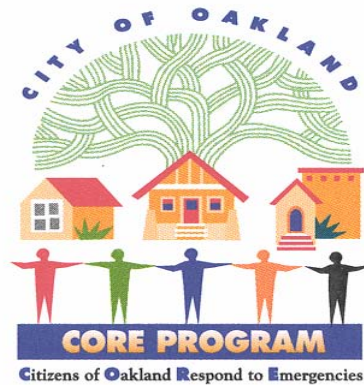


CORE



Citywide Emergency Response Functional Exercise

Saturday, April 26, 2008

After Action Report

Foreword

Thank you to the following people that helped to make the April 26, 2008 CORE Citywide Emergency Response Functional Exercise a successful venture:

Oakland Fire Department

Oakland Fire Department Chief Daniel Farrell
Oakland Fire Department Deputy Chief James Edwards
Oakland Fire Department Deputy Chief James Williams
Oakland Fire Department Battalion Chiefs
Oakland Fire Department On-Duty Firefighters

Office of Emergency Services

Renee Domingo	Cathey Eide
Kathleen Crawford	Ann Li
Coleen Bell	Nalungo Mwanga-Conley
Kaity Booth	Eileen Ogata
Cynthia Chimonyo	Linda Wong

CORE Citywide Exercise Planning Team Members

Adele Louise Bertaud	Nick Stoughton
Ann Li	Patty Van Winkle
Steve Steinhour	Don Reed
Mary O'Toole	Renee Domingo
Gary Plotner	Coleen Bell
Monique Tsang	Kaity Booth

Amateur "Ham" Radio

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Herb Boen	Art Mc Laughlin
Elizabeth Brashers	David Otey
Per Brashers	Vail Palimino
Mike Cassidy	Mike Pompa
Bob Firehock	Selma Rocket
Karen Harris	Tom Tazelaar
Marty Heyman	Jim Tiemstra
Michael Hole	

Mills College and Niviece Robinson, Assistant Director of Public Safety

Thank you to all the CORE Group Leaders and Monitors for their participation, enthusiasm and dedication to the CORE Program.

CORE GROUP	LEADER	MONITOR
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Burlington St.	Meg Bowerman	Jana Rollo-Fennick
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Chinatown	Ellen Liu	Ann Li
Cochrane Ave.	Connie Hosemann	Mary O'Toole
Creekside Tribe	Sharon Banks	Carol Urzi
Estates Fountain	Jo Loughran	Coleen Bell
Fairview Park	Anna Barnard	David Bolanos
Fernwood Community Club	Regine Goth-Goldstein	Ed Ono
Harbord/Lane/Marr	Connie Adachi	Niviece Robinson
Holyrood	Roger Vickery	Carol Urzi
Laguna - Hearst	David Edwards	Jennie Girard
LaMasna	John Campbell	Linda Wong
Montclair Valle Vista Association	S. Duane Stratton	Della Mundy
Montera Association	Kathy Carroll	Eileen Ogata
Moraga/Harbord	Will Wood	Eddie Simlin, Don Reed
Oakland Berkeley Border Oasis	Rosalie Lamb	Betty Galambos
Skyline/Moongate	Doug Mosher	Gail Hutchens
Sobrante Park	Connye Limbrick	Renee Domingo
Swan's Cohousing	Michael Coleman	Patty Van Winkle
Terrace St.	Jack Salvador	Mike Wolinski
Upper Alvarado	Gary Plotner	Gary Plotner
York/Weldon Block Group	David Smith	Steve Steinhour

AFTER ACTION REPORT
CORE Citywide Emergency Response Functional Exercise
Saturday, April 26, 2008

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SECTION I

A. Summary of Pre-Exercise Activities

Planning for the April 26, 2008 Citywide CORE Exercise began in December, 2007.

The City's CORE Coordinator organized and scheduled three training workshops at the Oakland Fire Department Training Division, including *Neighborhood Emergency Communications*, *Effectively Managing Your Neighborhood Incident Command Center*, and *Disaster First Aid*. The purpose of these workshops was to gather CORE leaders, and provide basic community organizing information, enable them to practice conducting tabletop exercises and begin planning their neighborhood exercises. The workshops were very well attended.

The CORE Citywide Exercise Planning Team (CCEPT) met in the months of December 2007 to April 2008 to develop exercise participation and promotion strategies.

There continued to be an increase in the number of CORE III classes from the month of March to May as Oakland residents prepared to be adequately trained and eligible to participate in the CORE exercise.

The Citywide Exercise Orientation for CORE Group Leaders and Monitors was held on Thursday, April 18, 2008. During this time members of the CCEPT guided participants through the contents of the Exercise Support Packet and answered any last minute questions about the Exercise.

