

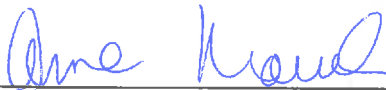
City and County of San Francisco Department of Emergency Management



Auxiliary Communications Service Plan

Approved on October 3, 2016

The following undersigned officials approve the *City and County of San Francisco Department of Emergency Management Auxiliary Communications Service Plan*:



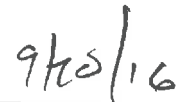
Director, Department of Emergency Management (DEM)



Date



Deputy Director, DEM – Division of Emergency Services (DES)



Date



Chief, Auxiliary Communications Service (ACS)



Date

Table of Contents

1. Introduction	1
1.1 Purpose	1
1.2 Intended Audience	1
1.3 Using this Plan	2
2. Organizational Background	3
2.1 History	3
2.2 Mission	3
3. Relationship to DEM and CCSF	5
3.1 Authority to Operate	5
3.2 Additional Authorities	5
3.3 DEM Commitments to ACS	6
4. Profile of CCSF	7
4.1 CCSF Hazards and Threats	7
4.2 CCSF Jurisdiction and Operational Area	7
5. Organizational Structure	9
5.1 Overview	9
5.2 Leadership Team Organization	9
5.3 Response Organization	10
5.4 Deployment Team	12
6. Activation of Resources	13
6.1 Activation Process	13
6.2 Deployment Scenarios	15
6.3 Demobilization of Resources	15
6.4 Personal Preparedness and Equipment	16
7. Other Approved Operations and Activities	17
7.1 Planned Event Activations	17
7.2 Requests for Service within CCSF	17
7.3 Mutual Aid Requests	17
7.4 Radio Amateur Civil Emergency Service (RACES) Operations	17
7.5 Frequency Planning and Coordination	19
7.6 Technology Evaluation and Implementation	19

8. Membership Process	20
8.1 Overview	20
8.2 Eligibility	20
8.3 Application Process	21
8.4 Equal Opportunity Policy	21
Appendix A: Revision History	22
Appendix B: ACS Service Request	23
Appendix C: DSWVP Registration	24
Appendix D: ACS Instructions to the Applicant	25
Appendix E: ACS Membership Procedures	26
Appendix F: ACS Code of Conduct	28
Appendix G: ACS Disciplinary Procedures	29
Appendix H: Live Scan Disqualifiers for DEM Volunteers	30
Document References	31

1. Introduction

1.1 Purpose

The purpose of the *City and County of San Francisco Department of Emergency Management Auxiliary Communications Service Plan*, hereafter referred to as Plan, is to confirm the authority and context for the Auxiliary Communications Service (ACS) to operate as the affiliated communications support volunteer group of the Department of Emergency Management (DEM). This plan describes the following aspects of ACS:

- 1) Mission statement;
- 2) Authority to operate within the City and County of San Francisco (CCSF);
- 3) Organizational and reporting structures;
- 4) Resource activation and mobilization processes;
- 5) Approved operations and other activities in support of CCSF; and
- 6) Membership application process.

This plan will not describe specific operational procedures, but rather provides an overview of ACS organizational protocols as they relate to DEM. The content of this plan complies with the emergency management principles defined by the National Incident Management System (NIMS)¹, the Standardized Emergency Management System (SEMS)², the Incident Command System (ICS), and the State of California Emergency Plan³, as accepted by CCSF⁴.

This plan is not intended to be applied to non-ACS affiliated or spontaneous volunteers during periods of emergency. For more information regarding the use and coordination of non-ACS affiliated or spontaneous volunteers, please see the *City and County of San Francisco Volunteer Management Plan*. The *Volunteer Management Plan* establishes a framework under which CCSF can access and manage spontaneous and affiliated volunteer resources following an emergency or disaster affecting CCSF.

1.2 Intended Audience

This plan is intended to assist CCSF departments, agencies, and partners (i.e., private sector, faith-based organizations, and non-governmental organizations) understand the mission of ACS, as well as its organizational structure, capabilities, and activation and mobilization processes. This plan will also help ACS members understand how their efforts fit into the larger citywide emergency response goals and objectives. Therefore, this plan's intended audience consists of, but is not limited to, the following groups:

- 1) ACS members;
- 2) DEM leadership and staff;
- 3) CCSF departments, agencies, and partners;

- 4) Emergency services agencies of neighboring counties/jurisdictions;
 - 5) Regional and state offices of emergency services; and
 - 6) Amateur radio organizations.
-

1.3 Using this Plan

This plan establishes the principles and protocols that will guide ACS during an emergency response and other instances when ACS resources are requested. Other uses of this plan not already mentioned include the following:

- 1) Determining possible resource deployment scenarios; and
- 2) Outlining the resource request process for CCSF departments, agencies, and partners to follow when requesting ACS assistance during emergency and non-emergency situations.

Questions and comments about this plan should be directed to the ACS Chief or the ACS Coordinator.

Contact information is current as of July 2016:

- ACS Chief – Lawrence Lin; acs@lawrencelin.net
 - ACS Coordinator – Luis Valdez; luis.valdez@sfgov.org
-

END OF SECTION

2. Organizational Background

2.1 History

ACS was founded as a result of the 1989 Loma Prieta earthquake with the endorsement of the San Francisco Office of Emergency Services, which has since been renamed to DEM. It was created and staffed by volunteers in order to serve and advise CCSF departments and agencies, as well as to perform a public service, specifically as it relates to radio communications during periods of emergency. Since its creation, the organization has evolved to include a variety of services, including activities that support the tactical, administrative, and logistical operations of DEM. Nevertheless, its core duty remains the same – providing DEM and other CCSF departments, agencies, and partners with auxiliary communications services and relevant technical expertise during emergencies. Today, ACS continues to be the affiliated communications support volunteer group of DEM, and serves the community with the utmost level of professionalism expected of the organization.

