

# Mass Transportation/Evacuation Tabletop Exercise August 21, 2013



TABLETOP EXERCISE

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# Opening, Introductions, & Overview



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# **Welcome and Opening Remarks**

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



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# Housekeeping

- Restrooms
- Silence cell phones
- Emergencies
- Breaks

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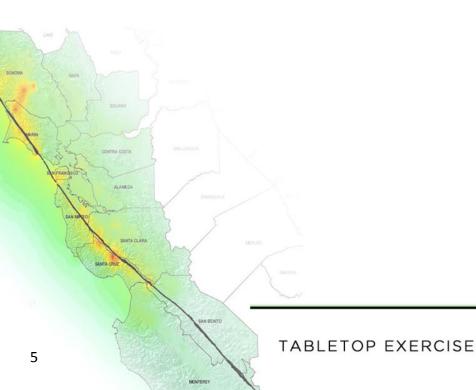
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# Introductions

- Bay Area UASI
- Facilitators
- Participants





# Agenda

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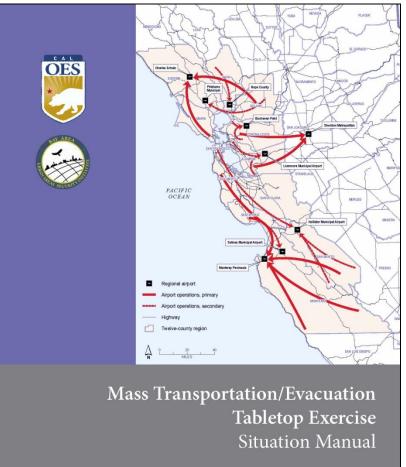
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Time	Activity		
	Wednesday, August 21, 2013		
0900	Registration		
0930	Welcome and Opening Remarks		
0935	Introductions		
0945	Exercise Overview		
1000	Module 1: Comprehensive Plan Review		
1045	Break		
1100	Module 1: Comprehensive Plan Review (cont'd)		
1145	Lunch Break		
1215	Module 2: Tabletop Discussion		
	Objective 1: Phase 2		
	Discussion 30 minutes		
	Report out 15 minutes		
1300	Module 2: Tabletop Discussion (cont'd)		
	Objectives 2 & 3: Phase 2		
	Discussion 30 minutes		
	Report out 15 minutes		
1345	Break		
1400	Module 2: Tabletop Discussion (cont'd)		
por s	Objectives 2 & 3: Phase 3		
	Discussion 30 minutes		
	Report out 15 minutes		
1445	Hot Wash		
1455	Next Steps		
1500	Closing Comments		

#### TABLETOP EXERCISE



### **Situation Manual**



August 21, 2013



#### TABLETOP EXERCISE

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# **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





Homeland Security Exercise and Evaluation Program (HSEEP)

April 2013





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#### **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.



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# **Exercise Guidelines**

- This exercise will be held in an open, low-stress, nofault 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



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# **Overarching Exercise Objectives**

 Review the Plan to vet and align Federal, State, and local government

 Roles & Responsibilities
 Notification & Activation Procedures



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# **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** A A SECU TANTA CT ARE



