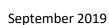City of San Rafael

Public Safety Power Shutoff Guidelines

September 2019

This plan was developed as a supporting document to the City of San Rafael Emergency Operations Plan (EOP) and is subject to revision at any time as determined by the City of San Rafael Director of Emergency Services.

Comments and suggestions shall be directed to the City of San Rafael Fire Department, Office of Emergency Services 415-485-3308

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I.   PURPOSE

These guidelines will provide the City of San Rafael staff a framework to respond to a threat of, or actual de-energization of electrical power and systems due to extreme fire danger or wind conditions. This is a supporting annex to the City of San Rafael Emergency Operations Plan.

This plan was developed and reviewed by the City of San Rafael Emergency Operations Center staff, mutual-aid partners, Marin County Office of Emergency Service, and non-governmental organizations supporting emergency response, planning, mitigation, or recovery for a de-energization event.

II.   BACKGROUND

The risk of wildfire increases when several factors (high temperature greater than 90 degrees F, sustained winds greater than 20 miles per hour, and humidity less than 20% RH) combine. During these weather conditions, the National Weather Service may issue a red flag warning. When a Red Flag Warning is issued, Pacific Gas and Electric Company (PG&E), may shut off electric power to affected service areas. This is referred to as "de-energization" or Public Safety Power Shutoffs (PSPS), to protect public safety under California law, specifically California Public Utilities Code (PUC) Sections 451 and 399.2(a). The purpose of deenergizing power lines is to reduce the threat of wildfire or accidental fire ignition caused by downed power lines that come into contact with trees or other vegetation.

De-energization of electrical systems in affected areas may pose a life-safety risk to residents on medical life support devices. The loss of power may impact other City infrastructure or systems that do not have a backup power supply including, but not limited to the following: traffic control systems, internet and cell phone towers, automatic teller machines, fuel pumps, emergency notification systems, emergency dispatch center, fire stations, or city offices.

This response guidelines are intended to provide guidance to the City of San Rafael departments and staff on how to prepare for and respond to a Public Safety Power Shutoff (PSPS) event.

III.   OBJECTIVES

The objectives of this plan are to:

1. Provide protection of life, public health, safety, and welfare to the community and responders.

2. Maintain situational awareness on any de-energization impacts to the City of San Rafael.

3. Provide situational updates and establish communications with the Marin County Operational Area partners.

4. Establish notification protocols for informing Elected Officials, City Staff, and San Rafael community of a de-energization event.

5. Establish upstaffing protocols for emergency response or EOC activation if needed.

6. Establish resource ordering procedures.

7. Coordinate with the Marin County Department of Health and Human Services Department and partner organizations to establish mass care and shelter services if needed.

8. Establish a demobilization process to document expenditures, after action report, and return the City to normal operations.

IV.   THREAT ASSESSMENT

When the National Weather Service issues a Red Flag warning, the Pacific Gas and Electric Company will determine if there is an imminent and significant risk that strong winds may topple power lines or cause major vegetation-related damage to power lines. In the event, that PG&E decides to de-energize power lines, PG&E will notify their customers, public safety officials, first responders, and local municipalities.

When the extreme wind and weather conditions subside, PG&E crews will inspect the transmission and power lines and safely restore power to customers. Depending on conditions or if any repairs are needed, outages could last more than five (5) days.

1. Factors considered by PG&E to determine whether to shut down power include:
   a. Red flag warning by the National Weather Service.
   b. Forecasted sustained wind speeds above 25 mph or wind gusts in excess of 45 mph.
   c. Relative humidity of less than 20%.
   d. Moisture content or condition of dry fuels.
   e. Site specific locations such as terrain or local climate conditions

2. General impacts of a power shutoff:
   a. Loss of commercial and public-sector communications including wireless voice/data, mobile radios, cable television, and internet access.
   b. Loss or degradation of public/private water and wastewater systems including monitoring, pumping, and treatment
   c. Loss of traffic monitoring systems and signals.

d. Adverse impacts on critical facilities including public safety buildings and hospitals.
e. Impacts on commerce including the loss or degradation of electronic points of sale, gas station pumps, security and/or fire alarms systems, heating, ventilation, and air conditioning units.
f. Lost time by workers sent home due to inadequate lighting, HVAC, or safe work conditions.
g. Loss of elevators in commercial and residential occupancies.
h. Loss or reduction of fuel supply and/or loss of gas station pumps.
i. Inability for San Rafael to provide government services.

