



San Francisco

All-Hazards Strategic Plan

2008

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Executive Summary

San Francisco All-Hazards Strategic Plan Purpose and Development

The City and County of San Francisco (the City) All-Hazards Strategic Plan (hereafter referred to as the Strategic Plan or the Plan) is intended to enhance the City’s ability to deter, prevent, respond to, and recover from acts of terrorism and natural and human-caused disasters through development of a single, common preparedness vision and strategy. This strategic planning effort is designed to assist citywide senior leadership in directing programmatic efforts, accomplishing results, ensuring accountability, and properly allocating limited resources over the next five years. The Strategic Plan reflects the expertise of stakeholders from all levels of government, public and private agencies, and non-profit organizations. The Strategic Plan is designed to serve as a long-term guide that is able to direct both short- and long-term efforts of City and non-governmental agencies to accomplish a single emergency management and homeland security vision and mission.

The Strategic Plan was developed in close collaboration with the City’s emergency management and homeland security stakeholders. The stakeholders first helped identify the desired end state of the City’s emergency management and homeland security capabilities using the Department of Homeland Security Target Capabilities List. In addition, they developed a five-year vision and mission for the City’s disaster management program. The stakeholders then assessed current emergency management and homeland security capabilities. The delta between the current and future desired end state demonstrated the emergency management and homeland security gaps. After completing this analysis, the stakeholders were able to develop strategic goals and milestones for closing the gaps. The stakeholders developed 20 strategic goals that enhance the City’s ability to prepare for, respond to, recover from, mitigate, prevent, and protect against all hazards. The goals identified by the stakeholders are very ambitious and will require significant dedication, resources, and leadership to initiate projects, implement changes, monitor progress, and ultimately achieve the desired outcomes.

Vision, Mission, Guiding Principles, and Strategic Goals

The vision statement describes the City’s desired future state for emergency management and homeland security capabilities. The mission statement describes how the vision will be achieved. The guiding principles, listed below, are the values that the stakeholders applied throughout the development of the strategic goals. The strategic goals:

- Are informed by data or evidence when available, enhance existing business processes and improvements, and avoid duplication with other ongoing processes.
- Align with National Incident Management System and California Standardized Emergency Management System principles.

Vision

“A City prepared with coordinated capabilities to prevent, protect against, respond to, and recover from all hazards.”

Mission

“San Francisco government agencies, stakeholder groups, volunteer organizations, and the greater San Francisco community work efficiently and in a coordinated manner to protect life, property, the environment, and the economy from any emergency.”



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- Are implemented in a way that acknowledges risks, resources, and needs.
- Are developed and implemented through a collaborative process.
- Have support from City leaders, who are trained and prepared for their role as decision-makers during a citywide emergency and in a recovery environment.
- Incorporate a regional perspective, where applicable.
- Align with the City's General Plan.

Successful achievement of the 20 strategic goals will lead to realization of the City's emergency management and homeland security vision.

The San Francisco emergency management stakeholders identified 20 strategic goals that have been organized into mission areas that align with the Department of Homeland Security Target Capabilities List: common, prevent, protect, response, and recover.

Common Mission Area Strategic Goals

- Develop, maintain, and sustain a citywide, comprehensive, risk-based emergency management and homeland security program.
- Enhance the City's emergency management and homeland security training and exercise program.
- Ensure sufficient voice and data communication capabilities are in place to allow for effective inter-agency, multi-jurisdictional communication.
- Improve community disaster preparedness and response capabilities.
- Secure the City leadership's commitment and adequate, sustainable funding for emergency management and homeland security capabilities, and define the Department of Emergency Management/Division of Emergency Services role.

Prevent Mission Area Strategic Goals

- Build the City's threat gathering and analysis capabilities.
- Strengthen chemical, biological, radiological, nuclear, and explosive detection capabilities.

Protect Mission Area Strategic Goals

- Develop and implement a comprehensive critical infrastructure protection program.

Response Mission Area Strategic Goals

- Ensure consistent use of the National Incident Management System and Incident Command System.
- Improve the functional and operational capabilities of Department Operating Centers.
- Identify and formalize a resource logistics and distribution strategy.



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- Coordinate and participate in regional efforts to effectively utilize volunteers.
- Coordinate and participate in regional efforts to effectively manage donations.
- Improve chemical, biological, radiological, nuclear, and explosive/ weapons of mass destruction /hazardous materials response and decontamination capabilities.
- Work with regional groups to develop evacuation and/or shelter-in-place plans and procedures.
- Strengthen joint information center and emergency public information and warning capabilities.
- Enhance public health, healthcare, and medical examiner readiness.
- Strengthen mass care (sheltering, feeding, and related services) capabilities.

Recover Mission Area Strategic Goals

- Enhance structural damage assessment capabilities.
- Build the City's capabilities to restore lifelines and facilitate economic and community recovery following a major incident.

Implementation and Next Steps

The Strategic Plan provides overarching goals and is supported by the Strategic Plan Implementation Roadmap. This roadmap document describes specific activities or milestones that the City will undertake to accomplish each of the strategic goals. For each milestone, the stakeholders assigned coordinating lead organizations and suggested timeframes. The ability to successfully implement planned activities depends greatly on adequate funding, availability of trained and experienced personnel, political will and support, and myriad other factors.

Development of a work plan and actual implementation of the strategic goals will be the responsibility of the coordinating lead agencies. By providing an overarching framework to guide efforts, this Plan allows agencies to maintain their autonomy as they implement the strategic goals. As implementation proceeds, agencies will monitor their progress and participate in the annual review and update of the Strategic Plan.

It is important to note that while this document was being developed, the City's emergency management and homeland security community has been working to address many of the strategic goals described in this Plan. DEM/DES alone has more than 120 emergency management and homeland security projects underway, and individual City departments are involved in scores of improvement efforts targeted at the operational and tactical level.



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1. Introduction

The City and County of San Francisco (the City) has embarked on an ambitious strategic planning effort to enhance its homeland security and emergency management capabilities. The goal of the effort is to improve the City's ability to deter, prevent, respond to, and recover from acts of terrorism and natural- and human-caused disasters through the development of a single, common preparedness vision and strategy. This strategic planning effort is designed to assist citywide senior leadership in directing programmatic efforts, accomplishing results, ensuring accountability, and properly allocating limited resources over the next five years, while providing operational level staff from a variety of departments and organizations with a common roadmap of coordinated activities. The San Francisco All-Hazards Strategic Plan (hereafter referred to as the Strategic Plan or the Plan) reflects the expertise of stakeholders from all levels of government, public and private agencies, and non-profit organizations.

Changes in available funding, organizational structure, and threat environment add to the complexity of preparedness and require emergency management and homeland security stakeholders to continually review, adjust, and develop new strategies. With this in mind, the Strategic Plan was designed to serve as a practical and flexible long-term guide that is able to direct both short- and long-term efforts to accomplish a single emergency management and homeland security vision and mission. The strategic goals listed in the Strategic Plan and the corresponding strategic goals and milestones in the Strategic Plan Implementation Roadmap will be updated by emergency management and homeland security stakeholders during an annual review of the Plan.

1.1. What Is a Strategic Plan?

By definition, a strategic plan aligns an organization and budget structure with organizational priorities, missions, and objectives. According to the requirements of the Government Performance and Results Act¹, a strategic plan describes:

- The mission and vision of an organization or unit;
- The criteria, values, or guiding principles; and
- Long-term goals, objectives, and strategies.

A strategic plan identifies where the organization wants to be at some point in the future and how it is going to get there.

This Strategic Plan identifies strategic goals and forms a roadmap that unifies efforts addressing the current emergency management and homeland security challenges facing the City. It does **not** describe how the City will respond to an incident, but rather focuses on strategic approaches. The Plan is designed to improve the efficiency of emergency management and homeland security preparedness efforts by:

- Focusing on high-priority needs.
- Reducing or eliminating redundant efforts.

¹ www.gao.gov/policy/itguide/glossary/htm



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- Emphasizing an all-hazards approach to preparedness.
- Strengthening coordination and communication among private, public, and non-profit emergency management and homeland security stakeholders.

A strategic plan is not a response plan or an operations plan. Response and operations plans are designed to guide agencies and individuals in the conduct of emergency activities and coordination during any emergency or disaster. This Strategic Plan captures strategic goals and objectives that will help improve emergency preparedness and increase the City's capabilities for successfully resolving future emergencies and disasters.

1.2. Background

Many of the City's emergency management and homeland security challenges stem from vulnerabilities associated with its geographic characteristics, population density and demographics, burgeoning tourist industry, and presence of nationally prominent landmarks. While an earthquake is the City's most likely catastrophic scenario, terrorism is also a very real threat. Given these realities, the City's emergency preparedness and planning is very important and requires targeted investments and unwavering and continuous support by City leadership.

Located on the tip of the San Francisco Peninsula, the City is bordered by water on three sides, with the Pacific Ocean to the west, San Francisco Bay to the east, and the Golden Gate Strait to the north. The lack of additional critical ingress and egress routes complicates the evacuation of citizens, ability of responders to access the City, and transportation and logistical movement of mutual aid.

San Francisco has a surface area of approximately 47 square miles and a population of nearly 750,000, making it the second most densely populated city in the United States. The unusually close proximity of infrastructure, neighborhoods, and businesses creates unique challenges and increases the City's vulnerability and potential for collateral damage to occur. The broader region of the San Francisco Bay Area is home to approximately 7.2 million people. Because natural and human-caused disasters are not bound by jurisdictional lines, the City's ability to respond to an incident depends on its neighboring jurisdictions and overall regional preparedness.

1.2.1. Ongoing Efforts in the Region

The San Francisco emergency management and homeland security community has been actively working on enhancing the City's emergency management capabilities. The Department of Emergency Management/Division of Emergency Services (DEM/DES) has more than 125 emergency management and homeland security projects currently underway, with nearly half of these being executed through collaborative efforts with other City departments. More than 60 of the projects identified are being led through the efforts of the Bay Area Super Urban Area Security Initiative (SUASI), which was created in 2006. The relationship of these collaborative projects to the City's strategic goals is illustrated in Appendix C: Crosswalk of Strategic Goals and SUASI Activities. All of these collaborative projects require City resources.



Like DEM/DES the SUASI is implementing several projects to address a wide-range of emergency management and homeland security project areas²

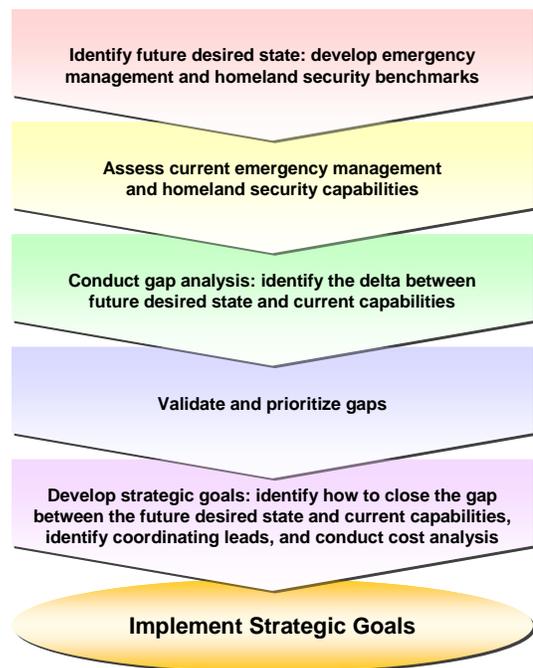
- Regional Planning
- Training and Exercise
- Chemical, Biological, Radiological, Nuclear and Explosive Response
- Medical Surge
- Infrastructure Protection
- Mass Prophylaxis
- Interoperable Communications
- Information Sharing
- Information and Warning
- Community Preparedness
- Emergency Management
- Mass Care

In addition to the SUASI projects, the City is undertaking an emergency management mutual aid project with Los Angeles and Long Beach and an interoperable communications with Sacramento.

1.3. Strategic Plan Development Process

The Strategic Plan was developed in five steps.

- **Establish benchmarks** (determine desired end state). In the first phase, stakeholders met to establish a series of benchmarks that articulated the desired end state of the City’s emergency management and homeland security capabilities within five years. These benchmarks were further refined through additional stakeholder review and comment. National and State standards, such as the Department of Homeland Security (DHS) Target Capabilities List, California Standardized Emergency Management System, National Incident Management System (NIMS), Incident Command System (ICS), and Emergency Management Accreditation Program Standards, were used to develop the benchmark assessment tool.
- **Assess current capabilities** (determine the level of current capabilities). An assessment of current capabilities was performed through data gathering and stakeholder interviews. Once determined, the capabilities were measured against the identified benchmarks from the previous step.