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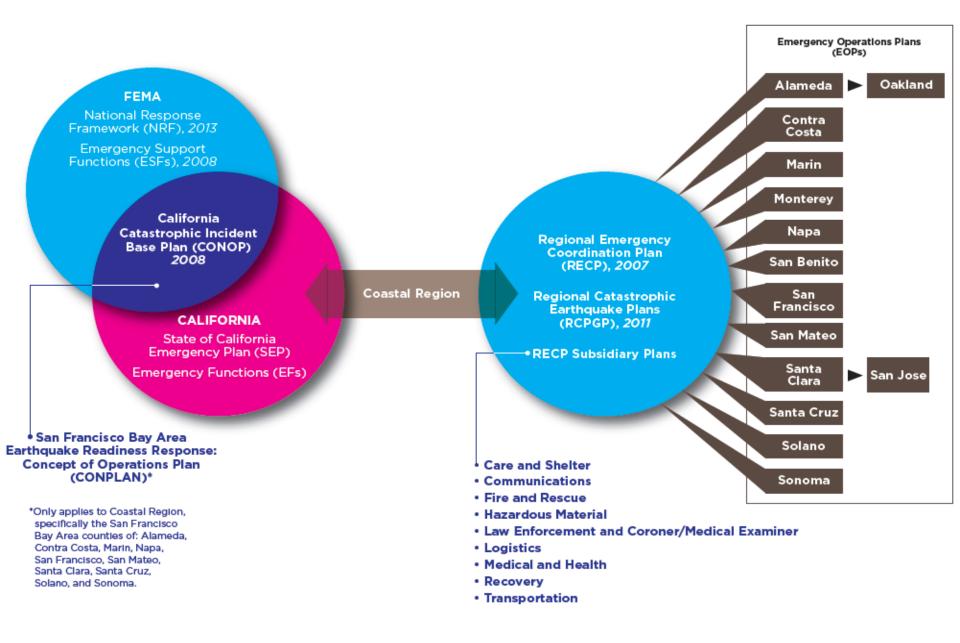
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### **Plan Relationships**