2.2 Mission

The mission of ACS is to serve DEM and CCSF by addressing communications needs when normal means of communications are overloaded, damaged, non-functional, or otherwise unreliable, specifically during events or periods of national, state, or local emergency. In order to accomplish this mission, ACS activities shall include, but are not limited to, the following:

- 1) Recruit, train, and maintain a deployable, mission-capable team of emergency communications specialists;
- 2) Provide personnel skilled in a variety of communications technologies to staff and support CCSF Emergency Operations Center (EOC) activities primarily, and other CCSF departments and partner agencies, as approved by the ACS Coordinator, CCSF EOC Manager, DEM Director/Deputy Director(s), or other designated DEM staff;
- 3) Establish and operate local and long-distance communication networks in order to provide and support public safety and emergency communications, as directed by DEM and/or CCSF EOC;
- 4) Support and maintain emergency communication assets consisting primarily of, but not limited to, amateur radio equipment;
- 5) Provide emergency communications mutual aid within the San Francisco Operational Area (OA) under the direction of the appointed ACS Coordinator, CCSF EOC Manager, DEM Director/Deputy Director(s), or other designated DEM staff;

- 6) Participate in frequency planning and coordinate efforts with other emergency communication organizations to ensure optimal use of limited resources and minimize interference with other emergency communications within CCSF and neighboring jurisdictions;
 - 7) Evaluate and implement technologies that may support the communications needs of DEM and CCSF; and
 - 8) Provide resources and expertise to assist, advise, and support DEM, as well as other CCSF departments and partner agencies.
-

END OF SECTION

3. Relationship to DEM and CCSF

3.1 Authority to Operate

The creation of ACS, as well as its authority to fulfill its stated mission, derives from the San Francisco Administrative Code, which has delegated the responsibility of directing the operation and implementation of all emergency plans and activities to the appointed DEM Director⁵. The San Francisco Administrative Code also approves the use of volunteer forces to aid CCSF during an emergency as part of the emergency services organization⁶, and ensures individuals, while engaged in such services, shall have the same immunities as officers and employees of CCSF performing similar duties⁷. Henceforth, this plan reaffirms that ACS is an emergency response resource of CCSF, that it shall be staffed solely by unpaid volunteers, and that it will remain affiliated with the Division of Emergency Services (DES) of DEM.

3.2 Additional Authorities

ACS, through the authority of the City's Disaster Council and by oversight of DEM, is registered as a Disaster Service Worker Volunteer Program (DSWVP)⁸ with the California Emergency Management Agency. All ACS members, as a condition for membership in the organization, must complete a DSWVP application in order to be considered a disaster service worker volunteer⁹ and be afforded the rights and protections stipulated by this program. All members in good standing with ACS, and while serving in an official capacity, are classified under "Communications" for the DSWVP, which describes general duties as installing, operating, and maintaining various communications systems and performing related services to assist officials and individuals in the protection of life and property¹⁰.

Furthermore, this plan shall authorize ACS to operate on the Federal Communications Commission (FCC) Amateur Radio Service frequencies with duly licensed operators as the Radio Amateur Civil Emergency Service (RACES)¹¹ entity for DEM. As such, ACS may coordinate ACS/RACES mutual aid under the direction of DEM or the acting CCSF EOC Manager, as well as coordinate local and regional communications with the Neighborhood Emergency Response Team (NERT), Civil Air Patrol (CAP), Amateur Radio Emergency Service (ARES), Radio Emergency Associated Communication Teams (REACT), Military Affiliate Radio Service (MARS), and other similar organizations. ACS may also coordinate communications activities on behalf of DEM with other emergency communications groups housed within other organizations, including non-governmental organizations, such as, but not limited to, the American Red Cross and The Salvation Army.

3.3 DEM Commitments to ACS

In order to adequately staff and prepare ACS to serve DEM and CCSF during an emergency, DEM makes the following commitments to ACS:

- 1) Provide relevant training opportunities to ACS members in order to prepare individuals for service;
- 2) Provision of funding for equipment, as available, to maintain and exceed operational capabilities;
- 3) Provision of non-financial resources, such as access to staff, meeting spaces, storage rooms, and instruments, to help meet organizational goals; and
- 4) Assistance with the vetting of prospective ACS members.

In addition, DEM will work with the Department of Technology (DT) to install and maintain radio antennas and cables at ACS recommended locations. In turn, ACS may install and maintain all radio equipment connected to the aforementioned antennas and cables.

END OF SECTION

4. Profile of CCSF

4.1 CCSF Hazards and Threats

CCSF faces a variety of hazards and threats, both natural and human-induced, for which emergency services personnel must prepare for and respond to effectively in order to protect life, property, and the environment. Examples of potential hazards and threats in CCSF include, but are not limited to, the following¹²:

- Earthquakes
- Terrorism
- Drought
- Severe rain and wind storms
- Floods
- Landslides
- Hazardous material spills
- Reservoir failures
- Large-scale transportation accidents
- Biological threats (i.e., pandemics)
- Tsunamis
- Major wild land and urban fires
- Nuclear accidents
- Civil unrest

The organized response of emergency personnel to any hazard or threat could present a need for qualified and trained emergency communicators, such as members of ACS, to assist, supplement, and/or replace existing methods of communications.

4.2 CCSF Jurisdiction and Operational Area

San Francisco is a combined city and county of approximately 47 square miles located in the northern tip of the San Francisco Peninsula. The 2010 U.S. Census described a resident population of 805,235 and a population density of 17,179 people per square mile¹³. However, the aforementioned statistics do not account for the daytime population increases that result from an influx of workers and visitors, which causes the population to surge by at least 20%, or more than 160,000 additional people. Included in this jurisdiction are San Francisco International Airport (SFO), which is located just south of CCSF in San Mateo County, as well as several inhabited islands in the San Francisco Bay, notably Treasure Island, Yerba Buena Island, and Alcatraz Island.

The term Operational Area (OA) in this plan refers to the area within the political boundaries of CCSF during an emergency response operation, which complies with SEMS, as implemented by the State of California. The California Code of Regulations defines an OA as "...an intermediate level of the state emergency services organization, consisting of a county and all political subdivisions within the county area¹⁴." As such, each OA is a special purpose organization, created to prepare for and coordinate the response to emergencies within a county's area. The OA also serves as the communications and coordination link between local governments and the state government after a major disaster. OAs may also coordinate inter-jurisdictional emergency operations and mutual aid, and have other legal responsibilities based on

legislation. The San Francisco OA includes the areas described previously, as well as federal lands within San Francisco's political boundaries, such as the Golden Gate National Recreation Area (i.e., Presidio) (see Figure 1).

Figure 1: San Francisco Operational Area



ACS, as the affiliated communications support volunteer group of DEM, is only authorized (see Section 3) to operate on approved missions/tasks that lie within the political boundaries of CCSF, unless otherwise noted via official communication from the ACS Coordinator, CCSF EOC Manager, DEM Director/Deputy Director(s), or other designated DEM staff.

END OF SECTION

5. Organizational Structure

5.1 Overview

ACS employs three (3) organizational structures in order to manage its operations. Their use and implementation largely depends on the operational approach of the organization. The three (3) organizational structures are briefly described below:

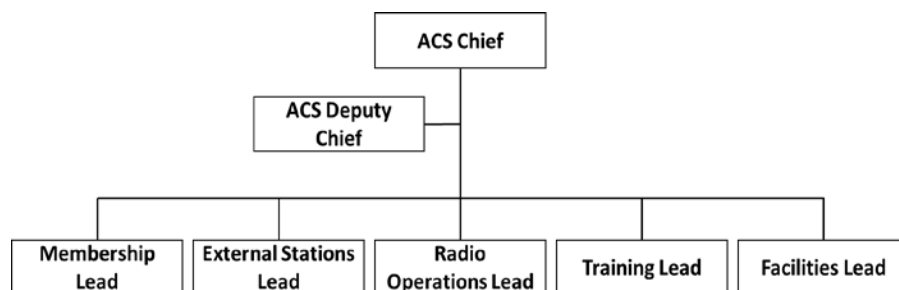
- 1) Leadership Team Organization (LTO) structure is activated for normal, day-to-day activities;
- 2) Response Organization (RO) structure, which adheres to ICS, is activated only during approved response deployments to planned events or emergency incidents within CCSF; and
- 3) Deployment Team structure is activated during approved deployments in support of neighboring OAs/jurisdictions (i.e., mutual aid requests).

