2018 Wildland Urban Interface Fire Communications Exercise

Exercise Plan

Cupertino Office of Emergency Services

CUP-18-35T

May 10, 2018

Revision 1.8

CUPERTINO
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Revision

Rev	Date	Comments
0.1	15 Dec 2017	Initiation of ExPlan
0.3	9-Apr-2018	Cal Fire Update at Station 23
0.4	19-Apr-2018	Scenario modification
0.5	23-Apr-2018	AEC Review
0.6	4-May-2018	Schedule refinement
0.7	5-May-2018	CAL FIRE definitions
1.8	10-May-2018	Final update on field assignments

1   Exercise Plan

1.1   Background / Goal

1.1.1   Background

The Cupertino Citizen Corp (CCC), made up of the Cupertino Amateur Radio Emergency Service (CARES), Community Emergency Response Team (CERT), and Medical Reserve Corp (MRC), are volunteer teams of Cupertino residents who have volunteered their time and resources to support the city during an emergency.

The Cupertino Office of Emergency Service (OES) has developed methods and procedures that leverage this large volunteer pool for the purpose of supporting a city response. This effort is intended to integrate CERT, MRC, and CARES into a seamless response capability that can be deployed during times of emergency at the discretion of the City EOC Staff.

This exercise aligns with this intent and is designed to incorporate this requirement into a single event.

1.1.2   Terms

ARK:	City-owned shipping containers located throughout the city that are stocked with emergency supplies to support a field-based ICS field response. Staffed by Citizens Corps.
Base Camp:	CAL FIRE, synonymous for the ICP.
CARES:	Cupertino Amateur Radio Emergency Services; provides backup and emergency communications to the City.
CCC:	Cupertino Citizen Corps; the Cupertino OES designation for the volunteer pool made up of members from Cupertino ARES, CERT, and MRC.
CERT:	Community Emergency Response Team; trained in light search & rescue, disaster medicine, fire suppression, animal care, and Help Desk.
DOC:	Departmental Operations Center.
DPW	Department of Public Works
EOC:	Emergency Operations Center; the central command and control facility responsible for carrying out the principles of emergency management, or disaster management functions at a strategic level in an emergency situation and ensuring the continuity of operation of the City.
EOP:	Emergency Operations Plan. The document that describes the methods, procedures, and authority for coordinating resources and personnel of a jurisdiction in responding to disasters.
EXPLAN:	Exercise Plan. This document; provides the instructions, guidelines and organizational information to all participants for the conduct of a specific exercise.
Full Scale Exercise	A full-scale exercise is as close to the real thing as possible. It is a lengthy exercise which takes place on location using, as much as possible, the equipment and personnel that would be called upon in a real event.
ICP:	Incident Command Post. A temporary physical location used for

	the purpose of on-scene incident command and management at the tactical level.
ICS	Incident Command System. A people management system with clearly defined roles and functions, and with attributes or system features that are flexible and adaptable to both large and small incidents and events.
MRC:	Medical Reserve Corp. Volunteers that supplement the existing emergency and public health resources
OPAREA:	Operational Area. Intermediate level of government designed to support the local jurisdiction's response to disaster by providing access to the resources of the county, other cities and the state.
Staging:	CAL FIRE: Reporting locations when resources deploy to the fire. For big incidents, each division is likely to have a staging location. Resources go there to await assignment; supplies are dropped off there.

1.2 Purpose, Goals and Objectives

1.2.1 Purpose

The purpose of this exercise is to test the CARES communications functions through a full-scale field deployment related to the response of a possible Wildland Fire scenario.

1.2.2 Objectives

1. Exercise resource net concepts and procedures.
2. Exercise message net concepts and procedures.
3. Exercise emergency voice and packet communications message handling procedures.
4. Test deployment of a Cross-band repeater
5. Test the activation procedure (Conf Call, IAP, Check-in, Briefing)

1.2.3 Concept

This will be a communications full-scale exercise based on a wild land fire event that is threatening the City.
1. The drill will occur over a 4-hour period on Saturday May 12, 2018.
2. The City EOC will be activated with minimal (if any) City staff to receive and originate simulated traffic, log situation status, and oversee the response. The CCC DOC will simulate the EOC response as necessary.
3. Field responders will be deployed to a limited number of ARKs specific to the scenario. Participating ARKs will be activated to ARK Activation Level 2.
4. Communications assignments are made based on the CARES response model, resources, and priority.
5. Because of the number of field positions that could be staffed, non-CARES Buddies will be encouraged.
6. Field message traffic will be based on time-triggered scripted messages and simulated interactions with the outside world.

7. Simulated OpArea traffic will be developed and sent to County with an SCC RACES resource to simulate radio interactions (voice and packet).

