A standing 911 System Users Group meets to address joint priorities. One primary way that interoperable communications are achieved is through in-person integration at incident command posts and the Emergency Operations Center.

To support interagency operations across multiple sites, the City of Philadelphia maintains and operates an 800 MHz radio network, has deployed FirstNet cellphones with Government Emergency Telecommunications Service (GETS)/Wireless Priority Service (WPS) support and VOIP digital phones across City services, and has invested in other commercial network and satellite-based communications platforms. The City has worked to integrate systems with SEPTA and university-based public safety departments, as well as maintains direct UHF and VHF access and established interoperable radio solutions for the Southeastern Pennsylvania Counties.

Web-Based platforms, which are hosted by OEM and partners, are web- and local server-based and supported by the CityNet redundant high-speed and secure network. In areas where CityNet is not available, modular modems are utilized on the 4G and 5G wireless networks with satellite and local microwave services as a backup. The EOC also has several partner agency systems, which are used during severe outages or incidents and include Pennsylvania Emergency Management Agency's (PEMA's) Satellite Emergency Voice Alerting Network (SEVAN), National Warning System (NAWAS) private telephone system for intergovernmental communications, PEMA OpenSky radio system for interoperability, federal interoperability radio channels, and mobile satellite phones and data.

Digital platforms used in the PSAPs, EOC, RIC, and in the field help enhance operations, situational awareness, and security. The City employs a web-based mass notification system for alerts to the public as well as to City employees across landline, cellular, email, and other contact methods. The City has two direct methods for delivering public warnings through the Emergency Alert System which can be targeted areas or citywide. A video management platform is shared by users in the City and integrates hundreds of cameras into the Real-Time Crime Center, EOC, RIC, and field incident command. Regional traffic cameras are shared by PennDOT. Three web-based incident management platforms offer means for creating a common operating picture with City, regional, state, and private hospital-based partners.

Recognizing the best practices of the National Emergency Communications Plan (NECP), the City constantly analyzes the use of communications with a mind toward a whole community approach, keeping interoperability at the forefront and keeping the framework resilient with secure emergency communications no matter the incident. The City routinely plans, trains, and exercises with local, regional, and national partners for interoperability.

3.9: Intergovernmental Coordination and Resource Support

OEM, through the EOC, leads intergovernmental information sharing, operational coordination, and resource requests during emergencies. OEM works laterally with other agencies, counties, and those with a standing mutual aid agreement, as well as vertically with the Commonwealth of Pennsylvania and other levels of government when appropriate.

Information Sharing
OEM regularly exchanges information with the state through the Pennsylvania Emergency Management Agency's (PEMA's) Commonwealth Response Coordination 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 video conferencing. 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 centered around the incident action planning cycle.

Resource Support
As a major municipal government, the City of Philadelphia maintains considerable resources and capabilities. Furthermore, the City participates in 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 partner agencies.

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

- **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.
- **Mutual Aid and Partnerships**
  - The City of Philadelphia may fulfill resource requests through the Southeastern Pennsylvania Regional Task Force (SEPA Counties). 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 six counties in the Southeastern Pennsylvania region: Berks, Bucks, Chester, Delaware, Montgomery, and Philadelphia.
  - Voluntary Organizations Active in Disaster (VOAD) routinely support incidents in the City of Philadelphia. This is activated based on standing agreements or routine practice.

- Other partners include governmental entities with overlapping jurisdiction, such as university campus police, SEPTA Transit Police, the United States Coast Guard, and the National Park Service.

- **Pennsylvania Emergency Management Agency (PEMA):** The City of Philadelphia may request emergency assistance via PEMA from the 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). While the City can engage directly in IMAS, PEMA can be requested to help facilitate the requests.
  - Commonwealth support may come via state agencies, state contracts, or the Pennsylvania National Guard, at the discretion of Commonwealth authorities.
  - 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), though this decision is at the discretion of Commonwealth authorities.

- **Federal Emergency Management Agency (FEMA):** If local, regional, and Commonwealth resources are exhausted, PEMA may route requests to the Federal Emergency Management Agency (FEMA) for fulfillment by the Federal government or U.S. military.

