



*City and County of San Francisco Emergency Response Plan*

***ESF #5:***

***Emergency Management Annex***







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ESF #5: Emergency Management  
 Process Flow Chart  
 Anticipated Event

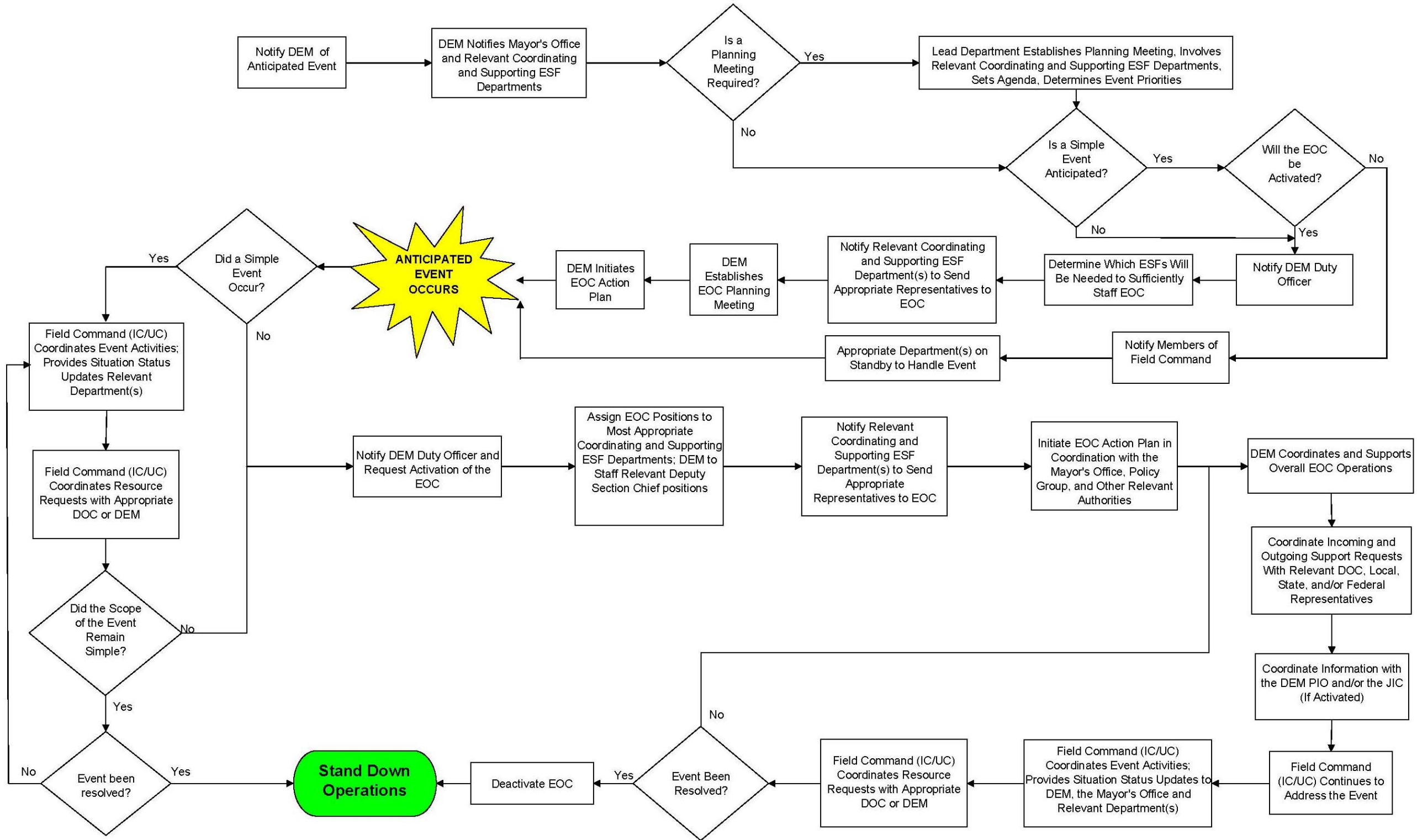


Figure A: Anticipated Event Process Flow Chart

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ESF #5: Emergency Management  
 Process Flow Chart  
 Unanticipated Event

