
2022 Canyon Trail Fire Evacuation Exercise Plan

Cupertino Office of Emergency Management

CUP-22-39T

14 April 2022

Revision 1.2



CUPERTINO

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Revision

Rev	Date	Comments
1.0	25 March 2022	Initiation of ExPlan
1.1	11 April 2022	With AEC, OEM feedback, COSIN extensions
1.2	14 April 2022	Second AEC Review

1 Exercise Plan

1.1 Background / Goal

1.1.1 Background

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

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

CARES periodically exercises specific capabilities¹ to ensure on-going response familiarity by its members and Served Agencies², as well as provide opportunities to look for and test process improvements. General message passing from established locations throughout Cupertino is one such task and a driver for this exercise. This exercise also incorporates a portion of the CERT, Block Leader, and Neighborhood Watch teams into the communications mix.

This Exercise Plan addresses how we would support an evacuation from a wildfire event.

1.1.2 Terms

ARK:	City-owned storage containers located throughout the city that are stocked with emergency supplies to support a field-based ICS field response. Staffed by Citizen Corps under the direction of CERT.
Base Camp:	The location at which primary Logistics functions for an incident are coordinated and administered
BL:	Block Leader; A neighborhood engagement program; helps neighbors get to know their neighbors and organize activities so neighbors can more easily communicate.
CARES:	Cupertino Amateur Radio Emergency Services; provides backup and emergency communications to the City.
CCC:	Cupertino Citizen Corps; the Cupertino OEMS 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

¹ CARES Task List, <http://www.cupertinoares.org/docs/cup-ctl.pdf>, November 2019

² Served Agencies, <https://www.cupertinoares.org/index.php?content=about#whoweserve>

	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.
IDR	Infectious Disease Response; references the CCC IDR Plan developed to address Covid-19 health threat.
MESL	Master Scenario Events List; a chronological listing that supplements the exercise scenario with expected participant responses and specific injects and methods used to provide them.
MRC:	Medical Reserve Corp. Volunteers that supplement the existing emergency and public health resources
NW:	Neighborhood Watch; A crime prevention program; involves neighbors getting to know each other and working together in a program of mutual assistance.
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.
SCCFD:	Santa Clara County Fire Department; provides emergency response to over 226,000 residents in the communities of Campbell, Cupertino, Los Altos, Los Altos Hills, Los Gatos, Monte Sereno, Redwood Estates, Saratoga and adjacent unincorporated areas.
SCCSO:	Santa Clara County Sheriff's Office; The West Valley Patrol Division of SCCSO serves the Cities of Saratoga, Cupertino, Los Altos Hills, as well as the Western Unincorporated areas of the county from Summit Road to Moffett Field.
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.
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

The purpose of this exercise is to test the CCC communications capabilities through a field deployment in response to an evacuation warning and order caused by a wildland fire threatening the city.

NOTE: This Exercise Plan covers the Saturday 21-May-2022 CCC exercise. Elements in this plan may be incorporated into and modified by the City of Cupertino's Golden Eagle Exercise planned for 19-May-2022.

1.2.2 Objectives

Objectives	Measures
1. The Resource net is operated per standard operating procedures.	1. 100% tracking of all deployed field responders.
2. Voice messages are exchanged by radio between field RACES and ICP.	1. 100% of all planned messages are passed correctly.
3. Voice and packet messages are exchanged by radio between the ICP and County EOC.	1. All required SCCo RACES message protocols are followed. 2. Standard SCCo RACES messages are exchanged.
4. Voice messages are exchanged by radio between CCC field responders and ICP.	1. A CCC radio net is established. 2. 100% tracking of all CCC responders. 3. 100% of all planned messages are passed correctly.
5. Cross-band repeater is deployed and operated.	1. 90% coverage of the desired West end communications areas.
6. Execute the Demob Process for all responders per the current procedure.	1. 100% paperwork is returned, complete, and signed.

