



2019 SF Fleet Week Exercise Program

Disaster Debris Management and Emergency Route Reopening

Hosted by the San Francisco Department of Emergency Management in partnership with San Francisco Fleet Week

Background

The San Francisco Department of Emergency Management (SFDEM), in partnership with the Port of San Francisco (Port), the San Francisco Fleet Week (SFFW) Center for Humanitarian Assistance, and numerous local, state, federal, private sector, and non-governmental agency partners are conducting an emergency route reopening and debris management Defense Support of Civil Authorities (DSCA) exercise series to support SF Fleet Week.

In the aftermath of a major earthquake or any large-scale disaster, local agencies will need external support from private sector and non-governmental partners; the State of California; the Federal Emergency Management Agency (FEMA); and other federal agencies that may include Department of Defense (DoD), to support survivors in the Bay Area. In response to a Federal Disaster Declaration, the Bay Area Earthquake Plan Annex D: Logistics, indicates that FEMA can request DoD support to deliver resources to FEMA Federal Staging Areas (FSAs).

The 2019 SFFW Exercise Program will focus on requirements for the successful identification of priority routes and the logistical support needed to reopen those routes in relation to disaster debris management. This year builds on the lessons learned from nine years of the SFFW exercise program, especially the 2012 San Francisco Fleet Week Command and Control Exercise, which stepped-through and assessed the ability of local, state, and federal agencies to coordinate emergency route reopening activities.

A catastrophic earthquake, tsunami, or another major disaster will result in a significant amount of debris, destruction of infrastructure, and utility failures that will result in road obstructions due to building debris, flooding, downed power lines, and other hazards. Also, the roadway surfaces themselves may be damaged to the point that they are no longer passable.

The San Francisco Disaster Debris Management Plan (DDMP) includes a FEMA Hazus modeling forecast of 10 million tons of debris (280 football fields, eight stories high) from a major earthquake on the San Andreas Fault. This exercise series will focus on the opening of priority routes by pushing debris to the road shoulder or curb to allow life-saving services and access to critical facilities the first ten days following a disaster as part of the initial phase of debris incident response.

Associated Plans to Be Tested

- Cal OES & FEMA Region IX Bay Area Earthquake Plan
- City & County of San Francisco (CCSF) Disaster Debris Management Plan (DDMP)
- CCSF Emergency Response Plan (ERP), Earthquake Annex, Emergency Support Function (ESF) #3 Public Works and Engineering Annex, & Emergency Route Reopening Appendix
- CCSF Post Disaster Safety Assessment Guide (SAP), Post Earthquake Windshield Survey Protocol for Treasure and Yerba Buena Islands, & CCSF Windshield Damage Survey Guide
- SF Bay Area Port Recovery Plan
- U.S. Army Corps of Engineers All Hazards Plan & MV John A. B. Dillard Drift Collector Plan
- U.S. Navy Third Fleet DSCA Con Plan 3501

Exercise Program Objectives

- 1. Planning – Test Plan Integration:** De-conflict operational assumptions documented in local, regional, state, and federal emergency plans.
- 2. Operational Coordination – Maintain Common Operating Picture:** Assess the ability of local, state, and federal agencies to coordinate route reopening and debris management activities and establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.
- 3. Logistical Coordination –** Rehearse major DDMP concepts and test the coordination of logistics and communication at landing sites, staging areas, command posts, SF Department Operations Centers (DOCs), the SF Emergency Operations Center (EOC), the local Inter-Agency Debris Task Force (IDTF), the State Operations Center (SOC), the state/federal Debris Task Force, the Joint Field Office (JFO), the and the Unified Coordination Group (UCG).
- 4. Operational Communication – Vertical and Horizontal Information Sharing:** Ensure the capacity for interoperable communications in support of security, situational awareness, and operations by all means available between response forces and affected communities in the impacted areas.

Scenario

The 2019 Fleet Week Exercise Program will involve working through a catastrophic earthquake scenario. On Thursday, September 28th, 2019, at 1400 Pacific Standard Time, an M7.9 earthquake occurs on the San Andreas Fault affecting San Francisco. The earthquake's epicenter is just outside the mouth of San Francisco Bay. The earthquake ruptures the San Andreas fault for approximately 300 miles from the San Juan Bautista area in the south to the Mendocino Triple Junction in the north. Hundreds of thousands of San Francisco residents are displaced, and water and electricity access is non-existent in some areas of the city.

Exercise Sequence

San Francisco Local¹ Post-Disaster Emergency Route Opening Workshops – January 15 & 29, 2019

The first workshop presented the newly drafted Emergency Route Reopening Plan and was geared toward PW staff that will implement the plan at the DOC level post-event. There were approximately 45 participants at each workshop. Takeaways for future workshops included:

- Roadways that fall outside of CCSF jurisdiction (but are within the city footprint) and CCSF property such as water treatment sites, must be mapped and included in route opening considerations.
- Roles, processes, and communication paths from the staff and inspectors in the field up to the SFPW radio room needs to be walked through.

The second route opening workshop included a review of major concepts of the plan, including prioritization of routes based on operational objectives determines by actual events, rather than a static map. Discussion segments included:

¹ The local exercises will be limited to certain City and County of San Francisco Departments and partner agencies.

- How information is communicated from the field to DOC Command by Windshield Survey Teams, operations supervisors and other staff.
- How and by whom information is consolidated into the DOC Situation Report.
- Significant actions performed by the person in each role in the emergency route planning process and who is likely to fill those roles.

