Mass Transportation/Evacuation
Tabletop Exercise
August 21, 2013
Opening, Introductions, & Overview
Welcome and Opening Remarks

- Sign In
- RCPGP Regional Match and Time Collection Forms
- Lunch Ordered?
  - $10/per person
- Tabletop Exercise – Materials Folder
Housekeeping

- Restrooms
- Silence cell phones
- Emergencies
- Breaks
Introductions

• Bay Area UASI
• Facilitators
• Participants
<table>
<thead>
<tr>
<th>Time</th>
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<tr>
<td>0900</td>
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<td>Introductions</td>
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<td>Objective 1: Phase 2</td>
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<td>Discussion 30 minutes</td>
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<td>Report out 15 minutes</td>
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<td><strong>Module 2: Tabletop Discussion (cont’d)</strong></td>
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<td>1445</td>
<td>Hot Wash</td>
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Situation Manual

Mass Transportation/Evacuation Tabletop Exercise Situation Manual

August 21, 2013
Exercise Scope

• This is a six-hour, discussion-based exercise
• The tabletop exercise follows the Homeland Security Exercise and Evaluation Program (HSEEP) methodology and documentation
Exercise Purpose

To review and vet the relationship of the RCPGP Regional Catastrophic Earthquake Mass Transportation/Evacuation Plan to the Federal, State, regional, and local plans that address mass transportation and evacuation issues.
Exercise Guidelines

• This exercise will be held in an open, low-stress, no-fault environment. Varying viewpoints, even disagreements, are expected.
• Respond to the scenario using your knowledge of current plans and capabilities (i.e., you may use only existing assets) and insights derived from your training.
• Decisions are not precedent setting and may not reflect your organization’s final position on a given issue. This exercise is an opportunity to discuss and present multiple options and possible solutions.
• Issue identification is not as valuable as suggestions and recommended actions that could improve response efforts. Problem-solving efforts should be the focus.
Mission Areas

- Response
- Recovery

Core Capabilities

- Critical Transportation
- Operational Coordination
- Intelligence and Information Sharing
Overarching Exercise Objectives

• Review the Plan to vet and align Federal, State, and local government
  — Roles & Responsibilities
  — Notification & Activation Procedures
Overarching Exercise Objectives (cont’d)

- Discuss critical elements identified during Golden Guardian 2013
- Identify gaps, develop recommendations for adoption of Regional Catastrophic Preparedness Grant Program (RCPGP) functional plans as annexes to the Regional Emergency Coordination Plan (RECP) and core city and Operational Area Emergency Operations Plans (EOPs)
Objectives for this Exercise

- Review the roles and responsibilities of critical agencies and organizations identified in the *Regional Catastrophic Earthquake Mass Transportation/Evacuation Plan*
- Review and assess the communication and coordination capabilities for mass transportation and evacuation at all levels of government
- Review the effectiveness of information sharing among entities at various levels of government
Module 1:
Comprehensive Plan Review
Plan Relationships
Emergency Plan Relationships
Federal ➤ State ➤ Region ➤ Operational Areas ➤ Local Governments

FEMA
National Response Framework (NRF), 2013
Emergency Support Functions (ESFs), 2008

California Catastrophic Incident Base Plan (CONOP), 2008

CALIFORNIA
State of California Emergency Plan (SEP)
Emergency Functions (EFs)

San Francisco Bay Area Earthquake Readiness Response: Concept of Operations Plan (CONPLAN)*
*Only applies to Coastal Region, specifically the San Francisco Bay Area counties of: Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano, and Sonoma.

Coastal Region

Regional Emergency Coordination Plan (RECP), 2007
Regional Catastrophic Earthquake Plans (RCPGP), 2011
RECP Subsidiary Plans

Emergency Operations Plans (EOPs)
Alameda ➤ Oakland
Contra Costa
Marin
Monterey
Napa
San Benito
San Francisco
San Mateo
Santa Clara ➤ San Jose
Santa Cruz
Solano
Sonoma

- Care and Shelter
- Communications
- Fire and Rescue
- Hazardous Material
- Law Enforcement and Coroner/Medical Examiner
- Logistics
- Medical and Health
- Recovery
- Transportation
Transportation/Evacuation Plan Relationships
Federal ➤ State ➤ Region ➤ Operational Areas ➤ Local Governments

1 Only applies to Coastal Region, specifically the San Francisco Bay Area counties of: Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano, and Sonoma.