3. Access and Functional Needs Populations Impacts
a. Loss of power could impact individuals dependent on durable medical equipment, ventilators, home dialysis machines, wheelchair chargers, and specialized communication devices.
b. Potential disruptions to public services or facilities; school closures, community centers, or increased demand for cooling centers or emergency shelters.

4. Safety impacts
a. Loss or degradation of public safety voice and data communications systems
b. Loss or degradations of the County's Community Alert and Warning System.
c. Increase in number of 9-1-1 calls for service.
d. Increase in number of fire or police responses for false alarms, elevator rescues, fire alarm activations.
e. Increase in EMS call volume due to heat related illnesses.
f. Loss of water pressure or water supply for firefighting.
g. Loss of potable water.
h. Loss of traffic signal systems resulting in significant gridlock.
i. Loss of food supply due to food spoilage.
j. Unsafe use of generators or candles.

5. Potential Areas of Impact
a. The most likely circuits considered for shut off will be those in areas that have been designated by the CPUC as at elevated or extreme risk for wildfire Tier 2 and 3 areas.[1]
b. Per PG&E, areas subject to de-energization should be limited to the neighborhoods or communities served by electric lines that extreme fire danger conditions.

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[1] CPUC Fire Threat Map

c. Tier 1 areas may inadvertently lose power due to shut down of transmission or distribution lines that cross a Tier 2 or 3 area.

V.   PLANNING ASSUMPTIONS

1. Weather indicators such as Red Flag Warnings should provide lead time to coordinate with the Marin County Operational Area and City of San Rafael staff to prepare for a power shutoff event.

2. According the California Public Utilities Commission Fire Risk Map, San Rafael has elevated or extreme fire hazard areas in various sectors of the City. Power shut down in the extreme or elevated fire hazard zones may impact properties in the low or moderate fire hazard zones because the power supply or transmission lines run through extreme fire hazard zones.[2]

3. It is assumed that the City of San Rafael will lose power throughout the City up to seven days per shutoff event.

4. Power shutoffs in the northern portion of Marin County may still effect San Rafael due to the power grid layout.

5. Most public and private agencies providing public service may only have partial backup emergency power. Services to the public will likely be reduced or impaired.

6. Some Skilled Nursing Facilities (SNFs) and other residential or congregate care facilities may be affected.

7. Additional fire and law enforcement resources may be needed to respond to an increased call volume and fire weather conditions.

8. Public safety agencies may consider upstaffing to address call volume needs.

9. Emergency response protocols may need to be amended to handle multiple fire or burglar alarms caused by the power shutoff.

10. Emergency medical calls and transports will surge for patients requiring electrical power for medical devices like ventricular pumps, home dialysis machines, oxygen humidifiers or other medical equipment.

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[2]

11. The City of San Rafael will have limited back-up power at City Hall, Public Works building and several fire stations. City services will be significantly impacted.

12. Cell phones will become inoperable after the event starts because cell towers only have four-hour back up batteries.

13. Traffic will be heavy through the downtown area and back-up on Highway 101 due to loss traffic management signals.

14. The American Red Cross, in their capacity to support a regional power shutoff is limited to the following: 1) Assist in the distribution of community donated snacks and water as a supporting agency. 2) Provide technical assistance and training for responding agencies related to mass care and respite services, including assessing shelter facilities, assisting in community work plans, connecting agencies with vendors, and providing shelter training.

15. Marin County Health and Human Services is the primary agency to manage and support cooling centers and/or care and sheltering operations.

16. Food service, delivery, or restaurant operations will severely be impacted due to food spoilage. Loss of food products will result in significant economic loss for the restaurant or food service industry.

VI.   NOTIFICATION
External Notifications

1. The CPUC guidelines endorse advance notification to customers of the need to turn off power. Prior to the termination of power, PG&E will attempt to contact customers at approximately 48 hours, 24 hours, and just prior to shutting off the power. PG&E will attempt to contact customers by phone call, email, and/or SMS text to contacts on file.

