TO:

London N. Breed

Mayor

FROM:

Naomi Kelly, City Administrator

Mary Ellen Carroll, Executive Director, Department of Emergency Management

Dr. Grant Colfax, Director, Department of Public Health

CC:

Sean Elsbernd, Chief of Staff, Mayor's Office

DATE:

June 20, 2019

RE:

Executive Directive 18-04: Improving San Francisco's Response to Future

Air Quality Incidents

On December 7, 2018, San Francisco Mayor London N. Breed issued Executive Directive 18-04 to update air quality emergency plans and protocols and coordinate discussions on effective strategies and actionable thresholds to protect the public from poor air quality events. This directive highlighted four distinct, actionable areas: 1) revising the current emergency plan; 2) creating a task force that establishes criteria, locations, and measures of effectiveness for public respite facilities and creating an inventory of available locations; 3) establishing a roster of multi-agency personnel that can be pre-positioned or rapidly deployed for mutual aid response; and 4) developing consistent, multilingual, and accessible educational messaging.

The Department of Emergency Management (DEM), Department of Public Health (DPH), and City Administrator's Office (ADM), along with multiple City agency partners, have met this Directive in the following ways:

- 1. Emergency Plan: The revised Plan can be found in Appendix A and includes six major sections: Hazard Overview, Air Quality Index Response Grid, San Francisco Overview, Public Health Response Overview, Additional Response Considerations, and Resources. Preparedness is the overall focus of the plan, which includes clearer and more flexible thresholds for City actions that are tied to air quality indicators. It also mentions the likelihood for simultaneous poor air quality and high temperature events, in which messaging and City actions must give precedence to heat relief actions.
 - a. The revised Plan provides recommendations and guidelines to Departments to include air quality hazards and ventilation system capabilities in their continuity of operations planning. The plan also presents recommendations for City Department actions that are triggered by air quality thresholds and represented by a color-coded matrix. The plan addresses the use and distribution of N95 respirators by noting that reduction to exposure for the public and City employees remains the best strategy, and recommends that City Departments maintain N95 respirators for employees who must perform critical outdoor functions.

- b. The Plan specifies the populations most vulnerable to poor air quality, including people with heart or lung disease, those who are pregnant, seniors, children, those with situational exposures and those with no opportunity to mitigate their exposure. The Plan identifies existing networks of clinics, care facilities and community-based organizations to distribute air quality messaging to these populations.
- c. DPH presented the draft Plan at the Disaster Council meeting on April 5, 2019. The Plan will be the initial step in the City's air quality emergency response framework. DPH noted that the Plan will be an iterative document as it will align with ongoing collaboration of regional partners and will continue to adapt to emerging best practices.
- 2. <u>Task Force</u>: In January 2019, DEM chaired a Task Force that initiated a project to identify facilities to be used as respite centers during poor air quality and other weather-related events. The City Administrator's Office led a thorough analysis of San Francisco buildings and created a report that lists available facilities, infrastructure capabilities, and next steps. **Appendix B** lists a summary of the report's findings.
- 3. <u>Mutual Aid:</u> DEM currently maintains a list of multi-disciplinary, interdepartmental personnel who meet minimum training and experience standards for competency in emergency management and could be deployed as mutual aid resources to neighboring jurisdictions. In addition, DEM is proactively compiling a roster of City personnel across all Departments who have been identified to meet new baseline training and experience requirements for potential future mutual aid deployments. This roster is separate from existing public safety mutual aid plans and includes staff from sixteen City Departments.

In addition to expanding San Francisco's capabilities for Emergency Operations Center deployment, DEM is also compiling a roster of deployable City personnel who have additional credentials or subject matter expertise often requested during or immediately following a disaster. This includes animal care and control, utility crews, environmental specialists, healthcare workers and building inspectors. This roster will be maintained in addition to the existing mutual aid deployment agreements for public safety and Emergency Operations Center credentialed personnel.

4. Regional Coordination: DEM and DPH have actively collaborated with the Regional Joint Information System, the Bay Area Urban Areas Security Initiative and the Association of Bay Area Health Officers to determine coordinated and standardized health messaging for Bay Area counties during poor air quality events. The three main deliverables include an Air Quality Public Information Toolkit to facilitate regional discussions and develop a collective set of protective health measures for air quality incidents, a resource guide for hard-to-reach populations that develops guidance and resources for clear and consistent messaging in multiple languages, and a digital repository that will host the toolkit and resource guide in an effort to make the resources more accessible. A summary of the regional coordination project can be found in Appendix C.

Next Steps

Although improvements have been made since December 2018, additional collaboration and expansion of the City's air quality response protocols and procedures, tied to other extreme weather events, are still required. As regional conversations about the use of N95 respirators during poor air quality events continue, San Francisco must lead by example and provide clear, consistent, actionable messaging to our residents, especially to our vulnerable populations. In addition, we must consider all location analysis for poor air quality and weather-related respite facilities through an equity lens, and take action to include community-based organizations and private facilities in the City's overall response plan. Our identified immediate, short-term and long-term next steps are represented in the attached matrix.

We look forward to continuing our efforts to making San Francisco a safer, more resilient city.