The remainder of this section will further describe the three (3) organizational structures and all relevant reporting relationships.

5.2 Leadership Team Organization

During periods when ACS is not activated on an approved response mission or task, the group shall organize under LTO structure and focus on preparedness activities, which includes membership trainings, participation in drills and exercises, recruitment, and relationship management. The LTO positions shown in Figure 2 are known collectively as the Leadership Team. The primary responsibility of the Leadership Team is to lead and manage the activities of ACS membership so that the organization satisfies its preparedness-related goals.

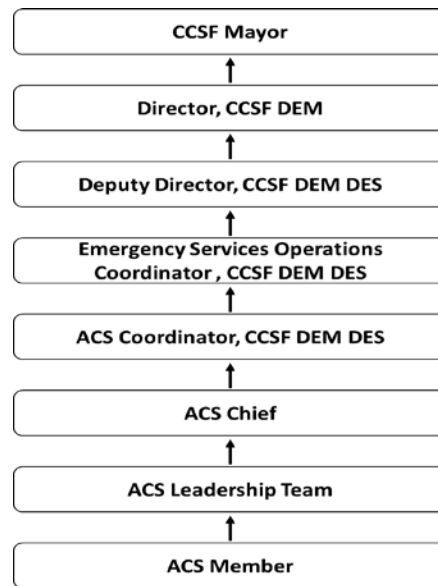
Figure 2: Leadership Team Organization (LTO)



Under LTO structure, ACS Chief reports directly to ACS Coordinator, as shown in Figure 3. ACS Coordinator, an employee of DEM, under the authority of DEM Director shall supervise ACS on behalf of the department. As such, ACS Coordinator is responsible for appointing ACS Chief, in consultation with DEM Director, DEM-DES

Deputy Director, and ACS LTO, and for collaborating with ACS Chief to select other LTO staff. In addition, ACS Coordinator is expected to advocate for ACS within DEM, and shall ensure that the resource needs of ACS are addressed. ACS Coordinator is also responsible for sharing relevant information regarding DEM policies, special events, and other pertinent material that might affect ACS operations. If ACS Coordinator has not been designated by DEM, is disabled, unavailable, or inactive, these responsibilities become those of the next position above the chain of command, as shown in Figure 3.

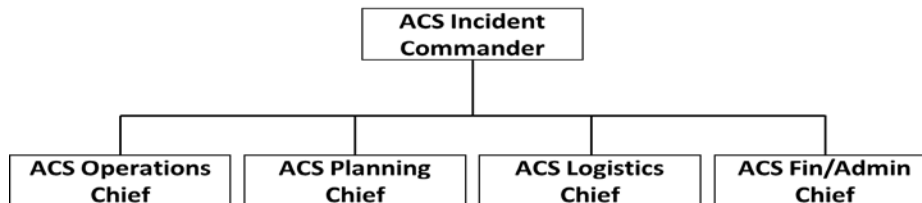
Figure 3: LTO Chain of Command



5.3 Response Organization

ACS restructures its organization to follow the five functions of ICS when activated and mobilized in response to a planned event or emergency. The positions shown in Figure 4, known collectively as RO, will be responsible for leading and managing the activities of ACS members involved in the response.

Figure 4: Response Organization (RO)

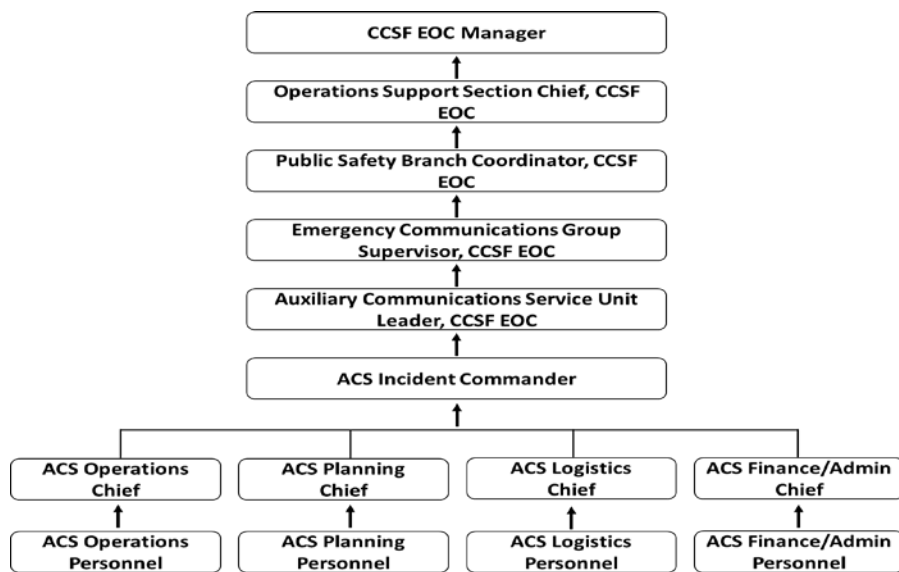


When operating in RO, and if CCSF EOC **is activated**, ACS Incident Commander, under the direction of the activated CCSF EOC position above them in the chain of

command shown in Figure 5, is responsible for delegating all mission-relevant instructions and tasks to RO staff. The RO staff, according to ICS function, will then direct the activities of ACS personnel involved in the response.

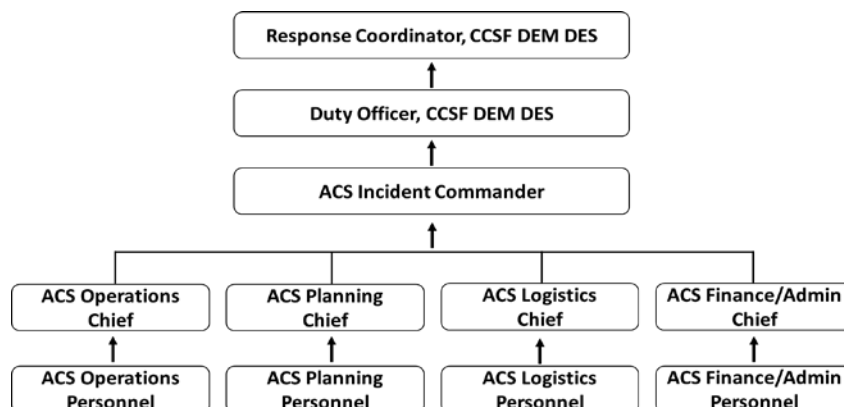
In this model, ACS Incident Commander will report to the Auxiliary Communications Service Unit Leader (if activated), who sits in the Public Safety Branch of the Operations Support Section in CCSF EOC. The Auxiliary Communications Service Unit Leader is responsible for being ACS Incident Commander's communication conduit in CCSF EOC, and for providing technical expertise to CCSF EOC, when requested. The Auxiliary Communications Service Unit Leader shall be ready to serve up to 12-hour shifts at CCSF EOC, when activated.