Figure 3.5 – Resource Request Sources by Priority
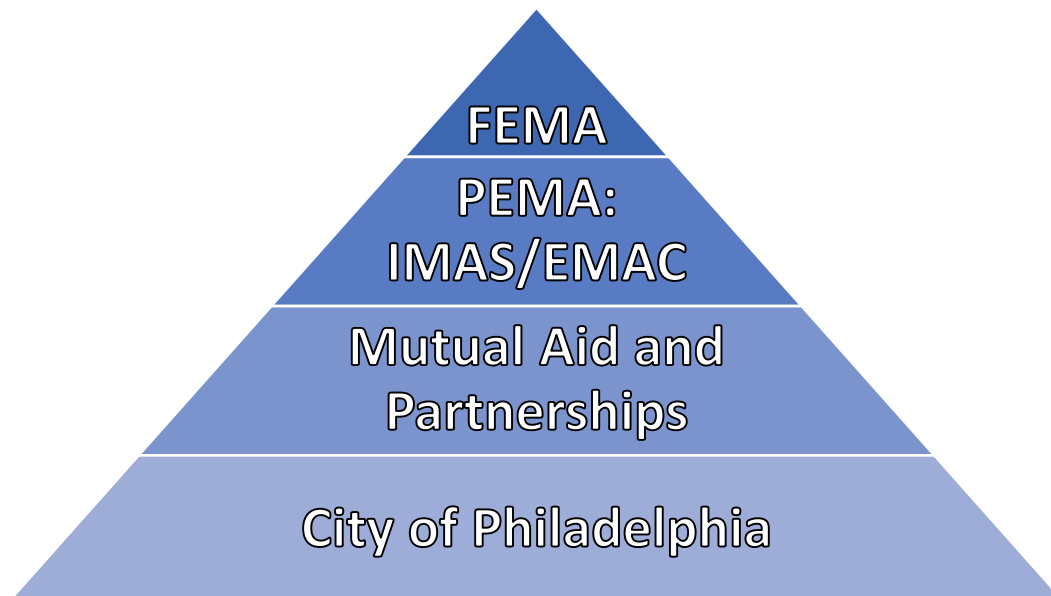
3.10: Public Information and Alert & Warning

The City provides accurate, coordinated, and actionable information as promptly as possible to the whole community through all proper communications platforms while considering accessibility and language access needs to relay hazards, mitigation efforts and protective actions, services, and assistance being made available to the community. The City uses a tiered approach in delivering public information and many departments and agencies maintain their own capabilities for delivering press releases and social media. More information can be found in the *Public Information Plan and Joint Information Center Plan*.

Figure 3.6 – City of Philadelphia Public Information Platform Tiers
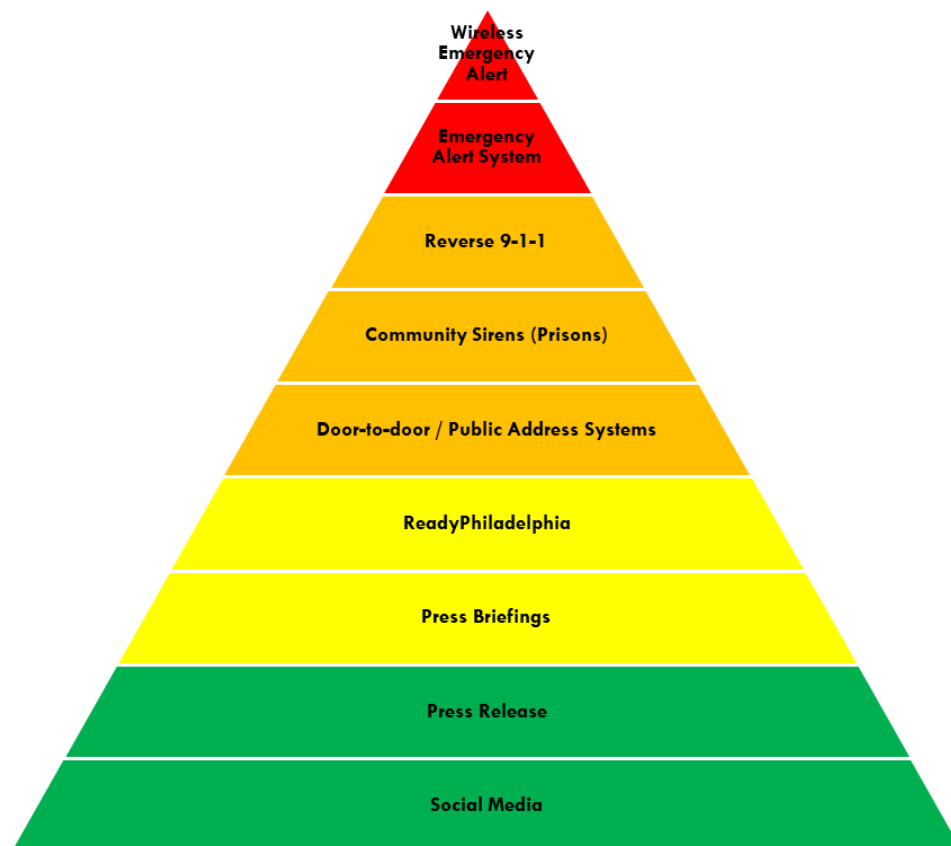
To ensure consistent, one-voice messaging with stakeholders to avoid confusing and conflicting public information, a Crisis Communications Group is created before, during, and/or after a complex event. The group consists of internal and external agencies' communications representatives who are connected via email, phone, virtual, or in-person and is led by the Mayor's Office of Communications with designated lead agencies and assignments. The group is used to inform, de-conflict, and present a common understanding of departmental information before it becomes public.

