After Action Report Santa Clara County CERT Training Event

Santa Clara County RACES

1. Overview

Description: Santa Clara County CERT Drill

Event Date: 6-August-2005 Report Date: 14-August-2005 SCC RACES Event: XSC-05-05T-RMA-1

Control: Santa Clara County Emergency Managers Association

Report Revision: 1.1

Submitted By: Jim Oberhofer KN6PE

Requirements for Reporting

Completing an After Action Report is part of the required SEMS reporting process. The Emergency Services Act, Section 8607 (f) mandates that the Office of Emergency Services (OES) in cooperation with involved state and local agencies complete an After Action Report within 120 days after each declared disaster. Section 2450 (a) of the SEMS Regulations states that, "Any city, city and county, or county declaring a local emergency for which the governor proclaims a state of emergency, and any state agency responding to that emergency shall complete and transmit an after action report to OES within ninety (90) days of the close of the incident period as specified in the California Code of Regulations, section 2900(j)."

Additionally, this After Action Report format is used to document the training exercise described here.

1. Introduction and Background

Community Emergency Response Teams (CERT) are established in most cities throughout the Santa Clara County and operate under different names (CERT, PANDA, SNAP, etc., to be referred to as CERT in this report). CERT members complete an 18 hour training program that is specified by FEMA and delivered by qualified CERT instructors at the local level.

The CERT subcommittee of the Santa Clara County Emergency Managers Association (EMA) was established to promote CERT at the County level. This subcommittee sees the value of on-going training for the CERT community and sponsored a county-wide CERT training event held at San Jose State University (SJSU).

The purpose of this exercise was to provide refresher training to CERT members on Fire Suppression, Search and Rescue, Medical Operations, and Cribbing. To support the event, the EMA requested a communications Mutual Aid from Santa Clara County RACES to provide Amateur Radio communicators to support event logistics.

On 6-August, participating EMA, CERT, and RACES members responded to SJSU under an SJSU Training Activation.

This report covers the activities undertaken by responding RACES volunteers in support of this event.

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2. Type/location of Event / Drill / Exercise

Event Type: SJSU Training Activation

Event Identifier: none given (however, County RACES issued a Request for Mutual Aid under

Order No: XSC-05-05T-RMA-1)

Event Name: Santa Clara County CERT Training
Location: San Jose State University, San Jose CA

3. Description of Event / Drill / Exercise

Santa Clara County Emergency Managers Association sponsored a CERT Training Event at San Jose State University. The goals of this training were:

- 1. Provide refresher training to CERT members
- 2. Promote standardization for CERT procedures
- 3. Enhance cooperation and coordination between CERT programs and CERT team members

Event resources were provided from the following organizations:

- 1. Santa Clara County EMA: Sponsors of the event. Responsible for defining the training event, identifying resource requirements, staffing all event management and supervisory positions, and providing overall event command and control.
- 2. CERT: About 107 CERT members from various cities from Santa Clara County and elsewhere were organized into about 20 CERT teams to participate in the training.
- 3. County ARES/RACES: Responsible for maintaining communications between all event staff. Twenty-one amateur radio operators responded from the following cities:
 - Campbell 3 Cupertino 2 Gilrov 1 Los Altos 1 Milpitas 1 Morgan Hill 3 Mtn View San Jose 6 Saratoga 1 Sunnyvale

ARES/RACES resources were assigned to the following operating positions over the course of the event. NOTE: a position may have been secured and the resource re-assigned with a different tactical call:

- Resource Net Control Operator
- Communications Team Lead
- Event Net Control Operator
- Staging Manager
- Registration
- Fire Suppression
- Medical
- Cribbing
- Search and Rescue

- Santa Clara Fire
- Garage
- Room 523 (Moulage)
- Lynn Shadow
- Calvin Shadow
- Bill Shadow
- Cheryl Shadow
- Barbara Shadow
- Rovers 1 thru 5

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4. Chronological Summary of Event / Drill / Exercise

Describe the sequence of events, and note-worthy occurrences, and other relevant information.