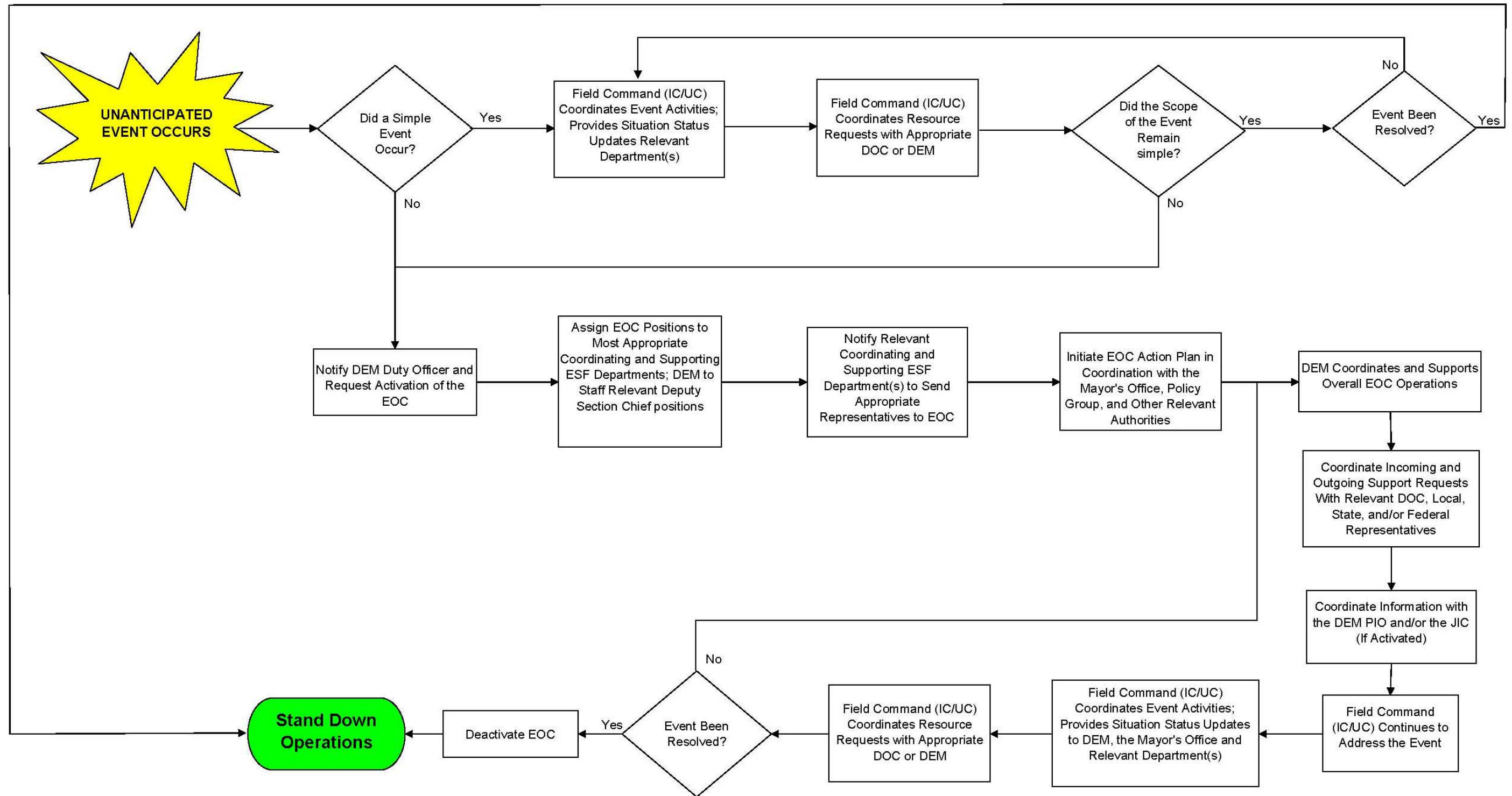


Figure B: Unanticipated Event Process Flow Chart

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## Section I: Introduction

### 1.1 Coordinating and Supporting Departments

<b>Coordinating Department</b>	DEM
<b>Supporting Department(s)</b>	ARC, CO, DBI, DEC, DHR, DPH, DPW, DT, GSA, MTA, OCME,PUC, RPD, SFFD, SFPD, SFSD, SFUSD <sup>1</sup>

### 1.2 Overview of Department Responsibilities

Department	Responsibilities
<b>DEM</b>	<ul style="list-style-type: none"> <li>Notify Mayor's Office and relevant departments of requisite event information</li> <li>Activate and staff CCSF EOC</li> <li>Coordinate and support overall EOC activities</li> <li>Collect, verify, analyze, and disseminate incident information as needed</li> <li>Provide a 24/7 on-call duty officer</li> </ul>
<b>ARC, CO, DBI, DEC, DHR, DPH, DPW, DT, GSA, MTA, OCME,PUC, RPD, SFFD, SFSD, SFUSD</b>	<ul style="list-style-type: none"> <li>Support emergency response and recovery operations</li> <li>Provide personnel to the EOC as requested</li> <li>Facilitate communications between DOC and EOC</li> <li>Provide incident information in support of EOC activities</li> </ul>

### 1.3 Purpose

Emergency Support Function (ESF) #5: Emergency Management is responsible for supporting overall incident management activities of the City and County of San Francisco (CCSF) during a significant incident or planned event that exceeds the capacity of normal emergency response operations. During such circumstance, ESF #5 will provide core management and administrative functions in support of the CCSF Emergency Operations Center (EOC) and associated departmental and field operations.