1.2.4 Exercise Schedule

All times are estimates. CARES reserves the right to adjust the schedule during the drill as necessary.

Thursday, May 10, 2018	
1200	Start creating Incident Action Plan for a Saturday activation.
1600	Email update to be sent to CARES on the state of a simulated fire threatening Cupertino and the Bay Area.
Friday, May 11, 2018	
1600	Initiate AlertSCC Drill notification to CARES and others of the simulated situation. It will include a request for responders to check report to the EOC on Saturday, 0730.
Saturday, May 12, 2018	
06:30	Drill Begins. Retrieve Comm 469
07:30	Start Citizen Corps check-ins at the EOC
08:00	Safety Briefing, make Field Assignments
08:30	Deploy field responders
09:00	All field responders are at their assigned area
11:30	Secure Field Operations. Field Responders return to the EOC for a debrief session.
12:00	End the Drill. Begin the Debrief, EOC
13:00	End of Debrief.
14:00	Comm 469 back at the Service Center

1.3   Artificialities and Assumptions

1.3.1   Artificialities

1. The EOC will not be completely staffed, if at all. Simulated command and control will be executed by named drill participants.
2. County EOC will not be activated.
3. Wired and cell phones are working. However, all message traffic will be passed by radio to ensure a common understanding of reports made by field responders.
4. Weather conditions are clear, with strong Southwesterly winds.
5. Smoke is drifting over Cupertino. Some hot embers will fall on the city and ignite fires.

1.3.2   Assumptions

1. We will staff 1 Operational Period.
2. We respond with our current state of readiness and with whoever shows up.
3. Weather conditions are current PLUS the above weather artificiality. The drill will be postponed in the event of rain.
4. All information in the narrative is considered valid.
5. CARES PSA will not be performed as part of the drill.
6. We don't have all the answers.
7. This exercise in no way attempts to portray actual or anticipated events.

1.4   References

- City of Cupertino Emergency Operations Plan
- CARES Standard Operating Procedures
- L-C-E-S, http://learningcenter.firewise.org/Firefighter-Safety/3-4.php

1.5   Exercise Control

This is a Full-Scale Exercise that will be driven by scenarios and simulated conditions defined for each field response location.

1.6   Communications

1. The CARES ICS-205 will be referenced.
2. A City Trunk Radio test will be performed.
3. CARES members will be dispatched on various field assignments throughout the city.
4. CARES will operate on both the Resource Net and Message Net.
5. Comm Van responds to the EOC and supports the EOC with information passed in from field units. A network connection will be established between the Comm Van and the DOC.

6. All radio communications will be followed by the phrase "THIS IS DRILL TRAFFIC".

1.7 Safety and Security

1. Safety and security issues will be handled in accordance with established policies and procedures.
2. The two-person rule (buddy system) will be followed at all times.

1.8 Evaluation

Participants will have an opportunity to critique the exercise during a post-exercise debrief session after the drill. Email submittals will also be accepted as feedback on the drill.

All feedback will be consolidated into the exercise's After-Action Report.

1.9 Reports

An After-Action Report will be completed as a result of the critique and evaluation of the exercise

1.10 Public Information

1. No press releases are planned.
2. No broadcast of test messages on Radio Cupertino 1670 AM.
3. Notification to City residents using NextDoor.

1.11 Instructions to Participants

1. THIS EXERCISE IS NOT A TEST OF PERSONNEL! This is a training exercise designed to test capabilities, procedures, and processes.
2. Actions and decisions should be consistent with the procedures and training that has been conducted.
3. REMEMBER, this is an exercise and NOT a test!

1.12 Open Questions

1. none

2   Drill Planning

2.1   Before the event

2.1.1   Background development

1. Meet with County Fire; confirm the plausible reasons why and locations where we might be asked to deploy; understand relationship with CalFire; Captain Matt Yost, Deputy Chief John Justice
   … DONE
2. Meet with County Sheriff; confirm the plausible reasons why and locations where we might be asked to deploy; name Captain Rick Urena … PENDING
3. Meet with City OES; brief them on our plans, and the plausibility of our deployment plans; Ken Ericksen, Claire Francavilla … PENDING

2.1.2   Injects

4. Develop or update (from CUP-14-14T) the canned messages to be used at the different locations. Describe either something the Field Responder will observe, or someone with whom they interact that wants a message passed.
5. Use the concept of "timed release" messages from each location so everyone has a several opportunities to pass traffic.

2.1.3   Planning Events

6. 31-Jan-2018: First reading, feedback of ExPlan, CARES… ***DONE!***
7. 26-Feb-2018: Drill introduction to CCC Steering Committee… ***DONE!***
8. 30-Apr-2018: Second ExPlan reading, feedback, CARES… ***DONE!***
9. 02-Apr-2018 (week of): Third reading, feedback of ExPlan, County Fire.