All events took place on Saturday, 6-Aug-05. All times are approximate and given in local time.

Time	Description, Note, Comment
0655	A Resource Net was established on 146.115+ PL=100.0, AA6BT Repeater. Eleven check-ins
	were taken and directions were given as requested. Once a member arrived on scene, they were
	directed to the Event Net on 146.565 simplex.
0705	First ARES/RACES resources arrive at the event.
0715	Interim Event Net Control on frequency.
0730	First Briefing from the Comm Team Lead to the ARES/RACES participants.
0740	First field assignments made.
0800	Unit Log is established.
	Established the event tactical net on 146.565 simplex. Net was operated from the City of Milpitas
	OES Comm Van.
	Event Registration begins
0820	Secured the Resource net.
	Established staging location. Assigned a Staging Manager. All unassigned resources are directed
	to the staging area.
	CERT Training Event begins.
1030	Health and Welfare check, field communications team members
1040	Emergency traffic: looking for a named CERT member
1045	Found named CERT member, end of emergency traffic
1100	Assigned balance of resources at staging to Rover positions. Secured the Staging Manager
	position.
1130	Health and Welfare check, field communications team members
1205	Secured Fire Suppression event station.
1230	Health and Welfare check, field communications team members
1300	Secured Medical Operations event station.
1304	Secured the Tactical Net.
	Began event debrief by the EMA.
1330	Debrief complete.

5. Response at SEMS Levels (as appropriate):

Include a summary, conclusions, the field response, and other local, operational area, regional, state or federal response.

Not appropriate for this event.

6. Interacting Systems, Agencies, and Programs:

Include mutual aid systems (law enforcement, fire/rescue, medical, etc.); cooperating entities (utilities, American Red Cross, Sheriffs Office, City Departments, etc.); telecommunications and media interactions.

County OES. Initiated the Mutual Aid to Santa Clara County cities under Mutual Aid Order Number XSC-05-05T-RMA-1. Responding cities solicited volunteers from their city organizations and notified County OES of the number of volunteers that could be expected.

On-scene event execution was based on a County RACES proposal for managing responding resources to an event. On arrival, ARES/RACES volunteers signed in with the On-Scene Comm Team Lead, were directed to Registration, and moved to staging. Communications positions were assigned as identified from the Event Briefing or by the Event Incident Commander. Once assigned, ARES/RACES personal performed radio checks prior to leaving for their assignment and remained on station until the event was over.

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Communications Systems. The Resource Net radio channel was 146.115- PL=100.0, AA6BT Repeater. The Event Tactical Net operated on 146.565 simplex. No other communications resources were used.

7. Improvements, Conclusions, Recommendations:

As applicable, include a description of actions taken, assignments, associated costs or budget, timetable for completion or correction, and follow-up responsibility.

The following is a summary of the key Improvements, Conclusions, and Recommendations.

What worked well?

Communications

- Milpitas Comm Van worked well as the command post and for Net Control Operations.
- Net control operators were very effective; overall net operations were smooth.
- Staging to manage unassigned resources worked well.
- General consensus of survey responses was that the communications activity went well and provided a
 lot of value to the event operations.

CERT Training Exercise

- The San Jose State location was very good for an event like this.
- Using tour guides to lead CERT teams to the Medical Ops and Cribbing event stations helped keep the teams moving along.

What didn't work or needs improvement?

Communications

- Communications responders shifted from the Resource Net to the Event Net prior to actually arriving.
- Tactical Calls were not descriptive enough given that the EMA staff we were shadowing were filling ICS positions (ICS position names should have been the Tactical Call IDs).
- It was not clear if there was to be an official DSW swearing in for responders beyond filling in the form.

CERT Training Exercise

- CERT teams did not have a clear understanding of the sequence of activities that they were supposed to do
- Registration could have been faster; possibly handing out forms on clipboards while standing in line.

