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# ***Lights Out –Power & Comm Outage*** **Communications Exercise**

## **Exercise Plan**

Cupertino Office of Emergency Services

CUP-20-39T

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Revision 1.1 -- ***DRAFT***



**CUPERTINO**

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### Revision

Rev	Date	Comments
1.0	3/4/2020	Initial Draft
1.1	3/6/2020	Feedback from the first reading, AECs

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# 1 Exercise Plan

## 1.1 Background

### 1.1.1 Introduction

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 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 in a single event.

### 1.1.2 Terms

AFN:	Access and Functional Needs; refers to individuals who are or have: physical, developmental or intellectual disabilities; chronic conditions or injuries; limited English proficiency.
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.
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.
FSE:	Full Scale Exercise. An 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.
- IAP: Incident Action Plan.
- 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.
- 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
- NWS: National Weather Service
- NIMS: National Incident Management System. Federally mandated method of managing emergencies adapted from California’s SEMS.
- 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.
- PSPS Public Safety Power Shutoff
- 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.

## 1.2 Purpose, Goals and Objectives

### 1.2.1 Purpose

The purpose of this exercise is to test the Cupertino ARES communications functions through a full-scale field deployment in response to a region-wide power and communications outage scenario.

### 1.2.2 Objectives & Measures

Objectives	Measures
1. CARES can collect and pass actionable 9-1-1 traffic from the field to County Comm.	(i) County Comm packet station is operational and receives ALT911 messages. (ii) Messages are addressed correctly: XSC911 or CUPEOC
2. CARES can pass voice message traffic from the field to the EOC.	(i) All planned messages are passed using correct techniques for requesting permission to send a message and for properly communicating the sender, recipient, priority, and type of the message.
3. Citizen Corps can communicate with ARKnet among established sites.	(i) ARKnet stations can make a phone-call to all other sites. (ii) Hold one ARKnet conference call. (iii) capture images (pictures or videos) from ARKnet sites
4. Citizen Corps can receive and post city notices and	(i) Packet users deploy printers into the field.

announcements for the community in the field.	(ii) Laser printer availability at one ARK. (iii) packet messages are received, printed, and posted.
5. Resource Management – TBD: depending on work done in this area	TBD

**1.2.3 Concept**

This will be a full-scale communications exercise based on a loss of power and communications scenario.

1. The drill will occur over a 4-hour period on Saturday May 16, 2020.
2. Field responders will be deployed to community outreach locations for ALT911 message passing and information outreach.
3. County mutual aid will be requested: 2 Resource NCO, 8-10 packet Ops.
4. Staffing requirements will be set to accommodate a real-world deployment.
  - a. The Resource Net will be activated to coordinate resource movements and subsequent shift support.
  - b. The Message Net will be activated to manage voice traffic within Cupertino.
  - c. Communications assignments are made based on typical community support mission, resources, and priority.
5. CERT is integral to a response and participates in partnership with CARES. CERT is a force-multiplier thereby allowing CCC to cover more assignments with fewer radio-redundant teams.
6. Voice and packet field message traffic will be based on time-triggered scripted messages and simulated interactions with the outside world.
7. Simulated ALT911 traffic will be developed and sent to County Comm.
8. Use a non-CARES exercise evaluator for monitoring and feedback.

**1.2.4 Exercise Schedule**

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

<b>Wednesday, May 13, 2020</b>	
1200	Ensure all MAC packet Ops have the following installed on their PCs: <ol style="list-style-type: none"> <li>1. Outpost SCC, latest version</li> <li>2. ALT911</li> <li>3. PublicNotice</li> </ol>
<b>Thursday, May 14, 2020</b>	
1200	NWS issues a Red Flag warning PG&E issues 48-hour notice of a PSPS event Cupertino OES meets and develops the response plan
<b>Friday, May 15, 2020</b>	
1200	City requests CCC activation to support community

	information sharing beginning Saturday AM. Develop IAP, OP period #1, 16-May 6:00am thru 12:00pm
2320	Power is simulated out throughout the South Bay Area.
<b>Saturday, May 16, 2020</b>	
0400	Drill Begins.
0630	1. Activate the SCC RACES Resource Net. Track MACs to Cupertino EOC
07:00	2. Activate the CARES Resource Net; start taking check-ins and field assignment availability. Direct to the EOC for briefing. 3. Starting building the field assignment plan 4. Initiate Comm 469 deployment ops (retrieval, staffing)
07:30	Briefing at the EOC Comm 469, staff to the EOC.
08:15	Field Assignments made. Identify Message NCS
09:00	Start Op Period #1
11:30	Secure Field Ops; Demob.
12:00	End the Drill.
13:00	Comm 469 back at the Service Center