2.1.4   Related Training Events

10. 04-Dec-2017: CARES General Meeting, Topic: Cross-Band Repeater overview… ***DONE!***
11. 01-Mar-2018: CARES General Meeting, Topic: County Fire and Wildland Fire experiences… ***DONE!***
12. 05-Apr-2018: CARES General Meeting, Topic: CalFire and the response… ***DONE!***
13. 03-May-2018: CARES General Meeting, Topic: Drill Prep: the CARES Wildfire response scenario; message handling, net operations, cross-band refresher… ***DONE!***

2.1.5   VanNet – Comm Van to DOC connectivity

14. Feb-2018: 8:00am to 11:00am, EOC. Review the information exchange procedures we that need to be in place between the Comm Van, DOC, and EOC.

15. Feb-2018: 8:00am to 11:00am, EOC. Test the connectivity between the Comm Van and the DOC. Van is rolled out to the EOC, and the network is set up.

2.1.6   Action Items

1. Determine if there is a Public Works individual that will be monitoring the City Trunk Radio System.
Action: Follow up with Service Center Staff… Jim
ANSWER: No.

2. Complete development, review, and adoption of ICS-205 radio/frequency plan. AEC Staff… ***DONE!***

3. Rebuild DOC network kit to support self-contained power supply (ref: battery pack with network power). AEC Staff … ***DONE!***

4. What would reasonable Shelter Traffic look like… Ken, Clare
ANSWER: ***DONE!*** Per Ken, looks reasonable for the exercise.

5. Work with the city to get E-Size maps of the city and west valley area (10-20 miles out) … Steve H, Ken E; In Progress

6. Hold HW/SW checkout of communication links between the EOC and the Comm Van on 3-May… all. STATUS: Defer. Ran out of time

7. Current CCC SitStat form COES-106 is focused on PSA-like roll-up. Need to evaluate FEMA ICS-209 Situation Report for relevance to CCC and this event… Bob, Jim

8. Invite Claire Francavilla, Jeff Milkes, David Brandt, Sheriff, SCCFD, Dana Reed to the Drill, ~10:30am… Jim … ***DONE!*** 5/5/18

9. Invite City Council to the drill. Ken to be the Liaison for any visitors. Ken to get on the list of Interesting topics… Jim, Ken, Items of Interest ***DONE!*** 5/7/18

10. Find a SitStat person from the CCC ranks… Bob, Ken… ***DONE!*** Steve H will work with the DOC.

11. Notify DeAnza College Police of our presence on the parking garage roof for the day of the event… Ken

12. Notify Cupertino Main Street of our presence on the parking garage roof for the day of the event… Ken

13. Cross-band repeat test from City center to Station 23… ***Done!***

3   Narrative

NOTE: This scenario is based on what could be a plausible request for emergency communications support by the City and/or County Fire. While strictly fictitious, its primary purpose is to support the goal of practicing communications traffic handling.

The fire started Tuesday night in the vicinity Butano State Park, San Mateo, apparently by a lightning strike. Southwesterly winds pushed the fire to the northeast deeper into wooded areas.

Cal Fire was on the scene by Wednesday morning and attempted to contain the fire south west of Portola Redwood State Park.

By early Thursday afternoon, strong wind gusts have pushed the fire deeper into the woods. Cal Fire is forced to expand the containment area significantly and attempts to hold the fire at Skyline Blvd RT35 and Alpine Road. Cal Fire also requests additional support and sets up its Staging area at Santa Cruz Fair Grounds. Crews are working through the night with heavy equipment. Controlled burns mitigate the risk of the fire expanding further East into Saratoga. Wisps of smoke started drifting over portions of the west valley.

The fire slowed as winds receded Thursday night, but continued moving northeast. By Friday morning, the fire was still west of RT35. The forecast for Friday was for winds out of the Southwest will pick up over the course of the day and continue to drive the fire. Evacuation routes out of Cupertino's unincorporated areas are published with reverse-911 calls being made to residents in these areas.

Friday at 9:00am, the City Manager received a briefing from County Fire on the situation. At 10:00am, the City EOC was activated with minimal staffing, primarily to monitor the situation. Santa Clara County OES requested the Red Cross to open a shelter in the event evacuations are required with oxygen being available on request. Red Cross requested that Quinlan be opened as a Shelter. The Cupertino EOC PIO put a message on Radio Cupertino for residents to shelter in place in smoky areas or evacuate to the shelter at Quinlan Center.

By 12:00p, the City sends a public safety message to City residents by AlertSCC and Social Media's NextDoor. With the fire crossing RT35, Cal Fire plans for a second Staging area at Vasona Lake County Park to tackle the fire from the Santa Clara County side.