2. During outages and after restoration, PG&E will attempt to send updates using the same methods. Contact will be attempted between 9 AM and 9 PM. Final shutoff notifications may occur at any time, day or night.

3. For Medical Baseline customers, PG&E will place live calls to customers who aren't reached by the initial automated alerts and will send a PG&E representative to check

on customers they are unable to contact with the live call. If the customer does not answer the in-person contact, PG&E will leave an information door hanger. PG&E has indicated they will not undertake any other additional outreach.

4. PG&E will attempt to contact public safety agencies and/or local governments prior to customer notification as conditions permit. Per the CPUC, "utilities must also notify, as feasible, fire departments, first responders, critical facilities, other potentially affected entities, and the CPUC before de-energizing.

5. The County of Marin Office of Emergency Services (Marin OES) may also provide additional notifications in their jurisdictions. Also, per the PG&E Notification Plan, "If feasible and appropriate, PG&E will provide city, county and agency officials with the content of our customer alerts, so they can be shared on channels such as Nixle, Nextdoor, and Reverse 911."
    a. Operational Area Conference Call - In the case of wide-spread de-energization, a county-wide conference call may be initiated and scheduled by Marin OES. Marin OES staff will invite potential participants and lead the call to share emergency information and coordinate efforts. Should the Public Safety Power Shutoff impact communication links, Marin OES may invite the Marin County Sheriff's Office ACS/RACES equipment and operators.

6. The City shall post on the City website and social media accounts a joint statement from the Op Area JIS information about the power shutoff.

Internal Communications

7. When the City of San Rafael receives notification of a planned power shutoff in Marin County, the following internal notifications will occur:
    a. The City Manager will be notified of the planned event and notification will be made to the Mayor and City Councilmembers.
    b. City staff will be notified by the City Manager's Office and requested to review and implement the Public Safety Power Shutoff Response Guidelines.
    c. If the EOC is activated, Department Directors will be notified to release assigned staff to the EOC.

VII.   ROLES AND RESPONSIBILIITES

1. City staff will play a vital role by ensuring that the City of San Rafael provide essential service functions and ensure life safety actions remain the top priority. The roles and responsibilities of designated City staff in Table "1".

2. Depending on the probability and situational outlook the City may activate a partial or full Emergency Operations Center (EOC). City staff assigned to the EOC may be reassigned to prepare and manage the event.

3. Staff not assigned to the EOC, may be assigned to other support functions outside their usual department responsibilities or assigned work hours for the need of the City.

4. Department Directors and staff shall review the task lists in Appendix A, B, or C when notified of the 48-hour, 24-hour, and 12-hour mark prior to a power shutoff.

Table 1.

Department / Division	Responsibilities
Administration / City Manager	Serves as Director of Emergency Services Notifies Executive Team Notifies City Council Approves EOC Activation
City Attorney's Office	Prepares disaster declarations Approves media release
Community Development Department	Maintains Situational Analysis and EOC Planning Section needs
Library and Recreation	Coordinates Care and Shelter operations
Economic Development	TBD
Finance Department	Coordinates Disaster Recovery plans and EOC Finance Section operations
Fire Department	EOC set-up and activation Fire, Medical, and Rescue operations Fire Mutual Aid Incident Action Plan Emergency Response Directives
Office of Emergency Services	Incident Action Plan EOC Operations Marin OES Coordination
Human Resources	Disaster Service Worker training City Staff Plan
Digital Service and Open Government	Checks Uninterrupted Power Sources Back-Up Data Distributes Computer Shutoff Directive Serves as City PIO

	Coordinates with County PIO / JIS
Library and Recreation	Maintains Volunteers List
Parking Services	Supports Traffic Management Plan
Police Department	Coordinates Law enforcement mutual aid Traffic control Manages 9-1-1 dispatch center Coordinates Public Alerting and Warning Coordinates Evacuation needs Updates Emergency Response directives
Public Works Department	Supports fleet and apparatus operations Supports building and facilities needs Supports communication (radio) needs

VIII. EOC ACTIVATION

The Director of Emergency Services shall consider activating San Rafael's Emergency Operations Center (partial or full activation) during a Public Safety Power Shutoff if the following impacts occur:

1. An emergency event that threatens loss of life or structures.
2. An emergency event that has the potential to impact life safety or loss of structures.
3. When an individual department supporting an emergency event or does not have enough human resources to manage or support the event.
4. When a planned event has information or intelligence that the event will require additional City resources.
5. Upon the recommendation of the Fire Chief, Police Chief, County Health Officer, or Public Works Director.
6. The level of activation will be determined by the scale of the event or the anticipated number of personnel required to support the event.

