



**CITY OF LIVERMORE, CALIFORNIA**  
**COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

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## **ANNEX H**

# **CONTINUITY OF GOVERNMENT**



## COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

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# Continuity of Government

A major disaster could include death or injury of key officials, partial or complete destruction of established seats of government, and the destruction of public and private records essential to continued operations of government and industry. Law and order must be preserved and government services maintained. Applicable portions of the California Government Code and the Constitution of the State of California provide authority for the continuity and preservation of local government.

Continuity of leadership and government authority is particularly important with respect to emergency services, direction of emergency response operations, and management of recovery operations. To this end, it is particularly essential that the City of Livermore continue to function as a government entity.

Under California's concept of mutual aid, local officials remain in control of their jurisdiction's emergency operations while additional resources may be provided by others upon request. A key aspect of this control is to be able to communicate official requests, situation reports, and other emergency information throughout any disaster situation.

To ensure continuity of government, seven elements must be addressed by government at all levels:

1. Succession of Officers
2. Seat of Government
3. Emergency Powers and Authority
4. Emergency Plans
5. Primary and Alternate Emergency Operations Center(s)
6. Preservation of Vital Records
7. Protection of Critical Infrastructure

### **Succession of Officers Heading Departments**

Section 8637, Article 15, Chapter 7, Division 1, Title 2 of the California Government Code permits the political subdivision to provide for the succession of officers who head departments having duties in the maintenance of law and order or in the furnishing of public services relating to health and safety. The succession list for the primary City of Livermore emergency response functions.



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### **Standby Officers**

Section 8639, Article 15, Chapter 7, Division 1, Title 2 of the California Government Code permits the governing body to appoint up to three standby officers for each member of the governing body and up to three standby officers for the political subdivision's chief executive. The standby officers shall have the same authority and powers as the regular officers.

### **Reconstituting the Governing Body with Temporary Officers**

Section 8644, Article 15, Chapter 7, Division 1, Title 2 of the California Government Code establishes a method for reconstituting the governing body. It authorizes that, should all members of the governing body, including all standby members, be unavailable, temporary officers shall be appointed by the chairman of the board of the County or by the mayor of any city within 150 miles of the political subdivision.

### **Meeting of Government Body During an Emergency**

Section 8642, Article 15, Chapter 7, Division 1, Title 2 of the California Government Code directs local governing bodies to convene as soon as possible whenever a state of emergency or local emergency exists and at a place not necessarily within the political subdivision.

### **Duties of Governing Body During an Emergency**

Section 8643, Article 15, Chapter 7, Division 1, Title 2 of the California Government Code provides that the duties of the governing body during emergencies shall include ascertaining the damage to the political subdivision and its personnel and property, reconstituting itself and the political subdivision, and performing functions in preserving law and order and furnishing local services.



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### Lines of Succession

FUNCTION / DEPARTMENT	TITLE / POSITION
City Manager	1. Assistant to the City Manager 2. Executive Assistant to the City Manager
Fire Chief	1. Deputy Fire Chief 2. Senior Division Fire Chief
Police Chief	1. Patrol Captain 2. Senior Captain
City Attorney	1. Assistant City Attorney 2. Deputy City Attorney
Economic Development Director	1. Coordinator
Personnel Director	1. Assistant Director
Finance Director	1. Assistant Director 2. Accounting Officer



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### Seat of Government

In general, the seat of City government is that place where the City Council is sitting and meeting. That place is:

Livermore City Council Chambers  
3575 Pacific Avenue  
Livermore, CA 94550

The President or any other member of the City Council may designate alternate or temporary seats of City government should that be necessary. The seat of City government may be the EOC, or its alternate location, during an extreme emergency.

### Emergency Powers and Authority

Emergency powers are granted to City leadership by the California Emergency Services Act. Authority to take extraordinary measures during emergencies derives from City emergency ordinances and emergency orders that are authorized by the California Emergency Services Act.



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### Emergency Plans

The basis for a coordinated, effective response to a disaster is the emergency plan. Generally, the objectives of the emergency plan are to:

- Foster a jurisdiction-wide systematic approach to planning.
- Support a capability for prompt, coordinated response to large-scale disasters or threats simultaneously at all levels of government.
- Provide a basis for assured continuity of government.
- Promote uniformity in principles, policies, and concepts of operations and compatibility of organizations and systems to facilitate coordinated response.

This Plan, and other plans incorporated by reference, include those objectives as well as defining the relationship between it and response management. If emergency response is defined as a series of decisions by emergency managers, the emergency plan can be viewed as the framework for decision making. It structures the options from which a decision maker can choose. In other words, a plan is composed of decisions made during "normal" times to help guide decisions during a disaster.

The emergency plan is linked to the response phase in two important ways. First, during the planning process, the major agent-generated and response-generated demands are identified and strategies are developed for meeting them. The plan itself documents the strategies. Then, in the response phase, the strategies are evaluated and implemented. The second connection between planning and response management is exercises. Such activities should be mandated in the Comprehensive Emergency Management Plan and viewed as part of the emergency planning process.



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### Emergency Operations Center(s)

As a place, the EOC differs greatly from one organization to another, but the functions are much less variable. The EOC is responsible not only for assembling and directing local government response, but also for communicating with all other levels of government, with the private sector, and the public (both the public at large and the public at risk).

According to SEMS, the EOC is structured to fulfill an organization standard that includes the functions of management, finance & administration, logistics, operations, and planning & intelligence. Although each of the SEMS functions are necessary, coordination, communications, and intelligence are *critical*. Communications is viewed as central, with coordination running a close second.