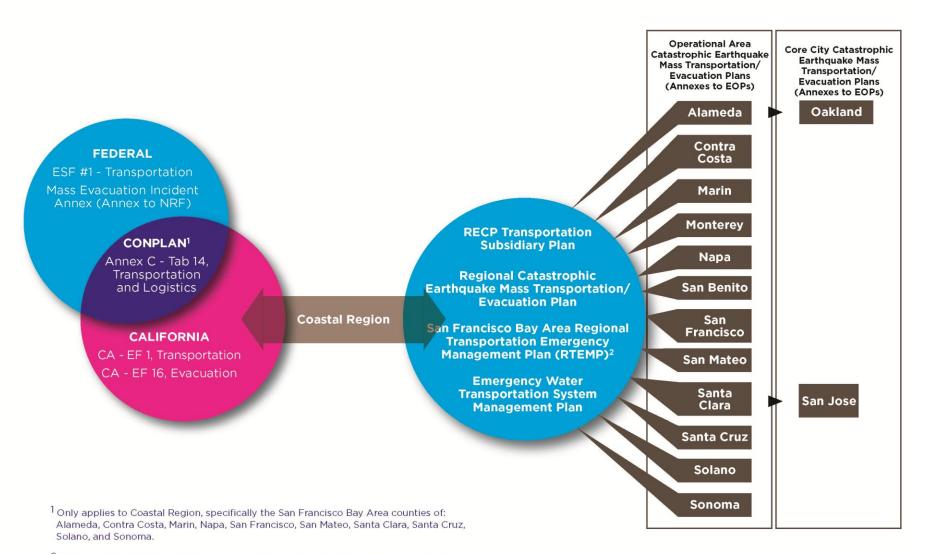
#### **Emergency Plan Relationships**

Federal ► State ► Region ► Operational Areas ► Local Governments



#### **Transportation/Evacuation Plan Relationships**

Federal ►State ► Region ► Operational Areas ► Local Governments



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

### National Response Framework (2008) and (2013)



National Response Framework

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Second Edition May 2013

Becurity

- 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

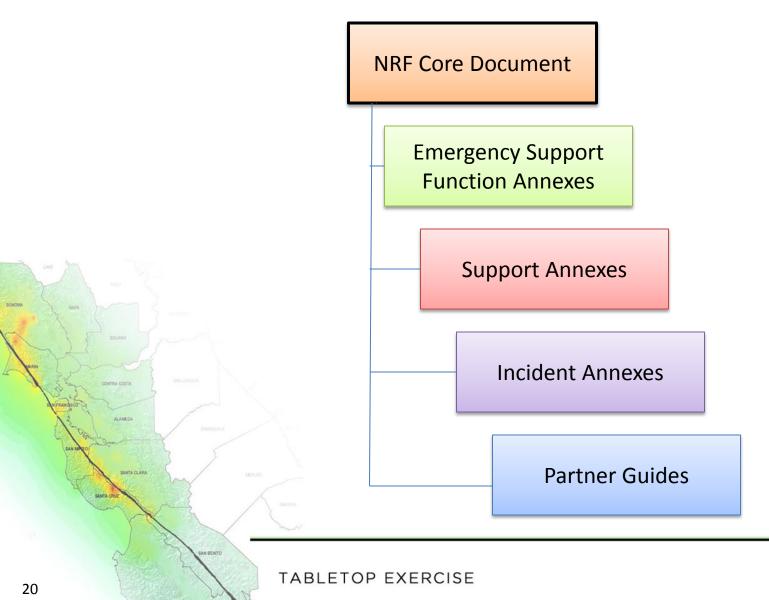
http://www.fema.gov/library/viewRecord.do?id=7371



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#### **NRF Structure**

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# **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





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### Mass Evacuation Incident Annex (2008)

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

Coordinating Agencies:	Cooperating Agencies:
Department of Homeland Security/Federal Emergency Homogenent Agency	Department of Arginulature Department of Commerce Department of Defense Department of Bengy Department of International Services Department of Justice Department of Justice Department of Justice General Services Administration American Red Cross Mission Red Cross Corporation for Habitian and Community Service
INTRODUCTION	
Purpose	
overview of mass evacuation fun	nex to the National Response Framework (NRF) provides an ctions, agency roles and responsibilities, and overall guideline ite, tribal, and local support in the evacuation of large numbe coordinated Federal response.
This annex:	
Establishes the criteria under	which Federal support to mass evacuations is provided.
<ul> <li>Provides a concent of operativ</li> </ul>	ons for Federal-level mass evacuation support.
	panizations involved in a federally supported mass evacuatio
Defines the roles and response	ibilities of Federal entities in planning, preparing for, and in support of State, tribal, and local authorities.
<ul> <li>Identifies guidelines to improvauthorities when Federal evad</li> </ul>	ve coordination among Federal, State, tribal, and local suation support is required.
Authorities	
amended Homeland Security Presidenti Post-Katrina Emergency Mani Pets Evacuation and Transpor Americans With Disabilities Av	elief and Emergency Assistance Act (Public Law 93-288) as al Directive 5, Management of Domestic Incidents agement Reform Act of 2006 tation Standards Act of 2006 ct (ADA) of 1990 ehabilitation Act of 1973, as amended



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### **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



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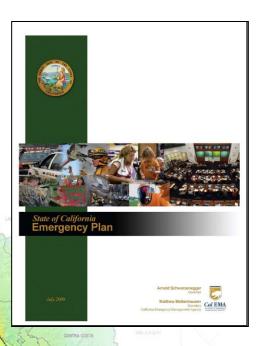
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# Mass Evacuation Incident Annex (cont'd)

- 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]



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- 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/Pa ges/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





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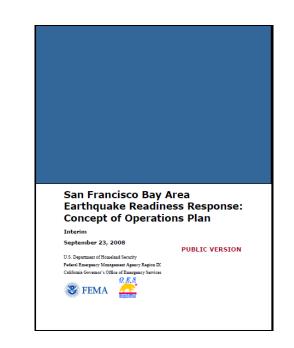
# **CA-EF 16: Evacuation**

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



#### SF Bay Area Earthquake Readiness Response: Concept of Operations Plan (2008)

- 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



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#### **CONPLAN Annex C- Tab 14, Transportation** and Logistics