2 MTCs jurisdiction covers the following counties: Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma.

- Guidance for national response to all types of disasters and emergencies
- Built on NIMS to be scalable, flexible, and adaptable.
- Incorporates “Whole Community” preparedness concept into 2013 version
- One of five planning mission area frameworks: Prevention, Protection, Mitigation, Response, and Recovery

http://www.fema.gov/library/viewRecord.do?id=7371
NRF Structure

- NRF Core Document
  - Emergency Support Function Annexes
  - Support Annexes
  - Incident Annexes
  - Partner Guides
ESF #1-- Transportation

• The ESF #1 Coordinator and Primary Agency is the U.S. Department of Transportation
• Assists Federal, State, tribal, and local government entities, voluntary organizations, NGOs, and the private sector in management of transportation systems and infrastructure

- Coordinating Agency: DHS/FEMA
- Cooperating Agencies: USDA, USDOC, DOD, DOE, HHS, DHS, DOJ, USDOT, VA, GSA, ARC, NVOAD, CNCS
Mass Evacuation Incident Annex

Provides an overview of mass evacuation functions, agency roles and responsibilities, and overall guidelines for the integration of Federal, State, tribal, and local support in the evacuation of large numbers of people in incidents requiring a coordinated Federal response.
Mass Evacuation Incident Annex (cont’d)

• Establishes the criteria under which Federal support to mass evacuations is provided
• Provides a concept of operations for Federal-level mass evacuation support
• Identifies the agencies and organizations involved in a Federally-supported mass evacuation
• Defines the roles and responsibilities of Federal entities in planning, preparing for, and conducting mass evacuations
• Identifies guidelines to improve coordination among all levels of government when Federal evacuation support is required
• Requires cooperation of many different ESFs
State of California Emergency Plan (SEP) [2009]

- Provides the overall framework for State, Federal, local, and tribal governments, and the private sector to work together to mitigate against, prepare for, respond to, and recover from the effects of emergencies and disasters
- Conforms to requirements of Emergency Services Act, SEMS, NIMS, and the NRF

http://www.calema.ca.gov/PlanningandPreparedness/Pages/State-Emergency-Plan.aspx
California Emergency Function (EF) Annexes (2013)

- SEP established 18 CA-EFs and lead agencies for each
- Each CA-EF represents an alliance of public and private sector stakeholders possessing common interests and shared responsibilities for emergency management functions
- Intended to operate across the five mission areas and emergency management phases

http://www.calema.ca.gov/PlanningandPreparedness/Pages/Emergency-Functions.aspx
CA-EF 1: Transportation

• California State Transportation Agency (CalSTA) is the Lead Agency

• Provides framework to support State assistance in the management of transportation systems and infrastructure during domestic threats or in response to incidents
CA-EF 16: Evacuation

• CalSTA is the Lead Agency
• Provides support to jurisdictions for the safe evacuation of persons, domestic animals and livestock from hazardous areas

• Describes the joint response of the State and Federal governments to a M 7.9 earthquake on the San Andreas Fault in the Bay Area

• Does not describe the specific response efforts of these entities, but does describe the resources that will be deployed by the Federal government

http://www.calema.ca.gov/PlanningandPreparedness/Pages/Catastrophic-Planning.aspx
CONPLAN Annex C- Tab 14, Transportation and Logistics

• Describes concept of operations for supporting local and state transportation and logistics response activities after a catastrophic earthquake
• Identifies facilities and transportation routes
• *Regional Catastrophic Earthquake Mass Transportation/Evacuation Plan* offers an expanded operational plan using the same scenario
California Catastrophic Incident Base Plan: Concept of Operations (CONOP) [2008]