Recommendation

1. The value of the Resource Net became clear as responding ARES/RACES members shifted from the Resource Net to the Event Net prior to their arrival. The result was increased travel traffic on the Event Net during a time when the event was just getting started and event traffic was increasing. It is acknowledged that dropping the Resource Net was an artificiality of this event that would not happen during an actual Santa Clara County RACES activation.

<u>Recommendation</u>: Resource Net needs to be in place during any Santa Clara County RACES activation. This was last practiced during the 2002 Croy Fire.

<u>Recommendation</u>: Develop procedures that guide Tactical Net Control Operators to redirect intransit responders back to the Resource Net for handling.

2. One communications participant responded to the event without (i) knowing of the broader RACES activation and (ii) the on-scene RACES team knowing about him. In this instance, the circumstances worked out such that the end result was beneficial for all participants. However, it raises the question on how do deal with potentially unknown Spontaneous Unaffiliated Responders (SUVs) who may show up during a real event and deliberately or unintentionally misrepresent themselves to Served Agencies as sanctioned Santa Clara County RACES responders. Besides potentially confusing the situation due to their unfamiliarity with County RACES processes and procedures, this situation could potentially undermine the confidence that Served Agencies place in the County RACES community, thereby jeopardizing the

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effectiveness and mission of RACES. This situation also applies to anyone showing up at the city level as well.

<u>Recommendation</u>: While County RACES may not be able to prevent SUVs from showing up, County RACES needs develop procedures to help validate the credentials of all County RACES responders for the Served Agencies.

8. Training Needs

1. Work with the EMA to develop other opportunities to exercise County-wide mutual aid responder procedures.

9. Recovery Activities (as applicable)

Recovery activities were limited to Event termination.

10. References: Notes, maps, charts, training materials, etc.

At the direction of the Santa Clara County District Emergency Coordinator, the following ICS planning forms were used for command and control of the responding communications resources.

- Santa Clara County Communications Resource and Personal Order
- ICS 211B Check-in List
- ICS 214 Unit Log
- ICS 201 Incident Briefing
- ICS 202 Incident Objectives (pertaining to communications)
- ICS 204 Assignment List (pertaining to communications)
- ICS 205 Incident Radio Communication Plan

Facsimiles of the completed forms are attached to this report as part of Appendix B.

Appendix A - Feedback Comments

The following detailed feedback was received from the RACES Mutual Aid responders. Five volunteers responded, plus an on-air debrief was held during the 9-Aug SVECS training forum. The comments align with the following 6 topics:

- 1. Overall Event execution
- 2. Communication Event execution
- 3. Event Planning
- 4. Resources and Logistics
- 5. Radio operations
- 6. Other comments or recommendations

1. Overall Event execution (how you think the event organizers did)

[1] I think they could have been slightly more organized. Knew in advance who they needed shadows for. That way we could have had the shadows assigned very early and helped them with more of the early details. I stood in medical for 30 minutes doing nothing before I asked who I needed to be shadowing and how I could help. The instant Cindy Stewart knew she had a shadow (she was not expecting one) I was busy. I think she really realized the value we could bring to helping her about 10 minutes into the drill. She kept saying she wasn't letting me go until the bitter end.

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- [2] The event went well overall for the CERT volunteers. The main problem that occurred was that the teams did not have a clear understanding of the sequence of activities that they were supposed to do. Printed instructions given to each team that included a map of the facility would have solved that. Alternatives would be large signs giving directions, and colored arrows painted on the ground.
- [4] I thought that the event went very well. I am also in CERT and it looked like a good training event. Next year I will try to get my town's CERT team to participate.
- [5] Good.

