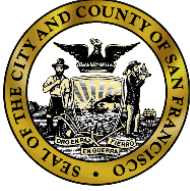


Appendix B: Department of Emergency Management



Edwin M. Lee
Mayor

Department of Emergency Management 1011 Turk Street, San Francisco, CA 94102

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Anne Kronenberg
Executive Director

- **It has been widely known within SFFD and DEM that the highest calls for service come on Friday evenings, a fact later confirmed at our recent June 12, 2017 hearing. What staffing changes have happened since that hearing to increase line staffing on Friday evenings?**

Although calls for service are higher late Friday and Saturday evenings than other days at that time, they are not the highest call volume periods. Staffing changes have improved service across the board – not just on Friday evenings. These changes are a result of both the investments in increasing total staff levels made by the Mayor and Board of Supervisors in the last two budgets, as well as a number of shorter-term measures initiated by the Mayor’s 9-1-1 Response Time Improvement Team. These measures include bringing per diem call-taker/dispatchers on board, assigning light duty police officers to assist staffing, and the transferring of some non-emergency police calls to 3-1-1. Please see Exhibit B (below) that compares all incoming calls handled by the 9-1-1 Center during the Friday and Saturday of the heatwave weekend to the average incoming calls for Fridays and Saturdays for further reference.

- **How many calls for service happened over the weekend of the heat wave that were assigned a CAD # for heat distress or exhaustion? Where were the surges in calls (e.g. specific time periods over the course of three days)? What was the average response time?**

Exhibit A, below, shows all medical incidents during the heatwave weekend and the prior week, for comparison purposes. Medical incidents are broken into major categories, and the color-coded columns on the right show the difference in number of incidents for each day of the heatwave compared to the prior weekend, which serves as a baseline. CAD does not track heat distress or exhaustion specifically, but there was a noticeable uptick in CAD reported calls for “Sick Person”, “Unconscious/Fainting”, “Heat Exposure” and “Breathing Problems” Friday, September 1 and Saturday, September 2 as reflected below.

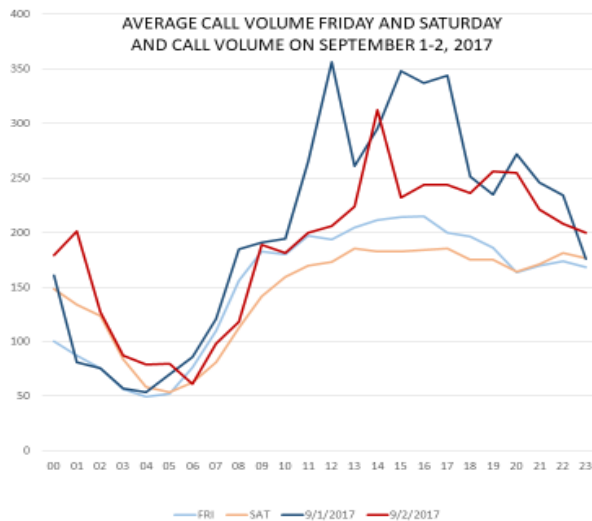
Exhibit A

How many calls for service happened over the weekend of the heat wave that were assigned a CAD # for heat distress or exhaustion? Where were the surges in calls (e.g. specific time periods over the course of the three days)? What was the average response time?