- Establishes a concept of operations for the joint Federal-State response to, and recovery from a catastrophic incident in California
- Identifies the joint State/Federal organization and operational framework that supports affected Operational Areas and local governments in the incident area

http://www.calema.ca.gov/PlanningandPreparedness/Pages/Catastrophic-Planning.aspx
CONOP (cont’d)

• Describes integration of Federal resources into State-led response to a catastrophic incident to achieve unity of effort

• Does not change the fact that all requests for Federal assistance be made through the State consistent with protocols and procedures established under SEMS

• Assumes formation of UCG to consolidate operational elements of the REOC, SOC, and IMAT at the JFO
UCG Objectives

• Provide leadership for agencies to work together with common objectives to ensure that the management of the incident response is effective

• Ensure that all decisions are based on mutually agreed-upon objectives, regardless of the number of agencies or jurisdictions involved

• Ensure that regional and State-level functions are integrated into the JFO in a manner that is transparent to local and Operational-level authorities
Regional Emergency Coordination Plan (RECP) [2007]

- Provides all-hazards framework for collaboration and coordination
- Defines procedures for regional coordination, collaboration, decision-making, and resource sharing
- Describes the formation of and roles and responsibilities of a Regional Coordination Group (RCG)
- Authorizes creation of Task Forces
- Consists of Base Plan and nine Subsidiary Plans

http://www.calema.ca.gov/RegionalOperations/Pages/Plans-for-Coastal-Region.aspx
RCG – General Description

• May be convened by REOC Director to provide guidance on decisions regarding the allocation of resources and response coordination

• Consists of relevant Branch Coordinators of the REOC Operations Section, Operations Section Chief, REOC Director, Operational Area representatives, and SMEs

• Meetings held by conference call or videoconferencing
RCG – Purpose

• Allows the REOC Director to initiate a dialogue with Operational Area EOC Directors
• Gives Operational Areas opportunity to provide input for important decisions
RCG – Coordination Calls

• Usually at the initiation of response operations to establish contact with Op Area EOC Directors
• When necessary to focus on a specific topic
• When situation dictates regular contact
• When one or more Op Area EOC Directors requests that the group be convened
Regional Task Forces

• Convened by REOC Director to address complex, multi-disciplinary issues
• Composed of local, State, Federal, and NGO representatives
• Activated when immediate solutions required
• Analyses and recommendations go to REOC Director or to the RCG
RECP Subsidiary Plans

• Support the RECP Base Plan by providing function specific frameworks for coordination among the Coastal Region REOC, Coastal Region Operational Area EOCs, and the State Operations Center

• Provide an overview of the roles and responsibilities of agencies responsible for specific functional activities and specific guidance for the REOC in the event of a regional emergency

http://www.calema.ca.gov/RegionalOperations/Pages/Plans-for-Coastal-Region.aspx
Transportation Subsidiary Plan (2008)

- Defines procedures for coordinating provision of transportation capacity
- Defines roles, responsibilities, and protocols for the evaluation, restoration, and operation of transportation agencies and EOCs before, during and after an incident
- Facilitates the coordination of transportation response to move resources and people
- Provides REOC with guidance to identify and prioritize transportation needs
Recovery Subsidiary Plan

• Applies to 90-day period following a disaster
• Describes the transition from response to recovery operations
• Establishes a Regional Recovery Task Force (RRTF)—led by a Governor-appointed chairperson
  — RRTF can create Working Groups
• Plans address specific recovery issues, including transportation, debris management, infrastructure, and housing
San Francisco Bay Area Regional Transportation Emergency Management Plan (RTEMP) [2008]

- Provides guidance to MTC, Caltrans, CHP, WETA, and other transit agencies for coordinating response and recovery efforts and allocating assets to restore regional transportation mobility
- Incorporates Trans Response Plan
- Used to support development of *Regional Catastrophic Earthquake Mass Transportation/Evacuation Plan*

Emergency Water Transportation System Management Plan (2008)

• Prepared by the Water Emergency Transportation Authority (WETA)
• Mandated by SB 976 (2007)
• Provides information regarding how WETA will coordinate the response of public transportation ferry operators during an emergency and on WETA’s operational capabilities and resources
Regional Catastrophic Earthquake Mass Transportation/Evacuation Plan (2011)