Section of	Action Item	Lead	Estimated
Directive 18-04	Action from	Department(s)	Timeline*
1. Emergency	1.1 Standardize procedure and finalize notification process for City Department procurement	DHR	Short-Term
Plan	and distribution of N95 respirators.	ADM	
2. Task Force	2.1 Define respite centers for weather-related events, including establishing operational	ADM	Immediate
	criteria of the facilities and activation protocols.	DEM	
	2.2 Confirm short list of facilities that can be activated during weather-related incident response.	DEM	Immediate
. 1	2.3 Identify a desired level of service for cleaner air and cooling centers in San Francisco	ADM DEM	Immediate
,	through an equity lens. 2.4 Conduct a detailed assessment of public facilities to identify best-value investments.	ADM	Short-Term
	2.5 Conduct a one-time procurement of portable cooling and air filtration equipment.	ADM	Short-Term
	2.6 Address identified levels of service gaps with updated public facilities or private facilities,	ADM	Short-Term;
5	potentially including community-based organizations that serve and are trusted by vulnerable populations.	DEM HSA	Long-Term
3. Mutual Aid	3.1 Finalize roster of City personnel who have been identified for future mutual aid credentialing.	DEM	Short-Term
	3.2 Provide and coordinate training and experiential opportunities for identified City personnel.	DEM	Short-Term; Long-Term
	3.3 Compile and maintain City personnel roster of non-EOC subject matter experts with credentials for potential mutual aid deployment.	DEM	Short-Term
4. Regional Coordination	4.1 Build communications plans to reduce risk in weather-related events to include vulnerable housing units.	DPH DEM	Short-Term
	4.2 Begin detailed discussions with San Francisco Unified School District to understand plans and areas for potential support.	DEM SFUSD	Short-Term
2	4.3 Create and implement weather-related response communications campaign highlighting highest areas of concern.	DEM	Short-Term
	4.4 Develop materials and train key stakeholders on air quality and heat, specifically	ADM	Short-Term
8	community-based organizations that may become weather-related respite centers for their clients.	DPH	

*Estimated Timeline:

Immediate = By September 2019

Short-Term = By June 2020

Long-term = Post-June 2020

San Francisco Department of Public Health Emergency Operation Plan Hazard Specific Annex Air Quality Annex

Revision History

Revision Date	Section of Plan Revised	Revised by
12/2018	Initial version	Gabrielle Aldern
02/2019	Additional input - Heat, Schools, N95s	R. Jan Gurley, M.D.
06/2019	Minor language changes, add N95 phrase	R. Jan Gurley, M.D.
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San Francisco Department of Public Health Emergency Operation Plan Hazard Specific Annex 3D.3 Air Quality Annex

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I OVERVIEW

NOTE: In the event of simultaneous Extreme Heat and Air Quality events, Extreme Heat response actions take precedence over Air Quality response. Please refer to the Extreme Heat Annex for more information.

A. Reduced Air Quality Events

Climate change is expected to increase temperatures, change precipitation patterns, increase the frequency and severity of extreme weather events, and increase sea-level rise—all of which will have significant impacts on San Francisco's environment, health, and economy. California is already experiencing the effects of climate change. One effect is that wildfires are expected to increase in frequency and the Californian fires season is expected to last longer, resulting in higher levels of air pollution throughout much of California¹.

On average, San Francisco benefits from comparably clean air relative to other urban areas in the country², but the Bay Area is vulnerable to short term spikes in pollution due to increases in temperature and proximity to wildfires. From 1999-2018, 18 of the top 30 Particulate Matter (PM 2.5) pollution days in the Bay Area resulted from wildfires. Those 18 days occurred either in 2017 due to the North Bay Fires, or 2018 due to the Butte Camp Fire.³ During the Butte Camp Fire AQ Event, San Francisco experienced 13 consecutive days of unhealthy or extremely unhealthy air quality, the worst air quality event on record prior to that event for the Bay Area.

¹ California Environmental Health Tracking Program

² Air Quality Draft Document written for the Climate and Health Adaptation Framework

³ Bay Area Air Quality Management District

Reduced air quality can be caused by several major contaminants, including ozone, particulate matter (PM 2.5 or PM 10), carbon monoxide, and sulfur dioxide. Exposure to high levels of these pollutants can cause acute and chronic health impacts. The Environmental Protection Agency (EPA) Air Quality Index (AQI) is a standardized measure of pollutant levels that describes air quality levels. The AQI measures air quality on a scale of 0 to 500. A value above 100 is considered to be unhealthy for sensitive groups. As the AQI value increases, more groups may be at risk of health impacts. SFDPH begins response when the AQI value is greater than or equal to 101 for a period longer than 24 hours, and projections that the level will continue to be the same or worse for an additional four hours or more.

B. Health Impacts

Exposure to reduced air quality has been linked to increases in both morbidity and mortality. Pollutants with the strongest evidence for public health concern include particulate matter (PM), ozone, nitrogen monoxide, and sulfur dioxide. PM is the principal pollutant of concern from wildfire smoke for short-term exposures.⁴ PM is capable of penetrating deep into lung passageways and entering the bloodstream, causing cardiovascular, cerebrovascular, and respiratory impacts. Immediate short-term health impacts from AQ events may strain both emergency medical care and hospital systems. Repeated or long term exposure to unhealthy air will likely increase both morbidity and mortality of the exposed populations.

Acute and chronic impacts from exposure to reduced air quality are as listed below:

Acute impacts can include asthma attacks, shortness of breath, coughing, chest tightness, irritated mucus membranes, pulmonary inflammation, bronchitis, respiratory infection, arrhythmias, and heart attacks. Acute impacts may be seen for days or weeks after an AQ emergency event.

Chronic impacts can include asthma, emphysema, lung cancer, ischaemic heart disease, stroke, chronic obstructive pulmonary disease, and premature death. Maternal exposure to ambient air pollution has been associated with adverse health outcomes for the fetus, such as low birth weight, pre-term birth, and small gestational age births.⁵

C. Vulnerable Populations

While everyone may experience health impacts from AQ events, some groups are at higher risk:

- People with heart or lung disease
- Pregnant individuals
- Older adults
- Children under 14
- Outdoor workers
- People who exercise
- People with diabetes
- People experiencing homelessness

People with heart or lung disease, pregnant individuals, older adults, and children are considered at greater risk from particulate matter (PM) than other people, especially when they are physically active

⁴ Wildfire Smoke FAQ - Air Now

⁵ Ambient Air Pollution: Health Impacts - World Health Organization

or work outdoors. Exercise and physical activity cause people to breathe faster and more deeply, causing them to take more PM into their lungs.

