

CITY OF PALO ALTO

Terrorism Response Plan 2001

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Introduction

In the wake of the World Trade Center, incident terrorism has become a critical issue facing our community, emergency response teams and City officials. This plan will augment the City of Palo Alto Emergency Response Plan.

Mission Statement

To prepare the various departments/agencies within the City of Palo Alto to perform safely and effectively during a terrorist incident

Terrorism Plan Mission Statement

To develop a coordinated response plan that ensures the highest degree of public safety during a terrorist incident.

Concept of the Operations

This annex and portions thereof will be implemented as directed by the City Manager, Director of Office of Emergency Services (OES) or Incident Commanders as appropriate.

The SEMS functions for a terrorism response are indicated in Attachment A, Terrorism SEMS Functions.

In accordance with the California Terrorism Response Plan, this plan reflects two new terms in the emergency management field:

Crisis Management-This term is the law enforcement response to the causes of terrorist incidents, terrorists and their weapons. It includes measures to identify, acquire and plan the use of resources need to anticipate, isolate and prevent and/or resolve a threat or act of terrorism.

The federal government exercises lead authority and responsibility in crisis management. The federal crisis management effort is lead by the Federal Bureau of Investigation (FBI) with the assistance from other federal, state and local agencies as necessary.

Consequence Management-This term refers to the consequences of terrorism, the effects upon people, their property and their communities. It includes measures to protect public health and safety, restore essential government services and provide emergency relief to government, businesses and individuals affected by the consequence of terrorism.

The State of California and local agencies exercise lead authority to make decisions regarding the consequences of terrorism. Under California SEMS, this authority would normally rest with the incident commander and local emergency services agencies. The federal government provides assistance as necessary. The Federal Emergency Management Agency (FEMA) coordinates federal agencies consequence management support with the State of California.

Threat Analysis for Terrorism

Pursuant to the California Terrorism Plan, upon receiving a terrorist threat, the City of Palo Alto will advise the San Francisco Field Office of the Federal Bureau of Investigation, Bay Area Joint Terrorism Task Force.

Depending on the nature and scope of the threat the Palo Alto Police Department may also notify our surrounding agencies and the Santa Clara County Sheriff's Office. The Santa Clara Operations Area Office will also be advised.

The City of Palo Alto has developed a Terrorism Working Group, which addresses generic planning concerns. Represented in this group are members from the Police Department, Fire Department, Public Works and Utilities. These groups work together and address issues on Operations and Resources, Communications and Intelligence, Preparation and Training and Policy Development.

Management

Management assignments and responsibilities are reflected in "Terrorism SEMS Functions", Attachment A.

Mental Health Support and Psychological operations will be essential elements of the terrorism response approach.

Organizational Structure

The City of Palo Alto EOC will activate the appropriate SEMS functions based upon the terrorist threat or actual incident.

The following personnel will be assigned to the Federal Joint Operations Center (JOC) if the JOC is activated and representatives are requested:

- Representative to Consequence Management Group: Palo Alto Fire Department Staff person (minimum staffing-1 per shift).
- Representative to Crisis Management Group: 1 Staff person from the Palo Alto Police Department. (Minimum staffing-1 per shift).

If the FBI activates its Incident Command Post, the Palo Alto Police Department will provide a representative (preferably a Sergeant or Lieutenant, minimum staffing-one per shift).

The City of Palo Alto will also provide a representative to and participate in, the Unified Command, once established.

Coordination of Disciplines

The City of Palo Alto will utilize multi-agency, multi-discipline coordination in its response to a terrorist threat or event.

A Unified Command will be established from the various agencies with responsibility for the incident. The Unified Command will facilitate coordination among agencies and disciplines.

Staffing in the Palo Alto Police Department Communications Center will be supplemented to make notifications and expedite emergency response activities. A Division Coordinator and/or Communications Manager who has received terrorism response training will be assigned to oversee dispatch operations.