1.2.3 Concept

1. This exercise leverages specific elements of the City's Golden Eagle exercise, Thursday 19-May-2022.
2. This drill will occur over a 4-hour period on Saturday 21-May-2022.
3. A field ICP will be established to manage the local evacuation activities. The location of the ICP will be set by Cupertino OEM.
4. The CCC DOC will be activated.
5. Communications assignments are made based on the IAP/ICS 204 Assignment List and CCC resource availability.
6. CARES RACES responders will deploy to specific field locations to act as the eyes and ears for the ICP and EOC.
7. CCC responders will either operate from their local neighborhoods or field assignments. They will communicate their local community readiness to evacuate or other observations.
8. Field message traffic will be based on time-triggered scripted messages and simulated interactions with the outside world.

9. OpArea traffic will be developed and sent to County EOC (10:00am to 12:00pm; voice and packet). This aligns with a County RACES Exercise occurring at the same time.

1.2.4 Exercise Schedule

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

Friday, May 20, 2022	
1600	Initiate AlertSCC Drill notification to CCC and CARES of a Saturday activation (tbd).
Saturday, May 21, 2022	
07:30	Retrieve C469, proceed to ICP site.
08:00	Begin C469 setup at ICP; IDR Protocol is in effect. <ul style="list-style-type: none"> • Includes voice and packet communications with County EOC. • Includes GMRS setup outside to handle general voice traffic with CCC members.
08:30	Start Citizen Corps check-ins at Staging.
08:45	Safety Briefing, make Field Assignments. CARES Responders check into the CARES net before traveling to their assignment.
09:30	All field responders are at their assigned area.
11:00	Secure all field teams, return to the ICP.
11:45	Demob complete; end the exercise.
13:00	C469 is secured.

1.3 Artificialities and Assumptions

1.3.1 Artificialities

1. On 21-May, it is unlikely that City OEM Staff will not be present at the ICP in an exercise capacity. Simulated command and control will be executed by named drill participants.
2. Wired and cell phones are working but are not reliable due to the large amount of cellular traffic due to the local fire.
3. Weather conditions are clear, with strong Southwesterly winds.
4. Smoke is drifting over portions of Cupertino.
5. SCC Sheriff's Office has defined conditions under which CCC can respond to and operate within the evacuation area.
NOTE: these specific conditions have not been defined.

1.3.2 Assumptions

1. We will staff 1 Operational Period.
2. We will respond with our current state of readiness and with whoever shows up.
3. Weather conditions are current PLUS the above weather artificiality.
4. The drill will be postponed in the event of rain.
5. All information in the narrative is considered valid.

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
- *"Preparing for wildfire evacuation and alternatives: Exploring influences on residents' intended evacuation behaviors and mitigations"*, International Journal of Disaster Risk Reduction, May 2021, <https://www.sciencedirect.com/science/article/pii/S2212420921001436>

1.5 Exercise Control

This exercise will be driven by scenarios and simulated conditions defined for each field response location. A MESL will be developed to track progress and ensure alignment with the scenario.

1.6 Communications

1. Standard message passing procedures will be followed.
2. The CARES ICS 205 will be referenced.
3. C469 responds to the ICP and supports the city ICP with information passed from field units.
4. A City Trunk Radio test will be performed.
5. Optionally, VoIP phones can be deployed between C469 and one or more ICP section locations.
6. CARES will establish and operate on the Resource Net from C469.
7. CARES members will pass observation and status reports from various locations.
8. CCC will operate the Zone 1 CCC Net on FRS/GMRS from Monta Vista ARK.
9. CCC (CERT, BL, NW) will operate within their neighborhoods to pass traffic on evacuation readiness and status.
10. A cross-band repeater will be deployed.
11. 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. No notification to City residents using NextDoor or other standard messaging systems.
4. City notifies west-end residents of the exercise

1.11 Instructions to Participants

1. This exercise is not a test of personnel.
2. This is a training exercise designed to test tools, capabilities, procedures, and processes.
3. Actions and decisions should be consistent with the established city and public safety procedures, and training that has been conducted.
4. REMEMBER, this is an exercise and NOT a test!