People with heart or lung diseases such as coronary artery disease, congestive heart failure, and asthma or chronic obstructive pulmonary disease (COPD) are at increased risk because PM can aggravate these diseases. People with diabetes also may be at increased risk, possibly because they are more likely to have underlying cardiovascular disease.⁷

San Francisco's population includes a large number of people experiencing homelessness. Lack of access to indoor facilities can greatly increase exposure to pollutants during AQ emergency events, putting them at increased risk for both acute and chronic health effects.

D. Detection

Each day, a monitor in San Francisco records concentrations of the major pollutants. These raw measurements are converted into a separate AQI value for each pollutant (ground-level ozone, particle pollution [PM], carbon monoxide, and sulfur dioxide) using standard formulas developed by EPA. The highest of these AQI values is reported as the AQI value for that day.⁸

The AQI is divided into 6 levels of health concern on a scale of 0 to 500. A value above 100 is considered to be unhealthy for sensitive groups. As the AQI value increases, more groups may be at risk of health impacts. SFDPH begins response when the AQI value is greater than or equal to 101 for a period longer than 24 hours, and projections that the level will continue to be the same or worse for an additional four hours or more. Please see the AQI Response Grid on Pages 5-7 for greater detail on response levels.

E. Potential City-Wide Impacts

Potential city-wide impacts of reduced air quality events may include:

- Negative health impacts to thousands of exposed and/or affected persons
- Healthcare delivery systems, including urgent and outpatient care clinics, may see a surge in patients
- Overload of EMS and ambulance system due to increased 911 calls and emergency department surges
- Hospitals may see increased hospitalizations due to air quality related issues
- Social activities, day-to-day business, and school may be interrupted due to voluntary or recommended closures
- Widespread public concern
- Shortages of resources including N95 respirators, respiratory medications, air filtration supplies, and ventilators
- Implementation of Continuity of Operations Plans (COOPs)

Additional City-Wide Issues:

Schools

⁶ Spare the Air — www.sparetheair.com/health.cfm

⁷ Particle Pollution and Your Health - AirNow

⁸ A Guide to Air Quality and Your Health - AirNow

Parents should be encouraged to do whatever is best for their children, including keeping them home during extreme and/or prolonged air quality events.

Schools are a valuable community resource. For many children, including those from our most vulnerable communities, schools are where children get food, and have age-appropriate supervision while parents must work. For many families, there is no replacement for these resources.

As a valuable community resource for children and families, DPH supports schools in their complex decision-making efforts to keep schools open, including during low staffing challenges.

The use of air filtration systems and air purifiers requires pre-planning, assessments and maintenance. The early use of air filtrations systems, including air purifiers, may be important for physical education locations, such as day care centers for infants and toddlers.

Universities and schools which require students to walk outdoors to classes several times during the day will need to consider the impact of student exposure to poor air quality. Universities and schools facing these challenges may wish to consider the benefits of changes in class locations, tele-conferencing of classes, or other interventions to minimize exposure to poor air quality.

School cancellation or limitation of outdoor activities may be recommended. Please refer to existing EPA guidelines.

N95 Respirators

Information and guidance provided in this plan regarding N95 respirators is based on available knowledge and may change at any time.

Masks and N95 respirators are not a replacement for staying indoors.

N95 respirators are not designed for children.

N95 respirators are ineffective with facial hair.

N95 respirators, properly fitted, increase the work of the cardiovascular system and can be dangerous for some people. If an N95 respirator makes a person feel worse, they should not use it.

There are not sufficient data to support the benefit of prolonged use of N95 respirators in wildfire smoke air quality events.

People who have adequate air quality at home should not leave their home to find an N95 respirator.

For staff who must work outdoors, or for unsheltered people who remain outdoors, N95 respirators may be helpful. However, over time N95 respirators will become damp (due to the breath) and harder to breathe through as particles are trapped in it. In general, N95 respirators may need to be replaced after 8 hours of total use (depending on the amount of wildfire smoke in the air), or when damp or damaged or soiled, or when the work of breathing through it increases.

N95 respirators may be provided to unsheltered individuals. Unsheltered people always have a choice whether or not to use offered N95 respirators.

N-95 respirators are no substitute for being indoors. If this is not option, an N-95 respirator may be helpful if fitted and used properly. If the N95 respirator makes you feel better, take precaution in wearing one. If the N94 respirator makes you feel worse, stop using it.

Cancellation of Outdoor Events

Outdoor activities can include farmer's markets, outdoor sporting events, neighborhood clean-ups, parades, and festivals. Outdoor events may involve hundreds or thousands of participants and require varying levels of physical activity. Outdoor activities may involve varying target age groups (e.g. children's events).

The cancellation of outdoor events can be a complex process and can have unintended impacts, including adverse economic impacts. In addition, the cancellation of a permit for an event may not mean that the event does not occur. Participants may not receive notification of the cancellation or may choose to attend despite a permit cancellation.

In coordination with DEM, San Francisco DPH will message warnings and advice for event organizers to cancel or consider canceling outdoor activities. EPA guidance will be used to message the risks of outdoor activities.

Human Resources

In the event of an extreme and/or prolonged air quality event, staff will likely be counseled to remain indoors (see activation grid). Communication for City workers regarding sheltering in place should be optimally sent to all staff.

The Department of Emergency Management and the Department of Public Health encourage the creation of Continuity of Operations Plans (COOPs) for businesses, contracted organizations, and City Departments.

Critical outdoor workers, as defined by a Department's or organization's COOP, should be provided the option to wear N95 respirators while outdoors. If an N95 respirator makes an employee feel worse, the employee should not wear an N95 respirator.

II. AQI RESPONSE GRID

NOTE: In the event of simultaneous Extreme Heat and Air Quality events, Extreme Heat response actions take precedence over Air Quality response. Please refer to the Extreme Heat Annex for more information.