Row Labels	Medical Incidents by Coding Normal Weekend & Heatwave						Medical Incidents by Coding Difference: Normal Weekend v. Heatwave		
	Aug 25-27			Sep 1-3			Aug 25-27 vs Sep 1-3		
	Friday 8/25/2017	Saturday 8/26/2017	Sunday 8/27/2017	Friday 9/1/2017	Saturday 9/2/2017	Sunday 9/3/2017	Friday	Saturday	Sunday
Abdominal Pain/Problems	9	10	9	9	10	10	-1	-8	9
Allergies	3	3	3	2	6	4	2	3	1
Animal Bites/Attacks							0	0	2
Assault/ Sexual Assault/ Stun Gun	9	6	12	11	6	11	3	0	-3
Back Pain	2	1		1	2	1	-1	1	1
Breathing Problems	19	24	26	46	66	36	27	44	10
Burns		1			1		0	0	0
Cardio or Respiratory Arrest/ Death	7	2	6	10	6	24	3	6	18
Chest Pain/ Chest Discomfort	19	16		22	26	20	4	10	6
Choking		1	3		2		1	1	-2
Convulsions/ Seizures	10	6	9	15	16	14	5	12	5
Diabetic Problems	4	6	2	2	3	1	-2	-3	-1
Drowning/ Near Drowning/ Diving/ Suba Accident						1	0	0	1
Eye Problems/ Injuries						1	0	1	3
Falls	24	26	20	46	64	22	21	36	2
Headache	2	2	3		1	4	-2	-1	1
Heart Problems/ M.I./ C.D.	3		3	3	4	5	0	4	2
Heat/ Cold Exposure						3	26	26	3
Hemorrhage/ Lacerations	8	16	7	10	10	15	2	-6	8
Overdose/ Poisoning	2	3	4	3	10	5	1	7	1
Pregnancy/ Childbirth/ Miscarriage		2	2				2	-2	-2
Psychiatric/ Abnormal Behavior/ Suicide Attempt	4	2	4	7		2	3	-2	-2
Risk Person	39	46	36	78	100	63	40	66	16
Stab/ Gunshot/ Penetrating Trauma	3	1	1	3	3	4	0	2	3
Stroke/ Transient Ischemic Attack	5	4	1	11	7	7	6	3	6
Traffic/ Transportation Incidents	12	11	16	19	13	13	7	2	-3
Traumatic Injuries	9	7	5	4	5	7	-4	-3	2
Unconscious/ Fainting	24	29	35	69	81	66	45	52	21
Unknown Problems	12	17	15	29	21	17	17	14	2
Interfered by Transfer	9	4	1	22	9	5	16	5	4
MEDIC	1	2	2	16	7	6	15	5	4
SFPD Request Code 3 Ambulance	23	23	17	37	42	26	17	19	8
SFPD Request Code 2 Ambulance	39	61	61	61	43	70	12	-8	16
SFPD Request to Staged Medic	2	1	2	1		1	-1	-1	-1
Grand Total	296	330	212	547	608	468			
Friday to Sunday Total Medical Call Volume	832			1911					

- Exhibit B, below, shows all incoming calls handled by the 9-1-1 Center during the Friday and Saturday of the heatwave weekend and the average for Fridays and Saturdays. Calls are graphed by hour, with the darker blue and red representing the heatwave days and the lighter blue and gold representing average Fridays and Saturdays, respectively. According to our data graphed in Exhibit B, below, call surges on Friday 9/1/17 were most notable at 1130 and 1400 – 1600 hours, and on Saturday 9/2/17 at 1400 hours. For the entire four-day weekend, the City’s ambulance service had an 89% on-time performance when using the policy goal of responding on-scene to a Code 3 ambulance emergency within 10 minutes. The Department met the policy goal of having a paramedic on-scene to an incident within 7 minutes 90 percent of the time during this four-day weekend, with an on-time percentage of 92%.

Exhibit B



- **For the “fire operations” side of the EOC, what is the process for coordinating calls? (This is important because an anonymous dispatcher had complaints about how the Fire Supervisor coordinated the response that day). If there are two pods of four each, does the Supervisor rotate between them, and communicate directly with the Fire Rescue Captain? Who has final call over where resources will be deployed?**

All dispatch staff are supervised by DEM supervisors, and ultimately DEM chain-of-command has final say on dispatches. Once a dispatch is made, a ranking SFFD officer has final say. In regular rotation, a DEM supervisor will be in the “fire” position on the supervisor bridge, monitoring fire/medical incidents and doing other supervisory duties. Dispatchers are instructed to follow procedures, but to obey direction from SFFD personnel to make modifications (with documentation). When things get busy, the DEM supervisor will often relocate to the supervisor position in the fire pod, and actively coordinate with the SFFD personnel in giving direction to the dispatchers. Sometimes, higher ranking SFFD officers come in from the field and a DEM manager will go to the fire pods and coordinate direction.