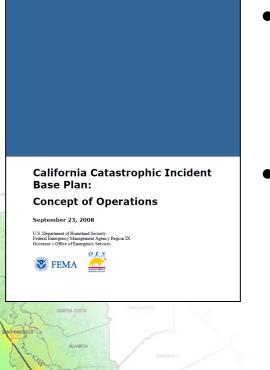
- Describes concept of operations for supporting local and state transportation and logistics response activities after a catastrophic earthquake
- Identifies facilities and transportation routes
  - Regional Catastrophic Earthquake Mass Transportation/Evacuation Plan offers an expanded operational plan using the same scenario



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#### California Catastrophic Incident Base Plan: Concept of Operations (CONOP) [2008]



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- 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, decisionmaking, 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

	San Francisco Bay Area Regional Emergency Coordination Plan
	Base Plan
al c	Prepared By
\$	Governor's Office of Emergency Services Cities of Oakland, San Francisco, and San Jose Counties of Alameda, Contra Costa, Narin, Napa, San Mateo Santa Clara, Santa Cruz, Solano, and Gonoma
G	With Support From
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http://www.calema.ca.gov/RegionalOperations/Pages/Plan s-for-Coastal-Region.aspx



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# **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

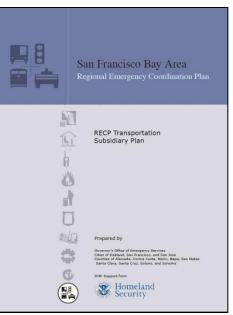
http://www.calema.ca.gov/RegionalOperations/Pages/Plans -for-Coastal-Region.aspx



# **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
  - Facilitates the coordination of transportation response to move resources and people

 Provides REOC with guidance to identify and prioritize transportation needs





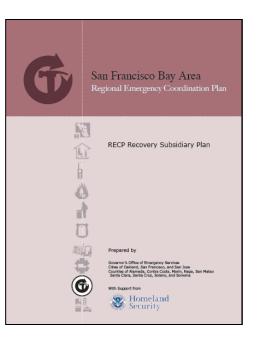
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# **Recovery Subsidiary Plan**

- 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 Governorappointed chairperson
  - RRTF can create Working Groups
  - Plans address specific recovery issues, including transportation, debris management, infrastructure, and housing

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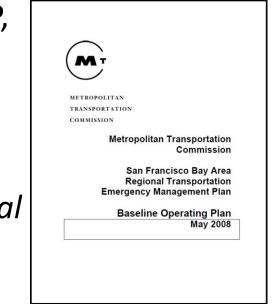




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#### San Francisco Bay Area Regional Transportation Emergency Management Plan (RTEMP) [2008]

- 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



http://www.mtc.ca.gov/planning/emergency/FINAL\_RTE MP\_May\_2008.pdf



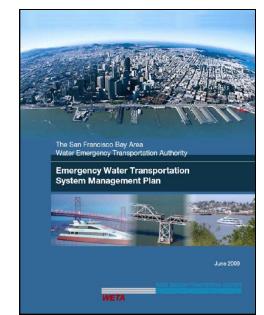
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### **Emergency Water Transportation System Management Plan (2008)**

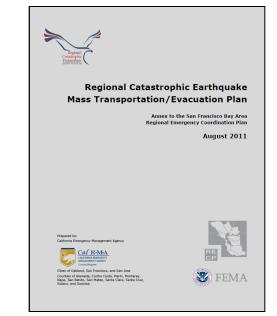
- Prepared by the Water Emergency Transportation Authority (WETA)
- Mandated by SB 976 (2007)
- Provides information regarding how WETA will coordinate the response of public transportation ferry operators during an emergency and on WETA's operational capabilities and resources





#### 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=2http://



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#### **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





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### **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



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# **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

 404,4000 households needing interim housing (one month after the earthquake)