Figure 5: RO Chain of Command – CCSF EOC is Activated



If ACS RO is activated and mobilized, but CCSF EOC is **not activated**, ACS Incident Commander will report directly to DEM Duty Officer, unless otherwise instructed by ACS Coordinator or other designated DEM staff, as shown in Figure 6.

Figure 6: Chain of Command – CCSF is Not Activated



5.4 Deployment Team

For instances when ACS assistance has been requested as a mutual aid resource by a neighboring OA and approved for deployment by DEM, ACS will not organize under the RO, but rather will form a single team (or multiple teams), called a Deployment Team. The ACS Deployment Team will conduct operations under the guidance of the requesting OA's designee, but the DEM Response Coordinator will identify a Deployment Team Lead. The Deployment Team Lead will serve as the primary point of contact between the deployed ACS members and OA staff. The Deployment Team Lead is also required to submit daily situation reports for the duration of the deployment to the DEM Response Coordinator, unless otherwise instructed.

END OF SECTION

6. Activation of Resources

6.1 Activation Process

For All Scenarios:

During any proclaimed or imminent emergency, ACS members shall not self-activate or self-deploy to the scene of an incident or other areas on an official capacity as an ACS member (for exception, see *Self-Activation under Obvious and Extreme Circumstances*). In addition, for all scenarios listed in this section, ACS members shall first ensure their personal and their family's safety, monitor the WA6GG (Twin Peaks/ACS) repeater for potential instructions, and begin to gather their personal supplies and radio equipment. ACS and its membership shall follow the principles set forth by NIMS, SEMS, and ICS when called to serve. This includes maintaining daily time\activity sheets (i.e., ICS-214 Forms) that shall be turned into the appropriate CCSF EOC staff (if CCSF EOC is activated) or ACS Coordinator within 24 hours of completion.

Upon becoming aware of a large-scale emergency, ACS shall attempt to establish communications with its members via the use of the WA6GG (Twin Peaks/ACS) repeater, or via the repeater output frequency if the repeater is not functional. During this initial resource net, all available ACS members will check in and provide a report. The ACS Net Control, or other designated ACS member, will gather this information and share it with the appropriate LTO and DEM staff using available methods of communication.

Decision to Activate ACS for Emergency Response Operations:

The decision to activate ACS will be made by a designated DEM staff member, which may include, but is not limited to, the following: DEM Duty Officer, CCSF EOC Manager, and ACS Coordinator. A formal activation announcement, which may be in the form of a written or voice communication to ACS Chief, Deputy Chief, or other designated LTO staff, is required for ACS membership to commence official deployment operations.

During an emergency activation of ACS, the chain of command is based on ICS, as described in Section 5.3. All personnel assignments will be made to support the incident action plans. This means that individuals may be rotated in and out of specific positions as determined by the needs of the incident and as the needs of the served agencies change.

Activation via Direct Contact:

As of February 2016, the contact information for key LTO staff was integrated into DEM alert notification processes used to contact and message staff. ACS will be contacted directly by DEM using one of the following processes when the decision to activate CCSF EOC has been made:

- 1) CCSF Alert – the primary system used to contact CCSF employees and partners via voice, text, and email about CCSF EOC Activations/Deactivations and Response Team Callouts; and
- 2) Call-Down Tree – DEM list of employee and stakeholder's phone numbers that will be used to contact individuals when CCSF Alert is unavailable.

These alert notification processes are used to ensure that ACS is notified of all CCSF EOC Activations/Deactivations and Response Team Callouts, which may require certain actions from ACS members. When LTO staff receive such a message, the highest-ranking individual shall contact the message originator (i.e., the person who broadcasted the message) to inquire about the need for ACS to activate. If an ACS activation is required, the designated LTO staff member will then notify ACS members and begin developing an Incident Action Plan (IAP) for the response. At this point, the RO is activated and the designated ACS Incident Commander will assign positions and task missions/duties to available personnel as directed by CCSF EOC or DEM. In the event that the highest-ranking ACS LTO member is unable to make positive contact with the message originator, he/she shall attempt to contact DEM Duty Officer and/or ACS Coordinator for guidance.

Self-Activation under Obvious and Extreme Circumstances:

In the event of a major incident (i.e., an earthquake resulting in major damage to CCSF) that does not result in direct contact from DEM via CCSF Alert or other mechanism, the ACS Chief or designated LTO staff should attempt to contact DEM Duty Officer directly via phone, text, or email. Regardless of whether positive contact is made, a resource net will be initiated immediately on the WA6GG repeater or the output frequency if the repeater is unavailable. Furthermore, the LTO staff shall report to CCSF EOC or Alternate EOC (AEOC) to make contact with DEM. The first ACS member to arrive will become ACS Incident Commander until they are replaced by a more experienced/qualified individual or until the position is transferred to another individual during a shift change. As other ACS members arrive to CCSF EOC, ACS Incident Commander will begin to assign the initial leadership roles within RO structure.

6.2 Deployment Scenarios

The following deployment scenarios are most probable in an activation of ACS resources:

- 1) Deployment to CCSF EOC (primary or alternate);
- 2) Deployment to another CCSF department/agency;
- 3) Deployment in support of a communication network;
- 4) Deployment to a hospital or other critical infrastructure site; and
- 5) Deployment to another jurisdiction.

Most of the response activities and assignments will involve establishing, maintaining, and/or repairing radio communications. Some, however, will involve administrative, logistical, or clerical assignments. All assignments are important and members will be expected to perform them in a professional manner. As a reminder, ACS is considered a CCSF resource and may be deployed to any location within the jurisdiction. As such, training activities, including drills and exercises, shall be based on the deployment scenarios and activities described in this plan.

6.3 Demobilization of Resources

ACS will remain activated under RO until released by CCSF EOC (if activated) through the Auxiliary Communications Service Unit Leader, Emergency Communications Group Supervisor, Public Safety Branch Coordinator, Operations Support Section Chief, or CCSF EOC Manager (see Figure 5). If CCSF EOC is not activated, DEM Duty Officer or a designated DEM staff member will initiate demobilization of ACS resources. ACS members who are activated for the response are expected to follow all record keeping procedures. Once demobilized, members shall submit all documentation, including time sheets (i.e., ICS-214 Forms), to CCSF EOC Planning Section or ACS Coordinator. ACS members, barring an emergency, shall not break contact or leave their post without notifying the appropriate CCSF EOC staff and ACS Incident Commander, or until formally demobilized by their supervisor.