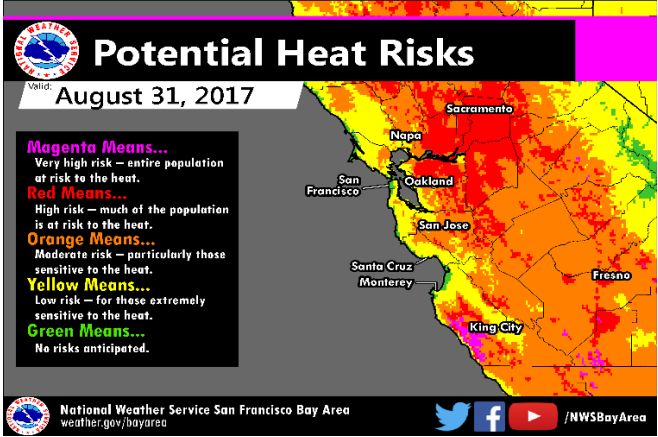
- **What was the coordination with the hospitals? Were additional resources allocated to hospitals to prepare them for the influx of people?**

In accordance with the Emergency Response Plan, the Department of Public Health took the lead in coordinating with hospitals. DEM worked closely with DPH in providing hospitals with information on the heat advisory and situational awareness of the emergency medical services system throughout Labor Day Weekend. DEM participated in conference calls with hospitals to maintain a common operating picture and to assess the extent to which hospitals could receive additional patients. Hospitals were provided with fans on Saturday morning as a number of them were having issues with cooling their facilities.

- **The National Weather Service predicted that San Francisco would be experiencing "severe" levels of heat as of August 29. What steps did DEM take to draft a contingency plan and increase staffing? What is the temperature threshold for the City to have cause for concern and take emergency action based on a warning like this? (Does the City and the National Weather Service similarly define "severe"?) What are the criteria to warrant an emergency plan?**

Although the National Weather Service San Francisco Bay Area/Monterey issued an excessive heat advisory on August 29, San Francisco was not included (Exhibit C). On August 29, the NWS was predicting daytime temperatures in the low to mid 80's and overnight lows in the 60's for September 1 and September 2.

Exhibit C



Several contingency plans for unplanned emergencies were already in existence. The Department of Emergency Management (DEM) worked closely with the Department of Public Health (DPH) in the development of an Extreme Heat Annex that outlines the steps DPH takes when there is an excessive heat event in San Francisco. DEM had designed the low level ambulance policy for emergency medical services, which outlines the steps required to address surges in demand for 911 medical calls.

For the City and County of San Francisco, an excessive heat event is defined as daytime temperatures at or above 85 degrees. This threshold is consistent with the 98th percentile of temperatures recorded over the past 10 years in the city. However additional factors (e.g. air quality humidity, night time cooling, etc.) are considered when determining further DPH action. While 85 degrees is considered excessive in San Francisco, DPH begins disseminating heat messages at 80 degrees.

The City’s Emergency Response Plan is an all hazards plan focused on building and sustaining common capabilities to prevent, protect, mitigate, respond to and recover from both intentional and natural disasters.

- **Are there protocols in developing an emergency plan that are dependent on advance timing? That is, are there levels/types of planning that happen when there is a 3-day warning versus a 1-day or several hour warning?**

The Department of Public Health’s Extreme Heat Annex includes recommended actions based on advance warning and notifications. In developing emergency plans, the Department of Emergency Management recommends and utilizes “critical action guides” within annexes that serve as a tear away resource for emergency services personnel in preparing for and responding to events. For an example, both the Winter Storm Annex, Tsunami Annex and the Earthquake Annex include concise critical action guides and steps that should be taken depending on the extent to which there is a credible warning of risk.

- **Which City department takes the lead in developing an emergency plan and what is the role that DEM plays? Does this vary given the nature of the emergency (weather, earthquake, terrorism)?**

The Department of Emergency Management takes the lead in developing emergency plans in San Francisco, but individual departments take the lead on developing discipline-specific plans to maximize

expertise and experience. For example, the Department of Public Health took the lead in developing the Extreme Heat Annex and the Police Department took the lead in developing the Law Enforcement Annex.