² <http://www.bayareasuasi.org/default.asp>, 2007



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- **Perform gap analysis** (the delta between the current and desired end states). After completing the capability assessment interviews and obtaining a snapshot of the City's current capabilities, a comprehensive gap analysis was performed. A summary of the delta was developed and provided to the stakeholders for validation.
- **Develop strategic goals and draft plan.** The Strategic Plan identifies emergency management and homeland security strategic goals based upon input from stakeholders. A cost analysis was performed for the priority areas and implementation steps were identified. The draft Plan was reviewed by the stakeholders and their comments were incorporated into the final Plan.
- **Finalize/implement plan.** Stakeholders reviewed and commented on the Strategic Plan as it was being developed and finalized. Stakeholder support and involvement was essential to Plan development and will continue to be essential throughout implementation.

The baseline data for each step of Plan development was gathered through research, interviews, and comprehensive Plan reviews. The data was validated through feedback solicited during stakeholder group meetings.

1.3.1. Stakeholder Involvement

More than 100 stakeholders from 54 organizations, including local, State, and Federal government agencies and departments, and private sector, non-profit, and non-governmental organizations (NGOs), were involved in developing the Strategic Plan. These stakeholders provided invaluable insight through their subject matter expertise, knowledge of their respective organizations, and understanding of how City departments work together to support multiple capabilities.

The stakeholders' honest feedback and frank sharing of information was integral to developing the Plan. Often departments at all levels of government are reluctant to identify emergency preparedness gaps and submit realistic corrective action documents, such as those required by the Homeland Security Exercise Evaluation Program, for fear these can be misconstrued as shortcomings or weaknesses when, in fact, nothing could be further from the truth. The end goal is for the Nation as a whole to be prepared for, versus reactive to, events such as the 9/11 terrorist attacks and Hurricane Katrina. Identifying areas for improvement is the first step toward strengthening the City's preparedness program.

To demonstrate its support, each organization has agreed to contribute to the Plan's implementation. To view a complete list of organizations that participated in this capabilities assessment, please see Appendix H: List of Participating Organizations.



1.4. Organization of This Document

This document is organized into four sections that sequentially detail the background and strategic planning efforts of the City. The sections are divided by subject area to allow for quick reference.

- **Section 1** introduces the background of the City's preparedness efforts and the strategic planning process.
- **Section 2** introduces the City's overarching vision, mission, and guiding principals. This section describes the criteria that stakeholders applied when developing the strategic goals described in section 3.
- **Section 3** describes the desired end state or strategic goals in 20 key areas. The strategic goals are further explored in the separate Implementation Roadmap, which provides practical objectives and milestones for achieving the desired state, performance indicators, and sample work plans to guide agency efforts. The Strategic Plan is supported by several other documents, such as, the Implementation Roadmap, workforce analysis, an informal Emergency Management Accreditation Program assessment, and gap analysis.
- **Section 4** details the policy that will guide strategic goal implementation, plan maintenance, and implementation progress and success tracking.
- **Appendices** contain reference material as listed in the Table of Contents.



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2. Vision, Mission, and Guiding Principles

A key part of any strategic plan is the vision, mission, and guiding principles. Together, the vision, mission, and guiding principles help emergency management and homeland security stakeholders identify and prioritize strategic goals.

The City’s Emergency Management and Homeland Security Vision

“A City prepared with coordinated capabilities to prevent, protect against, respond to, and recover from all hazards.”

2.1. Vision

The vision statement describes the City’s desired future state for emergency management and homeland security capabilities. Those implementing the Plan will be responsible for taking actions that bring the City closer to the state described in the vision statement.

2.2. Mission

While the vision statement describes the future, the mission statement describes the present state. The Plan’s mission statement further defines *how* the vision shall be achieved.

The City’s Emergency Management and Homeland Security Mission

“San Francisco government agencies, stakeholder groups, volunteer organizations, and the greater San Francisco community work efficiently and in a coordinated manner to protect life, property, the environment, and the economy from any emergency.”

2.3. Guiding Principles

Guiding principles provide broad but consistent parameters applicable to all strategic planning efforts. The following guiding principles were identified and agreed upon by the stakeholders as tenets to follow during development of the Strategic Plan. The Plan’s goals:

- Are informed by data or evidence when available, enhance existing business processes and improvements, and avoid duplication with other ongoing processes.
- Align with the National Incident Management System and California Standardized Emergency Management System principles.
- Are implemented in a way that acknowledges risks, resources, and needs.
- Are developed and implemented through a collaborative process.
- Have support from City leaders, who are trained and prepared for their role as decisionmakers during a citywide emergency and in a recovery environment.
- Incorporate a regional perspective, where applicable.
- Align with the City’s General Plan.



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3. Strategic Goals

The strategic goals in this Plan reflect the contributions of the emergency management and homeland security stakeholders who participated in the strategic planning workshops in April and September 2007 and interviews conducted in July, August, and October 2007. The information provided by the stakeholders identified an extensive list of emergency management and homeland security gaps between the City's current capabilities and desired future state. These gaps were analyzed to create the strategic goals described below. The strategies in this Plan are consistent with the standards and capabilities suggested in the DHS Target Capabilities List and reflect the emergency management and homeland security challenges facing the City. This section includes a description of the strategic goals, their objectives, and examples of performance indicators for coordinating lead agencies to consider. In keeping with the format of the DHS Target Capabilities List, the 20 strategic goals identified in the Plan have been organized by the DHS Target Capabilities List mission areas of: common, prevention, protect, response, and recovery.

Because the Plan focuses on overarching strategies, it does not provide the operational- or tactical-level details of implementation guidelines. A Strategic Plan Implementation Roadmap document has been created to provide more detailed analysis of challenges and background on the issue, link objectives to milestones, assign coordinating leads, suggest timeframes for completion of each milestone, and offer example performance indicators to measure progress. Coordinating lead agencies will be responsible for developing work plans to support implementation of the strategic goals. By providing an overarching framework to guide efforts, this Plan allows agencies to maintain their autonomy, while coordinating with DEM and other stakeholders, as they implement the strategic goals.

3.1. Strategic Goals—Sorted by Mission Area

Emergency management and homeland security stakeholders identified 20 strategic goals. Achieving these goals will lead to realization of the City's emergency management and homeland security vision.

The strategic goals were developed using the DHS Target Capabilities List and support the best practices described in the Emergency Management Accreditation Program standards. The connection between the goals and national priorities is demonstrated in Appendix D: Crosswalk of San Francisco Strategic Goals and DHS Homeland Security Priorities.

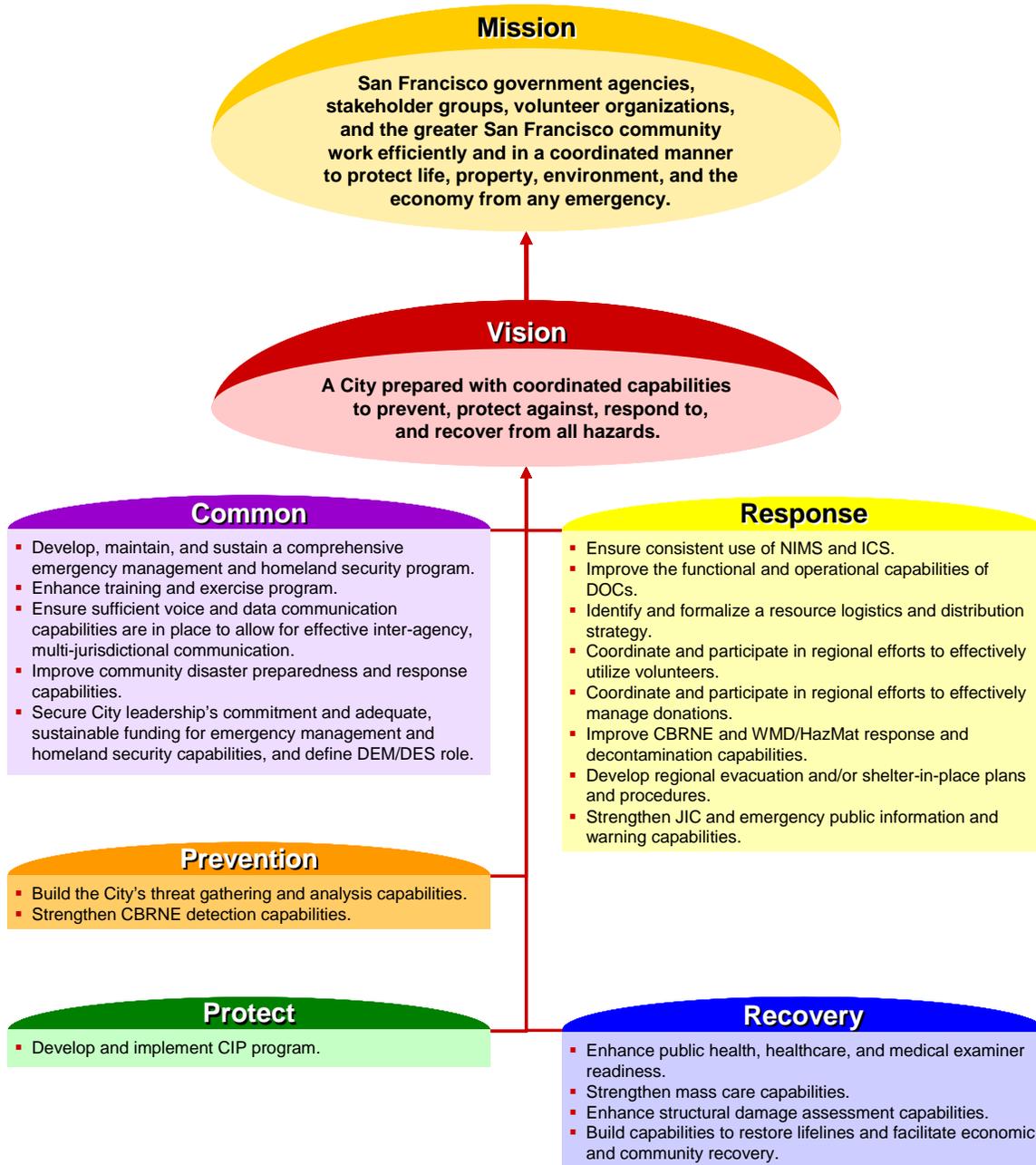
Many of the strategic goals are interconnected, in that milestones and activities of one strategic goal complement or advance the achievement of another. Another characteristic of certain strategic goals are their foundational properties. Certain strategic goals must be achieved first in order to provide the "foundation" for accomplishing another strategic goal. The interdependencies between the strategic goals are illustrated in Appendix E: Strategic Goal Interdependencies.

Following each of the strategic goals is a list of objectives and sample performance indicators. The objectives offer insight on how the City plans to achieve the strategic goal. The sample performance indicators suggest how the City can demonstrate achievement of the strategic goals.



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Achievement of the Strategic Goals Will Lead to the City Emergency Management and Homeland Security Mission and Vision





3.1.1. Common Mission Area Strategic Goals

STRATEGIC GOAL 1:

Develop, maintain, and sustain a citywide, comprehensive, risk-based emergency management and homeland security program.

GOAL

Establish a citywide comprehensive program that addresses all phases of homeland security and emergency management. Ensure all City organizations know their roles in an emergency and have plans in place to match their roles and responsibilities. Ensure all City organizations have received the appropriate level of training needed to effectively prevent, protect, mitigate, respond to, and recover from all hazards commensurate with their mission statements.

OBJECTIVES

- Develop all key plans and functional elements necessary for a comprehensive emergency management program, including, but not limited to, an administrative plan to address Emergency Management Accreditation Program guidance, a hazard assessment, a recovery plan framework, and an updated City Emergency Response Plan.
- Identify essential information technology systems and the back-up capability necessary to maintain continuity of operations (COOP) and continuity of government (COG).
- Develop and implement a Quality Improvement Program to coordinate, manage, and document ongoing system-wide evaluation and improvement actions. Ensure the program includes corrective actions, an evaluation program, a plan review and update cycle, and strategies for capturing and incorporating lessons learned.³ Ensure the Quality Improvement Program is designed to move the City toward meeting the Emergency Management Accreditation Program standards.