### 1.4 Scope

ESF #5: Emergency Management serves as the coordinating function for overall emergency management activities prior to and immediately following a major event within CCSF. This

<sup>1</sup> Note: Other departments not listed here may also have a supporting role, according to the needs of the situation.



function encompasses EOC support and planning functions during post-event response. When activated, ESF #5 activities may include the following:

- Coordinate support activities required to prepare for or respond to a major event, to include information collection, analysis, operations support, planning, requests for assistance, resource management, deployment and staffing, mutual aid, facilities management, and financial management.
- Maintain communication and coordination between the EOC Sections and Branches, the Mayor and Policy Group, Department Operations Centers (DOCs), the Regional Emergency Operations Center (REOC), and other Operational Area EOCs and/or Federal partners who establish a direct relationship with CCSF.
- Facilitate receipt of citywide management policies and direction from the Mayor and Policy Group; communicate policy/direction to EOC Sections/Branches.



## Section 2: Concept of Operations

### 2.1 General Concepts

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ESF #5 is designated to support citywide emergency management activities for any event requiring multi-agency planning and coordination. ESF #5 activities include alert and notification, EOC activation and staffing, emergency management planning, resource allocation, and financial management. Under ESF #5, a trained and experienced staff fills management positions in the Planning, Operations Support, Logistics, and Finance and Administration Sections of the EOC.

The CCSF Department of Emergency Management (DEM) is the coordinating department for ESF #5, and has ultimate responsibility to oversee ESF #5 activities. Upon EOC activation, DEM may request representatives from other CCSF departments to fill relevant ESF #5 positions in accordance with the needs of the event.

This Concept of Operations will outline the following elements of the Emergency Management support function:

- Emergency Operations Center
- Organizational Structure
- Positions and Responsibilities
- EOC Notification and Activation Procedures
- Response Actions
- EOC Deactivation Procedures

#### 2.1.1 Emergency Operations Center (EOC)

##### ***Mission***

The EOC is a central location that facilitates the operation of ESF #5 activities. The EOC provides a physical location where all departments involved in an event may co-locate in order to enable citywide emergency management coordination. The mission of the EOC is to:

1. Provide a centralized location from which to collect and analyze information, maintain situational awareness, produce a citywide situation report, and develop an EOC Action Plan.
2. Support the Mayor or designee and Policy Group in the formulation of policy and establishment of priorities.
3. Provide support and assistance to all departments, entities, and communities affected by the event.
4. Coordinate actions necessary to protect the residents and property of CCSF through the appropriate DOC(s).
5. Coordinate resources.



The EOC is staffed with specially trained personnel and is equipped with a variety of systems and tools that aid in data collection and sharing, resource allocation, and other critical functions. The EOC also serves as CCSF's Multi-Agency Coordination Center (MACC), as described in the National Incident Management System (NIMS), thereby ensuring that all response systems are interconnected and complementary rather than duplicative.

### ***Location and Alternate Site***

The EOC is located at the Department of Emergency Management at 1011 Turk Street, San Francisco, between Gough and Laguna Streets. The EOC is on the ground floor, and was remodeled in April 2008.

If this facility is not operable, an alternate EOC will be utilized. The primary alternate EOC is located on 1 South Van Ness Ave., on the southeast corner of Market Street and South Van Ness Ave. Relocation to the alternate EOC site may be considered when any of (but not limited to) the following situations are encountered:

- Structural or non-structural damage renders the building unsafe or uninhabitable
- Loss of power, water, phone service, or other utilities for an extended period of time
- Toxic or hazardous materials are released in the building or in the surrounding neighborhood that present a hazard to human health or safety
- Significant security threat
- EOC operations during a catastrophic disaster significantly exceed available space

The EOC Manager, DEM Director, or DEM Deputy Director, in consultation with relevant EOC personnel, is responsible for determining if or when relocation of the EOC is necessary.

### ***Communication and Coordination***

The EOC facilitates communication among all entities involved in the response. Doing so enables the formulation of a citywide 'common operating picture' and ensures EOC-wide situational awareness. For a complete listing of contact information for CCSF departments and other relevant organizations, refer to the CCSF EOC/DOC Resource Directory. The following provides an overview of the organizations that maintain open communication with the EOC in accordance with event requirements.