If ACS is activated in response to a mutual aid request outside of the San Francisco OA, members shall only deactivate when formally demobilized by their assigned OA supervisor. These orders shall be relayed to the DEM Response Coordinator as soon as possible in order to receive additional instructions, if any.

6.4 Personal Preparedness and Equipment

ACS members are expected to maintain a constant state of readiness to ensure their services and expertise are available for deployment during an emergency. ACS members are expected to bring their own communications equipment for response deployments, and be able to operate their equipment on backup power for at least 24 hours. ACS members should also have personal preparedness supplies collected in a “go-bag” in order to facilitate their deployment preparations when called to serve. Each ACS member shall have the necessary communications equipment and personal preparedness supplies, including water and food, to be self-sustaining for a period of 48 hours.

END OF SECTION

7. Other Approved Operations and Activities

7.1 Planned Event Activations

As mentioned previously, ACS may be activated in support of public safety communications needs at any time, including for high-visibility planned events. Therefore, an emergency is not required to activate ACS resources.

Planned CCSF EOC activations will be used as opportunities to train and drill ACS members on their response capabilities. ACS Coordinator will contact ACS Chief, or other designated LTO staff, to inquire about personnel availability at least three (3) weeks before the planned event. When deployed to a special event, ACS shall follow RO structure, unless otherwise instructed.

7.2 Requests for Service within CCSF

CCSF departments, agencies, and partners may request assistance from ACS for a variety of reasons, such as, but not limited to: participation in drills and exercises, assistance during planned events, or requests for technical assistance. All requests shall be submitted in writing using the ACS Service Request Form to ACS Coordinator at least fifteen (15) days prior to a planned event or five (5) days prior to an anticipated need not involving a planned event (see Appendix B). ACS Coordinator shall consult with ACS Chief regarding the request and will reply to the requesting department's point of contact within three (3) business days of receipt with either an approval, denial, or request for more information.

7.3 Mutual Aid Requests

Mutual aid is the voluntary provision of services and facilities by agencies, organizations, or jurisdictions to assist each other when existing resources are inadequate. Mutual aid support is generally conducted at the request and under the direction of the affected local government. The DEM Response Coordinator will manage requests for mutual aid involving any ACS deployments. See Section 5.4 for more information regarding Deployment Team activation process.

7.4 Radio Amateur Civil Emergency Service (RACES) Operations

During RACES activations, which utilize "... amateur stations for civil defense communications during periods of local, regional, or national civil emergencies¹⁵", qualified volunteers may be called upon to perform communication-related tasks using

designated FCC Amateur Radio frequencies. RACES is regulated by the FCC and administered by the Federal Emergency Management Agency (FEMA). As such, in order to transmit during a RACES condition, an amateur station must be an FCC-licensed primary, club, or military recreation station, and it must be certified and registered by a local, county, or state civil defense organization¹⁶. Furthermore, all control operators transmitting during a RACES condition must hold an FCC-issued amateur operator license, and all RACES communications must follow the protocols established in Part 97 – Subpart E of the Electronic Code of Federal Regulations.

Important features of RACES include the following:

- 1) Local, county, and state jurisdictions can activate such a condition;
- 2) RACES volunteer operators are the only amateur radio operators authorized to transmit on frequencies specified by the FCC during declared emergencies when the President of the United States specifically invokes the War Powers Act of 1941; and
- 3) RACES almost never starts before an emergency and is active only during the emergency and during the immediate aftermath if government emergency management offices need communications support.

A station operating under RACES may only communicate with the following:

- 1) A RACES station licensed to the local civil defense organization;
- 2) Other RACES licensees;
- 3) Certain amateur stations registered with civil defense organizations;
- 4) Certain US government stations authorized by the responsible agency to communicate with RACES stations; and
- 5) Stations in a service regulated by the FCC when authorized by the FCC.

RACES members may transmit only messages related to the following:

- 1) Impending danger to the public or affecting national defense during emergencies;
- 2) The immediate safety of individuals, the immediate protection of property, maintenance of law and order, alleviation of human suffering and need, and combating armed attack and sabotage;
- 3) The dissemination of information to the public from a local civil defense organization or other government or relief organization; and
- 4) Communications during RACES drills.

Approval of this plan authorizes ACS to operate RACES activities on behalf of DEM for the San Francisco OA. ACS operations under RACES, however, will require an authorization of an official in DEM (i.e., EOC Manager or DEM Director) or by an official in the Governor's Office of Emergency Services. When authorized by DEM, ACS Chief or ACS Incident Commander will declare a RACES condition and assign duly licensed

operators to that activity. When the RACES condition ends, ACS Chief or ACS Incident Commander, in consultation with DEM, will terminate RACES operations.

7.5 Frequency Planning and Coordination

In cooperation with other amateur radio operators, ACS may use any frequency in any amateur radio band for which appropriately licensed operators are available. These amateur band frequencies may be used for emergency communications or for exercises, drills, and other related events for the purposes of familiarization, training, and testing. However, FCC regulations prohibit the use of amateur radio frequencies for day-to-day government business. When radio communications are required for day-to-day government business activities, ACS members will use public safety frequencies and call signs.

Amateur radio frequencies are a limited resource so every effort should be made to plan and coordinate the use of these resources within San Francisco and regionally. This plan authorizes ACS, with prior approval by ACS Coordinator, to participate in city, local, and regional planning and coordination efforts to anticipate potential interference issues and to work to resolve or minimize them. ACS is also available to advise other local organizations and assist them in their communications planning.

7.6 Technology Evaluation and Implementation

Communications technologies continue to evolve rapidly. ACS, under the direction of the ACS Coordinator, shall evaluate emerging technologies that have the potential to improve the effectiveness of emergency communications within CCSF. When and where appropriate, these technologies may be deployed by ACS within the jurisdiction with prior approval from DEM. If DT assistance is required to adequately deploy such technologies, DEM will coordinate the request on behalf of ACS, as appropriate.

END OF SECTION

8. Membership Process

8.1 Overview

The membership of ACS is comprised solely of volunteers who are vetted by DEM and are registered as Disaster Service Worker Volunteers with the State of California through the California Emergency Management Agency. ACS members agree to provide their time, expertise, and equipment to support the emergency communications needs of CCSF, especially during periods of emergency.

Although not required, most ACS members are federally licensed amateur radio operators who have the ability to provide many diverse forms of electronic communications, including both digital and analog voice, data, images, and video. These communications may occur either point-to-point, or a communications network may be set up to allow multiple parties to communicate.

8.2 Eligibility

Membership in ACS is open to individuals who:

- 1) Have a desire to learn about or are skilled in communications technologies, such as, but not limited to, those relating to amateur radio and other radio services, networking, computer operations, microwave, satellite, and videoconferencing;
- 2) Wish to use their skills and expertise in communications, administration, logistics, planning, and management operations to support CCSF;
- 3) Are at least 18 years old; and
- 4) Complete the DSWVP process (see Appendix C).