Heat and air quality

When heat and air quality events co-occur, there are at least three major considerations:

- 1. Heat protocols take precedence. Studies have shown that heat remains a high risk for rapid increases in death rates. Whenever air quality issues happen at the same time as a temperature of 85 degrees or higher, the Heat Emergency Plan and Response takes precedence.
- 2. Messaging must change. Air quality messaging must change when the temperature is 85 degrees or higher. Messages to the population that people should stay indoors because of air quality,

- without cooling available to people, could result in increased deaths, particularly among vulnerable populations.
- 3. Cleaner Air Centers may need to change. In a co-occurring heat and air quality event, cooling shelters will replace cleaner air centers. Sending populations to a cleaner air center that is not also a cooling center could result in increased deaths, particularly among vulnerable populations.

The San Francisco Department of Emergency Management (DEM) Duty Officer is the designated individual to receive, monitor and communicate Bay Area Air Quality Management District (BAAQMD) and National Weather Service (NWS) announcements and temperature forecasts for the City and County of San Francisco. The DPH Public Health Emergency Preparedness and Response (PHEPR) section will also receive BAAQMD/NWS alerts to maintain situational awareness.

In accordance with the DPH DOC Activation and Notification Protocol, DPH will follow a tiered-level response for Air Quality events. Activation and Notification for the Air Quality Annex and checklist is initiated based on NWS alert type and air quality forecast.

The following color grid lists the tiered response based on the EPA Air Quality Index. Please note that temperature issues may affect response, requiring a higher level of activation and response activities:

Air Quality Index Value and Level of Health Concern*	Response Level	DPH Communications	DPH Response Actions	Other Agency Response Actions	Cleaner Air Centers and Check-Ins
Good = 0 to 50 (Green)	No Action	N/A	N/A	N/A	N/A
Moderate = 51 to 100 (Yellow)	NO ACTION	N/A	N/A	N/A	N/A
Unhealthy for Sensitive Groups = 101 to 150 (Orange) Respond if >24 hours or in a sustained or worsening wildfire situation*	row	- Likely notify ISC, Critical Partner List - PIO will consider posting info. on website & social media -Consider IMT	- Assess 911 call volume; notify ambulance partners - Assess hospital ED status - Consider N-95 respirator staging	- DEM consider coordination call with DPH, HSH, HAS, SFUSD, PIOs, NWS, BAAQMD and others	alter ger
Unitealthy = 151 to 200 (Red) Respond if >24 hours or in a sustained or worsening wildfire situation?	MEDIUM	All of the above, plus: - Consider notifying Independent Senior & Disabled Housing - Consider notifying Healthcare partners - Consider Joint/ABAHO or regional messaging or talking points - Consider providing guidance to agencies with outdoor workers (e.g. EMS, police, Parks & Rec)	All of the above, plus: -DOC may be activated -Consider distribution of N- 95s at DPH sites for vulnerable populations** -Begin EMS trends tracking -Consider healthcare facility calls -Consider call center protocol -Begin Medical Respite and Sobering surge protocol	All of the above, plus: -DEM IMT likely activated & EOC may be activated -DEM will likely: use Alert SF, inform Mayor's Office, consider Policy call, consider promoting and reviewing COOP plans to determine non- essential services, and consider DHR recommendation for non-essential outdoor workers to remain indoors -HSH will likely implement air quality protocol for unsheltered people -Per EPA guidance, SFUSD will likely decrease student outdoor activities	All of the above, plus: -Review and consider publicizing libraries, grocery stores and malls that have HVAC (www.sf72.org) -Consider recommending closure of outdoor exercise facilities, such as pools -Consider recommending extending hours for city- owned community spaces such as Parks and Rec, libraries, and others.
Very Unhealthy = 201 to 300 (Purple) Respond if >24 hours or in a sustained or worsening wildfire situation*	нідн	All of the above, plus: -Consider collaboration with DEM/JIC for press release/media response -Consider health advisory messaging around risks of outdoor events -Include cleaner air center locations in messaging	All of the above, plus: -DPH DOC activated -Standard EMS protocols for surge apply -Consider regular healthcare facility calls	All of the above, plus: -EOC likely activated -DEM likely to coordinate Board of Supervisors call -Consider expansion of N-95 distribution -Consider recommending free transit options	All of the above, plus: -Consider activating cleaner air centers
Hazardous = 301 to 500 (Maroon) Respond if >24 hours or in a sustained or worsening wildfire situation*	VERY HIGH	All of the above, plus:Consider regional calls/messagesConsider WEA, with actionable message	All of the above, plus: -Consider recommending voluntary self-evacuation		All of the above, plus: -Consider check-ins via calls and/or physical checks by agencies serving vulnerable populations

*1) NOTE: In the event of simultaneous Extreme Heat and Air Quality events, Extreme Heat response actions take precedence over Air Quality response. Please refer to the Extreme Heat Annex for more information. 2) Assumption made that with any increase in response, previous actions continue to be implemented and 3) there are time sensitive considerations (e.g., actions may be based on forecast; multiple days in any one category; extreme heat and/or judgment based on other factors). 4) Further Heat/Temperature considerations may exist (response may change if poor air quality in addition to heat and/or power outages for example). 5) Response language in messaging may be combined with predicted shifts and fluctuations in AQI
**Vulnerable Populations- people with respiratory/cardiac diseases (COPD, asthma, coronary artery disease, history of myocardial infarction for example), people with diabetes, the elderly, pregnant individuals, unsheltered individuals; although children considered vulnerable population, N95s not designed for children

A. Response Levels

It is assumed that with any increase in response, the actions of previous response levels will continue to be implemented. Some actions may be dependent on time-sensitive considerations, such as the forecast, multiple days in one category, extreme heat, and judgement based on other factors.