- **What is the standard procedure for noticing public safety information for the general public? Which City department is responsible for this, and how is it coordinated? What is the standard procedure for translating safety information? Why did it take until mid-day Saturday for the existing hours of operation of our libraries and pools to be disseminated to the Board of Supervisors? And why wasn't Tagalog included?**

Emergency Public Information Coordination

DEM supports the dissemination of emergency public information through San Francisco from the operation of the Joint Information Center (JIC). The JIC is an element of the EOC and is used to coordinate accurate, timely, and relevant information during an incident or special event. Typically, DEM supports the lead agency by coordinating information from each responding agency and compiling it for release to the public by the lead agency and/or by DEM. In situations where alert and warning to the public is required, DEM has the ability to use various platforms to release emergency public information at the request of, or in coordination with, the lead agency.

Prior to the Labor Day weekend heatwave, DEM supported DPH by disseminating heat preparedness information (including multilingual information) through our social media followers. Please note that local and national media outlets all follow DEM on Twitter, further amplifying any public messaging. The following summarizes the messages sent by DEM at the request of DPH:

Date/Time	Platform	Message	Reach
August 31, 2017 – 3:45 p.m.	Nextdoor	Heat Advisory linking to the information below from DPH*	166,000+ verified San Francisco residents
September 1, 2017 – 8:25 a.m.	Twitter	Heat Advisory linking to the information below from DPH*	84,000+ including local and national media.
September 2, 2017 – 12:02 p.m.	Twitter	Call 9-1-1 immediately if you or someone you know has signs of Heat Stroke (Includes graphic of symptoms of heat stroke)	84,000+ including local and national media.
September 2, 2017 – 5:27 p.m.	Twitter	Coastal Safety Warning (graphic includes English/Spanish instructions)	84,000+ including local and national media.

DPH Message:

**Much of the Bay Area will be hot over the next few days and through the Labor Day Weekend. San Francisco's temperature is currently predicted to be in the 70's during the day on Wednesday and Thursday, cooling down in the evening. Friday through Sunday will be the warmest days with*

temperatures in the low to mid 80's and cooling down to the 60's during the evening. See information below from the National Weather Service.

[National Weather Service - San Francisco](#)

Please note that weather predictions can change so listen for weather information on the radio or TV and check the link above for the most current National Weather Service information.

Remember, to stay hydrated by drinking plenty of water, wear light clothing and a hat if you go outside, avoid strenuous activity, and check on your neighbors, friends and family members-especially those who live alone. Prepare for the heat by pulling the shades down during the day and keeping the windows open at night. For relief from the heat, consider visiting a community center, movie theater, congregation, public library, swimming pool, local recreation center or shaded park. For more information please refer to the following:

- [Extreme Heat FAQs](#)
- [Heat Wave Multilingual](#)

Have a safe and healthy Labor Day Weekend.

Translation Protocols

Translation may be coordinated through the JIC during an incident and can be accomplished by utilizing internal City resources or through a contracted translation service. DEM also has pre-translated pre-scripted messages for use during certain types of emergencies (earthquakes, tsunamis, and terrorism).

Prior the Labor Day Heat Wave, DEM disseminated information from DPH which included multilingual information.

At 1453 hours Friday, September 1 the National Weather Service issued an Excessive Heat Warning for San Francisco. In order to support a stronger response, DEM escalated the activation of the Emergency Operations Center to a higher level, which had opened at 0700 hours, to support a stronger response. As part of that response, the City's policy group (made up of the Mayor's senior staff, City Attorney and responding department heads including DPH, DEM, Fire, Police, Recreation and Parks, HSA, Sheriff and City Administrator) decided to open cooling centers and extend pool hours. The policy team met at 1815 hours via conference call and elected officials were informed immediately afterward, at 1845 hours.

Information regarding cooling centers and pool hours was received by the JIC by 2030 hours on Friday, September 1, and a press release was issued by 2133 hours. That announcement went to all media, including ethnic media, in the form of press releases from DEM and the Mayor's Office, and was also sent via Twitter and Next Door. The information disseminated included information on pools, libraries, cooling centers, tips to cope with heat and stay cool, warning signs for heat-related illness, and a media contact number for the EOC.