## 1.3 Artificialities and Assumptions

### 1.3.1 Artificialities

1. The Cupertino EOC will simulate staffing to Level 3.
2. Wired and cell phone services stop working 8 hours after the power goes out.

### 1.3.2 Assumptions

1. The DOC will be staffed. DOC will also simulate command and control for the field activities.
2. County EOC will not be activated.
3. We will staff 1 Operational Period.
4. In the event we cannot gain access to County Comm, we will simulate County Comm operations somewhere else.
5. We respond with our current state of readiness and with whoever shows up.
6. Weather conditions are current. The drill will not be postponed in the event of rain.
7. Follow SCC PHD COVID-19 recommendations for personal space and distance.
8. All information in the narrative is considered valid.
9. We don't have all the answers.

## 1.4 References

- City of Cupertino Emergency Operations Plan

- CARES Standard Operating Procedures
- CARES Task List v2.1

## 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. Standard message passing procedures will be followed.
2. The CARES ICS-205 will be referenced.
3. Comm Ops will be dispatched to various field assignments throughout the city.
4. Radio Operators will operate on both the City or County Resource Net and the City Message Net.
5. Comm Van responds to the EOC and supports the EOC with information passed in from field units.
6. A network connection will be established between the Comm Van and the DOC.
7. All radio communications will be followed by the phrase "THIS IS DRILL TRAFFIC"
8. In the event of an actual emergency, radio communications will be preceded with, "THIS IS REAL WORLD 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

An external exercise evaluator will be used to monitor, coach, and report on the performance of the exercise.

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. Test messages will be broadcast on Radio Cupertino 1670 AM.
2. No press releases are planned.

## 1.11 Instructions to Participants

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

### **1.12 Open Questions**

1. Do we want to pick 1 or 2 ARKs and have home CERT members radio in a simulated 9-1-1 request by FRS/GMRS? If Yes, Add to Objectives.



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## 2 Drill Planning

### 2.1 Before the event

#### 2.1.1 OBJ#1: CARES can collect and pass actionable 9-1-1

1. Complete ALT911 modifications and testing by 13-Mar-2020.
2. Confirm availability of County Comm packet equipment; includes printer by 13-Mar-2020. If not available,
3. Confirm County Comm readiness to host a RACES team to operate packet by 27-Mar-2020.
4. Develop County Comm ALT911 instructions – site access, station location, station setup by 24-Apr-2020.
5. Hold 2nd Hands-on Packet practice on ALT911 sending and originating (see Related Training Events below).
6. Develop signage for community emergency assistance (ASSIST) stations, such as “REPORT AN EMERGENCY HERE”. Separate Arrow signs.

#### 2.1.2 OBJ#2: Message passing

7. Include message passing training as part of the Drill Prep session. Use the field Comm Reference as the guide.

#### 2.1.3 OBJ#3: ARKnet Communications Test

8. Configure ARKnet server with asterisk.
9. Install ARKnet node on Comm 469 by 17-Apr-2020.
10. Perform ARKnet phone test, all established sites, by 17-Apr-2020.

#### 2.1.4 OBJ#4: Notification Message Push/Post

1. Complete development and test of PublicNotice.html (PacFORMS) by 13-Mar-2020.
2. Develop ARK printing environment plan by 27-Mar-2020
3. Purchase one Laser printer for test purposes by 27-Mar-2020.

#### 2.1.5 Resource management

1. Solicit event evaluators: County AECs? Others?
2. Request MAC activation number.
3. Post event on SCC RACES website.

#### 2.1.6 Other work

4. Develop Standing ALT911 IAP
5. Develop ICS 204 Assignment Sheet, ALT911 incident.
6. Decision on the use of Sparrow, and the plan on how to test.  
**ANS:** 2/6/2020: NO. Sparrow is out of scope for this exercise.