Orange/Unhealthy For Sensitive Groups (AQI 101-150)

RESPONSE LEVEL: MEDIUM

Respond if within this range for >24 hours or in a sustained or worsening wildfire situation

DPH DOC and City EOC will not be activated.

Actions may include the following:

Responsible SFDPH Branch and/or Supporting City Department	Actions
• SFDPH	May consider convening DPH Incident Management Team. DPH Incident Management Team includes, but is not limited to, the following DPH entities:
continue distribution of the region and the principal	Director of Health
200 regular bild is nebs molet un yaq	Deputy Director of Health
in players and rule are also provided in	Health Officer
1981 - Das Grandid in Prisond State and	Communications Director
The factories instrugged approxi-	Director of Security
The second secon	PHEPR Director
Control of the second of the s	EMS Administrator
SFDPH – PHEPR	PHEPR will likely notify Integrated Steering Committee of air quality and potential for DOC activation if AQI worsens.
SFDPH – PHEPR/PIO	PHEPR and DPH PIO will consider posting AQI health information on DPH website and DPH social media
• SFDPH – PHEPR	PHEPR will likely disseminate AQI health information (multilingual) to vulnerable population partners agencies via the Critical Partners List
• SFDPH – PHEPR	Assess Hospital Emergency Departments' status by Reddinet monitoring
• SFDPH – EMSA	Designee to assess EMS 911 volume; notify private ambulance company partners of potential

		increase in activity due to respiratory or cardiac
		issues
0	SFDPH – PHEPR	Consider N95 respirator staging
	SFDPH Leadership	
	SFDPH - OSH	Part of the second seco
0	DEM	Consider coordinating call with DPH, HSH,
1		SFUSD, PIOs, NWS, BAAQMD and others.

Red/Unhealthy (AQI 151-200)

RESPONSE LEVEL: MEDIUM / HIGH

Respond if within this range for >24 hours or in a sustained or worsening wildfire situation

DPH DOC and City EOC may be activated.

Actions may include the following:

No.	Responsible SEDPH Branch and/or	Actions
	Supporting City Department	
0	SFDPH - PHEPR/PIO/Health Officer	Coordinate through ABAHO to ensure consistent regional messaging, recommendations, and talking points
•	SFDPH – PHEPR	Consider notifying Independent Senior & Disabled Housing, and Healthcare Partners
•	SFDPH – IMT	Consider activation of Department Operations Center based on forecast, expected resource needs, etc.
0	SFDPH – Leadership DEM	Consider policy call
•	SFDPH – PHEPR	Consider distribution of N95 respirators and donning information at DPH sites for CCSF employees and vulnerable populations
•	SFDPHEMSA	Track EMS trends in respiratory and cardiac patients. Implement additional ambulances as needed based on call volume.
•	SFDPH – PHEPR	Monitor hospital/clinic rates of cardiopulmonary patients through ReddiNet polling or hospital calls
•	SFDPH – PHEPR	Encourage healthcare partners to consider mass texts to respiratory patients regarding emergency inhalers and health information
0	SFDPH – PHEPR	Consider healthcare facility calls
•	SFDPH – HR/PIO	Consider providing guidance to agencies with outdoor workers (e.g. EMSA, SFPD, SFFD, MTA, Rec & Parks)
•	SFDPH –Call Centers	Consider encouraging Call Centers to distribute mass texts to respiratory patients regarding emergency inhalers and health information. Consider 311 Call Center protocol to include scripts and/or messaging on website

1	FDPH –Medical Respite and Sobering Center	Begin surge protocol expanding availability for clients by providing additional chairs/mats
1	FDPH – PHEPR Recreation and Parks	Consider recommending closure of outdoor recreation and exercise facilities, such as pools. Consider recommending extending public community center hours for additional shelter-in-place options
• S	FDPH/311	Coordinate planning with 311 to provide scripts or messaging on 311 website, and for healthcare Call Center as needed (see above).
• H	ISA	HSA to consider review and publication of libraries, grocery stores, and malls that have HVAC systems (www.sf72.org)
• SI	FDPH – IMT	Key DPH personnel will participate on all CCSF IMT or Policy Group conference calls
• D	DEM - Augustian IV golombian - Non Lite	DEM will likely send out AlertSF notification with Air Quality guidance and health information; inform Mayor's Office; consider policy call
• H	SH	HSH will likely implement air quality protocol, begin wellness checks, and distribute water and N95 respirators to homeless population
• SF	FUSD	Per EPA guidance, SFUSD to consider decreasing student outdoor activities
• D	HR	Consider issuing recommendation for non- essential outdoor workers to remain indoors. Consider promoting and reviewing COOPs to determine non-essential services.

Purple/Very Unhealthy (AQI 201-300) RESPONSE LEVEL: HIGH

Respond if within this range for >24 hours or in a sustained or worsening wildfire situation

DPH DOC and City EOC will likely be activated.

Actions may include the following:

	Responsible SFDPH Branch and/or Supporting City Department	Actions
•	SFDPH – DOC DEM JIC	Consider collaboration with DEM/JIC for press release or other media response Consider health advisory messaging around risks of outdoor events
•	SFDPH – DOC/PIO	Include cleaner air center locations in DPH messages to the public and to critical partners that reach vulnerable populations
0	SFDPH – DOC	DPH DOC activated
0	SFDPH – EMSA/MHOAC	Standard EMS protocols for surge apply

•	SFDPH – DOC	Regular healthcare facility calls, as needed
•	SFDPH – DOC/EOC	Consider expansion of N95 distribution
0	SFDPH – EOC	Consider staffing EOC ESF 8 if requested
0	SFDPH - DOC Commander/Health Officer	DPH will participate on all CCSF Board of
		Supervisors conference calls
	SFDPH – DOC Commander/Health Officer	Health Officer to consider issuing public health
		advisory and/or recommendations regarding
		purple/very unhealthy air quality to help inform
2		decision-making concerning the cancellation of
		permitted or non-permitted outdoor events
0	SFMTA	Consider recommending free transit options
0	DEM	Consider activating cleaner air centers

Maroon/Hazardous (AQI 301-500)

RESPONSE LEVEL: VERY HIGH

Respond if within this range for >24 hours or in a sustained or worsening wildfire situation

DPH DOC and City EOC will likely be activated.