If a response requires ongoing multi-agency communications coordination and publication of information, the Mayor's Office of Communications may create a Joint Information Center (JIC) to create

a space for tracking media inquiries and to create official, vetted information for social media or media release.

Publication of information can be through OEM and city-managed communications assets on social media, digital media, news media, fliers, door-to-door and public address, Philly311, sirens, the Emergency Alert System, and ReadyPhiladelphia through blogs, press releases, media interviews, live-streamed press conferences, social media posts, and protective actions statements. PennDOT and PEMA can utilize highway message boards. The PA State Police disseminates Amber Alerts and the National Weather Service disseminates weather-related imminent threat alerts.

3.11: Finance and Administration

Citywide Finance and Administration supports the purchasing, financial, and administrative coordination of a response. This includes liaising between City central departments (Procurement, Finance, Budget, CAO, Law, Managing Director's Office (MDO), and Recovery) and operational departments.

During a response, OEM will contact and when necessary, bring into the EOC, a representative from the City's Procurement Department. OEM will also request a representative from Budget and/or Finance be available 24/7 during a response. OEM will contact and/or convene the Finance and Administration Steering Committee, comprised of representatives from City central departments, whenever an event is anticipated to need procurement, is likely to be a reimbursable event, or is requested by an operating department for assistance.

The OEM/EOC Finance and Administration Section will work with the central department representatives to find purchasing and contracting solutions for resource and professional service needs. This may include existing contracts, emergent contracting, purchase card use, or other solutions. OEM/EOC Finance and Administration Section will also work with central and operational departments to ensure communication and action is taken regarding potentially reimbursable activities, which would require tracking of personnel straight time, overtime, equipment usage, and contract usage.

4.0: Plan Requirements, Maintenance, and Distribution

This Plan has been written to the guidance of the *Comprehensive Preparedness Guide (CPG) 101 - Developing and Maintaining Emergency Operations Plans*[12].

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 three 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, Emergency Management Council, and designated departmental emergency management liaisons.

OEM conducts several different planning efforts, including hazard-specific plans, functional plans, playbooks, and incident action plans.

Hazard-based plans describe how departments and organizations will organize and act to manage a specific hazard event such as a hurricane or winter storm. These plans integrate and synchronize elements from relevant functional plans and add hazard-specific context and tactical considerations. OEM maintains a limited number of hazard-based plans including the Severe Weather Plan, Citywide Excessive Heat Plan, and Winter Weather Emergency Plan.

Functional plans describe how departments and organizations will organize and act to perform a specific mission or service in any number of contingencies. The majority of OEM plans are functional in nature. Functional plans may be activated in various combinations in order to flexibly meet the operational requirements of a given contingency. Examples include the Mass Care Plan, Mass Casualty Plan, and Public Assistance Plan.

Incident action plans are special event or significant no-notice event planning documents detailing command and control and public safety, communications, transportation, public information, and event-specific policies and procedures.