- **Mayor's Office:** As the Mayor is ultimately responsible for citywide emergency management efforts, the EOC will continually update the Mayor's Office with the most current situation information. The Mayor will assess event information and make authoritative decisions as necessary in order to protect life and property within CCSF.
- **Policy Group:** The Policy Group receives continual situation status updates from the EOC in order to support the Mayor in the issuance of mayoral directives or priorities, and to advise the Mayor on policy issues that affect CCSF.
- **Joint Information Center (JIC):** The EOC maintains constant communication with the JIC either through a designated JIC Liaison Officer or via communications between the DEM Public Information Officer (PIO) and the EOC Manager. The dissemination of current and accurate public information is critical to emergency management activities.



Further information about the JIC and JIC procedures are detailed in the ESF #15: Joint Information System Annex.

- **DOCs:** According to the event type and scope, representatives from CCSF DOCs may be asked to support EOC operations as EOC staff. These representatives will liaise with their respective DOC and communicate discipline-specific situation status updates, resource needs, and other pertinent information to the appropriate EOC representative. Representatives will also disseminate pertinent EOC information to the DOC.
- **Supporting ESF Departments:** ESFs will be activated according to the functional needs of an event. Coordinating and supporting ESF departments will be requested to support EOC operations either by providing EOC staff or by activating an ESF at the department level and maintaining communication with their corresponding EOC branch representative.
- **Non-Governmental Organizations (NGO), Special Districts, and the Private Sector:** All organizations within CCSF that do not have departmental representation at the EOC will communicate with the EOC Community Branch. Such organizations may provide information, submit requests, and receive guidance from the EOC.
- **Regional Emergency Operations Center (REOC):** In accordance with Standardized Emergency Management System (SEMS), the CCSF EOC will interact with the REOC to submit requests for assistance from neighboring jurisdictions.
- **State/Federal:** In the event that State assistance is needed, CCSF requests will be submitted through the REOC to the California Emergency Management Agency (CalEMA) State Operations Center (SOC). Requests for Federal assistance will also be filtered through the REOC and submitted to the Federal Government as appropriate. State or Federal representatives providing assistance to CCSF will interact with the EOC through a designated EOC Liaison Officer.

## 2.2 Emergency Management Organization

### 2.2.1 Organizational Structure

ESF #5 is organized in accordance with NIMS, SEMS, and the Incident Command System (ICS). During an EOC activation, each ICS management function will be headed by a CCSF representative carrying out the role of ESF #5. This structure serves as the CCSF MACC.

Figure 2-1 below depicts the standard ICS organizational structure. Figure 2-2 on the following page illustrates the CCSF EOC organization.