Areas of special concern may be:

- Coordination with Health Care Facilities

- Coordination with outside Public Safety Answering Points for law enforcement, fire and/or Emergency Medical Service activities
- Coordination with education and child care facilities
- Animal care issues, including care, shelter and possible public health concerns
- A contact number for family members of City employees to leave messages for their loved ones

Inclusion of Non-Profit Organizations and Private Businesses

Non-Profit organizations, such as the American Red Cross, and private business concerns will be involved in the City of Palo Alto's terrorism response planning.

The City of Palo Alto EOC will contact the appropriate non-profit organizations and private businesses in the event of a potential threat or actual event.

Public Information Officer

The City of Palo Alto is committed to a proactive public information program during a terrorist threat or actual event. In such circumstances, only one individual will be authorized to make any statements to the press. The EOC Director or his/her designee will authorize all press releases.

The City of Palo Alto Police Department and Fire Department have developed some standardized terrorism response public information messages that may be used during an event.

The Public Information Officers will also involve mental health professionals in public information as needed.

The assigned Public Information Officers will be brought into response planning activities as soon as practical during a terrorist threat or actual event.

If the federal government establishes a Joint Information Center (JIC), the City of Palo Alto will assign a representative to the JIC. This PIO will maintain a presence at the JIC as long as determined by the situation.

Notification to citizens via the automated Community Alert System will be made as soon as possible.

Notification via radio and television will be made as soon as possible.

At the earliest convenience updates and important information will be placed on the City's website.

Safety and Security

During a potential threat or actual event, employee safety and operational security will be key concerns for the City of Palo Alto's staff. Safety and security procedures will also be implemented for all command posts and other operational sites. The Palo Alto Police Department will serve as lead for security functions.

If the Police Department needs additional security assents, they will be requested through mutual aid or obtained through outside sources, i.e. private security firms.

For the safety of City personnel, security video cameras are strategically located throughout the building:

Information Sharing and Dissemination

The threat of a terrorist act or actual terrorist event raises significant issues regarding information sharing and dissemination. Security and confidentiality concerns must be weighed against operational needs and public interest.

The notification of a potential terrorist threat and subsequent updates will be made verbally through the most secure form of landline available. Written confirmations of notification and updates will be used. Emergency response personnel will observe communication security procedures. **Sensitive information shall not be communicated by cell phone or radio.**

The following systems will be used by the City of Palo Alto to disseminate information:

- CLETS (California Law Enforcement Telecommunications System) Advisory Network – Utilized for sending and receiving sensitive/confidential law enforcement information on the local, state and national level.; **Santa Clara County EOC**
- ERIC – Emergency Response Incident Command
- Palo Alto Communications Unit: for field operations.
- RIMS – Resource Information Management System / <http://rimscoastal.oes.ca.gov>
- REDNET – Low Band Radio Frequency used by Santa Clara County Communications Centers to alert other centers of the potential need for fire mutual aid and apparatus and to request mutual aid apparatus. Utilized for emergency operations and notifications only.
- LAWNET – Low Band Radio Frequency used by Santa Clara County Communications Centers as a coordination channel for law enforcement emergency requests for additional resources during an emergency. Utilized for emergency operations and notifications only.
- Fire WHITE – a statewide Fire channel primarily used as a travel frequency for fire mutual aid resources during emergency incidents.

The City of Palo Alto EOC will have scheduled briefings for EOC Staff and other emergency response personnel. If the federal JOC, federal ICP, Incident Unified Command, or JIC are operational, the City of Palo Alto's EOC will coordinate briefing times, reporting approaches and news releases as much as possible with its federal counterparts, as well as will the other SEMS level. Each Field Briefing will include an update from the EOC

Office of Emergency Services

The City of Palo Alto OES will be responsible for updates and maintenance of this plan. The City of Palo Alto OES will be responsible for management of OES operations. The City OES will also provide staff for key positions at other locations.