EXAMPLE PERFORMANCE INDICATORS

- The Administrative plan is revised and approved.
- Number of City departments with a current Emergency Response Plan/Emergency Operations Plan.
- Percent of Hazard Identification and Risk Assessment reviews completed.
- Number of Emergency Management Accreditation Program elements that have been documented and approved.
- Number of City departments with COOP/COG plans.

³ For additional information, please review the Training and Exercise Strategic Goal.



STRATEGIC GOAL 2:
Enhance the City’s emergency management and homeland security training and exercise program.

GOAL

Develop and implement a DHS Homeland Security Exercise Evaluation Program compliant training and exercise program that includes:

- The five-year training needs of all emergency management and homeland security personnel.
- An appropriate training medium to meet participants’ needs (follows a “crawl, walk, run” philosophy).
- A training goals and objectives/training subject area.
- A process for evaluating courses and exercises, and for incorporating lessons learned.
- A process for recording who has received training, the types of training activities that are planned, and names and qualifications of trainers.

OBJECTIVES

- Update the City’s exercise strategy to describe the scope of all required exercise activities and objectives, identify organizations and notify them of their exercise obligations, capture and incorporate lessons learned, and ensure that all exercises are developed, conducted, and evaluated according to DHS Homeland Security Exercise Evaluation Program guidance.
- Ensure all City Department Operating Center (DOC) personnel and their alternates complete Emergency Operations Center (EOC) training. Ensure all City departments with an emergency support function (ESF) leadership role, including senior leadership for each department, complete required National Incident Management System and Emergency Response Plan training.

EXAMPLE PERFORMANCE INDICATORS

- Percent of City exercises that are developed and conducted using the DHS Homeland Security Exercise Evaluation Program methodology.
- The City has a long-term exercise strategy.
- Number of City departments that follow and use the exercise strategy.
- Number of City personnel who have taken EOC-level training.



STRATEGIC GOAL 3:

Ensure sufficient voice and data communications capabilities are in place to allow for effective inter-agency, multi-jurisdictional communication.

GOAL

Maintain a continuous flow of critical information among multi-jurisdictional and multi-disciplinary emergency responders, command posts, agencies, and government officials for the duration of the emergency response operation as required by the National Incident Management System. Establish plans and backup systems for public safety communications, including critical components such as standards-based networks, support systems, personnel, and an appropriate level of redundant communications systems in the event of an emergency.

OBJECTIVES

- Update the Tactical Interoperable Communications Plan (TICP).
- Approve and implement a final version of the TICP, which addresses issues of conflict with other communications plans and includes procedures for requesting mutual aid.
- Train City personnel on the updated TICP and conduct exercises to test and evaluate the plan.
- Develop an interoperable communications infrastructure in accordance with the TICP, including a P25 radio infrastructure system and local and regional communication protocols.

EXAMPLE PERFORMANCE INDICATORS

- The TICP is revised and approved.
- Number of exercises held to test tactical interoperable communications capabilities and plans and procedures.



STRATEGIC GOAL 4:
Improve community disaster preparedness and response capabilities.

GOAL

Coordinate the City’s Neighborhood Emergency Response Team Program, Community Hub planning efforts, and other community disaster preparedness and education projects. These efforts will:

- Identify volunteers prior to an incident.
- Increase self-sufficiency and problem-solving ability at the community level in a disaster.
- Establish a process for ongoing collaboration between government and non-government personnel (i.e., community, faith-based, and private sector organizations and resources).
- Incorporate community-based, private sector, and non-government resources in plans and exercises.
- Ensure the public is educated and trained in the four mission areas of preparedness: prevent, protect, response, and recover.
- Encourage citizens’ participation in disaster education and readiness programs to provide surge capacity support.
- Ensure non-government resources are managed effectively in disasters.
- Develop a process to evaluate progress and community disaster readiness and response capacity.

OBJECTIVES

- Conduct necessary planning processes and develop plans and documentation to support the concept and implementation of neighborhood Community Hubs.
- Identify a Hub site for each of the City emergency districts, complete a survey of community assets and resources in each district, and procure equipment for each site.
- Develop training curricula for the Community Hub concept and ensure individuals are educated through training courses and exercises.

EXAMPLE PERFORMANCE INDICATORS

- Number of emergency districts with Community Hubs.
- Percent or number of Department of Public Health (DPH) and Disaster Service Worker (DSW) Hub staff trained to operate a Hub site.
- The City’s Emergency Response Plan has a Community Branch Annex.
- Number of exercises that test Hub capabilities and evaluate plans and procedures.



STRATEGIC GOAL 5:

Secure the City leadership's commitment and adequate, sustainable funding for emergency management and homeland security capabilities, and define the DEM/DES role.

GOAL

Provide sufficient resources and assign qualified personnel to effectively prevent, protect, mitigate, prepare for, respond to, and recover from all hazards. Ensure the role and responsibilities of DEM are clearly understood by all City personnel and leadership.

OBJECTIVES

- Clarify emergency management roles and responsibilities for the Disaster Council, DEM, City agencies, and regional partners.
- Assign staff with appropriate authority to serve as liaisons for emergency preparedness and response activities. Assess whether current resources are adequate to support their assigned roles.
- Provide adequate budgetary support to sustain State Homeland Security Grant Program initiatives. Include a long-term strategy for maintenance and sustainment of grant-funded activities in all grant requests.

EXAMPLE PERFORMANCE INDICATORS

- Administrative Code has been amended to reflect the emergency preparedness and response roles of DEM and other City departments.
- Number of City departments that have assigned personnel (sufficient number and authority) to work on emergency preparedness efforts.



3.1.2. Prevent Mission Area Strategic Goals

STRATEGIC GOAL 6:
Build the City’s threat gathering and analysis capabilities.

GOAL

Share, analyze, and distribute accurate threat information in a timely and appropriate manner to support prevention, awareness, deterrence, response, and continuity planning and operations in the City.

OBJECTIVES

- Based on available funding and identified risks, City departments will identify and purchase interoperable communication technologies and equipment necessary to enhance threat-gathering and information-sharing efforts.
- Implement the Terrorism Liaison Officer (TLO) program by assigning staff, supporting ongoing training opportunities, and developing procedures for reviewing and disseminating threat information.
- Develop policies and procedures for gathering, review, and dissemination of threat information between City, regional, State, and Federal organizations and the private sector; identify a system for public reporting of suspicious behavior; collectively identify security clearance requirements and procedures for sharing threat information; and obtain appropriate security clearances.
- Provide training to TLOs, law enforcement and public safety personnel, and critical infrastructure/key resource owners and operators on recognizing and reporting criminal and/or terrorist indicators, and on conducting surveillance.

EXAMPLE PERFORMANCE INDICATORS

- Number of trained and equipped TLOs per San Francisco Police Department station or unit.
- Number of TLOs trained on threat information collection, dissemination procedures, roles, and responsibilities in the City.



STRATEGIC GOAL 7:
**Strengthen chemical, biological, radiological, nuclear,
and explosive detection capabilities.**

GOAL

Rapidly detect and identify chemical, biological, radiological, nuclear, and explosive materials at critical City locations, events, and incidents to prevent and mitigate threats.

OBJECTIVES

- Create a multi-agency, multi-disciplinary workgroup to assess the City’s chemical, biological, radiological, nuclear, and explosive detection capabilities and develop plans and procedures describing how City departments will provide a coordinated response when a chemical, biological, radiological, nuclear, or explosive substance is detected.
- The plan will identify potential funding to maintain, utilize, and replace chemical, biological, radiological, nuclear, and explosive detection equipment.
- Train identified responders on the chemical, biological, radiological, nuclear, and explosive detection plan, use of all detection equipment, and the SF/SF Bay Area BioWatch Response Plan.

EXAMPLE PERFORMANCE INDICATORS

- List of regional chemical, biological, radiological, nuclear, and explosive detection equipment and resources is developed.
- Number of City responders who have been trained on chemical, biological, radiological, nuclear, and explosive detection protocols and procedures.



3.1.3. Protect Mission Area Strategic Goals

STRATEGIC GOAL 8:
Develop and implement a comprehensive critical infrastructure protection program.

GOAL

Identify and complete Automated Critical Asset Management System (ACAMS) assessments of all high-profile government-owned and privately owned critical infrastructures.

OBJECTIVES

- Train and exercise City personnel and critical infrastructure/key resource owners and operators to improve their organizations’ abilities to protect against, prevent, respond to, recover from, and mitigate potential and actual threats to critical infrastructure/key resources.
- Assess and implement protective measures for the City’s high-profile critical infrastructures/key resources.

EXAMPLE PERFORMANCE INDICATORS

- Number of TLOs and City employees trained on how to use ACAMS.
- Number of training sessions conducted for critical infrastructure/key resource owners and operators on critical infrastructure protection.
- Number of CIP exercises conducted with critical infrastructure/key resource owners and operators.



3.1.4. Response Mission Area Strategic Goals

STRATEGIC GOAL 9:
Ensure consistent use of the National Incident Management System and the Incident Command System.

GOAL

The National Incident Management System and the Incident Command System is routinely used by response departments and other agencies to manage all City incidents—large and small, planned and unplanned.

OBJECTIVES

- Train all department representatives in the appropriate level of the National Incident Management System and the Incident Command System. Develop department operations orders based on the National Incident Management System and the Incident Command System compliance.
- Conduct after-action reviews of large events/responses to assess use of the National Incident Management System and the Incident Command System, as well as other response issues.

EXAMPLE PERFORMANCE INDICATORS

- Number of sites entered into ACAMS.
- Number of City departments with a National Incident Management System, California Standardized Emergency Management System, and Incident Command System compliance plans.
- Percent of after action reports and incident action plans that follow the National Incident Management System, California Standardized Emergency Management System, and the Incident Command System principles.



STRATEGIC GOAL 10:

Improve the functional and operational capabilities of Department Operating Centers.

GOAL

Ensure all City Department Operation Centers (DOCs) are located in seismically safe buildings with sufficient primary and backup infrastructure, equipment, and resources to provide incident management and multi-agency coordination for any event.

OBJECTIVES

- Develop equipment and infrastructure standards for Department DOCs.
- Identify gaps between current capabilities and the standard.
- Base funding requests on reaching the standard.

EXAMPLE PERFORMANCE INDICATORS

- Number of DOC needs assessments completed.
- Number of City DOCs that meet minimum standards.



STRATEGIC GOAL 11:

Identify and formalize a resource logistics and distribution strategy.

GOAL

Develop a comprehensive resource management strategy identifying how the City will store, maintain, dispatch, mobilize, transport, track, recover, and demobilize human resources, equipment, supplies, and fixed assets throughout all incident management phases. This strategy ensures the availability of critical resources to incident managers and emergency responders to aid disaster victims in a cost-effective and timely manner. Ensure all City departments have a process for internal emergency resources planning. Identify and initiate protocols for acquisition of additional resources needed during a major disaster from other government entities, NGOs, and the private sector. Ensure regional and State mutual aid are in place for fire, health, and law enforcement.

OBJECTIVES

- Research, analyze, develop, and implement a strategy to meet the City's resource management requirements (including resource typing and tracking needs).
- Identify equipment, supplies, and facilities needed during a response, and develop a plan for maintaining, storing, and staging these resources.
- Train and exercise the resource management system, in particular the resource typing and tracking system.

EXAMPLE PERFORMANCE INDICATORS

- The City has a resource strategy and typing and tracking system in place.
- The number of City departments that have entered their emergency resources into the resource typing and tracking system.
- Number of City responders trained to use the resource typing and tracking system.
- Number of exercises that have been conducted to evaluate use of the City's resource typing and tracking system.



STRATEGIC GOAL 12:

Coordinate and participate in regional efforts to effectively utilize volunteers.

GOAL

Provide opportunities for volunteer organizations and community groups to positively participate in emergency response activities.

OBJECTIVES

- Develop plan to recruit, credential, and deploy volunteers. Include “Just in Time” training with hazard-specific plans when applicable.
- Capture and document skill sets of pre-identified volunteers.
- Conduct increasingly challenging exercises that include use of volunteers to test the Volunteer Management Plan.