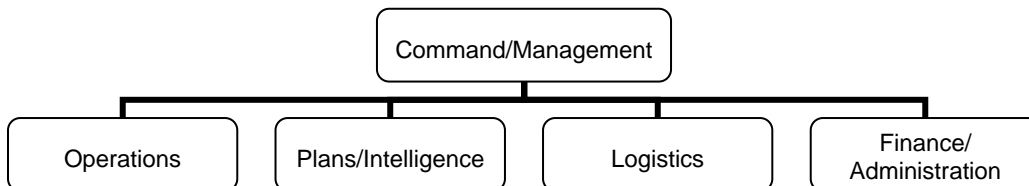


Figure 2-1: ICS Organization Structure

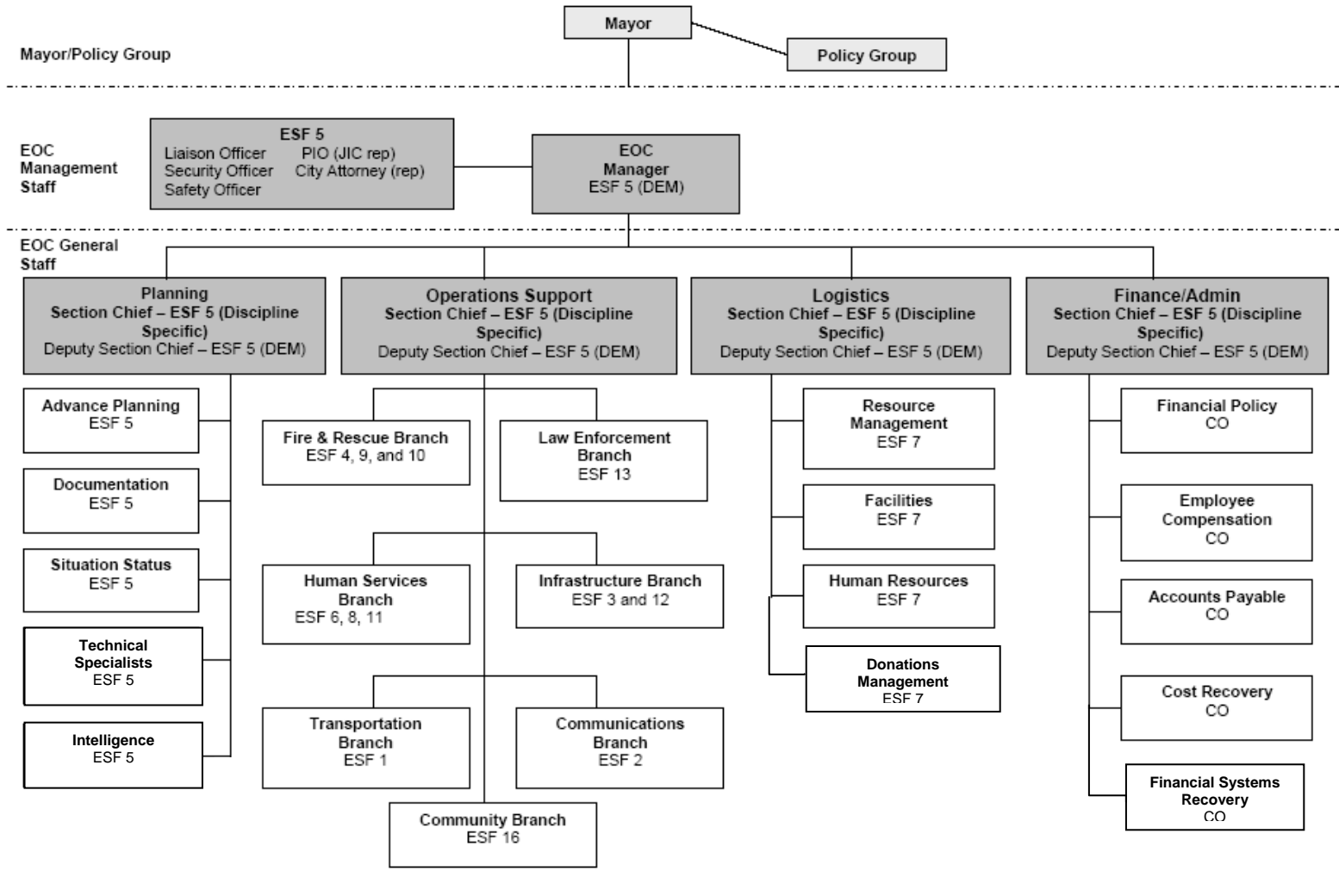


Figure 2-2: CCSF EOC Organization





## 2.2.2 Positions and Responsibilities

Within the CCSF EOC, ESF #5 activities will be performed by the EOC Management Staff, EOC Management Team, and the EOC General Staff.

### ***EOC Management Staff***

- The EOC Management Staff consists of the EOC Manager, Liaison Officer, Security Officer, Safety Officer, PIO (JIC representative), and a City Attorney representative.
- The EOC Management Staff is responsible for coordinating overall EOC activities and for providing support to the activities of the EOC General Staff.
- The position of EOC Manager will be filled by an appropriate DEM representative.
- All other EOC Management Staff positions will be filled by properly trained representatives from a relevant department.
- The EOC Management Staff is scalable and will be filled according to event needs.

### ***EOC General Staff***

- The EOC General Staff is responsible for all planning, operations, logistics, and finance and administration activities in the EOC.
- Each EOC Section is led by a Section Chief and a Deputy Section Chief, who jointly carry out the role of ESF #5. Together, they are responsible for coordinating the activities of their respective EOC Section and for maintaining communication with the EOC Manager.
- The position of Section Chief will be filled according to the discipline that has overall command of the event, or according to section-specific responsibilities.
- Deputy Section Chief positions will be filled by DEM staff.
- All positions within the Planning Section perform an ESF #5 function.

### **EOC Management Team**

The EOC Management Team is a managing body of department representatives who are brought together during the early stages of an event. The EOC Management Team is composed of the EOC Management Staff, Section Chiefs, and Branch Coordinators relevant to the event. At a minimum, the following entities would ordinarily comprise the EOC Management Team:

- EOC Management Staff
- Planning Section Chief
- Logistics Section Chief
- Finance and Administration Section Chief
- Operations Section Chief
  - ESF #4: Firefighting
  - ESF #8: Public Health and Medical Services
  - ESF #13: Law Enforcement





The following table details the overall responsibilities of each EOC position assuming ESF #5.