B. Exercise Goal, Purpose and Objectives

The **goal** of the 2008 CORE Citywide Emergency Response Exercise was to give participating CORE Groups the opportunity to exercise their ability to set up and manage a Neighborhood Incident Command Center (NICC) and to practice the skills of the First Aid Response Team.

The **purpose** of the exercise was to:

- Provide practice for all exercise participants in responding to a simulated 6.7 earthquake on the Hayward Fault centered near Lake Temescal.
- Exercise the strategies of the Neighborhood Incident Command structure (overall direction and setting of priorities) and the capabilities of the First Aid Response Teams and other Response Teams as appropriate.

The exercise **objectives** were to practice the capacity of:

1. CORE groups to establish, operate and maintain a Neighborhood Incident Command Center (NICC).
2. CORE neighborhood groups to establish, operate and maintain a First Aid Station.
3. CORE neighborhood First Aid Response Team members to respond to a variety of injury incidents.
4. CORE neighborhoods to integrate potentially untrained neighbors as Spontaneous Volunteers.

In addition to these primary objectives, each CORE Group could determine if they wanted to practice additional response strategies.

CORE Group leaders were expected to participate in the Exercise Orientation and in the Citywide Exercise.

Neighborhood planning meetings included review of the Exercise Support Packet (ESP) which is designed to assist each neighborhood's planning efforts and help ensure favorable outcomes for each CORE group involved.

SECTION II

A. Exercise Description

The Citywide CORE April 26th exercise was a functional, not a full-scale exercise, thus CORE groups were informed they needed to be self-sufficient and any emergency response from outside agencies would be simulated. No emergency response agencies or hospitals participated in the exercise. CORE members were instructed to simulate any transfer of injured and told that mutual aid would not be requested, only simulated. Exercise time was real time, 9:00 AM – 11:00 AM.

Twenty-five CORE neighborhoods participated in the citywide exercise.

B. Exercise Assumptions and Artificialities

Assumptions:

Pre-scripted messages/updates were provided by CORE Monitors to facilitate the exercise. Participants in the individual neighborhoods focused on their own emergency response actions. All prescribed information provided by the CORE Monitor was considered to be valid.

CORE groups were instructed that all evacuations should be simulated and reported to RACES (amateur radio operators) at a nearby fire station.

The EOC Radio Room was staffed with amateur radio volunteers under the auspices of RACES. The EOC was not staffed.

Artificialities:

For the purposes of the exercise, no phones or cell phones were to be used by CORE Neighborhoods. Most groups used their FRS radios to keep in touch with their Incident Command Center and to relay critical information to the Command Center's Communications Team. A few messages were relayed to a nearby fire station staffed by RACES amateur radio operators.

911 was not used during the exercise. A Communications Directory/Protocol with radio frequencies/channels was listed in the Exercise Plan. All participants were instructed to follow radio protocol for FRS radio and Amateur radio.

SECTION III

A. Scenario

It is Saturday morning, April 28. The weather is just like it is right now.

You have just felt the ground shake! It was pretty hard to stand up. Items are falling from shelves or flying across the room and windows are shattering. This feels like the "Big One."

Power is out in North Oakland and South Berkeley as well as many other areas in the East Bay, especially along the Hayward Fault corridor. Phone service is spotty, but where available, the lines are jammed. Cell phone service is spotty and lines are jammed. You just turned on your portable radio to KCBS and hear that USGS is reporting a preliminary estimate of a 6.7 magnitude earthquake on the Hayward Fault, centered near Lake Temescal.

There are preliminary reports of damage to both Highways 13 and 24. The Caldecott Tunnel is closed until a thorough inspection can be done. All eastbound Highway 24 traffic must exit at the Telegraph Ave./ 51st St./MLK off-ramp. Westbound 24 is closed from Orinda to 51st Street in Oakland. Highway 13 is also closed due to road damage and people are reportedly walking along the freeway.

BART service has been suspended system-wide for routine checks of all of the tracks, but there have been reports that the BART Berkeley Hills tunnel has sustained damage. A train had just left the tunnel coming westbound as the earthquake hit and was near the epicenter when the earthquake hit. The train and track have sustained damage and there are reports of multiple injuries. Police and Fire personnel are responding, but road damage has made access difficult.

Areas of San Antonio/Fruitvale, the Laurel and Maxwell Park, sections of West Oakland as well as the Temescal and Lower Rockridge are reporting many toppled chimneys, broken glass and significant damage to non-retrofitted buildings. There are reports that older houses and apartment buildings have been jolted off their foundations or collapsed. Many people are trapped inside buildings in downtown Oakland, Adams Point and Grand Lake, Temescal, Piedmont and Rockridge. There is widespread chaos reported in Chinatown and Old Oakland, as after-shocks disrupt shoppers and routine commerce.