Playbooks are slimmed-down planning products produced via a deliberative or "hasty planning" process to address emergent threats or specific contingencies. Playbooks synchronize and integrate standing agency and interagency plans and operations into a single operational document.

Plans maintained by OEM are intended to be updated on a regular schedule. Hazard-specific plans will be reviewed annually. Functional plans are intended to be reviewed every two years. Playbooks are developed and updated on an ad hoc basis and may develop into a full hazard-specific or functional plan. Incident action plans are developed for specified events and expire once the event concludes. Continuity of Operations Plans are intended to be reviewed every two years. The Hazard Mitigation Plan is intended to be reviewed every five years.

A listing and description of these plans can be found in Appendix D.

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[12] https://www.fema.gov/sites/default/files/documents/fema_cpg-101-v3-developing-maintaining-eops.pdf

Enforceability

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

Execution

This plan provides the standing framework for the management of natural disasters, accidents or failures, 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. The plan is distributed to City Council and all OEM liaisons and is also available on the City's website.

Appendix A: Authority and References

Authority

1. Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707.
2. The Pennsylvania Emergency Management Services Code 35 Pa. C.S. Section 7101-7707, as amended.
3. The Philadelphia Code § 10-819.
4. 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, 2021.
3. Pennsylvania Emergency Management Agency, Emergency Management Directive 2018-01, (Requirements for the Preparation, Review, and Update of County and Municipal Emergency Operations Plans (EOP) and Accompanying Documents).
4. Pennsylvania 2018 Hazard Mitigation Plan.
5. FEMA, Comprehensive Preparedness Guide (CPG) 101 - Developing and Maintaining Emergency Operations Plans V3.0, September 2021.
6. Southeastern Pennsylvania Regional Task Force, Threat and Hazard Identification and Risk Assessment (THIRA): Philadelphia. December 2022.
7. Southeastern Pennsylvania Mutual Aid and Intergovernmental Cooperation Agreement. Signed October 23, 2009. Amended May 2022.

Appendix B: Glossary and Definitions

<u>Activate</u> – To start or place into action an activity or system.

<u>Control</u> – 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.)

<u>Coordination</u> – 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.)

<u>Deploy</u> – To move to the assigned location in order to start operations.

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

<u>Disaster</u> – A natural, technological, or human-caused event that has a large-scale adverse effect on individuals, the environment, the economy, or property.

<u>Human-caused Disaster</u> – Any intentional act by an adversary. This includes terrorism, acts of vandalism or sabotage, and civil unrest which threaten or cause substantial damage to property, human suffering, hardship, or loss of life.

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

<u>Technological Disaster</u> – Any infrastructure or industrial incident, transportation accident, explosion, conflagration, power failure, natural resource shortage, or other condition, resulting from human causes, whether unintended or deliberate which results in substantial damage to property, hardship, suffering, or possible loss of life.

<u>Disaster Emergency</u> – 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.

<u>Emergency Alert System (EAS)</u> – An system where radio and television broadcast 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, 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. The use of ESFs allows for planning, training, and organization to be made without consideration for the cause.

External Affairs – 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).

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 the 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 prescribed 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 are neither available nor provided for at the respective levels of government.

Appendix C: Selected Acronyms

COOP – Continuity of Operations Plan

CP-1 - Mobile Command Post 1

DEM - Deputy Managing Director for Emergency Management

DRPA - Delaware River Port Authority

DVIC - Delaware Valley Intelligence Center

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 All-Hazard Mitigation Plan

HSEEP - Homeland Security Exercise and Evaluation Program

IC - Incident Command

ICS - Incident Command System

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

RTCC - Real Time Crime Center

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

VOAD - Voluntary Organizations Active in Disasters

Appendix D: Stand-alone Plans

The following is a listing of OEM's current stand-alone plans.