2 Drill Planning

2.1 Before the event

2.1.1 Background development

1. Meet with City OEM; brief them on our plans and the plausibility of our deployment approach; T.Chin/EM, M.Gebhardt/OEM, K.Ericksen/OEM ... PENDING
2. Work with CCC Coordinator to determine how CERT/BL/NW resources could be integrated into the exercise.... PENDING
3. Review the plan with management at the 4 skilled nursing facilities. Determine interest and get permission in allowing us to operate on site and make simulated reports.

2.1.2 Injects

4. Develop canned scenario messages to be used at the different locations. Describe either something the Field Responder will observe, or information or a request from someone with whom they interact (real or simulated) ... PENDING
5. Use the concept of "timed release" messages from each location so everyone has several opportunities to pass traffic.

2.1.3 Planning Events

6. 31-Mar-2022: First reading, feedback of ExPlan, CARES... DONE
7. 14-Apr-2022: Review of ExPlan with Cupertino OEM... Pending
8. 21-Apr-2022: Second ExPlan reading, feedback, CARES...
9. 02-May-2022 (week of): Third reading, feedback of ExPlan...

2.1.4 Related Training Events

10. 06-Apr-2022: CARES General Meeting, Topic: Coordination in Community Evacuation... **DONE!**
11. 05-May-2022: CARES General Meeting, Topic: Drill Prep: the CARES evacuation response scenario; message handling, net operations, cross-band refresher... Pending
12. 12-May-2022: CCC Training session, Topic: Drill Prep...

2.1.5 Action Items

1. Review and update ICS 205 radio/frequency plan. AEC Staff...
2. Work with the city, SCCFD to receive Zonehaven zone maps of the city and West Valley area (10-20 miles out) ... KenE
3. Invite T.Chin, M.Gebhardt, Sheriff, SCCFD to the Saturday Drill, ~10:30am... Jim

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.

Friday 12:25: The fire started south of Stevens Canyon Road, apparently from a lightning strike. SCCFD was on the scene within 15 minutes of notification.

Friday 13:45, SCCFD requests CAL Fire assistance. With winds out of the Southwest, smoke and the direction of burn is heading toward the valley.

Friday 17:00: CAL Fire declares the *Canyon Trail Fire* only 5% contained and spreading to the Northeast. Evacuation zones SCC-E017, -E018 status is set to *Evacuation Order*. Evacuation zones SCC-E008, SCC-E009, CUP-E016 and CUP-E017 status is set to *Evacuation Warning*.

By 18:00, the City of Cupertino OEM activates the EOC to Level 3.

Cupertino OEM also joins the Unified Command at the ICP on Saturday, Monta Vista Park, to coordinate any potential city evacuation with SCCFD, SCCSO, and CAL Fire.

CCC sends AlertSCC to CCC, other volunteers requesting to stand by or assemble at Monta Vista ARK Staging in preparation for a possible evacuation.

Cupertino OEM requests CCC to activate Saturday morning in preparation to do the following:

1. Support the ICP with the CCC DOC.
2. Deploy Comm 469 to support the ICP.
3. Provide field observations on any potential evacuation and fire.
4. Support Shelter or TEP operations.
5. Coordinate with senior residence communities on their evacuation status.

Saturday, 08:15: Cupertino OEM joins the ICP at Monta Vista Park as part of the Unified Command. C469 arrives. CCC directs Monta Vista ARK to activate to Level 2.

Saturday, 09:00: Strong wind gusts have pushed the fire further east. SCCFD upgrades the evacuation zone status to *Evacuation Order* for SCC-E008, SCC-E009, CUP-E016 and CUP-E017.

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 to monitor the evacuation will occur based on the guidance from the city and our Public Safety agencies. For the purposes of this exercise, 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 ICP.