There are also reports of cracks in the main EBMUD water supply line that crosses the Hayward Fault near the epicenter. Residents in Dimond/Upper Fruitvale are concerned about the stability of reservoirs in their area. EBMUD is alerting residents not to drink tap water.

Unconfirmed reports of liquefaction along sections of the waterfront from Jack London Square and the Embarcadero to Oak Port near the Coliseum have alarmed Port officials.

There are reports of broken gas lines and PG&E is warning residents to beware of gas leaks. There is a structure fire just south of Montclair Village. The Fire Department is responding. There are also small fires reported in the Sequoyah Heights, Ridgemont and Grass Valley area of East Oakland. Residents from the Eastmont area, through Maxwell Park, Fairfax and the Fruitvale are experiencing power outages and major damage to homes and businesses.

Aftershocks continue to rattle people's homes and nerves. Stay tuned to KCBS, 740 A M for further information and instructions. City officials are reporting to the City's Emergency Operations Center. This is a good time for CORE teams to activate.

Pre-scripted scenario updates

The following updates were simulated as news reports received from battery/solar radio:

- 9:20am After-shocks have been felt throughout the Bay Area, causing additional building collapses and road closures. USGS estimates the magnitude to be 6.7. As after-shocks are likely to continue for the next few hours, the public is being reminded to be prepared to Drop, Cover and Hold wherever you are.
- 9:50am There are unconfirmed reports that 12,000 older wood-frame houses and un-reinforced apartment buildings have collapsed. Some homes have been jolted off their foundations. Many people are trapped inside buildings in downtown Oakland, Piedmont, Montclair and Rockridge. Local authorities are requesting mutual aid assistance from cities outside the Bay Area. Local fire and police units are overwhelmed.
- 10:10am PG&E is warning residents to beware of gas leaks. If you smell gas, turn it off at the gas meter. EBMUD is alerting residents not to drink tap water as the water treatment facilities have been damaged and there may be contamination. Residents are also being warned not to flush toilets as sewage systems have been impacted. City authorities report that if sewage backs up and enters your home, your home will be red tagged and thus uninhabitable.
- 10:30am A structure fire is reported just south of Montclair Village. The Fire Department is responding. Oakland police are advising residents to

evacuate the immediate area. A small grass fire is reported in the Sequoyah Heights area of East Oakland. Fire personnel are responding but road damage is making access difficult.

11:00am There are unconfirmed reports of the death toll at 4,500 with over 8,000 people injured. Hospitals in Oakland have experienced substantial damage and roads to hospitals are blocked. Highland Hospital is unable to take additional patients. Kaiser Hospital staff are helping to manage a mass casualty site at Mosswood Park. A second mass casualty site is being set up at Eastmont Town Center. Medical and health professionals are being asked to report to the Eastmont Town Center site.

A CORE Neighborhood "Hot Wash" was conducted in each neighborhood at the end of the exercise. This was an opportunity to discuss how the exercise went and what improvements might be needed within their CORE Group.

B. Exercise Debriefing

The Exercise Debriefing was conducted at Mills College directly following the exercise. Briefing participants included CORE Group Leaders, Monitors, RACES (ORCA amateur radio operators), Oakland Fire Department personnel and Office of Emergency Services (OES) staff. Lunch was provided by Oakland Fire Department, OES. Following is a summary of comments from CORE Group Leaders and Monitors shared during the Debriefing and in feedback forms:

WHAT WORKED WELL
<ul style="list-style-type: none"> • Radios & Communication Team
<ul style="list-style-type: none"> • Consistent effort and cooperation
<ul style="list-style-type: none"> • NICC/ Management <ul style="list-style-type: none"> ○ Set up ○ Information management ○ Flexible team assignment
<ul style="list-style-type: none"> • Planning <ul style="list-style-type: none"> ○ Overall organization of exercise ○ Good materials and explanations ○ Neighborhood meetings
<ul style="list-style-type: none"> • Participation <ul style="list-style-type: none"> ○ Fire department visit/presentation ○ Volunteers with CORE training ○ CORE Group leadership ○ Volunteer Victims ○ Exercise Monitors ○ Untrained individuals want to learn more ○ Good attendance within participating neighborhoods
<ul style="list-style-type: none"> • First Aid <ul style="list-style-type: none"> ○ Set up ○ Location ○ Treatment