Plan Title	Description
All-Hazard Mitigation Plan	The City of Philadelphia 2022 All-Hazard Mitigation Plan is an aspirational plan to mitigate, or reduce the risk, to natural and human-caused hazards to improve the safety and resiliency of our City. Hazard mitigation is a sustained action taken to reduce or eliminate impacts of natural or human-made hazards including preventing loss of life and damage to property.
Animal Plan	This plan outlines roles and responsibilities and gives senior-level managers, agency Emergency Management Liaisons, and private and non-profit agencies guidance in making the many complex decisions that may be necessary during situations in which companion animals accompany displaced individuals as well as the inclusion of animal issues in larger emergency management operations.
CHEMPACK Distribution Plan	This plan establishes a mechanism to provide emergency medical personnel and hospital staff the ability to treat individuals exposed to nerve agents. This plan defines the processes for recognizing an incident requiring the use of nerve agent antidote as well as establishing procedures for responding to a nerve agent release and for managing and maintaining CHEMPACK materials.
Continuity of Operations Plan	This plan addresses the continuity of operations in emergencies from an all-hazards approach. It establishes agency policy and guidance to ensure the execution of mission-essential functions and directs the relocation of personnel and resources to an alternate facility capable of supporting operations.
Damage Assessment Plan	This plan establishes a scalable framework to coordinate the citywide response to an event that causes significant damage to City buildings and infrastructure and/or to private property. This plan includes information on the coordination of the activities between multiple agencies to facilitate recovery; supports other response and recovery activities, such as debris removal, transportation management, interim and long-term housing, and utility restoration; and supports requests for local, state, and federal resources, including disaster declaration assistance.
Debris Management Plan	This plan establishes a scalable framework to coordinate the citywide response to events that generate significant amounts of debris. This plan includes information on the organizational structure and guidelines for the clearance, removal, staging, reduction, recycling, processing, and disposal of disaster debris; the plan maximizes reimbursement opportunities through FEMA Public Assistance by ensuring debris management operations are conducted in accordance with program guidelines.
Emergency Alert System Plan	This plan provides operational guidance on how and when to utilize the Emergency Alert System for the City of Philadelphia. The plan illustrates the responsibilities of agencies directly involved with EAS message transmission in Philadelphia, including OEM, the Pennsylvania Emergency Management Agency (PEMA), and the National Weather Service (NWS).
Electricity Disruption Plan	This plan defines the policies and procedures for managing response activities and recovery operations related to power disruptions. This plan complements federal, state, private sector, and departmental operational procedures by integrating

Plan Title	Description
	them into a citywide response rubric. Additionally, this plan outlines agency roles and responsibilities and provides decision-making guidance for senior-level managers.
Energy Assurance Plan	This plan has been developed through coordination with the private and public sectors to enhance Philadelphia's readiness for energy emergencies of all causes. The plan describes energy systems (primarily electricity, natural gas, and petroleum), identifies current local capabilities and gaps, and develops strategies to address capability gaps.
Excessive Heat Plan	This plan outlines roles and responsibilities and establishes a coordinated approach to the management of excessive heat events. The plan describes the City's actions relating to preparedness, response, and post-event response and review procedures.
Family Assistance Services Plan	This plan establishes a scalable framework to coordinate the delivery of family assistance services immediately following a significant incident through short-term recovery. Those services include the facilitation of family reunification; provision of mental health support including bereavement support, counseling, and spiritual care; and delivery of reliable and timely information about response and recovery efforts.
Hazardous Materials Plan	This plan establishes a coordinated approach to the management of hazardous material incidents within the City. This approach includes interagency coordination and decision-making among City, state, and federal policymakers during hazardous materials incidents, the process of requesting additional resources from state, federal, and military agencies, using human and material resources to identify hazardous materials released and appropriate decontamination procedures, establishing a public information protocol for hazardous materials incidents, and identifying considerations to assist with the mitigation of groundwater, sewer, and water supply contamination risks.
Healthcare Facility Evacuation Plan	This plan outlines agency-specific roles and responsibilities and establishes a coordinated approach to the shelter-in-place or evacuation of a healthcare facility. This plan includes an explanation of the process for notification and initial response by City agencies and response partners to assist healthcare facilities during an incident, describing the role of the Healthcare Coordination Desk to support affected healthcare facilities, identifying supporting transportation and resources available to support evacuation operations, and outlining the process for tracking patient movement
Human Services Recovery Plan	This plan is designed to be scalable and address different human services needs that may arise in a disaster. This plan does not address long-term recovery operations; but focuses on the short-term provision of human recovery resources. The plan is also designed to complement other existing emergency plans.
Limited English Proficiency Plan	This plan establishes effective guidelines, consistent with Title VI of the Civil Rights Act of 1964 and the Mayor's Executive Order of September 29, 2008, for personnel in the OEM to follow when providing services to, or interacting with, individuals who have Limited English Proficiency (LEP).
Mass Care & Shelter Plan	This plan establishes a coordinated approach to the citywide response to events that have the potential to create the need for temporary shelter, congregate feeding, basic first aid, and related services during a large-scale event. The Mass

