
2014 Wildland Fire Comm Drill Exercise Plan

Cupertino Office of Emergency Services

April 29, 2014

Revision 1.6, **FINAL**



Table of Contents

1	EXERCISE PLAN	3
1.1	BACKGROUND / GOAL.....	3
1.1.1	<i>Background.....</i>	3
1.1.2	<i>Terms</i>	3
1.2	PURPOSE, GOALS AND OBJECTIVES	4
1.2.1	<i>Purpose of this Drill</i>	4
1.2.2	<i>Objectives of this Exercise.....</i>	4
1.2.3	<i>Concept.....</i>	4
1.2.4	<i>Exercise Schedule</i>	5
1.3	ARTIFICIALITIES AND ASSUMPTIONS	5
1.3.1	<i>Artificialities</i>	5
1.3.2	<i>Assumptions.....</i>	5
1.4	REFERENCES	6
1.5	EXERCISE CONTROL.....	6
1.6	COMMUNICATIONS.....	6
1.7	SAFETY AND SECURITY	6
1.8	EVALUATION	6
1.9	REPORTS	6
1.10	PUBLIC INFORMATION.....	6
1.11	INSTRUCTIONS TO PARTICIPANTS	6
1.12	OPEN QUESTIONS.....	6
2	LOGISTICS	7
2.1	BEFORE THE EVENT.....	7
2.1.1	<i>Procurement Requirements</i>	7
2.1.2	<i>Background development.....</i>	7
2.1.3	<i>Canned Messages</i>	7
2.1.4	<i>Planning Events.....</i>	7
2.1.5	<i>Training Events.....</i>	7
2.1.6	<i>VanNet – Comm Van to DOC connectivity.....</i>	8
3	NARRATIVE	9
4	CONTROL STAFF INSTRUCTIONS (COSIN)	10
4.1	OVERVIEW	10
4.1.1	<i>Instruction #1 – Field Deployments.....</i>	10
4.1.2	<i>Action Items</i>	11
5	DRAFT WILDFIRE RESPONSE PLAN	12
5.1	ROLES DURING A WILDLAND FIRE	12
5.2	WHAT THE CITY NEEDS TO KNOW	12
5.3	WHAT THE CITY HAS TO OFFER.....	12
5.4	INBOUND AND OUTBOUND INFORMATION BETWEEN THE EOC AND CCC	13

Revision

Rev	Date	Comments
0.4	5 April 2014	Outcome of 2 nd reading
0.5	26 April 2014	Updated, DOC/VAN connectivity discussion

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 strategically located throughout the city that are stocked with emergency supplies to support a field-based ICS field response; where the public can report disaster related emergencies when they cannot get through to 9-1-1, or 9-1-1 is unable to send resources. Staffed by CERT.
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.
COSIN:	Control Staff Instructions. A document prepared by the Exercise Design Team for use by the Control Staff (exercise director, simulators, evaluators).
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. The document provides the instructions, guidelines and organizational information to all participants for the conduct of a specific exercise.
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.
NIMS:	National Incident Management System. Federally mandated method of managing emergencies adapted from California's SEMS.
MAC	Mutual Aid Communicators. Santa Clara County communicators who are qualified for a mutual aid response.
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.
PIO:	Public Information Officer. Serves as the coordinator and clearinghouse of information to the public and the media.
SEMS:	Standardized Emergency Management System. California's system for managing responses to multi-agency and multi-jurisdictional emergencies which includes the Incident Command System, Unified Command and the OpArea concept.
UNIFIED COMMAND:	Different disciplines/organizations sharing Incident Command responsibilities in order to ensure proper coordination and management of emergencies affecting multiple agencies or multiple jurisdictions.

1.2 Purpose, Goals and Objectives

1.2.1 Purpose of this Drill

The purpose of this exercise is to exercise the CARES communications functions through a field deployment.