Friday at 4:00pm, the City Manager requests CARES and CERT to activate Saturday to do the following:

1. Support the EOC with the CCC DOC.
2. Support Shelter operations
3. Establish an ember and smoke watch throughout the city to report on observed hazards.
4. Provide whatever observations on the fire as possible.

5. Monitor County Fire and Cal Fire's progress and to provide local observations on what is happening.

An AlertSCC message is drafted and sent to all CARES members with a instructions to respond to the EOC on Saturday morning. The Resource net will be activated at 7:30am with the briefing and assignments made at 8:00am.

Saturday is shaping up to be a very busy day.

END OF SCENARIO

4   Control Staff Instructions (COSIN)

4.1   Overview

The following are the instructions to be used as part of this drill.

4.1.1   Instruction #1 – Field Deployments

In reality, defining field response locations will occur based on the needs of the City and our Served Agencies. For the purposes of this drill, the following locations are identified as possible deployment destinations. Each Field Responder will receive a written scenario sheet specific for their location that describes events that they see, simulated observations that they make, or information that is told to them. This input will form the basis for creating and passing message traffic to the EOC.

Suggested (and minimal) staffing is indicated by the number in parenthesis.

1. DOC staffs EOC (1)
   DOC will be the primary interface between the deployed CCC members and the EOC. DOC will receive inbound message traffic, and originate requests and instructions as necessary. Pass on PIO traffic to field units.

2. Comm Van (4)
   Manages the field resources.
   Staffing: (i) Shift Supervisor, (ii) Resource NCS, (iii) Radio Room Operator, (iv) Packet / County Net

3. Message Net Control Station (1)
   Manages the message traffic with the field; can be remote from the Van; deploy with ARP.

4. Situation Status (1)
   Correlates information coming in from the field; compiles and produces the SITSTAT report in support of the DOC. Use CCC member if possible.

5. Ember Watch / Fire Lookout. Staffing: 2 per location (8); PRI 1,2,3
   Assignment: (i) report on blowing embers, (ii) report on any smoke plums in the city, (iii) provide compass headings to the visual ends of the fire, use smoke as reference.
   a. Cupertino Main Street Parking Garage, top
   b. 22041-22062 Lindy Lane, N 37° 18.171, W 122° 03.691, elevation 692 ft
   c. DeAnza Parking Garage, Stelling Road

6. Smoke Lookout / Cross-band Control Op, Regnart Heights (2) PRI 4
   Assignment: (i) report on blowing embers, (ii) report on any smoke plums in the open space area, (iii) provide compass headings to the visual ends of the fire, use smoke as reference, (iv) set up a Cross-band Repeater.

7. Cal Fire / Stevens Creek Station 23, Field Deployment (2); PRI 5
   Assign to Cal Fire Comm 1629.

   a. Comm 1629 will actively monitor most of the incident frequencies, taking resource requests, etc., monitor CARES communications with the EOC, and take action (relay to the IC for immediate life threats) when they hear something relevant to fire ops.

   b. CARES will (i) provide eyes and ears with Cal Fire on their activities as reported, (ii) pass on information on Cal Fire responses, both medical or fire.

8. Stevens Creek Dam, Field Deployment (2); PRI 6
   Requested by Cal Fire, Assignment is to (i) observe the CAL FIRE activities around the Reservoir, (ii) pass on information on CAL FIRE activities.
   Location: Monta Vista Fire Station 77

9. County Fire Shadow, Field Deployment (2); PRI 7
   Shadow the Monta Vista Fire Station Captain, Assignment is to (i) provide eyes and ears with County Fire on their activities as reported by the station captain, (ii) pass on information on County Fire responses, both medical or fire.
   Location: Monta Vista Fire Station 77

10. Sheriff Command Post at Monta Vista Park, Sheriff Shadow, Field Deployment (2); PRI 8
    Shadow the Sheriff department, Assignment is to (i) provide eyes and ears with County Sheriff on their activities, (ii) pass on information on the status of road closures and evacuations, (iii) coordinate between Cal Fire and Sheriff.
    Location: West Valley Station.

11. Quinlan Shelter, Field Deployment (2); PRI 9
    Shelter Support, includes Packet. Assignment is to (i) report on the state of and occupancy of the shelter, (ii) make logistics requests, (iii) relay information from the EOC to the Shelter Manager.

12. Blackberry Farm, Field Deployment (2); PRI 10
    Requested by Parks and Rec. Assignment is to be available for the Staff and public given the situation.

13. Northern Staging, Vasona Park (simulated), Field Deployment (2); PRI 11
    Accompany the City's Agency Rep to the Staging Area; interact with the ICP Liaison. Pass 3rd party traffic and observations as necessary.

14. Field Supervisor (1)
    Mobile, provide Field support for deployed CARES teams.