If a prospective member satisfies the abovementioned conditions, they will then be given the opportunity to complete an ACS Membership Application, which includes additional steps and prerequisites that must be fulfilled (see Appendix D and Appendix E). Prospective members do not need to have an FCC Amateur Radio License, but it is strongly recommended. Non-licensed members may function in any role other than those requiring unsupervised operation on amateur radio frequencies.

ACS welcomes and accepts all qualified volunteers, with the understanding that all members will serve at the discretion of DEM. ACS members who do not perform their assignments in a satisfactory manner or violate the established standards of behavior may be subject to corrective action or dismissal (see Appendix F and Appendix G).

8.3 Application Process

Applicants must satisfy all prerequisites for membership by successfully completing all required steps of the application process, as stipulated by ACS Chief and ACS Coordinator (see Appendix D and Appendix E). Included in this application process is the successful completion of fingerprinting and a background check due to the potentially sensitive nature of ACS activities. Any convictions or record of conduct that has the potential to compromise the credibility or effectiveness of ACS may be grounds for rejection or dismissal, as determined by ACS Coordinator (See Appendix H).

8.4 Equal Opportunity Policy

It is the policy of ACS, as the affiliated volunteer group of DEM, a department of CCSF, in accordance with local, state, and federal laws, to give every applicant and member fair and equal treatment in all of its practices. ACS will not discriminate based on, but not limited to, the following: race, religion, gender, sexual orientation, age, national origin, disability, or Access and Functional Needs.

END OF SECTION

Appendix A: Revision History

To ensure the information in this plan remains relevant and accurate, ACS Leadership Team and ACS Coordinator will review the plan on a biennial basis (i.e., once every two (2) years). If revisions to this plan are required and subsequently approved, the changes will be reflected on this page. ACS Chief, ACS Coordinator, and DEM-DES Deputy Director will jointly make approval decisions. The revised document will be made available to the public via the ACS website within thirty (30) calendar days of its approval (<http://www.sfdem.org/acs>). As such, all approved revisions to this document shall be documented in the table below:

Date	Revision Number	Description	Name

Appendix B: ACS Service Request



ACS

SAN FRANCISCO DEPARTMENT
OF EMERGENCY MANAGEMENT

Auxiliary Communications Service

1011 Turk Street, San Francisco, CA 94102

Phone: 415-487-5037

Website: <http://www.sfdem.org/acs>

Email: demacs@sfgov.org

ACS Service Request

Type of Service: ☐ Operations ☐ Equipment ☐ Training ☐ Public Relations
☐ One-time ☐ Short-term Project ☐ Long-term Project

Requesting Department/Agency: _____

Point of Contact Name: _____

Phone: _____ Email: _____

Date of Event: _____ Start/End Time: _____

Location(s): _____

Description of service needed:

PLEASE NOTE: ALL REQUESTS MUST BE RECEIVED NO LESS THAN 30 DAYS PRIOR TO EVENT

Food Provided: ☐ Yes ☐ No Food Available to Purchase: ☐ Yes ☐ No Approx. Cost: _____

Number of Personnel needed: _____

Type of Equipment needed: _____

Notes: _____

DEM Approval: _____

Work Started: _____ Work Completed: _____

Appendix C: DSWVP Registration

DISASTER SERVICE WORKER VOLUNTEER REGISTRATION

LOCAL AND STATE INFORMATION

Loyalty Oath under Code of Civil Procedure §2015.5 & Title 19, Div.2, Chap.2, Sub-Chap.3, §2573.1

TYPE OR PRINT IN INK:

SHADED AREAS REQUIRED BY PROGRAM REGULATIONS

ATTACH PHOTOGRAPH HERE	<i>This block completed ONLY by Accredited Disaster Council, designated government agency or jurisdiction.</i>					
	CLASSIFICATION: _____		SPECIALTY: _____			
	REGISTERING AGENCY OR JURISDICTION: _____					
	SIGNATURE OF AUTHORIZED PERSON: _____				TITLE: _____	
	REGISTRATION DATE: _____		RENEWAL DATES: _____			
EXPIRATION DATE: * _____		DSW CARD ISSUED?: NO? YES? #: _____				
PROCESSED BY: _____		DATE: _____		TO CENTRAL FILES: _____		

NAME: LAST		FIRST		MI		SSN:	
ADDRESS:		CITY:		STATE:		ZIP:	
COUNTY:		HOME PHONE:		WORK PHONE:			
PAGER:		E-MAIL:		DATE OF BIRTH: (optional)			
DRIVER LICENSE NUMBER: (if applicable)		DRIVER LICENSE CLASSIFICATION: A? B? C?		LICENSE EXPIRATION DATE:			
IN CASE OF EMERGENCY, CONTACT:		OTHER DRIVING PRIVILEGES:		EMERGENCY PHONE:			
PHYSICAL IDENTIFICATION:	HAIR:	EYES:	HEIGHT:	WEIGHT: (optional)	BLOOD TYPE: (optional)		
COMMENTS:							

PARENT/LEGAL GUARDIAN CONSENT FOR MINOR

As the parent or legal guardian of _____, a minor, I hereby give my full consent and approval for him/her to participate as a DSW volunteer. I understand there may be risks of serious bodily injury inherent in DSW volunteer activities, as well as in traveling and other related activities incidental to his/her participation, and I hereby assume these risks on behalf of him/her.

SIGNATURE OF PARENT/LEGAL GUARDIAN

DATE

Government Code (GC) §3108-3109:

Every person who, while taking and subscribing to the oath or affirmation required by this chapter, states as true any material matter which he or she knows to be false, is guilty of perjury, and is punishable by imprisonment in the state prison for two, three, or four years. Every person having taken and subscribed to the oath or affirmation required by this chapter, who, while in the employ of, or service with, the state or any county, city, city and county, state agency, public district, or disaster council or emergency organization advocates or becomes a member of any party or organization, political or otherwise, that advocates the overthrow of the government of the United States by force or violence or other unlawful means, is guilty of a felony, and is punishable by imprisonment in the state prison.

LOYALTY OATH OR AFFIRMATION (GC §3102)

I, _____, do solemnly swear (or affirm) that I will support and defend the
 PRINT NAME
 Constitution of the United States and the Constitution of the State of California against all enemies, foreign and domestic; that I will bear true faith and allegiance to the Constitution of the United States and the Constitution of the State of California; that I take this obligation freely, without any mental reservations or purpose of evasion; that I will well and faithfully discharge the duties upon which I am about to enter. I certify under penalty of perjury, under the laws of the State of California, that the foregoing is true and correct.