Actions may include the following:

Responsible City Department and/or SFDPH Branch	Actions
 SFDPH – DOC/Health Officer DEM JIC 	Consider regional call to discuss unified messages
 SFDPH – DOC/Health Officer DEM IIC 	Consider WEA with actionable message
SFDPH – Health Officer	Consider recommending voluntary self- evacuation
SFDPHHSACBOs	Consider check-ins via calls and/or physical checks, via DAAS, meal delivery services and/or critical partners/agencies serving vulnerable populations

II SAN FRANCISCO RESPONSE OVERVIEW

A. Lead Response Agencies

In an air quality event, DPH will be the lead response agency and activities will be coordinated through the DPH Department Operations Center (DOC) in coordination with the City Emergency Operations Center (EOC), if activated. If other events are also occurring (e.g. Extreme Heat or Power outage), DPH may share unified command with other partners.

Department	Responsibilities during an Air Quality Event	
DPH	Assess medical impact of air quality event	

* 1	•	Inform city agencies, medical community, responders, and the public of
	3 22	appropriate health precautions
	•	Provide informational messages for, and outreach to, community-based organizations and the public to protect and promote health
	•	Coordinate with health care partners regarding medical surge related to air quality
	. •	Coordinate with EMSA regarding system surge related to air quality
	0	Coordinated distribution of N95 respirators

Partner Agencies В.

City & County of San Francisco

During a reduced air quality event, support may be required from other city agencies. These may include:

 Work with DPH to coordinate communication and events related to air quality
e Identify locations of cleaner air centers
Communication with clients especially via the Department of Aging and Adult Services
Perform check-in by calls or physical visits for vulnerable populations
Coordinate citywide calls and assist in dissemination of public information.
Send public alerts Act as liaison between The National Weather Service and CCSF agencies Coordinate city wide response

Support may also be required from additional City departments, agencies, and local organizations, including:

Fire Department	Animal Care & Control	Small Business Assoc.
Police Department	3-1-1	Neighborhood
Department of Public Works	Mayor's Office on	Emergency Response
Public Utilities Commission	Disability	Teams (NERT)
Recreation & Parks Dept.	SF Unified School District	Medical Reserve
SF CARD – Community Agencies	Other local CBOs	Corps/Disaster
Responding to Disaster		Healthcare Volunteers

Regional/State/Federal Agencies

Coordination with regional, state, and federal agencies may initially occur via the EOC. Close ongoing communication and coordination may occur through the DOC. Key agencies may include:

- Local Health Departments
- Bay Area Air Quality Management District
- California Department of Public Health (CDPH)
- The Centers for Disease Control and Prevention (CDC)
- California Emergency Medical Service Authority (EMSA)
- California Office of Emergency Services (CalOES)
- National Weather Service (NWS) National Oceanic and Atmospheric Administration (NOAA)

C. Scale and Scope of the Response

The scale and scope of the response will depend on the duration and severity of the air quality event, which could be a few days to several weeks. Key factors that could impact the scale and scope of the response include:

- Access to health care
- Ability to receive and understand educational/prevention information regarding air quality emergencies
- Underlying health conditions in the population (e.g. mental illness, chronic health conditions)
- Source of pollution (wildfire, vehicle emissions, etc.)
- Temperature
- Significant morbidity and/or mortality
- Infrastructure issues, such as loss of power

III PUBLIC HEALTH RESPONSE OVERVIEW

A. DPH DOC Activation

NOTE: In the event of simultaneous Extreme Heat and Air Quality events, Extreme Heat response actions take precedence over Air Quality response. Please refer to the Extreme Heat Annex for more information.

The DPH DOC will likely be activated when the AQ Event requires a response that exceeds (or has the potential to exceed) the management capacity of DPH designated staff and meets <u>at least one</u> of the following criteria:

- Purple/Very Unhealthy AQI expected for >24 hours or in a sustained or worsening wildfire situation
- High profile public health situation or event
- Assessment by DPH that health systems are impacted, requiring city support and DPH can support

Refer to the DPH DOC Activation & Notification Protocol for specific activation & notification steps.

B. Proposed DOC Structure

It is recommended that the DOC Functions checked in the table below be activated immediately. See the guidance below regarding additional functions to consider activating:

	Activate Immediately		Activate Immediately
Function		Function	
COMMAND	V V	Containment Branch	
DOC Commander	V	Community Mitigation Group	
Information Officer	• Restriction, Exclusion, & Clearance Group		Орегали
Safety Officer	/	Mass Prophylaxis Group	REDUCE STORY
Liaison Officer		Isolation & Quarantine Group	Opportunitions S
POLICY GROUP		Medical Branch	1
PLANS SECTION	*	Hospital Coordination Group	
Situation Status Unit	V	LTCF Group	
Resource Status Unit	V	Alternate Care Group	ne muheid
Documentation Unit	1	Outpatient Group	consider*
Technical Specialist Unit	Fechnical Specialist Unit		oto i oblivari
Demobilization Unit	anomicari non	Pre-Hospital Care & Transport Liaison	
OPERATIONS SECTION	1	Mass Fatalities Liaison	consider*
Information & Guidance Branch	ech and edportio due neighborhose	Mass Care & Shelter Liaison	consider*
 Inquiries Group 		Epidemiology, Surveillance, & Data Branch	consider*
Content Group	tenneralisma for	Investigation Group	has 27018.
 Dissemination Group 		Surveillance Group	E3 122-11 38
Environmental Health Branch	consider*	Data Group	36114 211112
Hazmat Group		Lab Branch	e la cilerara la
Food Group	iroup • Lab		
Sanitation Group	us validad nega de Ligadean negara	Lab Receiving/Documentation Group	
Water Group	consider*	LOGISTICS SECTION	1
Community Outreach Branch	3/ 000	Personnel Unit	consider*
Prevention Group	consider*	Supplies Unit	1
Response Group	· ·	• Facilities Unit	consider*

	Communication Equipment Unit	
Personnel of only declared make	Info Technology Unit	
	FINANCE SECTION	✓

^{*} Consider activation depending on scale, scope and specific circumstances of event.