IX.   DEMOBILIZATION

Demobilization of personnel is an important aspect of the emergency response cycle. Demobilization ensures that assigned staff have completed required documentation and collection of data, information, or feedback between the Emergency Operations Center.

When an Emergency Operations Center has been activated for a PSPS event, all sections, units or single resources shall submit a completed activity log (ICS Form 214), to document the ICS position, home agency, resources assigned, and notable activities of the section, unit, or single resource.

Demobilization of personnel shall be coordinated by the Demobilization Unit Leader, or the Plans Section Chief if a Demobilization Unit Leader was not designated.

An after-action report shall be completed by the Office of Emergency Services and forwarded to CalEMA via Marin County OES within ninety days of the event.

X.   REFERENCES

- https://www.cpuc.ca.gov/FireThreatMaps/
- http://docs.cpuc.ca.gov/PublishedDocs/Published/G000/M217/K918/217918600. PDF
- Marin County Office of Emergency Services De-Energization Plan
- City of San Rafael City Facilities List
- City of San Rafael Fuel Storage List

XI. APPENDIX A – INITIAL NOTIFICATION CHECKLIST

Initial PSPS Notification		
Position	**Action Checklist**	**Notes**
Administration / City Manager	Notifies Executive Team Notifies City Council Assigns Public Information Officer Considers EOC Activation	
City Attorney's Office	Updates and reviews local declaration templates	
City Clerk's Office	Prepares Local Declaration of Emergency Form Reviews Emergency Council Meeting Procedures	
Community Development Department	Develops Incident Action Plan (ICS 201) Documents Situation Status and Updates	
Library and Recreation Department	Reviews Care and Shelter Plan Provide Care and Shelter Training	
Fire Department	Coordinate with Marin County Fire Chiefs Considers upstaffing for Red Flag Days Issues temporary alarm response procedures	
Office of Emergency Services	Coordinate with Marin OES Prepares EOC for activation Coordinates Communications Test with the Op Area	Test Satellite Phones
Economic Development	Coordinates Recovery Planning	
Finance Department	Establish Project Code for Incident Tracking Provides Vendor List and PO numbers Reviews Cost Recovery procedures	
Human Resources Department	Review Disaster Service Worker policies Track City staff schedule for release Determine EOC staff assignments Prepares unassigned employee lists	
Department	**Action**	**Notes**
Digital Service and Open Government	Test UPS batteries Schedule manual data back-up; Distributes computer shutoff guidelines	

	Determine EOC staff assignments	
Assistant Library and Recreation Director	Reviews Volunteer Resource Checklist Prepares for Cooling Center Operations	
Parking Services	Supports traffic management plan with SRPD	
Police Chief	Issues public alert and warning Consider adding patrol units Consider upstaffing the communications center Issues temporary alarm response procedures	
Public Information Officer	Coordinates media releases Coordinates social media information release Updates media release templates and media contact numbers	
Public Works Director	Checks and tests city generators Orders fuel for city generators and fleet. Prepare City transport vehicles Supports Traffic Management Plan Logistics	
American Red Cross	Support Care and Shelter Operations	
Marin County OES (Op Area)	Coordinate Op Area Conference Call Tracks County Situation Status Coordinates Op Area Resource Needs	
Marin County HHS	Manages County Care and Shelter Operations	
Marin County Health	Support environmental health guidelines	
Marin County Water	Support water delivery	
San Rafael CERT	Reviews fire station community center Notifies NRG and members	
San Rafael Ham Radio	Tests radios at designated City facilities and fire stations Check supplies for extended operations	
San Rafael School District	Prepares for care and shelter operation	