2. Communications Event execution (how you think the ARES/RACES team did)

- [1] I think that went very well. I do think we needed to get the travel net up earlier and keep it up until 8:30, one hour after we were supposed to be there.
- [2] The communications activity went well and provided a lot of value to the event operations. Net operations were smooth and functional. The team performed very well overall. At times the channel was so busy that it took longer than desired to get traffic through. This was particularly true at the beginning, when the tactical channel was being used to give directions to operators to the location. The resource net needs to remain in operation for that purpose until everyone has arrived and been checked in, which might be well after the start of the event. In a larger event, the resource net will need to continue in operation, to help workers get from staging areas to their assignments, etc. and keep that traffic off of the tactical nets.
- [2] Advance instructions for communications volunteers were clear and sufficient to get people there, and let the resource net direct them further upon arrival. However, it is useful to give as much information about the event itself so that people can be more physically and mentally prepared. For example, I knew that I would be parking in the garage at 4th st., but had no idea where the event itself would be. I thought that I might need to walk up to city hall or farther for the activities. If I had known that the event was in a small area right next to the parking garage, I could have left some of my spare batteries, antennas, etc. in the car instead of carrying a backpack full of stuff.

Along these lines, I could have been more effective in my assignment if I had had the following information printed in advance:

- a) A list of the event staff, with their names and jobs.
- b) A map of the event area, with buildings labeled by name and what activity was taking place there.

This information could have been emailed in advance, so that volunteers could print it out and bring it.

- [3] [Resource Net] worked fairly well. I got set up at about 6:55 and got calls pretty soon afterwards none of this 'last possible minute' nonsense for our amateur radio ops!
- [3] [Resource Net] actually got a total of eleven check-ins on the resource net, out of the perhaps twenty hams who worked the event. Most of them checked in from nearby, rather than calling in from home or just after they left home. Clocking a dispatch check-in time then a dispatch check-out time seemed futile, so I logged check-in times. You can pretty much assume that the check-out time would have been a minute later or so. 'Destination' would have been SJSU in all cases, so that's blank. The 'depart check-in/out' was basically not useful, since we all went to the barbecue then left at random and I doubt if anyone even tried to check out of the resource net. Not the situation for a real event, but it worked that way Saturday.
- [5] Good. There was clearly a need for the communications we provided, I think we did a good job fulfilling that need and I think the event organizers noticed and appreciated what we did.
- [6] Staging allocated resources helped. Toward the end, we put the remaining 4 unassigned resources in the field as Rover teams to help track down wayward CERT teams.

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- [6] Did not do enough resource rotations to give everyone a break from their original assignment.
- [6] Did have an actual emergency; a family member did call to report a medical emergency at home. The word was passed on the net. The CERT person we were looking for also happened to be a Ham monitoring the net, and responded to the call.

3. Event Planning

- [1] Could have used more information about parking. I think the directions and information provided for travel were good.
- [5] I was tempted to say "better instructions about where to meet and how to get there". But this turned out to be a good test of the resource net.

4. Resources and Logistics

- [1] Good job of utilizing the resources. Even those that came late.
- [5] San Jose State was a great place to have an event like this.
- [5] I think registration could have been faster. I could have been filling out their form WHILE I was waiting in line instead of after reaching the head of the line.
- [5] Registered mutual aid responders should not have had to fill out additional forms.
- [5] I was surprised that there was no swearing in for potential non-DSWs.
- [6] Could have had a person on the street in a vest to direct responders to where to park [as responders were looking for the parking garage].
- [6] Resource tracking started with paper, but shifted to the white board using post-its. This was implemented similar to a T-Card resource tracking system.

5. Radio operations (nets, traffic handling, deployments, etc)

- [1] Net operators did a great job. I know handling the Cert volunteers was like herding cats, but controlling the HAMS on an open net was also very well done.
- [5] Good net control. [Needed] better, more functionally descriptive tactical call signs. I'm still not sure exactly what function "Calvin" performed.
- [5] It would have been better if the tactical frequency wasn't disclosed until the tactical assignment was given. This would have prevented the "help, I need directions to the event" traffic from interfering with tactical traffic. Keep the resource net running until everyone shows up and have resource net control able to give clear and precise instructions about where to go and how to get there.
- [6] Milpitas Comm Van worked out well as the command post and for Net Control Operations.
- [6] Keeping the travel net up longer would have helped. Resource net could have been in place longer.
- [6] One station did not check in with Comm Team Lead/Command Post and didn't know he was there until he checked in during the Health & Welfare check as a shadow.
- [6] Communications with the basement assignment (SAR) was sketchy. Could have used a relay station.