C. Operational Goals

- Assess the situation and threat
- Determine strategies to mitigate the threat and protect and promote health
- Coordinate closely with regional, state, and federal partners

D. Operational Objectives and Activities

Objectives and DOC Lead	Activities
Provide information and guidance Information and Guidance Branch	 Provide guidance to city officials, responders, and the public on the situation, prevention, treatment, and when to seek health care. Provide information to the public regarding Cleaner Air Centers
Disseminate information & educate Community Outreach Branch	 Implement outreach and education strategies in community, with focus on most vulnerable neighborhoods and populations
Assess and provide technical expertise Policy Group/Situation Status Unit	 Assess AQI and temperature forecasts for City & County of San Francisco Provide guidance on N95 respirators and/or air purifiers and/or air filtration
Support provision of medical care Medical Branch	 Monitor hospitals, primary care sites, and EMS for surge Respond to requests for information, resources, and logistical support from medical providers. If hospital and/or other facility surge plans have been activated and cannot meet population medical needs, activate alternate care sites.
Data collection Data Group	Collect and analyze data on EMS, hospitals, staff response hours, volunteer deployments, etc.
Facilitate deployment of personnel Personnel unit	 If air quality event is due to a disaster in a neighboring region, facilitate mutual aid deployment of City personnel and volunteers to the affected region. Provide Just-in-Time Training to deployed personnel Ensure tracking of responder safety and health
Distribute N95 Respirators	Based on N95 guidance, distribute cache to designated groups

Supplies Unit

IV ADDITIONAL RESPONSE CONSIDERATIONS

The DPH Emergency Operations Plan (EOP) is the primary functional response guide for all DPH emergency response activities. However, because of the unique nature of an air quality event, the following modifications and/or considerations should be considered and applied when necessary to the appropriate operational section of the EOP.

A. Command Staff

 The Safety Officer should provide safety recommendations to employees who work outdoors and personnel deployed to areas impacted by disaster.

B. Policy Group

- The Policy Group should consider writing/approving policies related N95 respirators and alternatives for children and other groups for whom respirators are not intended and/or are dangerous to use.
- As much as possible, policies should be similar across the City and County of San Francisco, as well as the region. The group will work with other City Departments and regional policy groups such as the Association of Bay Area Health Officials (ABAHO) to develop consistent guidelines.
- Policy Group should consider the following critical issues:
 - o Possible reassignment of City employees who work outdoors
 - Activation of Continuity of Operations Plans (COOP)
 - o Recommendations regarding cancellation of outdoor events and activities

C. Plans Section

No additions to the core EOP.

D. Operations Section

Information & Guidance Branch

- If the AQ event is occurring regionally and/or affects the region, information and guidance should be coordinated regionally.
- Consider that the populations most vulnerable to reduced AQ events will have limited access to healthcare and indoor shelters
- Vulnerable populations will need continued care and outreach. This outreach and care may
 potentially expose caregivers to poor air quality (Home visits, Homeless Outreach Team,
 Primary Care Clinics and Hospitals). Consider this group of caregivers when providing guidance.

Medical Branch

Monitor hospitals, primary care sites, and EMS for surge

- Respond to requests for information, resources, and logistical support from medical providers.
- If hospital and/or other facility surge plans have been activated and cannot meet population medical needs, activate alternate care sites.

Data Group

 Compile data collected during response, including hours worked by staff, number of respirators distributed, number of respiratory admissions to EDs, etc.

E. Logistics

 Additional resource needs for this event may include HEPA filters, ventilators, N95 respirators, respiratory medications, and other air filtration resources.

F. Finance

 Maintain tracking of costs incurred by deployment of city personnel/mutual aid and acquiring resources (N-95 respirators), as well as other costs.

IV RESOURCES

A. Glossary & Acronyms

- AQI: Air Quality Index. A standardized measure of pollutant levels that describes air quality levels. Developed by the EPA.
- Cleaner Air Center: An indoor location that is available for public congregation in which the air may be better quality than outdoor air. Cleaner Air Centers may or may not have filtration systems. See the Community Cleaner Air Shelter Guidance for more information.
- BAAQMD: Bay Area Air Quality Management District
- Community Cleaner Air Shelter: See Cleaner Air Center
- **COOP:** Continuity of Operations Plan
- DOC: Department Operations Center
- EMSA: Emergency Medical Systems Agency
- **EOC:** Emergency Operations Center
- EPA: Environmental Protection Agency
- DEM: Department of Emergency Management
- HSA: Human Services Agency
- IMT: Incident Management Team
- ISC: Integrated Steering Committee
- NWS: National Weather Service
- PCCC: Primary Care Call Center
- PHEPR: Public Health Emergency Preparedness and Response Branch
- PM: Particulate Matter
- Reduced Air Quality: The condition in which pollutants negatively impact the ambient air quality, with the potential to cause adverse health effects in the exposed population.
- SFDPH: San Francisco Department of Public Health

B. Messaging Templates

Messaging templates can be found here: <u>S:\Activations\2018\11.03</u> <u>Butte Camp Fire\2</u>.
 <u>Templates</u>

Multilingual messaging can be found here: <u>S:\Community Planning\Climate & Health Preparedness\Air Quality</u>

C. Protocols

The following protocols can be found in the S Drive: (development in process)

- a. Call Center Protocol
- b. MSS&R Surge Protocol
- c. AQI Clinic Surge Protocol
- d. Community Wellness Check Protocol

D. Community Cleaner Air Shelter Guidance

Found Here:

S:\Emergency Plans Library\EOP\3. Hazard Specific Annexes\D. Environmental Health Hazards\Air Quality\Community Cleaner Air Shelter Guidance 01.14.19

APPENDIX B

Summary Report: FY2019-20 Strategies for Cleaner Air and Cooling Respite Centers

The Department of Emergency Management, the Department of Public Health, the City Administrator's Office, and partners analyzed the City's public facilities portfolio to determine which buildings would be best suited for activation as cooling or cleaner air centers.