EXAMPLE PERFORMANCE INDICATORS

- The process to train, credential, and deploy volunteers is incorporated into the City’s Emergency Response Plan.
- Number of incidents that utilize volunteers as part of the response.
- Number of exercises that involve volunteer groups.



STRATEGIC GOAL 13:

Coordinate and participate in regional efforts to effectively manage donations.

GOAL

Develop and test a donations management plan in close coordination with non-profit and community groups. The plan ensures that unsolicited donations are utilized effectively and do not hinder response and recovery activities.

OBJECTIVES

- Create a multi-agency, multi-disciplinary workgroup to develop a plan that describes the donations management roles and responsibilities and a system to track and deploy donations.
- Develop a donations management database to track and deploy donated items in partnership with the region.
- Train and exercise the donations management plan with appropriate community groups.
- Develop public information on donation protocols to aid emergency response and recovery.

EXAMPLE PERFORMANCE INDICATORS

- The process to accept, track, and deploy donations is incorporated into the City's Emergency Response Plan.
- Number of exercises conducted that test donations management plans and procedures.
- Number of incidents where donations are accepted, tracked, and deployed to aid emergency response.



STRATEGIC GOAL 14

Improve chemical, biological, radiological, nuclear, and explosive/weapons of mass destruction/hazardous materials response and decontamination capabilities.

GOAL

Develop citywide resources, equipment, and sufficient numbers of appropriately trained personnel to assess and manage the consequences of an accidental or terrorist-caused chemical, biological, radiological, nuclear, and explosive/weapons of mass destruction/hazardous materials release. Releases are rapidly identified and mitigated; victims exposed to the hazard are rescued, decontaminated, and treated; and the impact to responders and at-risk populations is mitigated to the greatest extent possible.

OBJECTIVES

- Conduct assessments of the City's and the region's chemical, biological, radiological, nuclear, explosive/weapons of mass destruction/hazardous materials response and decontamination resources and capabilities, including accessible State and Federal assets.
- Test the chemical, biological, radiological, nuclear, and explosive/weapons of mass destruction/hazardous materials response and decontamination resources and capabilities through exercises, specifically the ability to provide pre-hospital care at the incident and ability to decontaminate the deceased.

EXAMPLE PERFORMANCE INDICATORS

- List of regional chemical, biological, radiological, nuclear, and explosive/weapons of mass destruction/hazardous materials response resources is developed.
- Plans and procedures for mass decontamination are incorporated in the City's Emergency Response Plan.
- Number of exercises held that test mass decontamination capabilities.

**STRATEGIC GOAL 15:**

Work with regional groups to develop evacuation and/or shelter-in-place plans and procedures.

GOAL

Develop and test shelter-in-place and evacuation plans in coordination with community groups, businesses, and others. Plans clearly identify roles and responsibilities under various hazard scenarios. The shelter-in-place and evacuation plans ensure that the City can prepare for, ensure communication of, and immediately execute the safe and effective sheltering-in-place and/or the organized evacuation of at-risk populations (and companion animals) to safe refuge in response to a potentially or actually dangerous environment. The evacuation plan also provides for safe reentry of the population where feasible. The affected or at-risk population is provided with medical care, physical assistance, shelter, and other essential services while sheltered.

OBJECTIVES

- Develop inter-disciplinary responsibilities for shelter-in-place and evacuation responses with regional partners.
- Ensure appropriate first responders and City employees receive training on emergency notification systems.
- Conduct an exercise testing evacuation decision-making and operational capabilities, and produce an after action report and improvement plan and documenting the outcome.
- Continue to improve and enhance the Disaster Registry Program.
- Successfully educate the public regarding their appropriate response to an emergency notification.

EXAMPLE PERFORMANCE INDICATORS

- Evacuation routes and shelter-in-place strategies for the City at the neighborhood level are developed.
- Number of regional exercises conducted to test evacuation procedures.



STRATEGIC GOAL 16:

Strengthen joint information center and emergency public information and warning capabilities.

GOAL

Develop and implement protocols to ensure government agencies and the public and private sectors receive and transmit coordinated, prompt, useful, and reliable information regarding threats to their health, safety, and property. City responders know and follow common procedures to develop, release, and obtain information from each other, the public, and NGOs. City responders understand when, how, and who is authorized to use various communication technology/media.

OBJECTIVES

- Assess needs and develop procedures and protocols for analyzing, communicating, and disseminating messages. Determine appropriate technology. Produce updated plans and annexes.
- Develop outreach activities designed to increase enrollment in AlertSF.
- Identify and incorporate Joint Information Center (JIC) and Public Information Officer (PIO) training and exercise requirements into the City's training and exercise strategy.
- Inventory all types of communication resources. Develop and establish access and maintenance protocols.

EXAMPLE PERFORMANCE INDICATORS

- Emergency Support Function 15 Annex is revised and incorporated into the Emergency Response Plan.
- Number of exercises held that test JIC and PIO capabilities.
- Recommendations on how to enhance communication systems and procedures is provided to City leadership.



STRATEGIC GOAL 17:

Enhance public health, healthcare, and medical examiner readiness.

GOAL

Establish effective plans, procedures, and information systems for response to public health and medical emergencies.

OBJECTIVES

- Identify appropriate facilities to support receipt, staging, storage, and distribution of Strategic National Stockpile resources, with ability to implement appropriate drug prophylaxis and vaccination strategies to prevent development of disease in exposed individuals.
- Develop policies and procedures for management and implementation of isolation and quarantine orders. Ensure the citywide hub plan addresses basic community needs during isolation and quarantine events.
- Implement the Electronic Laboratory Reporting System to allow electronic submission of lab reportable diseases. Enhance and upgrade the case outbreak and management system to a Web-based system. Develop and implement a viable patient tracking system.
- Develop a robust public health epidemiology information system capable of securely receiving and processing large volumes of data from laboratories, healthcare facilities, and field investigation teams. Ensure the information system enables rapid case and contact investigation and enhances real-time situational awareness of the extent and spread of an infectious disease.
- Develop forensic epidemiology protocols and procedures. Ensure the Suspicious Substance Response Protocol and the SF/SF Bay Area BioWatch Response Plan are finalized and implemented.
- Develop and implement plans and procedures for providing out-of-hospital disaster medical care, including establishment of alternate care sites and field care clinics to support medical response to mass casualty events and assisting hospitals with their disaster and medical surge planning. Complete the Mental Health Plan for mass casualties and family reunification.
- Incorporate the DPH Infectious Disease Emergency Response Plan into the City's Emergency Response Plan.



STRATEGIC GOAL 17:

Enhance public health, healthcare, and medical examiner readiness.

EXAMPLE PERFORMANCE INDICATORS

- Number of receipt, storage, and staging sites, point of dispensing sites, distribution depots, and shelters identified and ready for use.
- Number of persons trained in each of the public health areas identified.
- Electronic Laboratory Reporting System is developed.
- Number of clinical laboratories prepared to securely transmit electronic epidemiology reports.
- Number of lab data sources and modules for epidemiological field teams, isolation and quarantine teams, hospitals, etc. added to the case and outbreak management system.
- Number of alternate care sites and field care clinics identified.
- Number of public health–related exercises conducted.
- Number of organizations trained in forensic epidemiology procedures.
- Plan developed to prepare for and respond to communicable diseases (e.g. plague, avian flu).



STRATEGIC GOAL 18:

Strengthen mass care (sheltering, feeding, and related services) capabilities.

GOAL

Strengthen mass care capabilities by working closely with community hubs, community organizations, and NGOs to develop appropriate plans to ensure that the City is able to provide immediate shelter, feeding centers, basic first aid, bulk distribution of needed items, and related services to persons and companion animals affected by a large-scale incident.

OBJECTIVES

- Establish a multi-agency workgroup and revise the mass care plan, animal sheltering plan, and a resource management plan. Include financial reimbursement process, as well as a plan for storage of mass fatalities.
- Ensure shelters have been identified and organizations (public, private, and non-governmental) have the resources (equipment, infrastructure, communication capabilities, and personnel) necessary to effectively manage the shelters.
- Provide shelter training to all Human Services Agency (HSA) staff, conduct tabletop exercise and subsequent full-scale exercise to evaluate the mass care plan. Document the results in an after action report and an improvement plan.

EXAMPLE PERFORMANCE INDICATORS

- A database listing shelter sites, accessibility, and capacity is developed and available in the EOC.
- Mass care and shelter plans are developed and incorporated into the Emergency Response Plan.
- An animal sheltering plan is developed.
- Number of exercises conducted that test shelter capabilities.
- Number of HSA emergency response staff who have received training on the City's mass care and shelter plans.



3.1.5. Recover Mission Area Strategic Goals

STRATEGIC GOAL 19:
Enhance structural damage assessment capabilities.

GOAL

Identify and train sufficient personnel (City employees or representatives of the private sector or NGOs) to conduct damage and safety assessments. Develop and implement a system to record and communicate this information to decision-makers so they can make tactical and, later, restorative decisions. Ensure the City maintains a working relationship and procedures to coordinate preparedness, response, recovery, and mitigation efforts with the private sector and NGOs, such as the Building Owners and Managers Association (BOMA), hotels, restaurants, and financial institutions.

OBJECTIVES

- Develop a citywide concept of operations for and launch the Building Occupancy Resumption Program (BORP) using resources from the Department of Building Inspection (DBI) and other City agencies. Working with the Building Trades Council and others, develop and maintain a list of pre-qualified contractors and repair contracts, contingency contracting procedures, and a process for assessing all public facilities, including schools, following a disaster.
- Initiate a meeting with the Federal Emergency Management Agency (FEMA) and California Office of Emergency Services to exchange information and create a process for coordinating contractor support after a disaster. Develop and pass legislation to strengthen soft-story/open-front wood frame residential buildings. Host an annual seminar for BORP members to provide updated program information.
- Develop and implement a system to capture post-disaster building status and damage data.

EXAMPLE PERFORMANCE INDICATORS

- Percent increase in the number of privately owned and city-leased buildings registered for BORP.
- Number of BORP members who participate in annual training.
- Number of or percent increase in City employees trained to conduct field assessments of infrastructure damage.
- System is in place to collect, store, and present damage assessment data.



STRATEGIC GOAL 20:

Build the City’s capabilities to restore lifelines and facilitate economic and community recovery following a major incident.

GOAL

Develop short- and long-term recovery plans. Ensure the short-term plan brings together emergency responders, critical infrastructure/key resource owners and operators, community groups, and the City’s leadership to restore lifelines necessary to initiate and sustain restoration activities, including facilitating repair/replacement of infrastructure for oil, gas, electric, telecommunications, drinking water, wastewater, and transportation services. Ensure the long-term recovery plan brings together members from all City groups—private, public, faith-based, community, and other organizations—to help restore the City to pre-disaster or better conditions.

OBJECTIVES

- Establish a citywide Recovery Planning Workgroup to organize, implement, maintain, and improve recovery planning activities. Develop a Post-Disaster Debris Management Framework incorporating all City regulations and policies, research and implement best practices, and establish post-disaster recovery funding strategies and policies.
- Integrate critical infrastructure/key resource providers for City lifelines, private businesses, professional associations, regional organizations, and NGOs into workgroups. Educate senior leadership and elected officials on the need for recovery planning and provide them information about their roles in supporting and sustaining recovery planning efforts.

EXAMPLE PERFORMANCE INDICATORS

- The City has a short- and long-term recovery plan.
- The City has a post-disaster debris management plan.



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4. Implementation and Maintenance of the Plan

In Executive Directive 07-10, the Mayor assigned responsibility for completion and distribution of the Strategic Plan to DEM. Once the Plan is completed, DEM will continue to support City departments by coordinating efforts, serving as an integrator, and providing technical assistance for the implementation of strategic goals. In many situations, DEM will not only serve as a lead coordinating agency for overall Plan implementation, but also serve a lead because of its technical expertise in the subject matter area. DEM is tasked to coordinate or support milestones in 19 of 20 strategic goals identified in the Plan.

DEM will not achieve the strategic goals described in this plan alone; achieving these goals will require support from all City departments. Representatives from other City departments must serve as advocates and experts; they must have sufficient authority and responsibility to represent their organization and make the decisions necessary to accomplish the milestones described in this Plan.

The strategic goals discussed in this Plan are not easily accomplished and will require significant investment of time, resources, and funding.