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[6] Tactical Calls were assigned as <named person> shadow when it fact they were filling an ICS position. Need to check for and use these position names for tactical calls to be more descriptive.

6. Other comments or recommendations for next time

- [1] Maybe recommended equipment to bring. A list would have been good. Also, suggest that if you have a vest to bring it. It helped to differentiate the comm volunteers from the event staff and cert members. I had one but I didn't think to bring it.
- [3] The drill was perfectly excellent. I don't know the numbers exactly, but there had to be more than one hundred CERT people from PA, MV, Sunnyvale, Los Gatos/Monte Sereno, Gilroy/Morgan Hill, and even about five from SJ, for a wonder. The training stations were well organized and generally everybody had a good time and probably even learned a bit, too. Kudos to the EMA and Bill Dixon at SJSU I think he's a lieutenant now and I'm not sure it's 'Bill', but he did good whoever he is.
- [4] One thing that it might be interesting to try next time would be to integrate the EmgComm people with the CERT teams. Perhaps we could set up an incident command center an staff it with ham radio operators. Hams could also be assigned to CERT teams and report back to the incident command from the search and rescue, medical and damage assessment venues. It would be good training (at least for me) to have to log all the messages.

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Appendix B – Forms

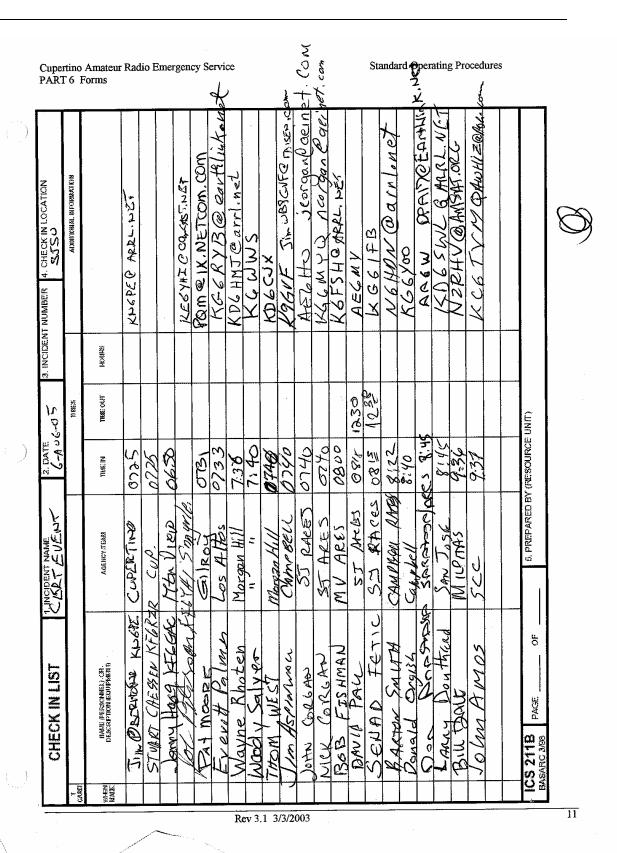
SANTA CLARA COUNTY OFFICE OF EMERGENCY SERVICES Radio Amateur Civil Emergency Service Communications Resource and Personnel Order

Form Version dated 7-22-05

SCCo OES Request for Mutual Aid Order No XSC-05-05T-RMA-1	Responding Agency: Cupertino
Date/Time Prepared: 7-22-05, 0900	SCCo RACES Activation: XSC-05-05T