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

1. DOC at ICP (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. 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.
3. Comm Van (5)
Manages the field resources.
Staffing: (i) Shift Supervisor, (ii) Resource/Msg NCS, (iii) Radio Room Operator, (iv) County Packet & Voice Net, and (v) CERT/BL/NW Operations Net.
4. Staging (2)
Sign in field responders, deliver safety briefing, make field assignments.
5. Allied Health sites (skilled nursing): PRI 1
 - a. The Forum (2+, CARES)
 - b. Sunnyview Retirement Community (1-2, CARES or CCC)
 - c. Marianist Center (1-2, CCC)
 - d. Cupertino Healthcare and Wellness (1-2, CARES or CCC)
6. Route Observation: PRI 2, 3;
Staff observation points along the evac route to report on traffic flows and counts, 4 locations. Staffing: 2 per location (8)
 - a. Location #1
 - b. Location #2
 - c. Location #3

d. Location #4

7. Fire Lookout westbound/Xband Ctl Op, Regnart Heights (2) PRI 4
Assignment: (i) set up a Cross-band Repeater, (ii) report any observations on the fire
8. Fire Lookout (southbound), The Forum (2) PRI 4
Assignment: (i) report any observations on the fire
9. Station 23, Cal Fire / Stevens Creek. Field Deployment (2); PRI 5
Assign to Cal Fire Comm 1629.
 - a. **Simulation:** Comm 1629 will actively monitor most of the incident frequencies, taking resource requests, etc., monitor CARES communications with the ICP, and take action (relay to the IC for immediate life threats) when they hear something relevant from 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.
10. Stevens 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: Stevens Dam parking lot
11. Temporary Evacuation Point, Quinlan Center, Field Deployment (2); PRI 9
12. 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.
13. Field Supervisor (1)
Mobile, provide Field support for deployed CARES teams.

4.1.2 Instruction #2 – Field message inject guidance

The purpose of this exercise is to practice message passing. Injects are developed to provide-scenario-specific information that will be passed to net control at the ICP.

Injects will be developed around content similar to the following. This section captures ideas on the types of messages that could be passed, not necessarily the details that could go into the inject itself.

Field Responder, Route Observations

Staffing: A CARES volunteer

1. Check in to the net when traveling from staging to the assignment.
2. Notify when at the assignment.
3. ICP requests periodic vehicle counts on passing traffic or other information.
4. Relay questions, information from evacuating residents

- a. Best commercial radio station to listen to?
- b. When will be able to return?
- c. Where can I go to charge my cell phone?
- d. My neighbor refuses to leave, address is
- e. There is a ranch back there with livestock still in pens, address is
- f. Where is the closest gas station?
- g. Mountain lions coming down from the hills fleeing the fire.
- h. (REF: <https://firesafemarin.org/prepare-yourself/evacuation-guide/evacuation-checklist/>)

5. Others?

Field Responder, Retirement/Skilled Nursing facilities

Staffing: This may be CARES or CCC volunteer depending on available resources at the facility.

1. Check in to the net.
2. State of facility management awareness of the evacuation
3. Request for # of independent living residents, assisted living residents, skilled nursing residents
4. How many they can transport themselves.
5. Request for 'x' number of ambulatory, bedridden, or wheelchair transport.
6. Others?

Regnart Ridge

Staffing: CARES volunteers

1. See *CUP-18-35T-wildfire-injects #4*
2. Take and report fire Bearing Heading

Station 23

Staffing: CARES volunteer

1. See *CUP-18-35T-wildfire-injects #5*

Stevens Dam Site

Staffing: CARES or CERT volunteer

1. See *CUP-18-35T-wildfire-injects #6*
2. Take and report fire Bearing Heading

Organized neighborhood

Staffing: CERT, Block Leader, or Neighborhood Watch resident

1. Check in to the CCC ARK Net

2. Inform NCO that all residents have been informed of the evacuation
3. Number of residents who refuse to leave, address is: ...
4. Medical issues: Resident is bed-bound and needs transport,
Resident has O2 machine and will need O2 tanks to travel, etc.
5. Leaving now, number of known residents still at home.