The work of City personnel to implement this Plan must be fully supported by elected officials and departmental senior leadership. The City leadership’s recognition of the importance of disaster preparedness and support for emergency management strategic goals is crucial to successful implementation of the Plan. Without that support, City employees responsible for creating emergency management policies and plans and conducting response efforts will not have sufficient resources or the authority to effectively prepare the City for an emergency.

4.1. Implementing Strategic Goals

Implementing the strategic goals will require significant organizational effort, a structured process, and senior-level oversight. To facilitate these requirements, DEM will establish and lead a Strategic Plan Task Force comprised of department Disaster Preparedness Coordinators⁴. This Task Force will serve as a guiding body to proactively implement the strategic goals listed in this plan. The Task Force will also provide progress reports to City leadership.

During the review and validation of the proposed strategic goals, the stakeholders identified coordinating leads and supporting departments. Coordinating leads are responsible for bringing together the efforts of relevant organizations to develop a work plan to accomplish the strategic goals and milestones within the timeframe suggested. All work plans will be reviewed by the Task Force. The work plan will describe the activities and deliverables necessary to complete the milestones for each initiative. A sample work plan template can be found in Appendix G.

Selection of coordinating lead agencies for each initiative was based on alignment of the organization’s mission and experience. A summary of coordinating leads and supporting agencies for each of the 20 strategic goals can be found in Appendix F: Agency Strategic Goal Crosswalk. Because each goal

⁴ Disaster preparedness coordinators is identified in the Mayor’s Executive Directive 06-01 issued May 10, 2006.



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consists of numerous milestones with varying coordinating leads and supporting agencies, Appendix F reflects those agencies considered to have primary responsibility for achieving the goals.

It is important to note that while this document was being developed, the City's emergency management and homeland security community has been working to address many of the strategic goals described in this Plan. DEM/DES alone has more than 120 emergency management and homeland security projects underway, and individual City departments are involved in scores of improvement efforts targeted at the operational and tactical level.

4.2. Tracking Progress Using Performance Indicators

As part of the work plan development, coordinating leads and supporting organizations should determine performance indicators specific to each strategic goal. These performance indicators should be based on the example performance indicators in section 3 of the Strategic Plan and the milestones identified in the Implementation Roadmap.

These indicators should serve as a tool to track progress of each of the strategic goals. The coordinating leads should provide a report to the Strategic Plan Task Force on completion of milestones on a regular basis. DEM and other City agencies will report on the status of all the strategic goals to the Mayor and Board of Supervisors during the annual report on the status of emergency services in San Francisco, as required by the Administrative Code.

Measuring and analyzing progress is in itself a resource-heavy, time-consuming activity. The Plan has more than 40 potential sample performance indicators that can be used to demonstrate progress and successful completion of the strategic goals. The extent to which performance data are collected and analyzed will depend on the amount of resources available to conduct the analysis. Coordinating leads will be encouraged to select only a few of these indicators to demonstrate their progress.

4.3. Maintaining the Strategic Plan

The Strategic Plan is a living document that will be updated every two years to incorporate changes in priorities, threat environments, funding, and organizational and political structures. Update of the Plan should occur prior to the City's budget process. To update the Plan, DEM will be responsible for convening the Task Force in time to begin planning for the budget process. At this meeting, DEM will review input from the stakeholder community. Once stakeholder input has been solicited and incorporated into the revised draft Plan, it will be circulated for comment and consensus prior to the revised Plan being finalized. The final Plan will be provided to authorities for final review, approval, and publication.

The Implementation Roadmap, which contains the milestones for each of the strategic goals, will be updated annually to reflect accomplishments and the status of each of the strategic goals, as well as provide an opportunity for reprioritization based on emerging events such as a change in available funding, recent disaster issues, and community preparedness gaps.



Appendices

- Appendix A: Acronyms
- Appendix B: Glossary
- Appendix C: Crosswalk of Strategic Goals and SUASI Activities
- Appendix D: Crosswalk of San Francisco Strategic Goals and DHS Homeland Security Priorities
- Appendix E: Strategic Goal Interdependencies
- Appendix F: Agency Strategic Goal Crosswalk
- Appendix G: Work Plan Template
- Appendix H: List of Participating Organizations



Appendix A: Acronyms

The following is a comprehensive list of frequently used emergency management and homeland security acronyms. Not all of these acronyms are used in this document but have been included for general understanding and future use.

AAR	After Action Report
ACAMS	Automated Critical Asset Management System
ACS	Auxiliary Communication Services
ACS	Alternate Care Site
ARC	American Red Cross
AT	Antiterrorism
ATLS	Advance Trauma Life Support
BARC	Bay Area Recovery Coalition
BART	Bay Area Rapid Transport
BOMA	Building Owners and Managers Association
BORP	Building Occupancy Resumption Program
BZPP	Buffer Zone Protection Program
CAO	City Administrator's Office
CBHS	Community Behavioral Health Services
CBRNE	Chemical, Biological, Radiological, Nuclear, and Explosive
CDC	Center for Disease Control
CDCP	Communicable Disease Control and Prevention
CD-MOM	California Disaster–Medical Operations Manual
CHP	California Highway Patrol
CI	Critical Infrastructure
CI/KR	Critical Infrastructure/Key Resources
CIP	Critical Infrastructure Protection
COG	Continuity of Government
ConOps	Concept of Operations
COOP	Continuity of Operations



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COPS	Community Oriented Policing Services
CORES	Community Response System
DA	District Attorney (’s Office)
DBI	Department of Building Inspection
DEM	Department of Emergency Management
DEM-DEC	Department of Emergency Management— Division of Emergency Communication
DEM-DES	Department of Emergency Management— Division of Emergency Services
DHR	Department of Human Resources
DHS	Department of Homeland Security
DOC	Department Operation Center
DOE	Department of the Environment
DOJ	Department of Justice
DPH	Department of Public Health
DPH-CDCP	Department of Public Health— Communicable Disease Control and Prevention
DPH- EMS	Department of Public Health—Emergency Medical Services
DPH- Environmental Health	Department of Public Health—Environmental Health
DPH-OPP	Department of Public Health—Office of Policy and Planning
DPT	Department of Parking and Traffic
DRP	Disaster Registry Program
DSA	Division of State Architect
DSW	Disaster Service Workers
DTIS	Department of Telecommunications and Information Services
ELR	Electronic Laboratory Reporting
ELRS	Electronic Laboratory Reporting System
EMAP	Emergency Management Accreditation Program
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan



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EPA	Environmental Protection Agency
ERP	Emergency Response Plan
ERPW	Emergency Resource Planning Workgroup
ESF	Emergency Support Function
FBI	Federal Bureau of Investigation
FCC	Field Care Clinic
FE	Functional Exercise
FEMA	Federal Emergency Management Agency
FSE	Full-Scale Exercise
FTE	Full Time Equivalent
GPRA	Government Performance and Results Act
GSA	General Services Agency
GSA-311	General Services Agency—311 Service Center
GSA-ACC	General Services Agency—Animal Care and Control
GSA-CPP	General Services Agency—Capital Planning Program
GSA-DPW	General Services Agency—Department of Public Works
GSA-DTIS	General Services Agency— Department of Telecommunications and Information Services
HazMat	Hazardous Material
HI	Hazard Identification
HIRA	Hazard Identification and Risk Assessment
HPP	Hospital Preparedness Program
HSA	Human Services Agency
HSEEP	Homeland Security Exercise and Evaluation Program
HSPD	Homeland Security Presidential Directive
IA	Individual Assistance
IAP	Incident Action Plan
IC	Incident Command
ICOM	Integrated Case and Outbreak Management
ICS	Incident Command System
IC-TAP	Interoperable Communications—Technical Assistance Program



IDER	Infectious Disease Emergency Response
IOF	Initial Operating Facility
IP	Improvement Plan
ISBA	Information Systems Business Analyst
IT	Information Technology
ISO	International Organization for Standardization
JFO	Joint Field Office
JIC	Joint Information Center
JTTF	Joint Terrorism Task Force
LEMSA	Local Emergency Medical Services Agency(ies)
LEMSIS	Local Emergency Medical Services Information System
LSA	Logistical Staging Area
MACC	Multi-Agency Command Center
MCI	Mass Casualty Incident
METS	Mayor's Emergency Telecommunications Systems
MHOAC	Medical Health Operational Area Coordinator
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MTA	Municipal Transportation Agency
MUNI	San Francisco Municipal Railway
NC RTTAC	Northern California Regional Terrorism Threat Assessment Center
NERRTC	National Emergency Response and Rescue Training Center
NERT	Neighborhood Emergency Response Team
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NPG	National Preparedness Goal
NSSE	National Special Security Events
OA	Operational Area
OCA	Office of Contract Administration
OCME	Office of the Chief Medical Examiner
PA	Public Assistance



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PDC	Pacific Dispatch Center
PG&E	Pacific Gas and Electric Company
PIO	Public Information Officer
POD	Point of Dispensing
PODSAT	Point of Dispensing Site Activation Team
PPE	Personal Protective Equipment
PUC	Public Utilities Commission
PVO	Private Voluntary Organization
RA	Risk Assessment
RECP	Regional Emergency Coordination Plan
RFP	Request for Proposal
RMDC	Regional Medical Dispatch Center
TLO	Terrorism Liaison Officer



Appendix B: Glossary

The following is a comprehensive list of frequently used emergency management and homeland security terms. Not all of these terms are used in this document but have been included for general understanding and future use.

Automated Critical Asset Management System (ACAMS): A secure, interoperable, government-sponsored, Web-based system to manage critical asset information.

After Action Report (AAR): A document that captures observations of an exercise and makes recommendations for post-exercise improvements (DHS Homeland Security Exercise Evaluation Program Vol. 1, 2007).

Alternate Care Site (ACS): A location for delivery of medical care that occurs outside the acute hospital setting for patients who, under normal circumstances, would be treated as inpatients. In addition, the ACS has come to be viewed as a site to provide event-specific management of unique considerations that might arise in the context of a catastrophic mass casualty event, including delivery of chronic care; distribution of vaccines or medical countermeasures; or quarantine, cohorting, or sequestration of potentially infected patients in the context of an easily transmissible infectious disease (<http://www.ahcpr.gov/research/mce/mce6.htm>, 2008).

Assessment: The evaluation and interpretation of measurements and other information to provide a basis for decision-making (National Incident Management System, March 1, 2004).

Asset: Anything that has value to the organization (ISO 13335-1:1996).

Attack: A discrete, malicious action of debilitating intent inflicted by one entity upon another. A threat might attack a critical infrastructure to destroy or incapacitate it.

Awareness: The continual process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and react effectively.

Bioterrorism: The intentional use of microorganisms or toxins derived from living organisms to produce death or disease in humans, animals, or plants.

Building Owners and Managers Association (BOMA): Network of professionals involved in building ownership, management, development, and leasing (www.boma.org).

Communications: A method or means of conveying information of any kind from one person or place to another (JCS Pub 1-02).

Concept of Operations (ConOps): A verbal or graphic statement that clearly and concisely expresses what is intended to be accomplished and how it will be done using available resources. The concept is designed to give an overall picture of the operation (JCS Pub 1-02).



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Continuity of Government (COG): Planning to ensure continuity of essential functions in any State security emergency by providing for succession to office and emergency delegation of authority according to applicable law; safekeeping of essential resources, facilities, and records; and establishment of emergency operating capabilities.

Continuity of Operations (COOP): Efforts taken within an entity (i.e., agency, company, association, organization, business) to assure continuance of minimum essential functions across a wide range of potential emergencies, including localized acts of nature, accidents, technological, and/or attack-related emergencies.

Coordinating Lead Agency: Department, organization, or group that will lead the effort to achieve the milestones listed in the Strategic Plan for a specific strategic goal. The coordinating lead will convene other stakeholder organization's representatives to identify and address the issues and report back to City leadership on the milestone status.

Critical Infrastructure (CI): Those systems and assets—both physical and cyber—so vital to the States, localities, and the Nation that their incapacity or destruction would have a debilitating impact on national, State, and local security; economic security; and/or public health and safety (National Strategy for Homeland Security and USA Patriot Act, modified to reflect State and local perspective).

Deterrence: Prevention of action by fear of the consequences. Deterrence is a state of mind brought about by the existence of the threat of unacceptable counter action (JCS Pub 1-02). Deterrence in the homeland security threat spectrum means an enemy is faced with evidence of planning, preparation, public mobilization, and training capable of stopping its objectives, and thus it does not mount an attack.