XII. APPENDIX B – 24-HOUR CHECKLIST

24-hour Tasks Prior to Shutoff		
POSITION	**ACTION CHECKLIST**	**NOTES**
Administration / City Manager	Notifies Executive Team Notifies City Council Assigns Public Information Officer Considers EOC Activation	
City Attorney's Office	Updates and reviews local declaration templates	
City Clerk's Office	Prepares Local Declaration of Emergency Form Reviews Emergency Council Meeting Procedures	
Community Development Department	Develops Incident Action Plan (ICS 201) Documents Situation Status and Updates	
Library and Recreation Department	Reviews Care and Shelter Plan Provide Care and Shelter Training	
Fire Department	Coordinate with Marin County Fire Chiefs Considers upstaffing for Red Flag Days Issues temporary alarm response procedures	
Office of Emergency Services	Coordinate with Marin OES Prepares EOC for activation	
Economic Development	Coordinates Recovery Planning	
Finance Department	Establish Project Code for Incident Tracking Provides Vendor List and PO numbers Reviews Cost Recovery procedures	
Human Resources Department	Review Disaster Service Worker policies Track City staff schedule for release Determine EOC staff assignment	
Digital Service and Open Government	Test UPS batteries Schedule manual data back-up; Distributes computer shutoff guidelines Determine EOC staff assignments	
Assistant Library and Recreation Director	Reviews Volunteer Resource Checklist Prepares for Cooling Center Operations	

POSITION	ACTION CHECKLIST	NOTES
Parking Services	Supports traffic management plan with SRPD	
Police Chief	Issues public alert and warning Consider adding patrol units Consider upstaffing the communications center Issues temporary alarm response procedures	
Public Information Officer	Coordinates media releases Coordinates social media information release Updates media release templates and media contact numbers	
Public Works Director	Checks and tests city generators Orders fuel for city generators and fleet. Prepare City transport vehicles Supports Traffic Management Plan Logistics	
American Red Cross	Support Care and Shelter Operations	
Marin County OES (Op Area)	Coordinate Op Area Conference Call Tracks County Situation Status Coordinates Op Area Resource Needs	
Marin County HHS	Manages County Care and Shelter Operations	
Marin County Health	Support environmental health guidelines	
Marin County Water	Support water delivery	
San Rafael CERT	Reviews fire station community center Notifies NRG and members	
San Rafael Ham Radio	Tests radios at designated City facilities and fire stations Check supplies for extended operations	
San Rafael School District	Prepares for care and shelter operation	

XIII. APPENDIX C – 12-HOUR CHECKLIST

12-Hours until Shutoff		
POSITION	**ACTION CHECKLIST**	**NOTES**
Administration / City Manager	Notifies Executive Team Notifies City Council Assigns Public Information Officer Considers EOC Activation	
City Attorney's Office	Updates and reviews local declaration templates	
City Clerk's Office	Prepares Local Declaration of Emergency Form Reviews Emergency Council Meeting Procedures	
Community Development Department	Develops Incident Action Plan (ICS 201) Documents Situation Status and Updates	
Library and Recreation Department	Reviews Care and Shelter Plan Provide Care and Shelter Training	
Fire Department	Coordinate with Marin County Fire Chiefs Considers upstaffing for Red Flag Days Issues temporary alarm response procedures	
Office of Emergency Services	Coordinate with Marin OES Prepares EOC for activation	
Economic Development	Coordinates Recovery Planning	
Finance Department	Establish Project Code for Incident Tracking Provides Vendor List and PO numbers Reviews Cost Recovery procedures	
Human Resources Department	Review Disaster Service Worker policies Track City staff schedule for release Determine EOC staff assignments Prepares unassigned employee lists	
Digital Service and Open Government	Test UPS batteries Schedule manual data back-up; Distributes computer shutoff guidelines Determine EOC staff assignments	