Position	Responsibility
<b><i>EOC Management Staff</i></b>	
<b>EOC Manager</b>	<ul style="list-style-type: none"> <li>• Responsible for overall management of the EOC.</li> <li>• Facilitates staffing of EOC by implementing appropriate ESFs and notifying event-specific ESF coordinating departments.</li> <li>• Coordinates with the REOC, SOC, and other outside assisting organizations.</li> <li>• Does not have a command role in any incident.</li> <li>• Serves as a facilitator to help maintain work flow in the EOC and ensure information is shared horizontally and vertically.</li> <li>• Assigns support positions as needed for management of EOC facility, Information Technology (IT) and other related services.</li> </ul>
<b>Liaison Officer</b>	<ul style="list-style-type: none"> <li>• Maintains and provides coordination with all outside agency representatives that have been assigned to the EOC.</li> </ul>
<b>Security Officer</b>	<ul style="list-style-type: none"> <li>• Responsible for controlling personnel access to and from the EOC and other facilities in accordance with policies established by the EOC Manager.</li> </ul>
<b>Safety Officer</b>	<ul style="list-style-type: none"> <li>• Monitors all aspects of the EOC to ensure the safety of all CCSF personnel involved with response activities.</li> </ul>
<b>PIO (JIC representative)</b>	<ul style="list-style-type: none"> <li>• Serves as the point of contact for the JIC, which coordinates and disseminates event information to the public, the media, and other relevant stakeholders.</li> </ul>
<b>City Attorney (representative)</b>	<ul style="list-style-type: none"> <li>• Represents the City Attorney and supports EOC administration.</li> </ul>
<b><i>EOC General Staff</i></b>	
<b>Planning Section Chief / Deputy Section Chief</b>	<ul style="list-style-type: none"> <li>• Provides overall coordination for the collection, analysis, and display of emergency management operations information.</li> <li>• Conducts EOC planning meetings, prepares EOC Action Plans, and supports the overall EOC planning process.</li> <li>• Coordinates activities of the following Planning Section units:                         <ul style="list-style-type: none"> <li>– Advance Planning</li> <li>– Intelligence</li> <li>– Documentation</li> <li>– Technical Specialists</li> <li>– Situation Status</li> </ul> </li> </ul>



Position	Responsibility
<p><b>Operations Support                      Section Chief / Deputy                      Section Chief</b></p>	<ul style="list-style-type: none"> <li>• Responsible for the overall coordination of event response operations.</li> <li>• Carries out the objectives of the EOC Action Plan.</li> <li>• Requests additional resources as needed.</li> <li>• Coordinates activities of the following Operations Support Section branches:                             <ul style="list-style-type: none"> <li>– Fire and Rescue</li> <li>– Law Enforcement</li> <li>– Human Services</li> <li>– Infrastructure</li> <li>– Transportation</li> <li>– Communications</li> <li>– Community</li> </ul> </li> </ul>
<p><b>Logistics Section Chief /                      Deputy Section Chief</b></p>	<ul style="list-style-type: none"> <li>• Responsible for the coordination and management of citywide resources during an incident or planned event.</li> <li>• Coordinates activities of the following Logistics Section branches:                             <ul style="list-style-type: none"> <li>– Supplies and Equipment</li> <li>– Facilities</li> <li>– Human Resources</li> <li>– Donations Management</li> </ul> </li> </ul>
<p><b>Finance and Administration                      Section Chief / Deputy                      Section Chief</b></p>	<ul style="list-style-type: none"> <li>• Oversees the coordination of all financial policy, employee compensation, accounts payable, and cost recovery related to an incident or planned event.</li> <li>• Coordinates activities of the following Finance and Administration branches:                             <ul style="list-style-type: none"> <li>– Policy</li> <li>– Employee Compensation</li> <li>– Accounts Payable</li> <li>– Cost Recovery</li> <li>– Financial Systems Recovery</li> </ul> </li> </ul>
<p><b>Planning Section:</b></p> <ul style="list-style-type: none"> <li>• <b>Advance Planning Unit</b></li> <li>• <b>Intelligence Unit</b></li> <li>• <b>Documentation Unit</b></li> <li>• <b>Technical Specialists Unit</b></li> <li>• <b>Situation Status Unit</b></li> </ul>	<ul style="list-style-type: none"> <li>• Develop EOC Action Plan.</li> <li>• Provide a common operating picture to help guide operational decision making.</li> <li>• Disseminate situation status briefings.</li> <li>• Collect, analyze, verify, display, and disseminate event information.</li> <li>• Ensure that safety/damage assessment information is compiled, assembled, and reported.</li> <li>• Record response effort details.</li> <li>• Maintain communications with the JIC.</li> </ul>

**Table 2-1: ESF #5 Positions and Responsibilities**



## 2.3 Notification and Activation

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### 2.3.1 Notification

When notified of an event (planned or unplanned) DEM will establish communication with the Mayor's Office and notify the appropriate CCSF department heads and/or coordinating and supporting ESF departments. Notification will detail pertinent event information, EOC activation level and activated positions, reporting instructions, and EOC location. Notification will be communicated via phone, email, or CCSF Alert. A list of 24/7 contact information for CCSF department representatives can be found in the CCSF EOC/DOC Resource Directory.