Disaster: As used in this Plan, this term is broadly defined to include disasters and emergencies that may be caused by any natural or manmade event. A large emergency event is one beyond a community's ability to address within its own and mutual aid resources.

Disaster Service Worker (DSW): All City and County employees are designated by both State and City law as Disaster Service Workers. In the event of a declaration of emergency, all public employees are obligated to serve as Disaster Service Workers and may be assigned to perform activities that promote the protection of public health and safety or the preservation of lives and property (<http://www.sfgov.org>).

Emergency: Absent a presidentially declared emergency, any incident(s), human-caused or natural, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States (National Incident Management System, March 1, 2004).



Emergency Management: The process by which the Nation, States, local jurisdictions, agencies, and businesses prepare for emergencies and disasters; mitigates their effects and respond to and recover from them.

Emergency Management Accreditation Program (EMAP): A standard-based voluntary assessment and accreditation process for State and local government programs responsible for coordinating prevention, mitigation, preparedness, response, and recovery activities for natural and human-caused disasters. Accreditation is based on paid membership and compliance with collaboratively developed national standards, the Emergency Management Standard by EMAP (<http://www.emaponline.org>).

Emergency Operations Center (EOC): The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., Federal, State, regional, county, city, tribal), or some combination thereof (National Incident Management System, March 1, 2004).

Emergency Operations Plan (EOP)/Emergency Response Plan (ERP): A planning document that (1) assigns responsibility to organizations and individuals for implementing specific actions at projected times and places in an emergency that exceeds the capability or routine responsibility of any one agency; (2) sets forth lines of authority and organizational relationships, and shows how all actions will be coordinated; (3) identifies personnel, equipment, facilities, supplies, and other resources available for response and recovery operations; and (4) identifies steps to address mitigation issues during response and recovery activities.

Emergency Services: A critical infrastructure characterized by emergency management, medical, police, fire, and rescue systems and personnel that are routinely called upon when an individual or community is responding to emergencies. These services are typically provided at the local level. In addition, State and Federal response plans define ESF to assist in response and recovery.

Emergency Support Function (ESF): The functional approach that groups the types of assistance that a jurisdiction is most likely to need (e.g., mass care, health and medical services) as well as the kinds of Federal support necessary to sustain State response actions (e.g., transportation, communications). ESFs are expected to support one another in carrying out their respective missions.

First Responder: Any entity's personnel, including fire, law enforcement, HazMat, public works, public health, emergency medical services, and State proprietary or private security staff, who respond to emergencies as a recognized and daily part of their positions. They will initiate the Incident Command System, assess information, take necessary actions, and begin notification of appropriate personnel. They may also likely be exposed to life-threatening hazards.



Full-Scale Exercise (FSE): A multi-agency, multi-jurisdictional activity involving actual deployment of resources in a coordinated response as if a real incident had occurred. An FSE tests many components of one or more capabilities within emergency response and recovery, and is typically used to assess plans, procedures, and coordinated response under crisis conditions. Characteristics of an FSE include mobilized units, personnel, and equipment; a stressful, realistic environment; and scripted exercise scenarios (DHS Homeland Security Exercise Evaluation Program Vol. 1, 2007).

Functional Exercise (FE): A single or multiagency activity designed to evaluate capabilities and multiple functions using a simulated response. An FE is typically used to evaluate management of emergency operations centers, command posts, and headquarters, and to assess the adequacy of response plans and resources. Characteristics of an FE include simulated deployment of resources and personnel, rapid problem solving, and a highly stressful environment (DHS Homeland Security Exercise Evaluation Program Vol. 1, 2007).

Fusion Center: An effective and efficient mechanism to exchange information, maximize resources, streamline operations, and improve the ability to fight crime and terrorism by merging data from a variety of sources (U.S. Department of Justice, Fusion Center Guidelines, Executive Summary). The TEWG and NC RTTAC are examples of Fusion Centers.

GSA-311 (3-1-1): The 311 Customer Service Center was established in 2006 and activated in 2007 to provide San Franciscans with ready access to information and service from the City and County of San Francisco. A small unit of the General Services Agency (GSA), 311 provides around-the-clock service through its cadre of customer service professionals and the management team that supports them (<http://www.sfgov.org/>).

Homeland Security: (1) A concerted national effort to prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and minimize damage and recover from attacks that do occur (National Strategy for Homeland Security, p.2); (2) the preparation for, prevention of, deterrence of, preemption of, defense against, and response to threats and aggressions directed toward U.S. territory, sovereignty, domestic populations, and infrastructure, as well as crisis management, consequence management, and other domestic civil support (JCS approved definition). See also Homeland Defense and Civil Support.

Homeland Security Exercise and Evaluation Program (HSEEP): A capabilities- and performance-based exercise program that provides standardized policy, doctrine, and terminology for design, development, conduct, and evaluation of homeland security exercises. HSEEP compliance requirements include an annual Training & Exercise Workshop, developing and maintaining an annual Training & Exercise Plan, planning and conducting exercises according to guidelines in HSEEP volumes I- III, developing and submitting a properly formatted after action report and improvement plan, and tracking and implementing corrective actions identified in the after action report/improvement plan (HSEEP Vol. 1, 2007).

Hazard Identification: The process of recognizing that a hazard exists and defining its characteristics (Standards 1995).



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Improvement Plan (IP): The IP is developed as a result of an exercise and the accompanying AAR. The IP lists the corrective actions that will be taken, the responsible party or agency, and the expected completion date. The IP is included at the end of the after action report (DHS Homeland Security Exercise Evaluation Program Vol. 1, 2007).

Incident Action Plan (IAP): An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include identification of operational resources and assignments. It may also include attachments that provide direction and important information for managing the incident during one or more operational periods (National Incident Management System, March 1, 2004).

Individual Assistance (IA): FEMA coordinating assistance programs to help individuals, families, and businesses meet basic needs and return to self-sufficiency. Programs include housing assistance, crisis counseling services, disaster legal services, and unemployment/reemployment programs (<http://www.fema.gov/emergency/nrf/glossary.htm>).

Incident Command System (ICS): A standardized, on-scene emergency management entity specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of a single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure and aiding management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, public and private, to organize field-level incident management operations (National Incident Management System, March 1, 2004).

Information: Processed fact reporting with or without analysis. It is often prepared for publication or dissemination in some form and is intended to inform rather than warn or advise.

Infrastructure: The framework of interdependent networks and systems comprising identifiable industries, institutions (including people and procedures), and distribution capabilities that provide a reliable flow of products and services essential to the defense and economic security of the United States and the smooth functioning of governments at all levels of society as a whole.

Intelligence: The product of adding value to information and data through analysis. Intelligence is created for a purpose. It results from a process by which analysis is applied to information and data to inform policymaking and decision-making, including decisions regarding the allocation of resources, strategy, operations, and tactics. Intelligence serves many purposes including identification and elimination of threat sources; investigation and resolution of threats; identification and treatment of security risks; and mitigation of harm associated with risk, preemption, response, preparation, and operations related to threats and risks.

International Organization for Standardization (ISO): Founded in 1946, ISO is an international organization composed of national standards bodies from more than 75 countries (<http://www.webopedia.com>).



Interoperability: The ability of systems or communications to work together.

Joint Information Center (JIC): A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC (National Incident Management System, March 1, 2004).

Jurisdiction: The range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political, geographical (e.g., city, county, State, or Federal boundary lines), or functional (e.g., law enforcement, public health) (National Incident Management System, March 1, 2004).

Key Assets: Individual targets whose destruction would not endanger vital systems but could create a local disaster or profoundly damage our Nation's morale or confidence. Key assets include symbols or historical attractions, such as prominent national, State, or local monuments and icons. In some cases these include quasi-public symbols that are identified strongly with the United States as a Nation and fall completely under the jurisdiction of State and local officials, or even private foundations. Key assets also include individual or localized facilities that deserve special protection because of their destructive potential or value to the local community (National Strategy for Homeland Security).

Law Enforcement: Individuals, full-time or on a voluntary basis, who work for agencies at the local, municipal, and State levels with responsibility as sworn law enforcement officers.

Mitigation: Activity designed to reduce or eliminate risks to persons or property or lessen the actual or potential consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. It may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation may include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury (National Incident Management System, March 1, 2004).

Multiagency Command Center (MACC). An inter-agency coordination center established by DHS and the U.S. Secret Service during National Special Security Events (NSSE) as a component of the joint field office (JFO). The MACC serves as the focal point for inter-agency security planning and coordination, including coordination of all NSSE-related information from other intra-agency centers (e.g., police command posts, Secret Service security rooms) and other inter-agency centers (e.g., intelligence operations centers, JICs) (National Response Plan, December, 2004).

National Incident Management System (NIMS): A system mandated by Homeland Security Presidential Directive 5 (HSPD-5) that provides a consistent nationwide approach for Federal, State, tribal, and local governments to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents regardless of cause, size, or complexity. To provide for interoperability and compatibility among Federal, State, and local capabilities, the National Incident



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Management System includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the incident command system; multiagency coordination systems; unified command; training; identification and management of resources (including systems for classifying types of resources); qualifications and certifications; and collection, tracking, and reporting of incident information and incident resources (National Incident Management System, March 1, 2004).

National Preparedness Goal (NPG): Outlined in Homeland Security Presidential Directive 8 (HSPD-8), the goal is to establish policies to strengthen the preparedness of the United States to prevent and respond to threatened or actual domestic terrorist attacks, major disasters, and other emergencies by requiring a national domestic all-hazards preparedness goal, establishing mechanisms for improved delivery of Federal preparedness assistance to State and local governments, and outlining actions to strengthen preparedness capabilities of Federal, State, and local entities (http://www.comcare.org/Patient_Tracking/IPIT-Glossary.html#N).

Non-governmental Organization (NGO): An association based on the interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.

Operational Area (OA): An intermediate level of the state emergency organization, consisting of a county and all political subdivisions within it. Operational areas in California are generally defined by county boundaries. (California Standardized Emergency Management System Guidelines, 2006).

Point of Dispensing: Where medication or vaccinations may be provided en masse during certain public health emergencies or bioterrorism (<http://www.fema.gov/emergency/index.shtm>).

Preparedness: The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the capability to protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. It involves efforts at all levels of government and within the private sector to identify required resources. Within the National Incident Management System, preparedness focuses on establishing guidelines, protocols, and standards for planning, training, and exercise; personnel qualifications and certification; equipment certification; and publication management (National Incident Management System, March 1, 2004).

Prevent: The security procedures undertaken by the public and private sectors to discourage terrorist acts, including antiterrorism and counterterrorism. Antiterrorism refers to defensive measures used to reduce vulnerability to terrorist acts, including limited response and containment by local military forces. Counterterrorism refers to offensive measures taken to prevent, deter, and respond to terrorism (JCS Pub 1-02). Prevention involves stopping an enemy with effective processes, seamless interactive systems, and comprehensive threat and vulnerability analysis before it strikes.

Prevention: Actions to avoid an incident, stop an incident from occurring, or mitigate an incident's effects. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to



determine the full nature and source of a threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity, and apprehending potential perpetrators and bringing them to justice (National Incident Management System, March 1, 2004).

Private Sector: Organizations and entities that are not part of any governmental structure. The sector includes for-profits and not-for-profits, and formal and informal structures, including commerce and industry, NGOs, and private voluntary organizations (National Incident Management System, March 1, 2004).

Protect: Protection consists of five groups of activities: protecting personnel, assuming a mission-oriented protective posture, hardening of positions (infrastructure), using physical defense measures, and reacting to an attack (JCS Pub 1-02).

Public Assistance: Coordinating public assistance grant programs authorized by the Stafford Act to aid State, tribal, and local governments and eligible private non-profit organizations with the cost of emergency protective services, debris removal, and repair or replacement of disaster-damaged public facilities and associated environmental restoration (<http://www.fema.gov/emergency/nrf/glossary.htm>).

Public Information Officer (PIO): A member of, or person assigned to support, the command staff who is responsible for interfacing with the public and media or with other agencies with incident-related information requirements (National Incident Management System, March 1, 2004).

Recovery: Development, coordination, and execution of service- and site-restoration plans; constitution of government operations and services; individual, private sector, and public assistance programs to provide housing and promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of strategic goals to mitigate the effects of future incidents (National Incident Management System, March 1, 2004).