Communications issues are important to the City of Livermore's emergency response capability. These issues include channel capacity, the importance of multiple channels, and the planning for a viable emergency communications system. Communications issues appropriate to this plan can be noted in ANNEX A.

The location of the City of Livermore's EOC is normally located on the first floor of the Livermore Police Department (the Community Room). In case of a major disaster, this location may be moved at the discretion of the Emergency Manager.

Other rooms in the Police Department Building will be identified as meeting rooms for Section, Branch and Unit Members, as required by the nature of the event.

### Alternate Emergency Operations Centers

Alternate emergency operations centers for the City of Livermore are listed by priority:

City of Livermore Police Department  
1110 South Livermore Avenue  
Livermore, CA 94550

City of Livermore Water Resources Department  
Facilities Administrative Building  
101 West Jack London Blvd.  
Livermore, CA 94550



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### Preservation of Vital Records

The preservation of vital records is of high importance to the City of Livermore. The City has an established Records Management Program that is tasked to manager City records efficiently and economically by:

- Reducing the amount of unnecessary records being stored.
- Creating a Citywide Records Retention Program.
- Setting up standards and procedures for storing records.
- Administering salvage paper programs.
- Maintaining historical records of the City.

The preservation of vital records is critical to the City's recovery from a catastrophic event. In addition to the information retrieval requirements of response, each response function has a record-keeping component. Although the principal focus of vital records preservation is to support recovery through reimbursement of disaster-related costs, vital records also have a broader and arguably more important function. Vital records become vital because they help describe a reasonably complete compilation of damage, death, physical and mental trauma, and allocation of public and private resources, making it possible to learn from the disaster experience.

Vital records for the City of Livermore are maintained in several locations. A non-inclusive list includes the following:

Types of Records	Stored
Birth, Death and Marriage Certificates	
Property tax	
Reimbursable projects	
Real property	
Historical archives	
Licenses and permits	
City-employed personnel and contractors	
Other tax and financial data	

**To Be Determined at the Conclusion of new City Hall Construction**



## COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

### Protection of Critical Infrastructure

During a disaster, public and private facilities will play varying roles in terms of importance. Their importance may be based on their day-to-day role and their expansion during an emergency, or upon unique circumstances common to the requirements of a particular emergency response.

#### Definitions of Critical Infrastructures

The critical infrastructures addressed in this annex are as follows:

##### **Telecommunications**

The primary networks and systems that support the transmission and exchange of electronic communications among and between end-users (such as networked computers).

##### **Electrical Power**

The generation stations, transmission and distribution networks that create and supply electricity to end-users so that they achieve and maintain nominal functionality, including the transportation and storage of fuel essential to that system.

##### **Gas and Oil Production, Storage, Transportation**

The holding facilities for natural gas, crude and refined petroleum, and petroleum-based fuels, the refining and processing facilities for these fuels and the pipelines, trucks, and rail systems that transport these commodities from their source to systems that are dependent on gas and oil in one of their useful forms.

##### **Banking and Finance**

The retail and commercial organizations, investment institutions, and associated operational organizations, governmental operations, and support entities that are involved in all manner of monetary transactions, including storage for savings purposes, investment for income purposes, exchange for payment purposes, and disbursement for loan purposes.

##### **Transportation**

The aviation, rail, highway, and aquatic vehicles, conduits, and support systems by which people and goods are moved from a point of origin to a destination in order to support and complete matters of commerce, government operations, and personal affairs.



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### Water Supply

The sources of water, reservoirs and holding facilities, aqueducts and other transport systems, the filtration and cleaning systems, the pipelines, the cooling systems and other delivery mechanisms that provide domestic and industrial applications, including systems for dealing with waste water and fire fighting.

### Public Safety

The medical, police, fire, and rescue systems and personnel that are called upon when responding to a public health, safety, or other unusual incident where speed and efficiency are necessary.

### Continuity of Government

Those operations and services of government at federal, state, county, and local levels critical to the function of the City's systems such as public health, safety and welfare.

### Alpha-designator (Consequence Index) System

In order to set in place some system for determining the importance of critical facilities, an alpha-designator system or "consequence index" has been developed. The alpha-designator system was developed to assist public safety agency ability to assess the importance of a critical facility. It will also provide a uniform system for prioritizing incidents collateral to a major catastrophic event.

Alpha-Designator	Description of Impact
A	Potential loss of life is 1-100
B	Potential loss of life is 100+
C	Significant physical injury to persons in the <b>immediate</b> area
D	Significant physical injury to persons in the <b>general</b> area
E	Adverse effect on public safety
F	Adverse effect on public health
G	Significant property damage (in excess of 10 homes or businesses)
H	Loss of critical communications or technology support systems
I	Major impact on transportation of goods, services, and/or people
J	Disruption of public services to a major segment of the population
K	Disruption of ability to provide care and shelter in the immediate area
L	<b>Requires immediate evacuation</b>



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### Critical Category Groupings

In addition to the alpha-designator, facilities will be grouped into one of three categories that describe their criticality to the City of Livermore's viability:

#### **Category One**

Damage to facilities or occupants will have a **significant and immediate impact** on the City of Livermore's ability to effectively respond to or recover from a catastrophic event. These are facilities that have been identified by a public safety or public health agency as critical to public safety or health.

#### **Category Two**

Includes facilities that, if damaged or destroyed, will have a **significant impact within 24 hours** upon the City's continuity of operations in business or the public interest. It generally should be an operation that is normally un-interruptible in nature. Alternatively, it could have regional, statewide, or national impact that could severely impact economic, governmental, or industrial operations.

#### **Category Three**

Includes facilities that, if damaged or destroyed, can cause **significant impact within 72 hours** to the continuity of operations in business or other public interest.