### 2.3.2 Activation

The activation of ESF #5 and corresponding emergency management activities will generally coincide with an EOC activation. The EOC will be activated when an event requiring EOC-level coordination is expected or has occurred. The need for this coordination is exhibited when multiple DOCs have activated and are in need of a coordination point, or when a single DOC is faced with an event that requires support beyond normal operations.

DEM is responsible for determining the appropriate EOC activation level and for identifying the necessary ESFs and EOC positions to activate. Activation levels and procedures are scalable, and are determined according to the type and scope of the event. Likewise, all activated EOC positions and ESFs will be determined according to the event.

#### ***Activation Authorities***

The Director of DEM and the Mayor have primary authority to activate the EOC during any situation where the need for EOC-level coordination is evident. Activation authority may at times be enacted by the following according to the situation:

- The Division of Emergency Services may activate the EOC:
  - When an event is of such magnitude that the need for activation of the EOC is self-evident.
  - Immediately following a terrorist attack in the Bay Area.
  - During any circumstance where CCSF interdepartmental coordination is necessary and the Director of DEM is unavailable for consultation.
  - Facilitation of CCSF interdepartmental coordination is necessary to the successful management of an event.
- The DEM Duty Officer may independently activate the EOC:
  - When an event is of such magnitude that the need for activation of the EOC is self-evident.
  - Immediately following a terrorist attack in the Bay Area.
  - When DEM management representatives are unavailable and with the concurrence of personnel commanding an emergency event that requires CCSF interdepartmental coordination.



- Any senior city official or department head may request that the EOC be activated by contacting the DEM Duty Officer. Generally such requests will be honored if they are related to the facilitation of CCSF interdepartmental coordination for the purposes of managing an emergency. If the mission's relation to the EOC is unclear or if such a response is not evident, the matter will be referred to the Director of DEM who may, at his or her discretion, consult the Policy Group prior to authorizing an EOC activation.

**Activation Levels**

The CCSF EOC may be activated to Level 1 (Full Activation) or Level 2 (Partial Activation). Table 2-4 below details potential situation types in alignment with an anticipated EOC activation level.

Level	Operational Status	Description	Examples include, but are not limited to:
Level 1	Full Activation	Full activation of the EOC. All staff positions are activated.	All items listed under 'Partial Activation,' as well as: <ul style="list-style-type: none"> <li>o Catastrophic Earthquake</li> <li>o Mass Casualty Incident</li> </ul>
Level 2	Partial Activation	Activate EOC Management Team, and any additional entities identified as necessary to the management of the specific event. These positions may be filled at the physical location of the EOC or remotely, via conference call, etc.	<ul style="list-style-type: none"> <li>o Multiple DOCs Activated</li> <li>o Planned Events</li> <li>o Monitoring Potential Incidents                             <ul style="list-style-type: none"> <li>- Storms</li> <li>- Protests</li> <li>- Public Health Concerns</li> </ul> </li> <li>o Notification to All OAs</li> <li>o Any of the 15 National Scenarios</li> <li>o Displaced People</li> </ul>

**Table 2-2: EOC Activation Chart**



### 2.3.3 Response Actions

Based on the type, nature, and magnitude of the event, the following general response actions may be necessary.

#### ***Step 1: Initial Actions***

- When alerted, DEM Duty Officer will notify DEM department heads of event.
- Provide initial situation information to the Mayor's Office and relevant departments.
- Send an AlertSF message to the public as appropriate.
- Facilitate any necessary pre-EOC activation meetings or conference calls.

#### ***Step 2: Activate EOC***

- Determine EOC activation status and coordinate EOC activation if necessary.
- Determine activation level; coordinate a Level 1 (Full) or a Level 2 (Partial) EOC Activation according to the magnitude and severity of event.
- Identify and assign EOC staff positions.
- Notify relevant coordinating and supporting ESF departments to send appropriate representatives to EOC. Ensure representatives adequately represent department/section/branch mission needs.
- Communicate EOC activation details to the Mayor and relevant coordinating and supporting departments, to include activation level, activated positions, EOC staffing, and activation timeframe.
- Submit frequent situation status updates to relevant coordinating and supporting ESF departments.
- Make contact with regional, State and/or Federal entities as necessary.

#### ***Step 3: Gather and Analyze Information***

- In order to prioritize necessary actions and maintain a common operating picture, DEM and/or the EOC will continuously collect information and exchange current status updates from:
  - Departments involved with field-level operations
  - CCSF DOCs
  - Other supporting departments/agencies involved with the event
  - REOC Regional Conference Calls
  - Public and elected officials
  - NGOs, non-profit organizations, private sector organizations
  - Media
  - Non-traditional sources (blogs, social media, etc.)