Assessment

San Francisco does not have a robust selection of ready-to-go or even easy-to-convert cleaner air or cooling centers in its public portfolio. Notably, none of our recreation centers have air conditioning and neither do most of our libraries. Most public buildings have a permeable envelope, which makes them less expensive to construct and more efficient on temperate days but ill-suited for respite from heat or smoke.

Facilities currently identified as best-suited for cooling and cleaner air respite include:

Building	Neighborhood	Cleaner Air	Cooling
African American Art & Culture Complex	Fillmore	X	X
Chinatown Branch Library	Chinatown	X	X
Glen Park Library (Community Room)	Glen Park		\mathbf{X}^{\prime}
Main Library	Civic Center	X	X
Mission Library (Children's Room)	Mission		X
Mission Bay Library	Mission Bay	X	X
Moscone Center	Downtown	X	X
North Beach Branch Library (Community Room)	North Beach		X
Pier 1 Lobby (Port Offices)	Embarcadero	X	X
Potrero Library (Community Room)	Potrero Hill		X
Veterans Building	Civic Center		X

Some facilities have been suggested as requiring relatively modest investment in portable cooling and increased filtration to activate their respective community rooms, including:

Building	Neighborhood	Comments
Bayview Opera House	Bayview	No A/C but well suited and located
Mission Cultural Center for Latino Arts	Mission	A/C work in progress
Visitacion Valley Branch Library	Visitacion Valley	Community room for portable units
Presidio Branch Library	Presidio	Community room for portable units
Ortega Branch Library	Outer Sunset	Community room for portable units
Park Branch Library	Haight	Community room for portable units

Next Steps

Additional analysis and planning is required to expand the City's portfolio of suitable facilities. In addition to the above, San Francisco's public museums and performance venues could be activated for cooling respite but will require substantial process development. City public pools can be made free of charge to the public during heat events and may provide accessible cooling; however, increased resources and planning would be required to expand hours of the pools if necessary. With substantial investment, other public buildings could be retrofitted to meet the designated criteria to become cleaner air or cooling respite centers.

APPENDIX C Summary of Regional Coordination on Air Quality Messaging

Project Status

The San Francisco Department of Emergency Management and San Francisco Department of Public Health have collaborated with the Bay Area Air Quality Management District and the Association of Bay Area Health Officers to develop common messaging and guidance for air quality emergencies in the Bay Area. One of the products of this collaboration is an Air Quality Emergency Public Information Toolkit. The toolkit provides messaging principles, public information templates, and guidance on protective health measures.

The draft Air Quality Emergency Public Information Toolkit is complete and available to stakeholders for review and comment through July 22, 2019. The final Air Quality Emergency Public Information Toolkit will be available early August 2019.

Project Partners

- City and County of San Francisco
 - o San Francisco Department of Emergency Management (SFDEM)
 - o San Francisco Department of Public Health (SFDPH)
- Bay Area Air Quality Management District (BAAQMD)
- Association of Bay Area Health Officers (ABAHO)
- Bay Area Regional Joint Information System
- Bay Area Urban Areas Security Initiative (UASI)
- County of Alameda
 - o Office of Sustainability, General Services Agency
- Regional Asthma Management and Prevention (RAMP)

Toolkit Development

Extensive regional collaboration, feedback from stakeholders and input from subject matter experts were critical to developing the draft toolkit. From February through April 2019, regional elected officials, community based organizations and public information officers were surveyed on their experiences receiving information during previous air quality emergencies. The survey also requested any materials that cities, counties and school districts distributed to the public during these events.

ABAHO, a regional organization of county health officers, provided guidance on protective health measures people should follow during an air quality emergency. The toolkit was also tested at California Region II Multi-Agency Coordination (MAC) exercise on May 2, 2019. Regional municipal officials including health officers, emergency managers and public information officers participated in the air quality emergency exercise.

APPENDIX C Summary of Regional Coordination on Air Quality Messaging

Additional resources and information from the California Department of Public Health (CDPH), Environmental Protection Agency (EPA) and the Center of Disease Control (CDC) were analyzed and incorporated into the draft toolkit.

Toolkit Organization

The purpose of the toolkit is to serve as a unified resource for regional public information officers to provide clear, consistent and relevant messaging related to air quality emergencies throughout the San Francisco Bay Area region. The current draft toolkit is organized in the following manner:

Part 1: Core Messages and Templates for Air Quality Incidents: This section includes messaging source, core messaging, templates and sample FAQs, media announcements, emails, social media posts, and graphics.

Part 2: Guidance for Communicating with the Whole Community: This section includes considerations, guidance and tools for identifying and communicating with specialized populations.

Future revisions of the toolkit will focus on greater usability during air quality emergencies.

Next Steps

Project partners and regional stakeholders will review the draft Air Quality Public Information Toolkit through July 22, 2019. The final draft is due in early August 2019 and will be posted to the Bay Area UASI website. The project team will host webinars through September 2019 to familiarize Bay Area municipal officials including public information officers, health officers and emergency managers with the toolkit.