DATE

SIGNATURE

DATE

SIGNATURE OF OFFICIAL AUTHORIZED TO ADMINISTER LOYALTY OATH

TITLE

*Registration for the active DSW Volunteer is effective for the period the person remains a member with that organization; for a volunteer registering for an intermittent or a single event, the expiration date is at the discretion of the Accredited Disaster Council but not to exceed one year. (See GC §3102)

Appendix D: ACS Instructions to the Applicant



Instructions to the Applicant

Applicant Name: _____

Thank you for your interest in becoming a member of the San Francisco Auxiliary Communications Service. In order to start the process of becoming a member, we require that you attend a minimum of three ACS general meetings, one training exercise/drill and serve as net control on an ACS net at least once before we will accept your application. Please note below when these prerequisites were met:

I attended ACS general meetings on the following dates:

I participated in an ACS training exercise/drill on the following date:

I served as ACS net control on the following date:

A completed application packet consists of the following:

1. A completed and signed Auxiliary Communication Service Volunteer Application Form.
2. A photocopy of this form, with dates filled out.
3. An updated copy of your resume.
4. A copy of the completion certificate for FEMA IS-100.
5. A copy of the completion certificate for FEMA IS-200.
6. A copy of the completion certificate for FEMA IS-700.
7. A copy of the signed Code of Conduct document.
8. A copy of the signed Disciplinary Procedures document.

Once you have submitted an application packet, the ACS Membership Lead will contact you to schedule an interview. Upon successful completion of the interview, we will forward your application to the ACS Coordinator for review. The ACS Coordinator will then contact you with instructions on how to complete the fingerprinting and background check process. If you pass the background check, the ACS coordinator will contact you with instructions to complete the Disaster Service Worker Registration Form and help to process an ID badge for you. *You are not considered to be an ACS member until you have received the ID badge.*

Appendix E: ACS Membership Procedures



ACS Membership Procedures

Individuals interested in applying for ACS membership must meet the following prerequisites:

1. Complete required FEMA classes (IS-100, IS-200, IS-700)
2. Attend at least three ACS General Meetings and one ACS training exercise/drill
3. Perform ACS net control duty at least once

Once the prerequisites have been completed, the individual may request an application packet from the ACS Membership Lead. The applicant will be provided with the following forms:

1. The Instructions to the Applicant form.
2. The Auxiliary Communication Service Volunteer Application Form.
3. The Code of Conduct document.
4. The Disciplinary Procedures document.
5. The Live Scan Disqualifiers for DEM ACS Volunteers form.

Once the applicant completes the application packet, they will return it to the Membership Lead. A completed application packet consists of the following:

6. A completed and signed Auxiliary Communication Service Volunteer Application Form.
7. A photocopy of the Instructions to the Applicant form.
8. An updated copy of your resume.
9. A copy of the completion certificate for FEMA IS-100.
10. A copy of the completion certificate for FEMA IS-200.
11. A copy of the completion certificate for FEMA IS-700.
12. A copy of the signed Code of Conduct document.
13. A copy of the signed Disciplinary Procedures document.

Upon receipt of the completed application, the Membership Lead shall schedule an interview with the applicant and ACS Chief. Upon completing the interview, the ACS Chief shall determine whether to forward the applicant's application packet and interview notes to the ACS Coordinator for review or place the application on hold. Applicants may be placed on hold if the ACS Chief believes that additional time is needed to determine if the applicant is suitable for ACS membership due to concerns about their knowledge and skill level or concern about their commitment to the organization.

If the applicant is not placed on hold, the ACS Chief shall forward a copy of the applicant's completed application packet as well as a recommendation to approve or deny membership to the ACS Coordinator for review. The ACS coordinator shall review the application and determine whether to approve processing the background check. If approved, the ACS Coordinator will provide the applicant with the Instructions for Live Scan Fingerprinting and the Request for Live Scan Service form.

Upon notification of the successful completion of the background check, the ACS Coordinator shall contact the applicant and send the California Disaster Worker Registration Form and Request for ID Badge form to the applicant. The applicant shall return the Request for ID Badge form to the ACS Coordinator so that an ID badge can be made. Concurrently, the ACS coordinator will request that a radio room alarm code be generated for the member. Once the ID badge has been created, the ACS Coordinator shall schedule a meeting with the applicant to administer the DSW oath and provide him/her with the ID badge. The ACS Coordinator shall inform the ACS Chief that the applicant has completed all intake steps.

The ACS Chief shall notify the Membership Lead that the applicant is now a bona fide member. The Membership Lead shall provide the new member with ACS uniform items, consisting of a burgundy polo shirt, blue cap and blue jacket.

Inactive Members

Members who are not responsive to email and/or who have not participated in any ACS activities for 90 days shall be taken off the active member list and designated as "inactive". The ACS Chief shall notify the ACS Coordinator to inactivate the ID badge and radio room alarm codes of any inactive members. After an additional 90 days of inactivity, members' affiliation with ACS shall be terminated and their status changed to "lapsed".

Lapsed Status

The ACS Membership Lead will make attempts to collect ACS identification items from the lapsed member. If the lapsed member wishes to rejoin ACS within 6 months of becoming lapsed, they may do so by meeting the requirements for membership and a discussion with the ACS chief without having to complete the application packet. If they are lapsed between 6 months to 1 year, they will need to complete the application process, but will not be required to complete Live Scan fingerprinting again. If they have been lapsed for greater than 1 year, they will need to follow all membership procedures as required for new applicants.

Appendix F: ACS Code of Conduct



Code of Conduct

In order to maintain the high level of trust in our personnel required by our served agencies, all members of the San Francisco Auxiliary Communication Service (ACS) are expected to abide by the following Code of Conduct.

- ACS members must be deployed and assigned to work in an official capacity by the ACS Chief, ACS coordinator, or their designees. Members shall not self-deploy to any event, incident or emergency.
- Members are to only undertake activities that are within their physical, mental and emotional capabilities and within the scope of their training, and will not take risks that are likely to cause injury to themselves or others. Members have the right to refuse any deployment or assignment that makes them feel unsafe or unsuitable to serve at that post. Any injuries that occur during or as a result of an ACS activity must be reported immediately to their supervisor and the ACS Chief.
- Members who sign up for an event or assignment are expected to report as directed and be fully prepared to participate, including with appropriate equipment and apparel. Multiple last-minute cancellations or no-shows shall be grounds for disciplinary action.
- The chain of command is to be followed at all times. Members may not misrepresent themselves and their status within the organization. The ACS callsign (KK6SF) is to be used for official purposes only and with the consent of the ACS Chief.
- No member shall use their membership in this program or their identification items to gain favors, preferential treatment, to influence others for any purpose other than emergency preparedness, or to gain access to facilities and equipment except as authorized by the ACS Chief or ACS Coordinator. Identification items are to be worn only during official ACS events and/or when authorized by the ACS Chief. Members should not wear apparel bearing logos associated with other organizations.
- Members may not accept or seek, on behalf of himself or any other person, corporation or entity, any financial advantage which may be offered as a result of the volunteer's affiliation with the ACS. Members may not utilize their ACS affiliation in connection with any partisan political or proselytizing activity. ACS and DEM equipment and facilities are to be used only for ACS activities.
- Members shall not disclose any confidential information that is available to them as a result of their affiliation with ACS to any person not authorized to receive such information.
- Use of any alcoholic beverages, illegal drugs, or other medications that may impair judgment while involved in ACS activities is strictly prohibited.
- Members must conduct themselves with professionalism, dignity and responsibility at all times and may not act in any manner that is contrary to the best interests of ACS, DEM or the City and County of San Francisco.
- In the event of an actual or an appearance of a conflict of interest, a member shall disclose such conflict to the ACS Chief and ACS Coordinator immediately upon becoming aware of it and shall refrain from participating in any discussion or decisions in connection with the matter.