1.2.2 Objectives of this Exercise

1. Exercise resource net concepts and procedures.
2. Exercise message net concepts and procedures.
3. Exercise emergency voice and packet communications message handling procedures, all message priorities between deployed field units and the EOC/Comm Van.
4. Exercise Comm Van to DOC information handoffs.
5. Manage information using OES documentation procedures and tracking methods.

1.2.3 Concept

This will be a communications functional exercise based on a wild land fire event indirectly threatening the City.

1. The drill will occur over a 4 hour period on Saturday May 17, 2014.
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 limited number of ARKs specific to the scenario. While opening the ARKs is not a requirement, ARKs may be opened if CERT staffing is available.
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 staffing, non-CARES Buddies will be encouraged.

6. Field message traffic will be based on timed scripted messages and simulated interactions with other responders.
7. Simulated OpArea traffic will be developed and sent to County.

1.2.4 Exercise Schedule

All times are estimates. CARES reserves the right to adjust the schedule during the drill as they see fit.

Thursday, May 15, 2014	
1600	Email update to be sent to CARES on the state of the simulated fire.
Friday, May 16, 2014	
1600	CAS Drill notification to CARES and others of the simulated situation. It will include a request for CARES members to check into the Emergency Net on Saturday, 0700.
Saturday, May 17, 2014	
07:00	Drill Begins. CARES Emergency Net is activated. Briefing of the situation. Modified PSA – smell smoke (none, light med, heavy), soot, embers Check availability to take a Field assignment. Be at EOC for safety briefing and assignments. Retrieve the Comm Van.
08:00	CARES members report to the EOC for safety briefing.
08:30	Deploy field responders.
09:00	All responders at assigned area.
11:00	CARES to stand down. Field Responders return to the EOC for a debrief session.
11:30	End the Drill. Begin the Debrief, Quinlan Center
12:30	End of Debrief.

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.
4. Weather conditions are clear, with strong winds out of the Southwest.
5. Smoke is drifting over Cupertino. Some hot embers will fall on the city and ignite fires.

1.3.2 Assumptions

1. We respond with our current state of readiness and with whoever shows up.
2. Weather is current conditions PLUS above weather artificiality. The drill will be postponed in the event of rain.
3. All information in the narrative is considered valid.
4. CARES PSA will not be performed as part of the drill.
5. We don't have all the answers.
6. 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 Functional Communications Drill. The exercise will be driven by scenarios and simulated conditions defined for each field response location.

1.6 Communications

1. FRS will not be used.
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 the Resource Net and Message Net.
5. Comm Van responds to the EOC and supports the EOC with communications contact with all field units. We will bring up a LAN between the 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 an Event 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.

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. Can we get Quinlan for debrief? ... Ken

2 Logistics

2.1 Before the event

2.1.1 Procurement Requirements

1. AA battery cache for the Comm Van for City Trunk Radio HTs.
2. Procure the network wireless bridge equipment to support VanNet (Ubiquity Nanostations LocoM5-US, Qty 2, Streakwave Wireless Inc)
3. Procure 4 port network switch for DOC (NetGear GS105 ProSafe 5-Port Gigabit Ethernet Desktop Switch - 10/100/1000 Mbps, Qty 1, Frys)

2.1.2 Background development

4. Meet with County Fire; confirm the plausible reasons why and locations where we might be asked to deploy; understand relationship with CalFire; Captain Tim Maguire, Bat Chief Tony Bowden.
5. Meet with County Sheriff; confirm the plausible reasons why and locations where we might be asked to deploy; name Captain Ken Binder.
6. Meet with City OES; brief them on our plans, and the plausibility of our deployment plans; Ken Ericksen, Carol Atwood.
7. Follow up with Palo Alto ARES/RACES on what they do as part of their 4th of July Fire Watch; Paul Lufkin.

2.1.3 Canned Messages

8. Develop the canned messages to be found at the different locations. Describe either something they observe (assumes they think it is news-worthy to self-originate a message), or someone with whom they interact that wants a message passed.
9. Use the concept of “timed release” messages from each location so everyone has a several opportunities to pass traffic.