Regional Emergency Coordination Plan (RECP): An all-hazards framework for collaboration and coordination among emergency response entities in the Bay area. The base plan focuses on the role of State OES in coordinating the regional response to an event. In addition, the region will continue to work on more detailed plans in areas such as transportation, logistics, and mass care and shelter. The RECP is consistent with California Standardized Emergency Management System, State mutual aid plans, and the California State Emergency Plan; and it complies with requirements of the National Incident Management System and the NPG.

Response: Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes execution of emergency operations plans and mitigation activities designed to limit loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the



situation, response activities include applying intelligence and other information to lessen the consequences of an incident; increasing security operations; continuing investigations into the nature and source of a threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice (National Incident Management System, March 1, 2004).

Risk Assessment: The process, including both risk analysis and risk management alternatives, of establishing information regarding an acceptable level of that risk for an individual, group, society, or the environment (Gratt 1987, 244).

Stafford Act: The Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707, signed into law November 23, 1988, amended the Disaster Relief Act of 1974, PL 93-288. The Stafford Act constitutes the statutory authority for most Federal disaster response activities, especially as they pertain to FEMA and its programs (<http://www.fema.gov>).

Standardized Emergency Management System (SEMS): A system required by California to manage response to multi-agency and multi-jurisdictional emergencies. SEMS consists of five organizational levels, which are activated as necessary: field response, local government, operational area, region, and State (<http://www.oes.ca.gov>).

Standard Operating Procedures: Complete reference document or an operations manual that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or a number of interrelated functions in a uniform manner (<http://www.fema.gov/emergency/nrf/glossary.htm>).

State: The National Strategy for Homeland Security defines State to mean “any State of the United States, the District of Columbia, Puerto Rico, the Virgin Islands, Guam, American Samoa, the Canal Zone, the Commonwealth of the Northern Mariana Islands or the trust territory of the Pacific Islands.” (In most cases, when “State” is referred to in this plan it means California.)

Strategic Goal: Broad statement that describes what must be done to successfully accomplish the mission outlined within each strategic perspective/theme.

Strategic Mission: The tasks assigned to an individual or unit that indicate the actions to be taken (JCS Pub 1-02).

Strategic Planning: The systematic identification of opportunities and threats that lie in the future environment, both external and internal, which, in combination with other relevant data such as vulnerabilities and risks, provides a basis to make better current decisions to on opportunities to avoid threats. It is an orderly process that outlines basic objectives and goals and ways to achieve them, with supporting action plans to make sure that strategies are properly implemented.

Strategic Vision: An idealized statement of the best possible future.



Surge Capacity (Capability): Ability of institutions such as clinics, hospitals, or public health laboratories to address sharply increased demand for their services during an emergency.

Super Urban Area Security Initiative (SUASI)—Bay Area: The Bay Area SUASI provides financial assistance to the 10-county Bay Area through the DHS SUASI grant program, and oversees development and implementation of strategies collaboratively determined by the participating operational areas (OAs). Financial support is directed toward efforts that help the Bay Area prevent, protect, respond to, and recover from threats or acts of terrorism (<http://bayareasuasi.org>).

Tabletop Exercise (TTX): TTXs are intended to stimulate discussion of various issues regarding a hypothetical situation. They can be used to assess plans, policies, and procedures, or to assess types of systems needed to guide the prevention of, response to, or recovery from a defined incident. During a TTX, senior staff, elected or appointed officials, or other key personnel meet in an informal setting to discuss simulated situations. TTXs are typically aimed at facilitating understanding of concepts, identifying strengths and shortfalls, and/or achieving a change in attitude (DHS Homeland Security Exercise Evaluation Program Vol. 1, 2007).

Tactical Interoperable Communications: “To achieve interoperability, we must have compatible equipment, standard operating procedures, planning, mature governance structures, and a collaborative culture that enables all necessary parties to work together seamlessly. Survivable communications infrastructure is even more fundamental. To achieve survivability, our national security and emergency preparedness communications systems must be resilient—either able to withstand destructive forces regardless of cause or sufficiently redundant to suffer damage and remain reliable.” (White House, National Strategy for Homeland Security, Homeland Security Council, October 2007, p. 47).

Terrorism: Under the Homeland Security Act of 2002, terrorism is defined as an activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources, is a violation of the criminal laws of the United States or of any State or other subdivision of the United States in which it occurs, and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass destruction, assassination, or kidnapping (section 2 (15), Homeland Security Act of 2002, Pub. L 107-296, 116 Stat 2135 (2002)).

Target Capabilities List (TCL): A list of capabilities that provides guidance on the specific capabilities that Federal, State, tribal, and local entities are expected to develop and maintain to prevent, protect against, respond to, and recover from incidents of national significance, including terrorism or natural disasters, in order to maintain the level of preparedness set forth in the NPG. Much of DHS grant funding is based on integration of the TCL into the plans and initiatives of each urban area and/or OA (DHS Homeland Security Exercise Evaluation Program Vol. 1, 2007).

Terrorism Liaison Officer (TLO): An officer establishes a close relationship and credibility with the Terrorism Early Warning Group; stays alert to possible items that may require follow-up and analysis by TEWG during the course of his/her regular duties; maintains close contact with TEWG at all times during an incident; provides TEWG with regular reports on activities within the TLO’s discipline and jurisdiction; and facilitates the flow of information to and from all agencies within his



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or her discipline as directed by the OIC/Coordinator. An officer is usually a field-level person who has been trained to recognize certain possible indicators of terrorist behavior. TLOs are assigned to a variety of agencies. (<https://www.eastbaytewg.org>).

Threat: An indication of possible violence, harm, or danger (National Incident Management System, March 1, 2004).

Urban Area Security Initiative: A Federal program to assist jurisdictions considered to be at high risk for incidents involving WMD (<http://firegrantsupport.com/prog/glossary.aspx>).

Unified Command: Most often a developing incident crosses jurisdictional boundaries. Unified command allows for each agency to have one incident commander; however, only one will speak at any one time. Depending on the top priorities, the incident commander's "voice" may change frequently. The unified commanders must develop one set of incident objectives, one IAP, and collocate at one incident (National Incident Management System, March 1, 2004).

Volunteer: For purposes of the National Incident Management System, a volunteer is any individual accepted to perform services by the lead agency, which has authority to accept volunteer services, when the individual performs the service without promise, expectation, or receipt of compensation (National Incident Management System, March 1, 2004).

Vulnerability: (1) The susceptibility of a Nation or military force to any action by any means through which its war potential or combat effectiveness may be reduced or its will to fight diminished; (2) the characteristics of a system that cause it to suffer a definite degradation (incapacity to perform the designated mission) as a result of having been subjected to a certain level of effects in a serious natural disaster or an unnatural (manmade) hostile environment; or (3) in information operations, a weakness in information systems security design, procedures, implementation, or internal controls that could be exploited to gain unauthorized access to information or an information system (JCS Pub 1-02).

Vulnerability Assessment: (1) A vulnerability assessment provides a measure to indicate the relative likelihood that a particular facility or incident within the jurisdiction may become the target of a terrorist attack. The factors considered include measures of attractiveness and impact. (2) Vulnerability assessment and analysis also determines areas, preparedness, response, and recovery strategies of facilities, systems, and operations that may not withstand certain impacts from natural or manmade disasters. If possible, appropriate actions will be taken to address, mitigate, and decrease these identified vulnerabilities.

Weapons of Mass Destruction (WMD): (1) Any explosive, incendiary or poison gas, bomb, grenade, or rocket having a propellant charge of more than four ounces, missile having an explosive or incendiary charge of more than one quarter ounce, mine or device similar to the above; (2) poison gas; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life." (18 U.S.C., Section 2332a)



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Appendix C: Crosswalk of Strategic Goals and SUASI Activities

The following crosswalk illustrates how San Francisco’s strategic goals relate to the current activities being addressed by the Bay Area SUASI, including two joint initiatives in partnership with Los Angeles and Long Beach and Sacramento. Understanding the correlation between the two sets of planned activities will allow the City to simultaneously monitor progress toward meeting both internal and regional goals.

SAN FRANCISCO STRATEGIC GOALS	SUASI ACTIVITIES												JOINT INITIATIVES		
	CBRNE	Citizen Preparedness	Infrastructure Protection	Emergency Management	Information Sharing	Interoperable Communications	Mass Care and Shelter	Mass Prophylaxis	Medical Surge	Public Information and Warning	Regional Planning	Training and Exercise	Volunteer Management	Emergency Management Mutual Aid (EMMA)	Interoperable Communications
1: Develop, maintain, and sustain a comprehensive emergency management and homeland security program.		X	X	X		X	X	X	X	X	X	X	X	X	X
2: Enhance training and exercise program.				X						X	X			X	
3: Ensure sufficient voice and data communication capabilities are in place to allow for effective inter-agency, multi-jurisdictional communication.					X	X				X	X	X		X	X
4: Improve community disaster preparedness and response capabilities.		X		X		X	X			X	X	X			
5: Secure the City leadership's commitment and adequate, sustainable funding for emergency management and homeland security capabilities, and define DEM/DES role.				X						X	X				
6: Build the City's threat gathering and analysis capabilities.					X	X				X					X
7: Strengthen CBRNE detection capabilities.	X									X	X				
8: Develop and implement CIP program.			X		X						X				
9: Ensure consistent use of NIMS and ICS.	X			X	X	X	X	X	X	X	X	X	X	X	X



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SAN FRANCISCO STRATEGIC GOALS	SUASI ACTIVITIES												JOINT INITIATIVES		
	CBRNE	Citizen Preparedness	Infrastructure Protection	Emergency Management	Information Sharing	Interoperable Communications	Mass Care and Shelter	Mass Prophylaxis	Medical Surge	Public Information and Warning	Regional Planning	Training and Exercise	Volunteer Management	Emergency Management Mutual Aid (EMMA)	Interoperable Communications
10: Improve the functional and operational capabilities of DOCs.					X						X				X
11: Identify and formalize a resource logistics and distribution strategy.			X			X				X	X	X	X	X	
12: Coordinate and participate in regional efforts to effectively utilize volunteers.							X	X		X	X	X			
13: Coordinate and participate in regional efforts to effectively manage donations.										X		X			
14: Improve CBRNE and WMD/HazMat response and decontamination capabilities.	X									X	X				
15: Develop regional evacuation and/or shelter-in-place plans and procedures.		X				X				X	X	X			
16: Strengthen JIC and emergency public information and warning capabilities.		X			X		X			X	X				X
17: Enhance public health, healthcare, and medical examiner readiness.	X	X					X	X		X	X				
18: Strengthen mass care capabilities.	X					X				X	X	X			
19: Enhance structural damage assessment capabilities.											X	X			
20: Build capabilities to restore lifelines and facilitate economic and community recovery.				X						X		X	X		



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Appendix D: Crosswalk of San Francisco Strategic Plan Goals and DHS Homeland Security Priorities

The National Preparedness Goal is intended to establish national priorities for emergency management and homeland security. The NPG priorities are indicative of the direction in which the Federal government will attempt to guide emergency management programs in the near future.

SAN FRANCISCO STRATEGIC GOALS \ NATIONAL PRIORITIES	OVERARCHING PRIORITIES			CAPABILITY-SPECIFIC PRIORITIES			
	Implement NIMS and NRP	Expanded Regional Collaboration	Implement the Interim National Infrastructure Protection Plan	Strengthen Information Sharing and Collaboration Capabilities	Strengthen Interoperable Communications Capabilities	Strengthen CBRNE Detection, Response, and Decontamination Capabilities	Strengthen Medical Surge and Mass Prophylaxis Capabilities
1: Develop, maintain, and sustain a comprehensive emergency management and homeland security program.		X	X	X			
2: Enhance training and exercise program.	X						
3: Ensure sufficient voice and data communication capabilities are in place to allow for effective inter-agency, multi-jurisdictional communication.		X		X	X		
4: Improve community disaster preparedness and response capabilities.		X					
5: Secure the City leadership's commitment and adequate, sustainable funding for emergency management and homeland security capabilities, and define DEM/DES role.		X					
6: Build the City's threat gathering and analysis capabilities.		X	X	X	X		
7: Strengthen CBRNE detection capabilities.	X	X				X	
8: Develop and implement CIP program.			X				
9: Ensure consistent use of NIMS and ICS.	X						



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NATIONAL PRIORITIES SAN FRANCISCO STRATEGIC GOALS	OVERARCHING PRIORITIES			CAPABILITY-SPECIFIC PRIORITIES			
	Implement NIMS and NRP	Expanded Regional Collaboration	Implement the Interim National Infrastructure Protection Plan	Strengthen Information Sharing and Collaboration Capabilities	Strengthen Interoperable Communications Capabilities	Strengthen CBRNE Detection, Response, and Decontamination Capabilities	Strengthen Medical Surge and Mass Prophylaxis Capabilities
10: Improve the functional and operational capabilities of DOCs.	X				X		
11: Identify and formalize a resource logistics and distribution strategy.	X						X
12: Coordinate and participate in regional efforts to effectively utilize volunteers.		X					
13: Coordinate and participate in regional efforts to effectively manage donations.		X					
14: Improve CBRNE and WMD/HazMat response and decontamination capabilities.		X				X	X
15: Develop regional evacuation and/or shelter-in-place plans and procedures.		X		X			
16: Strengthen JIC and emergency public information and warning capabilities.				X	X		
17: Enhance public health, healthcare, and medical examiner readiness.							X
18: Strengthen mass care capabilities.		X		X	X		X
19: Enhance structural damage assessment capabilities.			X				
20: Build capabilities to restore lifelines and facilitate economic and community recovery.							