I, _____, acknowledge that I have carefully read this document and will abide by this Code of Conduct. I understand that failing to abide by these rules may result in disciplinary action, including the termination of all affiliation with the Auxiliary Communications Service.

Signature

Date

Revised Aug 2015

Appendix G: ACS Disciplinary Procedures



Disciplinary Procedures

The status of every ACS member is contingent on reasonable standards of personal conduct and job performance, and following all ACS rules and procedures. Failure to meet such standards shall be grounds for disciplinary action. Penalties for a given violation shall be decided on a case-by-case basis, taking into consideration the nature of the offense, the number of occurrences, the circumstances surrounding the offense, and the consequences of the offense. Penalties shall be determined by the ACS Chief, in consultation with the ACS Leadership Team.

Disciplinary action may include the following:

Verbal Warning:

The ACS chief shall speak with the member about the infraction and provide a verbal warning that if corrective action is not taken, further disciplinary action may occur. The member may continue to participate in ACS activities.

Written Reprimand:

An official letter describing the offense and remediation required will be sent to the member. A copy will be placed into the member's permanent file. The member may continue to participate in ACS activities at the discretion of the ACS Chief.

Probation:

An official letter describing the offense and remediation required will be sent to the member. A copy will be placed into the member's permanent file. The member may participate in ACS activities only with the permission of the ACS chief and under direct supervision. Assignments and facilities access may be limited.

Suspension:

There shall be a temporary loss of all ACS privileges. An official letter describing the offense and remediation required will be sent to the member. A copy will be placed into the member's permanent file. All ACS items (ID cards, keys, codes, apparel, equipment, etc.) must be returned to the ACS Membership Lead. The individual may not participate in any ACS events or activities (including meetings) for the duration of the suspension.

Expulsion:

The individual will no longer be affiliated with ACS. An official letter describing the offense and terminating the relationship of the member with ACS will be sent to the member. A copy will be placed into the member's permanent file. All ACS items (ID cards, keys, codes, apparel, equipment, etc.) must be returned to the ACS Membership Lead. The individual may not participate in any ACS events or activities (including meetings) and will not be permitted to re-join the organization.

I, _____, acknowledge that I have read this document and understand that failing to abide by the rules and procedures of the organization may result in disciplinary action as described in this document.

Signature

Date

Revised Aug 2015

Appendix H: Live Scan Disqualifiers for DEM Volunteers



Edwin Lee
Mayor

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

Division of Emergency Communications
Phone: (415) 558-3800 Fax: (415) 558-3843

Division of Emergency Services
Phone: (415) 487-5000 Fax: (415) 487-5043



Anne Kronenberg
Executive Director

Live Scan Disqualifiers for DEM Volunteers

Effective December 1, 2014, the Department of Emergency Management, Emergency Services Deputy Director, or his/her designee, shall deny or revoke a volunteer from application/service if any of the following apply to the applicant/volunteer:

- ❖ Has committed any sexually related offense specified under Section 290 of the Penal Code.
- ❖ Has been convicted of murder, attempted murder, or murder for hire.
- ❖ Has been convicted of two (2) or more felonies.
- ❖ Is on parole or probation for any felony.
- ❖ Has been convicted and released from incarceration for said offense during the preceding fifteen (15) years for the crime of manslaughter or involuntary manslaughter.
- ❖ Has been convicted and released from incarceration for said offense during the preceding ten (10) years for any offense punishable as a felony.
- ❖ Has been convicted of two (2) or more misdemeanors within the preceding five (5) years for offenses related to the use, sale, possession, or transportation of narcotics or addictive or dangerous drugs.
- ❖ Has been convicted of two (2) or more misdemeanors within the preceding five (5) years for offenses related to force, threat, violence, or intimidation.
- ❖ Has been convicted within the preceding five (5) years of any theft related misdemeanor.

The Deputy Director, or his/her designee, may deny or revoke a volunteer from application/service if any of the following apply to the applicant/volunteer:

- ❖ Has committed any act involving fraud or intentional dishonesty for personal gain within the preceding seven (7) years.
- ❖ Is required to register pursuant to Section 11590 of the Health and Safety Code.

The Deputy Director, or his/her designee, will prohibit a volunteer from performing services as a Department of Emergency Management volunteer if any of the following apply to the volunteer:

- ❖ Has been arrested for any crime that has not been adjudicated by the court system.
- ❖ Who has an outstanding arrest warrant

The Deputy Director, or his/her designee, reserves the right to review any issue, outside of the above listed issues, on a case by case basis. The Deputy Director retains the final decision-making authority.

Document References

- ¹ United States Department of Homeland Security, *National Incident Management System* (December 2008).
- ² California Emergency Management Agency, *Standardized Emergency Management System Guidelines* (November 2009).
- ³ California Emergency Management Agency, *State of California Emergency Plan* (July 2009).
- ⁴ The City and County of San Francisco, *San Francisco Administrative Code*, Section 7.6-1.
- ⁵ The City and County of San Francisco, *San Francisco Administrative Code*, Section 7.7.
- ⁶ The City and County of San Francisco, *San Francisco Administrative Code*, Section 7.5.
- ⁷ The City and County of San Francisco, *San Francisco Administrative Code*, Section 7.16.
- ⁸ California Code of Regulations, 19 CCR § 2570.1
- ⁹ California Code of Regulations, 19 CCR § 2570.2
- ¹⁰ California Code of Regulations, 19 CCR § 2572.1
- ¹¹ Federal Communications Commission, Electronic Code of Federal Regulations, §97.407.
- ¹² City and County of San Francisco Department of Emergency Management, *Hazard Mitigation Plan* (November 2014), Section 5: Hazard Analysis.
- ¹³ U.S. Census Bureau, *2010 Census of Population*, Public Law 94-171 Redistricting Data File.
- ¹⁴ California Code of Regulations, 19 CA ADC § 2409.
- ¹⁵ Federal Communications Commission, Electronic Code of Federal Regulations, §97.3 (38).
- ¹⁶ Federal Communications Commission, Electronic Code of Federal Regulations, §97.407.