2.1.4 Planning Events

10. 29-Mar-2014: First reading, feedback of ExPlan, CARES... DONE
11. 31-Mar-2014: Drill introduction to CCC Steering Committee... DONE
12. 2-Apr-2014: Second reading, feedback of ExPlan, CARES... DONE
13. 28-Apr-2014 (week of): Third reading, feedback of ExPlan, County Fire.

2.1.5 Training Events

14. 5-Feb-2014: CARES General Meeting, Topic: Drought and the impact on Wildland Fire... DONE
15. 3-Apr-2014: CARES General Meeting, Topic: (i) Non-Drill Topics (ARK lighting, June inundation area CAS signup campaign), (ii) Introduce the timeline, preview of the scenario... DONE
16. 1-May-2014: CARES General Meeting, Topic: Drill Prep: the CARES Wildfire response scenario; message handling and net operations refresher. Include participation from County Fire.

2.1.6 VanNet – Comm Van to DOC connectivity

1. 26-April: 8:00am to 11:00am, EOC. Tabletop walk-through of the network connectivity between the Comm Van and the DOC. Review the information exchange procedures we that need to be in place.
2. 3-May: 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.

3 Narrative

NOTE: This deployment 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 of RT 35 near Saratoga Gap Open Space Preserve, apparently by a lightning strike. Southwesterly winds pushed the fire downslope towards Stevens Canyon Road.

Cal Fire was on the scene by Wednesday morning and decided to attempt to contain the fire between Hwy 9 and Hwy 35 to the South, Charcoal Road to the West, Stevens Canyon Road and Redwood Gulch Road to the Northwest.

By Thursday early afternoon, strong wind gusts have pushed the fire across Redwood Gulch Road and further East along Stevens Canyon Road towards the intersection with Mt. Eden Road. CalFire is forced to expand the containment area significantly, now arcing from Pierce Road and Mt. Eden Road to Stevens Canyon Road along Stevens Creek Reservoir and Montebello Road. Crews are working through the night with heavy equipment. Controlled burns mitigate the risk of the fire expanding further East into Saratoga.

The fire barely slowed down during the night, and by Friday 8:00am it crossed over Stevens Canyon Road near Laurel Flat and raged uphill towards the Fremont Older Open Space Preserve. Coyote Ridge within the Fremont Older Open Space Reserve was established as the new containment line. Wisps of smoke started drifting over portions of the west valley. CalFire received reinforcement from several more strike teams and set up its Staging area at West Valley Community College.

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. Oxygen will be available on request. Red Cross requested that Quinlan be opened. The Cupertino EOC PIO put messages on Radio Cupertino for residents to shelter in place in smoky areas, or evacuate to the shelter at Quinlan Center.

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

1. Support the EOC with the CCC DOC.
2. Establish an ember watch throughout the city to report on smoke and other hazards (mainly blowing embers).
3. Provide whatever observations on the fire as possible.
4. Monitor Cal Fire's progress and to provide local observations on what is happening.

A CAS message is drafted and sent to all CARES members with a request to stand by for a possible activation on Saturday morning, and instructions to check into the CARES net by 7:00am Saturday morning.

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 (2-3)
Manages the field resources.
Staffing: (i) Shift Supervisor, (ii) Resource NCS/Packet Ops, (iii) Radio Room Operator
3. Message Net Control Station (1)
Manages the message traffic with the field; can be remote from the Van.
4. Situation Status (1)
Correlates information coming in from the field; compiles and produces the SITSTAT report for the DOC.
5. Ember Watch / Fire Lookout. Staffing: 2 per location. Assignment is to (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. 22041-22062 Lindy Lane, N 37° 18.171, W 122° 03.691, elevation 692 ft
 - b. DeAnza Parking Garage, Stelling Road
 - c. Cupertino High School Bleachers, top
6. Ember Patrol. Staffing: 2 per vehicle. Assignment is to (i) report on blowing embers, (ii) report on smoke in the city, (iii) provide location of discovered fires.
7. Sheriff Shadow, Field Deployment (1)
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.
8. County Fire Shadow, Field Deployment (1)
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.