Assistant Library and Recreation Director	Reviews Volunteer Resource Checklist Prepares for Cooling Center Operations	Cory and Ann?
Parking Services	Supports traffic management plan with SRPD	
Police Chief	Issues public alert and warning Consider adding patrol units Consider upstaffing the communications center Issues temporary alarm response procedures	
Public Information Officer	Updates media release and media contact list Finalizes changes to media template page	
Public Works Director	Repairs city generators Orders fuel for city generators and fleet. Prepare City transport vehicles	
American Red Cross	Support Care and Shelter Operations	
Marin County OES (Op Area)	Coordinate Op Area Conference Call Tracks County Situation Status Coordinates Op Area Resource Needs	
Marin County HHS	Manages County Care and Shelter Operations	
Marin County Health	Support environmental health guidelines	
Marin County Water	Support water delivery	
San Rafael CERT	Reviews fire station community center Notifies NRG and members	
San Rafael Ham Radio	Tests radios at designated City facilities and fire stations Check supplies for extended operations	
San Rafael School District	Prepares for care and shelter operation	

XIV. APPENDIX D – 1-HOUR CHECKLIST

1-Hour until Shutoff		
POSITION	**ACTION CHECKLIST**	**NOTES**
Administration / City Manager	Notifies Executive Team Notifies City Council Assigns Public Information Officer Considers EOC Activation	Schedule 72-hour City Council meeting notice if Local Emergency was declared. Affirm local declaration within 10 days.
City Attorney's Office	Updates and reviews local declaration templates	
City Clerk's Office	Prepares Local Declaration of Emergency Form Reviews Emergency Council Meeting Procedures	
Community Development Department	Develops Incident Action Plan (ICS 201) Documents Situation Status and Updates	
Library and Recreation Department	Reviews Care and Shelter Plan Provide Care and Shelter Training	
Fire Department	Coordinate with Marin County Fire Chiefs Considers upstaffing for Red Flag Days Issues temporary alarm response procedures	
Office of Emergency Services	Coordinate with Marin OES Confirm staffing assignments for EOC Sections	
Economic Development	Coordinates Recovery Planning	
Finance Department	Establish Project Code for Incident Tracking Provides Vendor List and PO numbers Reviews Cost Recovery procedures	
Human Resources Department	Review Disaster Service Worker policies Track City staff schedule for release Determine EOC staff assignments Prepares unassigned employee lists	
Digital Service and Open Government	Determine EOC staff assignments Confirm on-call staff for IT support	
Assistant Library and Recreation Director	Reviews Volunteer Resource Checklist Prepares for Cooling Center Operations	Cory and Ann?

Parking Services	Supports traffic management plan with SRPD	
Police Chief	Issues public alert and warning Consider adding patrol units Consider upstaffing the communications center Issues temporary alarm response procedures	
Public Information Officer	Updates media release and media contact list Finalizes changes to media template page	
Public Works Director	Repairs city generators Orders fuel for city generators and fleet. Prepare City transport vehicles	

XV.   APPENDIX E – DEMOBILIZATION CHECKLIST

POWER RESTORED		
POSITION	ACTION CHECKLIST	NOTES
Administration / City Manager	Notifies Executive Team Notifies City Council Notifies City Staff	Approves EOC Demobilization
City Attorney's Office	Restore normal operations. Review and process claims related to the incident.	
City Clerk's Office	Restore normal operations. Provide copy of local declaration of emergency (if declared) and Council resolution to OES for inclusion in after action report.	
Community Development Department	Restore normal operations	
Library and Recreation Department	Restore normal operations	
Fire Department	Restore normal operations. Submit summary of incident related report to OES for after action report.	
Office of Emergency Services	Develop After Action report	
Economic Development	Coordinates Recovery Planning	
Finance Department	Restore Normal Operations. Complete expenditure summary associated with incident to OES for inclusion in after action report.	
Human Resources Department	Restore Normal Operations. Review injury claims related to incident.	
Digital Service and Open Government	Test and check all IT/Software operations. Restore normal operation. Provide summary of incident related actions to OES for inclusion in after action report.	

Assistant Library and Recreation Director	Restore supplies used for support for shelter or evacuation center support. Provide summary of activities to OES for inclusion in after action report.	Cory and Ann
Parking Services	TBD	
Police Chief	Restore normal operations. Provide activity summary associated with incident to OES for inclusion in after action report.	
Public Information Officer	Issue public and media release on City Operations and activities.	
Public Works Director	Confirm traffic signal operations. Restore Normal Operations. Provide activity summary to OES for inclusion in after action report.	