EOC – Police

Within the EOC, the Palo Alto Police Department will assume the security function. The Police Department will also function as a conduit for crisis management issues. Potential areas that the Police Department may address include:

- Law enforcement Mutual Aid
- Evacuation (mass and spontaneous)
- Intelligence concerns
- Investigative guidelines
- Hostage situations
- Use of Force
- Bomb Procedures
- Facility and personnel procedures
- Use of Special Weapons and Tactics (SWAT) Team

EOC – Fire

- Potential areas the Fire Department may address include:
- Support to Crisis Management activities
- Fire and rescue mutual aid
- Support to hazardous materials operations
- Coordination with EMS, County Health and local hospitals
- Evacuations (mass and spontaneous)
- Coordination with public works and utilities

EOC – Administration

The City Manager will oversee the administrative function within the EOC.

EOC – Finance

The City Budget Officer will oversee the finance operations within the EOC and will insure that costs for a potential or an actual event are tracked in a timely manner.

Operations

The Operations Chief will be either a Police Department Staff Member or Fire Department Staff Member depending upon the situation and availability.

The Operations Section is responsible for the management of all operations directly applicable to the primary mission. The Operations Chief activates and supervises organization elements of the Terrorism Response Plan. The Operations Chief also directs the preparation of unit operational plans, requests or releases resources, makes expedient changes to the Terrorism Response Plan as necessary; and reports such to the Incident Commander.

Operations – Police

The Police Department will be the lead for crisis management, perimeter security, access control, traffic/crowd control, evacuations, notifications and safeguarding evidence. Crisis management activities may include investigation, tracking and maintaining scene integrity as well as locating and interviewing possible witnesses/suspects. The Police Department will also coordinate coroner issues with issues.

It will also assist with damage assessments and fatalities management. The Police Department will request law enforcement mutual aid if needed to accomplish these functions.

Operations – Police/Communications Unit

The Palo Alto Emergency Dispatch Center will serve as the initial threat assessment point. Public Safety Dispatchers receiving a call of a suspected Weapons of Mass Destruction (WMD) such as anthrax, shall adhere to the following procedures:

- Note the call source (9-1-1, 7-digit emergency, cell phone, business line, etc.)
- Exact wording of the threat
- Exact wording of what was said
- Location of WMD
- Method of dispersal
- Quantity dispersed
- Description of substance or device

Credible Threats – Biohazard (Anthrax)

The PSD shall dispatch one Engine and a Rescue Unit to a Level 1M HazMat incident. The Battalion Chief and Police Watch Commander should be notified.

Communications shall advise the initial responding unit(s) of the information obtained from the initial complaint assessment. This will be transmitted via MDC whenever practical to minimize transmissions over the radio.

The PSD shall advise the reporting party of the following, when applicable:

- Remain calm, minimize handling the letter or package. Leave substance or device intact (do not open letters or containers, do not move).
- Minimize contact with other people in the area.
- Wash their hands with cold water and soap for 60 seconds.
- Anyone in contact with the substance should remain at the immediate location and wait for fire personnel.

Credible Threat – Explosive Device

Operations – Fire

The Palo Alto Fire Department will be the lead for fire response, hazardous material incidents and medical/rescue operations. The Fire Department will provide support as necessary to the Police Department for Crisis Management activities. Existing procedures, such as the Palo Alto Fire Department Hazardous Materials Policy, Santa Clara County Fire Chief's Association Mutual Aid Plan and the Santa Clara County Multiple Casualty Incident Plan (MCIP) may be implemented when appropriate:

The Fire Department will also assist with:

- Perimeter and access control
- Evacuation operations
- Safeguarding evidence
- Damage assessment and fatalities management
- Potential areas of concern may include:
- Addressing environmental needs
- Obtaining personnel with radiological training
- Insuring decontamination procedures (radiological and chemical in place)
- Insuring biological agents containment

The Fire Department will request Fire/Rescue mutual aid if needed to accomplish these functions.

Operations – Public Works

The City of Palo Alto Public Works Department will serve as the lead for damage assessment. The Public Works Department will be the representative for the inspection of City of Palo Alto buildings, roadways and other infrastructure assets.