San Francisco Local DDMP Seminar and Workshop April 11, 2:00-5:00 PM

This seminar provided a review of the local Disaster Debris Management Plan (DDMP), its concepts and approaches, and the responsibilities of city departments and partners. The 60 participants were also led through a mission request workshop specific to assistance CCSF would submit to state and federal partners for debris and route opening assistance.

- The mission request training that took place during this training familiarized participants with the essential elements of information required when submitting requests for debris management resources.
- The 2019 SFFW Resource Request Drill where requests will be written and submitted to the state, and the Full-Scale Exercise which will simulate the landing of requested resources, will build on the training provided in this seminar.

San Francisco Local DDMP & Emergency Route Reopening Tabletop Exercise (TTX) July 2, 1:00-4:00 PM

San Francisco Environment presented information on debris management in the Bay Area, and the CA National Guard presented their debris and route reopening capabilities. Sixty-five participants and six Breakout Groups (three East Side of SF, three West Side of SF) walked through route reopening concepts in the first 96 hours following a catastrophic earthquake on maps with Hazus overlays of debris projections. There were robust discussions relative to decision-making, command structure and information sharing, roles and responsibilities, and support/escalation from local agencies to state/federal partners

San Francisco Fleet Week Disaster Debris Management & Emergency Route Opening TTX – September 17, 9:00AM-11:30 AM

We will activate the local Interagency Debris Task Force & State/Federal Debris Task Force to clarify concepts of parallel planning and information sharing between the tasks forces. Discussion areas include critical actions, coordination paths, and resource assignment as they arrive in San Francisco. We will identify the method for communication for emergency route reopening amongst:

- Field operators (windshield surveys, etc.) & Incident Command Posts (ICPs)
- Debris Removal Task Forces (IDTF & State/Federal Task Force)
- Department of Public Works (DPW) DOC (Department Operations Center)
- San Francisco Emergency Operations Center (EOC)
- State Operations Center (SOC) and Federal entities.

San Francisco Fleet Week Resource Request Drill & Port Recovery Functional Exercise – September 24

CCSF DOCs will exercise the completion, submission, and prioritization of emergency route reopening and debris management specific resource requests to the EOC, then to the State Operations Center (SOC) and other partners utilizing existing processes, forms, and online platforms. Five Bay Area Port

Authorities and the Water Emergency Transportation Authority (WETA) will also activate their Port Recovery Plan, link up with their city and/or county EOC, submit status reports, and send up resource request to the SOC. Cal OES will staff a Geographic Operations position in each EOC to assist with the sending of resource requests to the SOC.

San Francisco Fleet Week Disaster Debris Management & Emergency Route Opening Full Scale Exercise (FSE) & Static Display – October 7

The capstone exercise will build on lessons learned from the lead-up exercises. It will bring together Bay Area first responders and emergency managers; private sector and non-governmental organization (NGO) partners; local, state, and federal emergency managers; and DoD personnel to test disaster logistics strategies, which include emergency route opening and debris management. The exercise will consist of a display of debris and route reopening equipment (to include the USACE MV John A. B. Dillard Drift Collector, a US Navy Ship, and possibly a USCG Ship), a sand table iterative exercise at Pier 27 (to represent an offset of the Pier 94/96 FSA), as well as the activation of the SF Public Works (SFPW) DOC and the San Francisco EOC.

Anticipated Participating Agencies

- Alameda County Office of Emergency Services
- Auxiliary Communications Service (ACS)
- CA Department of General Services (DGS)
- CA Department of Transportation (Caltrans)
- CA Highway Patrol (CHP)
- CA Military Department
- CA Environmental Protection Agency (CalEPA)
- CalRecycle
- Contra Costa County Office of Emergency Services
- Federal Emergency Management Agency (FEMA)
- Governor's Office of Emergency Services (Cal OES)
- Herc Rentals
- National Park Service (NPS)
- Pacific Gas and Electric Company (PG&E)
- Port of Oakland
- Port of Redwood City
- Port of Richmond
- Port of San Francisco
- Port of Stockton
- Presidio Trust
- Recology
- SFFW Center for Humanitarian Assistance
- SF City Administrator's Office (CAO)
- SF Dept. of Building Inspection (DBI)
- SF Dept. of Emergency Management (SFDEM)
- SF Dept. of the Environment (SFE)
- SF Dept. of Public Health (SFDPH)
- SF Fire Department (SFFD)
- SF General Services Agency (GSA)
- SF Municipal Transportation Agency (SFMTA)
- SF Office of Contract Administration (OCA)
- SF Office of the Controller (CON)
- SF Police Department (SFPD)
- SF Public Utilities Commission (SFPUC)
- SF Public Works (SFPW)
- SF Sheriff's Department (SFSO)
- SF Treasure Island Development Authority (TIDA)
- US Army Corps of Engineers (ACE)
- US Coast Guard (USCG)
- US Department of Defense (DoD)
- US Department of Homeland Security (DHS)
- US Department of Transportation (DOT)
- US Department of Transportation (DOT) Maritime Administration (MARAD)
- US Environmental Protection Agency (EPA)
- US Marine Corps (USMC)
- US Navy (USN)
- US Park Police (USPP)
- Voluntary Agencies Active in Disaster (VOAD)
- Water Emergency Transportation Authority

For more information on the 2019 SFFW Exercise Program, please contact: Jill.Raycroft@sfgov.org