Evacuees Needing Mass Transportation Assistance <sup>1</sup>						
County	Overall Population <sup>2</sup>	General Population <sup>3</sup>	Homeless <sup>3</sup>	Visitors/ Tourists <sup>4</sup>	Inter-County Commuters⁵	Total
Alameda	1,556,500	33,600	2,000	12,400	103,300	151,300
Contra Costa	1,060,400	6,400	1,600	8,500	41,100	57,600
Marin	258,600	2,400	700	2,100	11,000	16,200
Monterey	431,900	1,100	500	7,500	2,300	11,400
Napa	137,600	1,200	100	1,100	3,700	6,100
San Benito	58,000	100	0	500	1,100	1,700
San Francisco	845,600	32,200	2,500	56,200	205,300	296,200
San Mateo	745,800	13,000	700	5,900	72,100	91,700
Santa Clara	1,857,600	32,300	2,800	21,200	105,200	161,500
Santa Cruz	268,600	1,400	1,100	3,700	3,400	9,600
Solano	426,300	1,300	800	3,900	4,100	10,100
Sonoma	486,600	4,700	500	3,400	3,100	11,700
Total	8,133,500	129,700	13,300	126,400	555,700	825,100

Source: URS analysis (2009)

<sup>1</sup> 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)

<sup>2</sup> 2000 U.S. Census; updated to 2009 figures using California Department of Finance data. Includes access and functional needs populations

<sup>3</sup> Assumption is that 50% of the residents/homeless seeking shelter need to use mass transportation resources

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<sup>4</sup> Assumption is that 75% of visitors in San Francisco and 50% of visitors in the rest of the counties need mass transportation to evacuate

<sup>5</sup>Assumption is that 75% of commuters in San Francisco are from other counties, 50% of commuters in Santa Clara are from other counties



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# **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





# 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.



#### **Transportation Service Providers**

- Public mass transportation agencies
- Service providers to Access and Functional Needs populations
- Private and nonprofit transportation providers



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#### 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



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#### 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



#### **State Agencies**

- Cal OES
- Caltrans

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• CHP

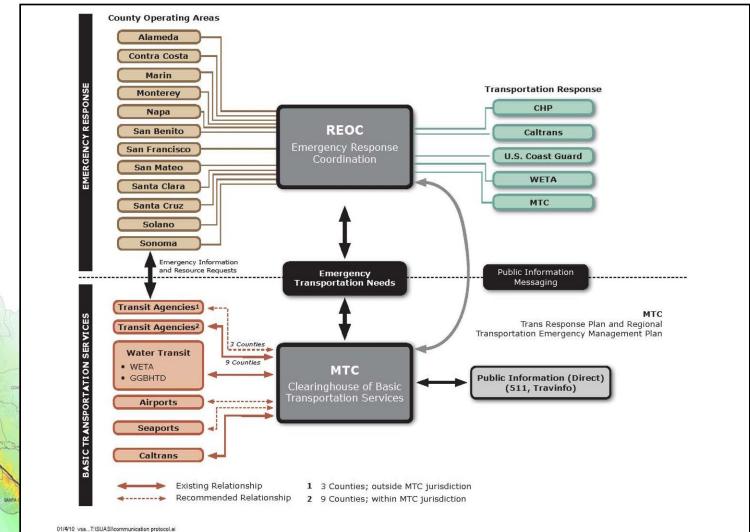
#### **Federal Agencies**

- FEMA
- USCG
- DOT
- FAA



#### TABLETOP EXERCISE

### **Communication and Coordination**



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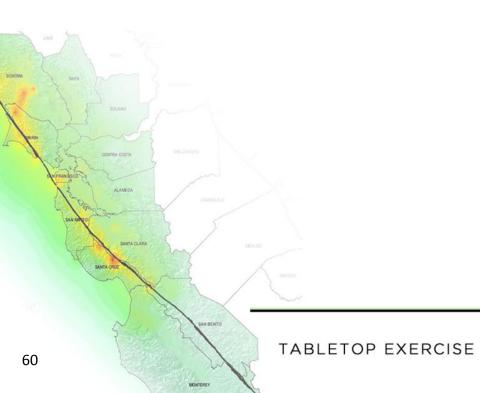
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### **Operational Timeframes**

- 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



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### 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.



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