- Information will primarily be gathered via the Operations Support Section, the JIC, and through Regional Conference Calls.
- Collected information will be submitted as a Situation Status Report periodically throughout the EOC, to relevant DOCs and/or departments, and to the Mayor/Policy Group.
- Consult with subject-matter experts as necessary.

#### ***Step 4: Coordinate Response Activities***

- Planning Section will hold EOC Management meetings throughout each operational period to coordinate information about field response and DOC activities.
- Maintain communications and facilitate coordination with any local, regional, State and/or Federal entities.
- Coordinate and support overall EOC activities.
- Planning Section will develop EOC Action Plan in coordination with relevant authorities and department representatives.
- Discuss issues with the Mayor and Policy Group and seek direction when needed

#### ***Step 5: Obtain Resources, Coordinate Public Information***

- Resource requests will be submitted and fulfilled at the EOC level only when DOC-level resources have been exhausted. Department representatives in the Operations Support Section will fill out a Logistics request form and submit it to the Logistics Section.
- According to the scope of the event, numerous PIOs may gather at the JIC to coordinate public information. All event information must be reviewed for accuracy and approved by EOC Management prior to public release. Public information may include:
  - A summary of the event
  - Actions CCSF is taking
  - Actions the public should take
  - Public warning messages

#### ***Step 6: Continue to Monitor, Track, and Inform***

- Provide regular situation updates to the Mayor's Office and relevant departments.
- Continue to receive regular situation status updates from field-level and DOC-level operations.
- Continue to submit Situation Status Reports periodically throughout the EOC, to relevant DOCs and/or departments, and to the Mayor/Policy Group.
- Continue to develop or update the EOC Action Plan.
- Ensure that the public is aware of any critical event information.



### 2.3.4 Deactivation

The EOC will be deactivated or the activation level will be lowered when the event needs have decreased. Deactivation or change in activation level may also occur as a result of a transition of the EOC mission from response to recovery. EOC activation status may be changed when determined appropriate by the Mayor, Policy Group, EOC Management Team, and/or the lead responding department(s).

Upon EOC deactivation, ESF #5 responsibilities will either be deactivated or assumed by an appropriate department. Once the decision to deactivate the EOC has been reached, the following activities may be necessary:

- Complete or transfer remaining coordinating activities to the appropriate DOC or ESF(s).
- Coordinate the physical closing of the EOC, to include staff release, equipment return, and inventory.
- Coordinate the release of a public deactivation announcement with the JIC.
- Provide deactivation information and a final status report to all involved response departments and/or coordinating and supporting ESF departments.





## Section 3: Planning Assumptions

The following planning assumptions for ESF #5: Emergency Management apply:

- During an emergency situation that exceeds normal capacity, there is a need for a central collection point at the EOC where situation information can be compiled, analyzed, and prioritized.
- EOC activities are not intended to manage incident level operations, but rather to provide overall support and coordination to citywide emergency management
- There is an immediate and continuous need for officials involved in response and recovery efforts to receive information about the developing or ongoing emergency situation.
- The Mayor has ultimate responsibility of overall CCSF emergency management efforts during an emergency situation. With support from the Policy Group, the Mayor will issue policy guidance and provide overall supervision of CCSF operations.
- EOC activities may require 24-hour operations.
- During an event, resource management and coordination are initially performed at the DOC level. When internal resources have been exhausted, requests are submitted by the DOC to its representative at the EOC.

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## List of Abbreviations and Acronyms

The following abbreviations and acronyms are used in this annex:

ARC	American Red Cross
CCSF	City and County of San Francisco
CO	Controller's Office
DBI	Department of Building Inspection
DEC	Department of Emergency Communications
DEM	Department of Emergency Management
DHR	Department of Human Resources
DOC	Departmental Operations Center
DPH	Department of Public Health
DPW	Department of Public Works
DT	Department of Telecommunications
EOC	Emergency Operations Center
ESF	Emergency Support Function
GIS	Geographic Information System
GSA	General Services Agency
ICS	Incident Command System
IT	Information Technology
JIC	Joint Information Center
MACC	Multi-Agency Command Center
MTA	Municipal Transit Authority
NGO	Non-Governmental Organization
NIMS	National Incident Management System
OCME	Office of the Chief Medical Examiner
OES	Office of Emergency Services
PIO	Public Information Officer
PUC	Public Utilities Commission
REOC	Regional Emergency Operations Center
RPD	Recreation and Parks Department
SEMS	Standardized Emergency Management System
SFFD	San Francisco Fire Department
SFPD	San Francisco Police Department
SFSD	San Francisco Sheriffs Department
SFUSD	San Francisco Unified School District
SOC	State Operations Center
SOP	Standard Operating Procedures