• Scenario-driven, function-specific operations plan for mass transportation/evacuation activities undertaken after a catastrophic earthquake
• Addresses planning assumptions, agency roles and responsibilities, mass transportation/evacuation resources, recommended priorities and time-based objectives, and establishes a response timeline

www.bayareauasi.org/resources/plans-reports?page=2
Operational Area Catastrophic Earthquake Transportation/Evacuation Plans (2011)

- Provide guidance for mass transportation/evacuation operations occurring within an Operational Area after a catastrophic earthquake
- Developed under the Regional Catastrophic Preparedness Grant Program
- Consistent with the *Regional Catastrophic Earthquake Mass Transportation/Evacuation Plan*
- Owned and maintained by the OAs and are annexes to their Emergency Operations Plan (EOPs)
Core City Catastrophic Earthquake Mass Transportation/Evacuation Plans (2011)

- Plans provide guidance for coordinating mass transportation resources, including operations needed to support the movement of populations affected by the earthquake
- Developed under the Regional Catastrophic Preparedness Grant Program
- Consistent with the *Operational Area Catastrophic Earthquake Mass Transportation/Evacuation Plans*
- Owned and maintained by the cities and are annexes to their EOPs
BREAK – 15 Minutes
RCPGP
Catastrophic Earthquake Mass Transportation/Evacuation Plan
Plan Overview

• Designed to guide use of mass transportation resources for:
  – Outbound evacuation of affected populations
  – Inbound transport of emergency service workers
  – Eventual return of evacuees

• Plan describes mass transportation/evacuation operations
  – Timeline extends to 60 days after the event
  – Operations to be conducted within the region
Plan Overview (cont’d)

• Plan does not address evacuation of the entire region
  – Only those affected populations who need to rely on mass transportation resources
  – Evacuations may involve hundreds of thousands of people across the region

• Plan recognizes that evacuation needs and capabilities will vary geographically and over time
Regional Plan Scenario
Catastrophic EQ: M7.9, San Andreas Fault
• 500,000 households without electricity
• 1.8 million households without potable water
• 7,000 fatalities
• 50 million tons of debris
• Over one million people requiring transportation assistance because of hazardous conditions or dislocation
• 404,400 households needing interim housing (one month after the earthquake)
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<tr>
<th>County</th>
<th>Overall Population</th>
<th>General Population</th>
<th>Homeless</th>
<th>Visitors/ Tourists</th>
<th>Inter-County Commuters</th>
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Source: URS analysis (2009)

1 Projected numbers for E to E+72 hours include residents seeking shelter because of immediate loss of housing but do not include residents seeking shelter because of secondary effects (e.g., lack of water, power, sewer)
2 2000 U.S. Census; updated to 2009 figures using California Department of Finance data. Includes access and functional needs populations
3 Assumption is that 50% of the residents/homeless seeking shelter need to use mass transportation resources
4 Assumption is that 75% of visitors in San Francisco and 50% of visitors in the rest of the counties need mass transportation to evacuate
5 Assumption is that 75% of commuters in San Francisco are from other counties, 50% of commuters in Santa Clara are from other counties
Key Assumptions

• Local conditions drive the need for evacuation. The entire region does not need to be evacuated nor even entire counties.

• Secondary effects, such as hazardous materials release and loss of potable and waste water systems, force a second wave of evacuations by residents who might otherwise be able to stay in their residences.

• Inadequate shelter capacity in the region requires movement of evacuees to shelters in counties outside the region, within California, and in other states.
Key Assumptions (cont’d)

• A portion of the population housed at shelters needs periodic transportation between the shelters and sites for specialized care (e.g., renal dialysis every three days).

• Large portions of the transportation infrastructure are likely to be damaged or destroyed, precluding their use for both normal transportation and for evacuation.

• Roadways are the primary networks for mass transportation/evacuation. Water and rail networks are also used where conditions allow.