### 2.1.7 Partner Reviews

7. Meet with Cupertino OES; brief them on the exercise plan; Ken Ericksen, Bob Cascone, Katy ...
8. Meet with County Fire; review the scenario and the exercise plan; request access to Stations 71, 72, 77...
9. Meet with County Sheriff; review the scenario and the exercise plan; Captain Rick Urena ...
10. Inform San Jose Water; Jim Wollbrinck ...
11. Inform Cupertino Sanitary District; Frank Quach ...
12. Check for any activity constraints with setting up at select Cupertino Union School District (K-8) facilities ...
13. Check for any activity constraints with setting up at select Fremont Union High School District facilities...

### 2.1.8 Injects

14. Develop or update 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. Reference injects from:
  - a. CUP-16-34T, 2016 Earthquake Comm Exercise
  - b. CUP-16-40T, Comm Outage Exercise, Packet Edition
  - c. CUP-15-26T, Communications Outage Exercise
15. Use the concept of “timed release” messages from each location so everyone has a several opportunities to pass traffic.

### 2.1.9 Planning Events

16. 06 Mar-2020: First reading, feedback of ExPlan, CARES... **Done!**
17. 30-Mar-2020: Drill introduction to CCC Steering Committee...
18. xx-Apr-2020: Second ExPlan reading, feedback, CARES...
19. xx-May-2020 (week of): Final reading, feedback of ExPlan

### 2.1.10 Training Events

20. 05-Mar-2020: CARES General Meeting, Topic: Packet Intro... **Done!**
21. 14-Mar-2020: Hands-on Packet Intro
22. 02-Apr-2020: CARES General Meeting, Topic: ALT911 Intro...
23. 18-Apr-2020: Hands-on Packet ALT911
24. 07-May-2020: CARES General Meeting, Topic: Drill Prep...

### 2.1.11 Action Items

1. Work with Cupertino OES and Cupertino Channel on messaging about the exercise... Bob C
2. Plan is to set up ASSIST stations at schools instead of the ARKs. Identify the schools for us to use... Steve
3. Develop evaluator COSIN content... Ken F

4. Complete development, review, and adoption of ICS-205 radio/frequency plan. AEC Staff
5. Invite Cupertino OES, IT, City Manager, Sheriff, SCCFD, Dana Reed to the Drill, ~10:30am... Jim
6. 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
7. Request access to County Comm... Jim to Trisha Adcock

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### 3 Narrative

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

*01-May-2020;* It looks like the Fire Season is off to an early start in Northern California with CAL Fire has already attached two moderate-sized wildland fires in Shasta County. The City of Cupertino took no chances this year and U.S. mailed all residents an information card on the things they should do now to prepare for a power shutoff. It included where to find help, resources, and how to sign up known AFN individuals for follow-up.

*Tuesday, 0900 PDT.* An NWS email notification issued an increased fire weather concern through Thursday and an extended wind advisory for the North Bay Mountains and East Bay Hills until Thursday morning.

*Wednesday, 0900 PDT.* Winds have not abated over night with off-shore winds continue to build. PG&E has issued notices to North Bay communities that a PSPS event will likely start within 24 hours.

*Wednesday, 1400 PDT.* Winds across the Central Valley have picked up with gusts reaching 35-45 miles per hour over the entire Diablo Range. PG&E issues an advisory for much of the Bay Area jurisdictions for a possible massive PSPS event. If it does occur, it will start very early Friday morning. Elsewhere, power was turned off in most of Napa and Sonoma Counties. A city-wide PSPS event looks inevitable.

*Friday, 1400 PDT.* The NWS reports that the winds have not died down, and a heat advisory is now compounding the problem. Fires have occurred in the Santa Cruz Mountains. Power outages started for the east bay cities and communities along all foothills area. PG&E put all Bay Area cities on notice that power will be out for much of the Bay Area by Saturday.

The City Manager requests CARES and CERT to activate Saturday if we wake up to no telephone service at home. The request is to do the following:

- Set up communications outreach points throughout the City to report on any resident requests for help.
- Post notices to city residents at outreach points.
- Support the EOC with the CCC DOC.

*Saturday, 0200 PDT.* Power throughout Cupertino went out.

*End of Scenario.*