Event:	SCCo-wide CERT Training Exercise					
Requester:						
·	Ken Foot, on behalf of the SCCo Emergency Managers Assoc					
Resources required:	At least two hams; assignments to be determined, but can range					
	from net control, shadow, and field responder tasks. Responders					
	must have hand-held radios with sufficient batteries to operate for					
	duration of event. Please email Larry Carr with names and call					
	signs of hams that will respond to the event prior to the day of the					
	event.					
	Note: If additional hams are available, they will be assigned as					
	communications links for CERT groups as they go through the training, and will therefore be able to watch the CERT teams in action.					
NOTE: DSW	All responders will be registered as DSWs for the day on site by					
REQUIREMENTS	San Jose State University – thus prior DSW registration is not					
	required					
Requirement Date:	August 6, 2005					
Time From/To:	0730-1330					
Location:	San Jose State University, Thomas Bros Map page 834-C7					
	Address: San Salvador St, San Jose, CA					
Travel Route	Park in the garage at the corner of fourth St and San Salvador St.					
Information:	Follow signs to registration. Note that this is a multi-story garage					
	with limited vertical clearance.					
Travel Frequency:	AA6BT/R 146.115(+) PL 100.0					
Arrival Instructions:	Obtain instructions from Net Control of travel frequency net					
Communications Plan:	Event net: Simplex, 146.565					
Responder Briefing	Obtain details from net control of traffic net					
(Time/Place):						
Responder Data –	Names and call signs of all responders should be sent to Santa Clara County					
Names and call	RACES by email to Larry Carr					
signs to be sent to						
County RACES radio/email/fax						
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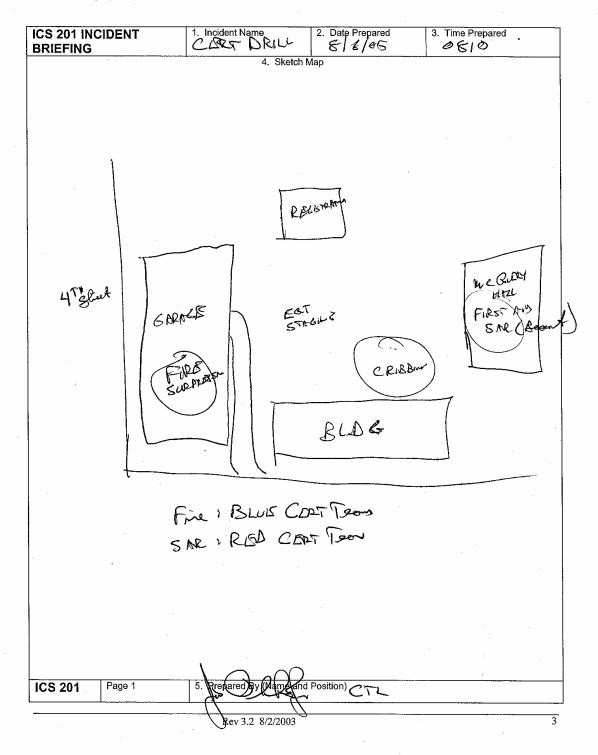
Order Prepared By:	Original Signed: Larry Carr
Larry Carr	Title: Chief Radio Officer, SCCo OES
Order Approved By:	Original Signed: Celeste Cook
Celeste Cook	Title: Director, SCCo OES



Standard Operating Procedures

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Standard Operating Procedures



Standard Operating Procedures

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Standard Operating Procedures

	(COMMUNICATIONS)					2. DIVISION/GROUP Guperting ARES/RACES			
	3. INCIDENT NAME	4. OPERATIONAL PERIOD							
	CERT EVENT	6-106-25, 0800-1300							
	5. OPERATIONS PERSONNEL 3								
	EMERGENCY COORDINATORRESOURCE/LOGISTICS			ENGINEER IN CHARGE					
	6. RESOURCES ASSIGNED THIS PERIOD								
	RESOURCE DESIGNATOR (Tactical Call)	LEADER RESPO	NDER	NUMBER PERSONS	TRANS. NEEDED	DROP OFF PT/TIME	PICK UP PT/TIME		
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Standard Operating Procedures

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