Potential Public Works activities will include:

- Inspections and damage assessments of City Assets
- Alternate traffic route identification and implementation
- Temporary Repairs
- Assist with establishing outer perimeter through the delivery of barricades
- External equipment/asset acquisition and mobilization
- Debris removal and management

Operations – Utilities

The City of Palo Alto Utilities Department will serve as the representative for Utilities concerns.

Potential Utilities activities include:

- Inspection and repairs of Utilities assets
- Respond to the Command Post to terminate or re-route gas, water, electricity and waste-water in effected areas/buildings
- Environmental Issues
- Water Quality Issues
- Restoring electrical power/gas/wastewater

Operations – Community Services

Community Services will assist with care and shelter issues. Potential care and shelter issues are:

- Refresher training on security or mental health concerns.
- Care and shelter facility security (Lucie Stern, Mitchell Park, MSC)
- Care and shelter representation within the EOC and other locations
- Potential mutual aid requirements
- Logistical requirements for care and shelter
- Care and shelter facilities as terrorist targets.

Planning/Intelligence

The EOC Director will appoint the Planning/Intelligence Chief position.

The Planning Section is responsible for the collection, evaluation, dissemination and use of information about the development of the incident and the status of resources. In addition to the standard situation, documentation, demobilization and resources units, Planning/Intelligence may include units that address crisis management and consequence management concerns.

Planning/Intelligence will include mapping and geographic information systems (GIS) products.

Planning/Intelligence – Threat Analysis

Threat analysis planning and intelligence activities will address two key areas:

- Law enforcement and crisis management activities
- General threat analysis

This may include interacting with the FBI Joint Terrorism Task Force, Bay Area Terrorism Working Group (BATWG) and other law enforcement agencies. Release of threat analysis information to the public will be based upon coordination with Public Information Officer.

Planning/Intelligence – Police

Timely and accurate intelligence gathering is crucial for the proper preparation and response to any critical incident. During these times of uncertainty, intelligence gathering as it pertains to public safety and the Police Department should be the responsibility of the Watch Commander and/or the supervisors as a matter of routine. During the operation of an EOC, the responsibilities of gathering, evaluating and disseminating fall upon the designated Informational Officer. This can be done by constant review of governmental and private web sites, local operating EOC's and surrounding law enforcement agencies.

Below are resources to aid in the task of obtaining information prior to and during critical incidents.

FEDERAL GOVERNMENT

Center for Disease Control & Prevention <http://www.bt.cdc.gov>
CDC, Health Alert Network <http://www.phppo.cdc.gov/han/>
FEMA partners list <http://www.fema.gov/about/partners>
Department of Transportation <http://hazmat.dot.gov>
DOJ State and Local Domestic Preparedness <http://www.ojp.usdoj.gov>

STATE RESOURCES

California Highway Patrol <http://www.chp.ca.gov/>

LOCAL RESOURCES

San Jose Office of Emergency Services (OES) <http://www.ci.san-jose.ca.us/oes>

MISCELLANEOUS RESOURCES

Terrorism Resources <http://www.terrorismfiles.org>
For The Evaluation Of Implausible Threats <http://www.urbanlegends.com/ulz/index.html>
<http://www.scambusters.org/legends.html>
<http://www.csicop.org/hoaxwatch>

MISCELLANEOUS INTERNET NEWS SOURCES

The Drudge Report <http://drudgereport.com/>
Washington Post <http://www.washingtonpost.com/wp-dyn/print/>
Fox News <http://foxnews.com/>
CNN <http://www.cnn.com/>
CBS News <http://www.cbsnews.com>
Associated Press <http://ap.tbo.com/ap/breaking>

Planning/Intelligence – Fire

Police and Fire Support Services personnel will provide staff for the documentation unit and will be responsible for that unit's function. The Palo Alto Fire Department will assign technical specialist to the Planning/Intelligence group to assist with fire/rescue, hazardous materials, and medical information.

Planning/Intelligence – Public Works

The City of Palo Alto Public Works Department will be responsible for maintaining and updating City facilities.

Planning/Intelligence – Utilities

The City of Palo Alto Utilities will be responsible for providing updated utilities information.