9. Cal Fire Base Camp, Monta Vista Park, Field Deployment (1)
Accompany the City's Agency Rep to the Base Camp; interact with the ICP Liaison. Pass 3rd party traffic and observations as necessary.
10. Quinlan Shelter, Field Deployment (2)
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.
11. Field Supervisor (1)
Mobile, provide Field support for deployed CARES teams.

4.1.2 Action Items

1. Would we be able to gain access to a high floor in your building with a window to act as a watch location?... Jim check with Marcel
ANSWER: work through City Center.
FOLLOWUP: we will not pursue this as part of the drill. However, it may make sense to check if this is an option for a real event.
2. What would reasonable Shelter Traffic look like... Stuart
DEFERRED for this drill.
3. Determine if we can "borrow" the Red Cross packet Tactical Call for the drill... Stuart
DEFERRED for this drill.
4. 4/26: Work with the city to get E-Size maps of the city and west valley area (10-20 miles out... Steve H
DONE... received 2 locally generated maps from the City.
5. 4/26: Develop Situation Unit Leader Job Description... Bill K
DONE. Received from Bill.
6. 4/26: hold HW/SW checkout of communication links between the EOC and the Comm Van on 3-May... all
DONE, 5/16. Confirmed the connectivity between the DOC position and the Van.
7. 4/26: Complete acquisition of the network equipment... Jim
DONE, 5/13.
8. 4/26: 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... Gerd, Jim
DEFERRED, post- drill activity.
9. 4/26: Invite Carol Atwood, Rick Kitson, and David Brandt to the Drill, ~10:30am... Jim
DONE.
10. 4/26: Confirm procedure for a CCC member to operate on behalf of the City outside of the city limits... Ken
DONE. Current policy does not support this.
11. 4/26: Initiate discussion with the City for a "dam plan-like" document for a wildfire event threatening the city... Jim, Ken
DEFERRED, post- drill activity.

5 Draft Wildfire Response Plan

The following is a summary of the planning session held by CARES on 26-Mar-2017 to frame up what a response to a City-threatening wildfire would look like.

5.1 Roles during a Wildland Fire

Organization	Role
Cal Fire	Responds to and fights fires on public lands on the water shed and privately-owned wildlands.
County Sheriff:	Evacuations, traffic control, road closures, law and order
SCCFD	Responds to fights structure fires, and secondary fires ignited in the city. Responds to medical emergencies.
Public Health	Performs air quality monitoring
City of Cupertino	Provides community information and decision making that serves the best interest of the citizens of Cupertino. Supports the Fire suppression event directly if possible. Staffs the Cupertino EOC as required.
Cupertino Citizen Corp	Provides CERT, Medical, and Communications resources as needed to support the City and served agencies.

5.2 What the City needs to know

What they need	What it includes	How do they get it
Situation updates:	Threat assessment to the City, rate of spread, risk to community, and plan to mitigate. Weather conditions, field conditions, extended weather forecast	SCCFD, Cal Fire briefings Monitor SCCFD, Cal Fire frequencies Provide Agency Rep to the Fire ICP.
Conditions in Cupertino	Smoke, ember intrusion, fire starts, Fire support logistics (traffic on public roads), public observations, street closures, evacuations, shelter status, animal evacuations	CCC field deployments. Phone-in reports. Social media.

5.3 What the City has to offer

Assets		
Material	Road Closure barriers Traffic control monitoring, signal light re-alignment Truck carrying capability	
Resources	EOC staffing Department of Public Works Citizen Corps	

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5.4 Inbound and Outbound Information between the EOC and CCC

Inbound

1. Emergency, life threatening. For immediate delivery to the EOC.
2. Urgent, property threatening. For immediate delivery to the EOC.
3. Routine. Situation Status

Outbound

4. Clarification on status
5. Community outreach: talking points to pass on to the community, information source, and pointers to other city sources (Cupertino Radio, website)