Plan Title	Description
	Care & Shelter Plan is designed to be scalable and address sheltering operations from small no-notice operations that require a single shelter to citywide events requiring the opening of multiple shelters. This plan exclusively focuses on service provision in congregate care settings.
Mass Casualty Plan	This plan outlines roles and responsibilities and establishes a coordinated approach to the management of an event with a large number of casualties. The plan ensures prompt notification of all response partners of a Mass Casualty Incident; establishes a mechanism to establish on-scene command, facilitate interagency coordination, and ensure the safety of responders and the public; outlines the triage, treatment, and transport of patients from the scene to definitive care; institutes a process for supporting hospitals; and clarifies the procedure to activate mutual aid and pre-designated non-municipal ambulance companies.
Mass Fatality Plan	This plan establishes a scalable framework to coordinate the citywide response to an event that causes a significant number of fatalities. Specifically, the plan ensures that the City will conduct an initial assessment of the scene, develop an operational plan to address each function of the mass fatality response, and then brief leadership from key stakeholder agencies. The plan also ensures that the City conducts fatality recovery operations, conducts morgue operations, and addresses the basic needs of family members in the aftermath of a mass fatality incident.
Mental Health Response Plan	This plan outlines the resources and services available during a major incident requiring mental health support. This plan may be implemented as part of a larger incident or may be activated independently.
Public Assistance Plan	OEM developed this plan to coordinate the Federal Emergency Management Agency's (FEMA) Public Assistance Program. This plan reviews the roles and responsibilities of the Office of Emergency Management, City partners, and eligible private nonprofit (PNP) organizations to apply for, manage, and receive Public Assistance following a major disaster.
Public Information and Joint Information Center Plan	This plan establishes the coordination of public information activities during emergencies, disasters, and other situations, such as pre-planned, large-scale special events. This plan provides a detailed overview of activating, managing, staffing, and deactivating a Joint Information Center as well as detailed information on disseminating messages to the public, media, and other key stakeholders, including those with functional needs, using a variety of communications tools.
Repatriation Operations Plan	This plan outlines the return of citizens to the United States; the provision of temporary services, care, and support to United States citizens upon their return to the United States; coordination with Federal, Commonwealth, City, and private nonprofit response partners; and the rapid activation and stand-down of repatriation operations.
Resource Management Plan	This plan establishes the foundations of a citywide resource management system. This system establishes a common operating picture for select high demand/limited supply resource availability, clarifies emergency unmet needs request procedures, establishes resource request prioritization criteria, and

Plan Title	Description
	promotes real-time tracking of requests from inception through fulfillment and demobilization.
Severe Weather Plan	This plan outlines critical roles and responsibilities and establishes a coordinated approach to the management of severe weather events. The plan establishes a process for monitoring weather conditions and identifies triggers for enhanced coordination; coordinates field operations during all phases of a severe weather event; outlines opportunities for post-disaster Federal assistance; and describes processes for the development and dissemination of information to the public during all phases of a severe weather event.
Steam Disruption Plan	The plan outlines agency-specific roles and responsibilities and establishes a unified approach to the management of steam disruption events. Specifically, the plan establishes a process for notifying City agencies and critical steam users of a disruption; coordinates impact assessments; outlines opportunities for supporting impacted facilities; and describes processes for requesting assistance in locating and obtaining resources to support facility operations and steam system restoration.
Volunteer and Donations Management Plan	This plan establishes a scalable framework to coordinate all types of volunteers and donations after a significant incident through short-term recovery. This plan provides the City with a clear understanding of voluntary agencies' capabilities; establishes a process for accepting spontaneous volunteers and donations; and identifies potential volunteer roles to support disaster response and recovery.
Winter Weather Plan	This plan outlines agency-specific roles and responsibilities and establishes a citywide approach to the management of winter weather events. The plan establishes a process for monitoring weather conditions and triggers for enhanced coordination; coordinates ongoing field operations; outlines opportunities and procedures for providing disaster assistance; and reviews processes for developing and disseminating information to the public during all phases of a weather event.