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Appendix E: Strategic Goal Interdependencies

Given that each strategic goal represents essential capabilities that the City is working to build or enhance, the following crosswalk provides an illustration of how the strategic goals build upon each other to develop a strong network and foundation for emergency management and homeland security activities. The five common mission area strategic goals represent preparedness activities that are essential to the performance of all other mission areas. The remaining strategic goals represent the City’s ability to carry out plans and procedures, which requires inter-agency cooperation and coordination to ensure an integrated approach to prevention, protection, response, and recovery.

SAN FRANCISCO STRATEGIC GOALS	PREVENT, PROTECT, RESPONSE, & RECOVER MISSION AREA STRATEGIC GOALS														
	6: Build the City's threat gathering and analysis capabilities.	7: Strengthen CBRNE detection.	8: Develop and implement CIP.	9: Consistent use of NIMS & ICS.	10: Improve the functional and operational capabilities of DOCS.	11: Formalize a critical resource logistics and distribution strategy.	12: Coordinate regional efforts to effectively utilize volunteers.	13: Coordinate and participate in regional efforts to manage donations.	14: Improve CBRNE & WMD/HazMat response and decon.	15: Develop regional evacuation and/or shelter-in-place plans.	16: Strengthen JIC and emergency public information and warning.	17: Enhance public health, healthcare, and medical examiner readiness.	18: Strengthen mass care.	19: Enhance structural damage assessment capabilities.	20: Build capabilities to restore lifelines and facilitate recovery.
1: Develop, maintain, and sustain a comprehensive emergency management and homeland security program.	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
2: Enhance training and exercise program.	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
3: Ensure sufficient voice and data communication capabilities are in place to allow for effective inter-agency, multi-jurisdictional communication.	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
4: Improve community disaster preparedness and response capabilities.	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
5: Secure the City leadership's commitment and adequate, sustainable funding for emergency management and homeland security capabilities, and define DEM/DES role.	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
6: Build the City's threat gathering and analysis capabilities.		X	X	X	X	X	X	X	X	X	X	X	X		
7: Strengthen CBRNE detection capabilities.	X		X						X			X	X		X



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SAN FRANCISCO STRATEGIC GOALS	PREVENT, PROTECT, RESPONSE, & RECOVER MISSION AREA STRATEGIC GOALS														
	6: Build the City's threat gathering and analysis capabilities.	7: Strengthen CBRNE detection.	8: Develop and implement CIP.	9: Consistent use of NIMS & ICS.	10: Improve the functional and operational capabilities of DOCs.	11: Formalize a critical resource logistics and distribution strategy.	12: Coordinate regional efforts to effectively utilize volunteers.	13: Coordinate and participate in regional efforts to manage donations.	14: Improve CBRNE & WMD/HazMat response and decon.	15: Develop regional evacuation and/or shelter-in-place plans.	16: Strengthen JIC and emergency public information and warning.	17: Enhance public health, healthcare, and medical examiner readiness.	18: Strengthen mass care.	19: Enhance structural damage assessment capabilities.	20: Build capabilities to restore lifelines and facilitate recovery.
8: Develop and implement CIP program.	X	X												X	X
9: Ensure consistent use of NIMS and ICS.	X				X	X	X	X	X	X	X	X	X		
10: Improve the functional and operational capabilities of DOCs.	X			X		X	X	X		X	X	X	X	X	X
11: Identify and formalize a resource logistics and distribution strategy.	X			X	X						X	X	X		X
12: Coordinate and participate in regional efforts to effectively utilize volunteers.	X			X	X						X	X	X		X
13: Coordinate and participate in regional efforts to effectively manage donations.	X			X	X						X	X	X		X
14: Improve CBRNE and WMD/HazMat response and decontamination capabilities.	X	X		X						X		X	X		
15: Develop regional evacuation and/or shelter-in-place plans and procedures.	X			X	X				X		X	X	X		
16: Strengthen JIC and emergency public information and warning capabilities.	X			X	X	X	X	X	X	X		X	X		
17: Enhance public health, healthcare, and medical examiner readiness.	X	X		X	X	X	X	X	X	X	X		X		X
18: Strengthen mass care capabilities.	X	X		X	X	X	X	X	X	X	X	X			X
19: Enhance structural damage assessment capabilities.			X		X										X
20: Build capabilities to restore lifelines and facilitate economic and community recovery.		X	X		X	X	X	X				X	X	X	



Appendix F: Agency Strategic Goal Crosswalk

SAN FRANCISCO STRATEGIC GOALS	AGENCIES																												
	BART	Board of Supervisors	BOMA	DBI	DEM	DEM-DEC	DHR	Disaster Council	DPH	DPT	DPW	GSA	HSA	Mayor's Office	MTA	NC RTTAC	NGOs	OCME	Parks and Recreation	Planning	Port of San Francisco	Private Sector	PUC	SFPD	SFFD	SF Sheriff's Dept.	SFUSD	State/Federal Partners	TEWG
1: Develop, maintain, and sustain a comprehensive emergency management and homeland security program.					P							P																	
2: Enhance training and exercises.					P																								
3: Ensure sufficient voice and data communication capabilities are in place to allow for effective inter-agency, multi-jurisdictional communication.						P																							
4: Improve community disaster preparedness and response.					P				P																				
5: the City leadership's commitment and adequate, sustainable funding for emergency management and homeland security capabilities, and define DEM/DES role.					P									P															
6: Build the City's threat gathering and analysis capabilities.	S				S				S							P						S		P		S		S	S
7: Strengthen CBRNE detection.					P				P	S							S							S	P			S	
8: Develop and implement CIP.			P		P							P				P						S	P	P	P			S	S
9: Consistent use of NIMS & ICS.					P			P						P															



All-Hazards Strategic Plan

SAN FRANCISCO STRATEGIC GOALS	AGENCIES																												
	BART	Board of Supervisors	BOMA	DBI	DEM	DEM-DEC	DHR	Disaster Council	DPH	DPT	DPW	GSA	HSA	Mayor's Office	MTA	NC RTTAC	NGOs	OCME	Parks and Recreation	Planning	Port of San Francisco	Private Sector	PUC	SFPD	SFFD	SF Sheriff's Dept.	SFUSD	State/Federal Partners	TEWG
10: Improve the functional and operational capabilities of DOCs.				P	P							P																	
11: Formalize a critical resource logistics and distribution strategy.					P							P																	
12: Coordinate and participate in regional efforts to effectively utilize volunteers.					P		S		S				S				S		S										
13: Coordinate and participate in regional efforts to effectively manage donations.					P												S												
14: Improve CBRNE and WMD/HazMat response and decontamination capabilities.					P				S								S	S			S			P	P			S	
15: Develop regional evacuation and/or shelter-in-place plans and procedures.					P				S	P		P		P			S							P	S			S	
16: Strengthen JIC and emergency public information and warning.					P	S						P		P															
17: Enhance public health, healthcare, and medical examiner readiness.		S			P				P	S	S	S			S			P	P		S	S	S	P	P	S	S	S	
18: Strengthen mass care.							P		P			P	P	S			P	P											
19: Enhance structural damage assessment capabilities.		P	S	P	P						P	P		P	S				S	P	S	S	P				P	S	
20: Build capabilities to restore lifelines and facilitate economic and community recovery.					P							P		P															



All-Hazards Strategic Plan

Appendix G: Work Plan Template

City and County of San Francisco Strategic Goal Work Plan		
Strategic Goal:		
Coordinating Lead(s) Information		
Reporting Period: (fiscal year)	Date:	
Submitter Name:	Agency: (name and organization)	
Phone Number:	E-mail Address:	
Submitting on behalf of : (list agencies)	Agency POCs: (list names and contact information)	
	Name:	Phone:
	Title:	E-mail:
	Name:	Phone:
	Title:	E-mail:
	Name:	Phone:
	Title:	E-mail:
	Name:	Phone:
	Title:	E-mail:
Strategic Goal Data		
Mission Area:	Priority:	Timeline:
Background: (brief synopsis of problem)		
Expected Outcome:		



All-Hazards Strategic Plan

Milestone ⁵	Activities	Resource Requirements (personnel, cost, equipment)	Primary Responsible Agency and POC	Performance Measures	Start Date	End Date	Status as of: (date)
Timeframe (e.g. 6 months, 1 Year):							
			Agency: Name: Phone:				
			Agency: Name: Phone:				
			Agency: Name: Phone:				
			Agency: Name: Phone:				
			Agency: Name: Phone:				
			Agency: Name: Phone:				

⁵This page may be duplicated to accommodate more milestones.



Appendix H: List of Participating Organizations

San Francisco International Airport
American Red Cross (ARC)
American Telephone and Telegraph, Inc. (AT&T)
Board of Supervisors
Building Owners and Managers Association (BOMA)
Chamber of Commerce
Controller
Convention Facilities Department
Coordinated Assistance Network (CAN)
City Administrator's Office (CAO)
Department of Building Inspection (DBI)
Department of Emergency Management (DEM)
Department of Emergency Management—
Division of Emergency Communications (DEM-DEC)
Department of Emergency Management—
Division of Emergency Services (DEM-DES)
Department of Environment (DOE)
Department of Homeland Security (DHS)
Department of Human Resources (DHR)
Department of Parking and Traffic (DPT)
Department of Public Health (DPH)
Department of Public Health—Communicable
Disease Control and Prevention (DPH-CDCP)
Department of Public Health—Environmental
Health (DPH-Environmental Health)
Department of Public Health—Emergency
Medical Services (DPH-EMS)
District Attorney's Office (DA)
Environmental Protection Agency (EPA)
Federal Bureau of Investigation (FBI)
General Services Agency (GSA)
General Services Agency—311 (GSA-311)
General Services Agency—Animal Care and
Control (GSA-ACC)
General Services Agency—Capital Planning
Program (GSA-CPP)
General Services Agency—Department of Public
Works (GSA-DPW)
General Services Agency—Department of
Telecommunications and Information
Services (GSA-DTIS)
General Services Agency—Department of
Telecommunications and Information
Services (GSA-DTIS)
General Services Agency—Real Estate
Division (GSA-Real Estate Division)
Golden Gate UASI Task Force
Hospital Council
Human Services Agency (HSA)
Mayor's Office
Mayor's Office on Disability
Municipal Transportation Agency (MTA)
Northern California Regional Terrorism
Threat Assessment Center (NC RTTAC)
Office of Contract Administration (OCA)
Office of the County Clerk
Office of the Chief Medical Examiner
(OCME)
Pacific Gas and Electric (PG&E)
Public Health Laboratory (PH Laboratory)
Planning Department
Port of San Francisco
Public Utilities Commission (PUC)
Recreation and Park Department
Redevelopment Agency (RA)
Salvation Army
San Francisco Fire Department (SFFD)
San Francisco General Hospital (SFGH)
San Francisco Police Department (SFPD)
San Francisco Sheriff's Department (SF
Sheriff's Department)
San Francisco Unified School District
(SFUSD)
Super Urban Area Security Initiative (SUASI)
Regional Planners
Terrorism Early Warning Group (TEWG)
University of California, San Francisco—
Police Department (UCSF-PD)