Logistics

Support Requirements

The Logistics Section will be responsible for identifying supplies; services, equipment and facilities that will be required for both crisis management and consequence management activities.

During emergency operation, particular emphasis will be placed on maintaining the operational capabilities of city telecommunications, including land line and radio systems.

Logistics – Police

The Palo Alto Police Department will provide input on law enforcement logistical support requirements.

Logistics – Police/Communications Unit

In the event of a terrorism act that does not directly incapacitate the Emergency Dispatch Center, on-duty dispatch personnel shall immediately alert tone, roll call and check the safety of all on-duty field personnel from Police, Fire, Utilities, Public Works and Animal Services. In addition to responding to emergency requests, notifications should be made to Police and Fire administrative personnel and, in the event of an EOC activation, the two (2) Administrative Dispatcher's should be recalled to report to the EOC. During regular business hours, Police Records Unit personnel shall assist with the recall and notification of personnel.

In the event of structural damage to the Emergency Dispatch Center, a natural disaster, terrorism incident, equipment failure, or any other emergency that renders the radio and/or 9-1-1 telephone equipment inoperable, an alternate communications site and/or Back-up PSAP is immediately activated. A reciprocal agreement exists between the Sunnyvale Department of Public Safety and the Palo Alto Police Department for these services. Sunnyvale and Palo Alto Police and Fire Departments currently have radio capabilities for their police field personnel to transmit on the Santa Clara County Mutual Aid Communications System (MACS), and for fire field personnel to transmit on the Fire White radio channel.

In the event of a 9-1-1 / telephone failure or in the event of a relocation to an alternate site, Motorola Priority Repair should be immediately notified . If needed, dial in numbers for Motorola or PACBELL personnel . Simultaneously, Sunnyvale Department of Public Safety Communications should be contacted to activate the automatic re-route switch changing the default 9-1-1 calls to Sunnyvale. In the event the 7-digit emergency and business lines are out of service, PACBELL Priority Repair. 7-digit emergency lines listed under a 408 area code. **For City PBX phone line failures notify the IT HelpDesk.**

If the radio system is available, the Police Primary and Fire Dispatcher shall immediately alert tone and notify all Police and Fire field personnel of the failure. If the Emergency Dispatch Center is inoperable, Police and Fire field personnel should be instructed to move to the MACS and Fire WHITE channels for coordination by Sunnyvale DPS Communications staff. At least two (2) Public Safety Dispatcher's shall immediately respond to Sunnyvale DPS Communications Center to assume dispatch responsibility for Palo Alto units.

Communication Links:

- Utilize telephone/facsimile lines to contact outside agencies / **SC County EOC**
- Wireless cellular telephones to contact outside agencies / **SC County EOC**
- Utilize CLETS to contact outside agencies.
 - Santa Clara County EOC –
 - Palo Alto Police Communications –
 - Mountain View PD Records –
 - Sunnyvale Department of Public Safety Communications –
 - San Mateo County Communications –
 - Menlo Park PD –
- Utilize REDNET, LAWNET, MACS or Fire WHITE radio frequencies to notify outside PSAPs or Law Enforcement / Fire personnel
- Utilize EOC to EOC radio to contact outside agencies
- Utilize Field personnel (Runners) if other systems are unavailable.

Logistics – Fire

The Palo Alto Fire Department will provide input on fire and rescue, hazardous materials and medical logistical support requirements.

Logistics – Public Works

The Public Works Department will with assist requirements for evacuations.

Finance/Administration

Issues, which may need to be addressed, include:

- Continuity of operations
- Tracking the costs of an event

Finance/Administration – Continuity of Operations

It will be necessary to ensure continuity of day-to-day operations during a potential threat or actual event. This includes payroll processing, contract management and personnel actions.

Finance/Administration – Cost Tracking

It will be necessary to track costs associated with an event or potential event. This will become critical for cost-recovery post-incident. A project code should be implemented as soon as possible. The City of Palo Alto Administrative Services Division will be responsible for the Finance/Administration Unit.