The complete list of assumptions for the plan are in your manual. Please review them and submit written comments to URS after the conclusion of today’s workshop.
Roles and Responsibilities

Transportation Service Providers

• Public mass transportation agencies
• Service providers to Access and Functional Needs populations
• Private and nonprofit transportation providers
Roles and Responsibilities

MTC

- Activate its Emergency Operations Center (EOC) and implementing the Regional Transportation Emergency Management Plan (RTEMP) and the Trans Response Plan (TRP) during a disaster or at the request of Cal OES or two or more Bay Area transportation agencies
- Coordinate the Bay Area transit resources among the mass transportation agencies
- Coordinate with Cal OES to identify transit resources for the response
- Coordinate activities under the San Francisco Bay Area Transit Operators Mutual Aid Agreement
Roles and Responsibilities

WETA

• Operate emergency activities of all water transportation and related facilities in the Bay Area, except those provided and owned by the Golden Gate Bridge, Highway and Transportation District (GGBHTD)
• Coordinate with Cal OES and MTC regarding the availability and allocation of water transportation and related facilities
• Implement the Emergency Water Transportation System Management Plan
Roles and Responsibilities

State Agencies
• Cal OES
• Caltrans
• CHP

Federal Agencies
• FEMA
• USCG
• DOT
• FAA
Communication and Coordination
Operational Timeframes

- E to E+72 hours
- E+72 hours to E+14 days
- E+14 days to E+60 days
Operational Priorities

E to E+72 hours

• Develop situational awareness
• Establish and operate an organization to conduct mass transportation evacuation operations and support movement of emergency service workers and affected populations by integrating local, State, and Federal resources and operations
• Establish a priority for movement of affected populations based on life-safety concerns
Operational Priorities

E+72 hours to E+14 days

- Develop a service plan of operations to support movement of emergency service workers into the affected area
- Acquire and deploy appropriate transportation resources to move outbound evacuees and inbound emergency service workers
- Manage mass transportation networks and resources to conduct initial movement of evacuees and emergency service workers
- Provide mass transportation resources and management to support follow-on movement of evacuees from shelters to interim housing and other locations
Operational Priorities

E+14 days to E+ 60 days

• Provide mass transportation resources and management to support follow-on movement of evacuees from shelters to interim housing and other locations

• Support re-entry of evacuated populations

• Support ongoing transportation of emergency service workers into and within the region

• Support restoration of basic transportation services
Module 2: Tabletop Discussion
Objective 1: Phase 2

- Review the roles and responsibilities of critical agencies and organizations identified in the Regional Mass Transportation and Evacuation Plan. (Core Capability: Critical Transportation)

Discussion Time: Approximately 30 Minutes
Report Out: 15 Minutes

Scenario and questions can be found in your SitMan on pages 19 and 20
Objectives 2 and 3: Phase 2

- Review and assess the communication and coordination capabilities for mass transportation and evacuation at all levels of government. (Core Capability: Operational Coordination)
- Review the effectiveness of information sharing among entities at various levels of government. (Core Capability: Intelligence and Information Sharing)

Discussion Time: Approximately 30 Minutes
Report Out: 15 Minutes

Scenario and questions can be found in your SitMan on page 20
Objectives 2 and 3: Phase 3

• Review and assess the communication and coordination capabilities for mass transportation and evacuation at all levels of government. (Core Capability: Operational Coordination)

• Review the effectiveness of information sharing among entities at various levels of government. (Core Capability: Intelligence and Information Sharing)

Discussion Time: Approximately 30 Minutes
Report Out: 15 Minutes

Scenario and questions can be found in your SitMan on page 21
BREAK – 15 Minutes
Completion of Module 2: Tabletop Discussion
Hot Wash

1. What are the strengths identified today?
2. What are the key areas of improvement identified today?
3. What are the recommendations?

Additional thoughts – Exercise Design
1. What did you like about the exercise?
2. Suggested changes?
Next Steps

• Complete Participant Feedback Forms
• Analyze today’s information
• Draft After-Action Report for review
• After-Action Conference Call
• Final After-Action Report and Improvement Plan
• Cal OES adoption of the Regional Interim Housing Plan
Closing Comments
THANK YOU!

Please leave your completed Participant Feedback Forms on the tables.