On Saturday September 2, cooling centers opened. Another press release was sent by DEM and the Mayor's Office. The DEM translation protocol was initiated, and the Office of Immigration and Civic Engagement provided translation into Spanish and Chinese of the cooling center announcement. Tagalog translation was not available at that time. While we are able to produce materials in multiple languages when there is time to plan ahead, we have identified rapid and comprehensive translation during emergency events as an area for improvement.

- **How does DEM use the press to disseminate vital information? What was the press plan to get out cooling station information on radio and TV, including ethnic media, in advance of the heat wave? What about public service announcements on our SFMTA vehicles? What about using the noon citywide emergency system loudspeaker alert? When is this system used? Were any of these options considered to notify constituents of the dangers of the heat wave and potential reprieves? Are there protocols about how and when to use media methods for information dissemination? Is there a plan to reach particular vulnerable populations (because of disabilities, age, language, or isolation)?**

DEM supports the dissemination of emergency public information through San Francisco from the operation of the Joint Information Center (JIC). The JIC is an element of the EOC and is used to coordinate accurate, timely, and relevant information during an incident or special event. Typically, DEM supports the lead agency by coordinating information from each responding agency and compiling it for release to the public by the lead agency and/or by DEM. DEM's press list includes local ethnic media.

The press plan to distribute cooling center information was guided by when cooling centers were authorized and when information about them became available. On Friday, September 1 at 1815 hours, the policy group authorized the use of cooling centers. Information regarding cooling centers and pool hours was received by the JIC by 2030 hours and a press release was issued by 2133 hours. The DEM PIO then called each news desk with late night news to persuade each outlet to include San Francisco cooling center information in their broadcast. On Saturday, September 2, cooling centers opened. Another press release was sent by DEM and the Mayor's Office with updated cooling center hours and information.

In situations where alert and warning to the public is required, DEM has the ability to use various platforms to release emergency public information at the request of, or in coordination with, the lead agency. These platforms include:

- **AlertSF:** San Francisco's subscriber based emergency text message system.
- **Wireless Emergency Alerts (WEA):** Federal Communications Commission (FCC) based system which can send messages to all mobile phones in a geographic area. WEA is commonly used for Amber Alerts.
- **Outdoor Public Warning System (OPWS):** Outdoor system of 119 citywide sirens.
- **Emergency Alert System (EAS):** Warning system that is used on television and radio.

Protocols for AlertSF, WEA, OPWS, and EAS dictate their use during life safety situations where immediate protective action is necessary. The systems may be requested by the lead agency or initiated by DEM in coordination with the lead agency.

The use of SFMTA vehicles to broadcast information can be coordinated through the EOC, but was not discussed during this heat event. AlertSF also was not used, but was discussed during after action briefings, and was used the following weekend (September 9) to notify San Franciscans about temperatures in the mid-80s and instruct them to check on older adults, pets and those who are ill; and to remember to drink water.

During an EOC activation outreach to vulnerable residents is coordinated with the appropriate city departments, community based agencies, and service providers that serve these populations. This outreach is accomplished through the EOC's community branch whose representatives often include the

Mayor's Office on Disability, the Red Cross, The Salvation Army, and the VOAD (Volunteer Organizations Active in Disaster).

- **What kind of feedback loop and reflection is there after a disaster happens? How does DEM (with other City departments) assess response and coordination so as to improve on it next time? Is there a performance matrix that is used to measure response?**

After level 2 or greater activations, the Department of Emergency Management organizes and convenes an After Action Meeting and develops an After Action Report. The After Action meeting is designed to identify both strengths and areas of improvement. DEM utilizes core capabilities in the National Response Framework to assess performance of overall preparedness and response. The After Action Meeting for the Labor Day Weekend Heat Wave is scheduled for Friday, September 29, 2017.

The following questions were included in the list of questions posed to the Department of Emergency Management. Given the transition of the Emergency Medical Services Agency functions to the Department of Public Health as of July 2017, DPH is responding to these questions.

- **Who makes the decision to call in Mutual Aid? Is there a threshold or criteria that has to be met to consider this action?**
- **How much did the Mutual Aid cost, who did we pay, and where does that money come from?**
- **How many ambulances were eventually called in and at what times? At what point was the decision made to do so? How many private ambulances were deployed and where and when?**