WHAT NEEDS IMPROVEMENT
<ul style="list-style-type: none"> • Resources needed in neighborhood cache <ul style="list-style-type: none"> ○ Water ○ Blankets ○ Dust masks ○ First aid supplies ○ More people participating
<ul style="list-style-type: none"> • Skills/training needed <ul style="list-style-type: none"> ○ Training in team roles and duties ○ Radio transmission skills
<ul style="list-style-type: none"> • Victims left alone too long after initial triage
<ul style="list-style-type: none"> • Need a code system for Command Center notes
<ul style="list-style-type: none"> • Distinguishing between historical & current data on status board
<ul style="list-style-type: none"> • Wearing appropriate footwear

LESSONS LEARNED
<ul style="list-style-type: none"> • Resources Needed in Neighborhood Cache <ul style="list-style-type: none"> ○ First Aid supplies ○ Blankets ○ Backpacks ○ Containers for hazardous materials waste at first aid station ○ Batteries ran out quickly – need a larger supply ○ Need more people/outreach to neighbors ○ Tools ○ Equipment should be more organized
<ul style="list-style-type: none"> • Team Assignment/Roles <ul style="list-style-type: none"> ○ NIC can't send everyone out at once in Response Teams ○ Get Damage Assessment team out ASAP ○ One person cannot do it all – delegate responsibilities ○ Practice assigning teams & sending into the field ○ Role playing is important to the quality of exercise
<ul style="list-style-type: none"> • Location <ul style="list-style-type: none"> ○ Important to have good physical access to First Aid Station ○ NICC was poorly located in the event of a fire
<ul style="list-style-type: none"> • Communications is key – need practice
<ul style="list-style-type: none"> • Getting CORE training is important

RECOMMENDATIONS
<ul style="list-style-type: none"> • Training/Practice <ul style="list-style-type: none"> ○ Conduct additional smaller exercises more often ○ Need to exercise the First Aid function ○ Need more training ○ Practice radio relay
<ul style="list-style-type: none"> • Resources <ul style="list-style-type: none"> ○ Need more team backpacks ○ Need more stretchers ○ Need more bottled water ○ Get forms to CORE groups for RACES communications ○ Medical supplies ○ Need laminated Oakland map ○ Need easy access to fire station map with station #s
<ul style="list-style-type: none"> • T-shirts or other markings to identify group/team leaders
<ul style="list-style-type: none"> • Post signage to slow down cars in neighborhood during exercises
<ul style="list-style-type: none"> • Identify alternate NICC locations
<ul style="list-style-type: none"> • Get team resources organized in advance
<ul style="list-style-type: none"> • Advice on post-action management

C. Conclusion

Overall, the exercise was executed well by most groups participating. Most of the CORE groups had planned in advance and were well equipped with supplies and other resources, such as neighborhood utility maps, assigned roles, radios and runners. The CORE neighborhoods were very motivated and they demonstrated good skills in neighborhood incident command organization and fire aid assistance.

The “Ham” radio operators were also very motivated. They followed through on relaying the information they received from the CORE neighborhoods and transmitted it from neighborhood fire station to the EOC Radio Room.

Most CORE groups expressed interest in additional CORE training such as CORE III, exercise planning, advanced first aid training and neighborhood command.

On a whole, the Citywide Emergency Response Functional Exercise brought CORE neighbors and neighborhoods together and ended up being a wonderful day of accomplishments.

Follow-up Corrective Action Plan

Item	Description	Whom	Timeline	Actual Results
Training	Conduct two tabletop exercises at OES Media Room based on First Aid activities and an all-hazard scenario	CORE Coordinator	Summer and Winter of 2009	TBD
Resources	Seek funding source to purchase renewable resources	CORE Coordinator and Homeland Security Unit	March 2009	TBD
Role Identification & Organization of Team Resources	Using the Emergency Volunteer Center model, research position tags with responsibilities on back. Coordinate response team folders & put on website.	CORE Coordinator	January 2009	TBD

GLOSSARY OF TERMS

CCEPT	CORE Citywide Emergency Planning Team
CORE	Citizens of Oakland Respond to Emergencies
EOC	Emergency Operations Center – A facility dedicated for coordinating emergency response activities.
ESP	Exercise Support Packet
FRS	Family Radio Service – A citizen band battery operated walkie-talkie type radio. It does not require licensing. These radios can be used to communicate from the field to a base radio in the Incident Command Center (ICC).
GMRS	General Mobile Radio Service - A higher powered citizen band battery operated radio with a wider geographical transmission range than the FRS radios. Full band usage requires an operating license.
NICC	Neighborhood Incident Command Center in a CORE neighborhood
OES	Office of Emergency Services
OFD	Oakland Fire Department
ORCA	Oakland Radio Communication Association – ORCA is Oakland’s amateur radio club originally formed to provide supplemental communication during emergencies.
RACES	Radio Amateur Civil Emergency Service – a volunteer membership group that performs emergency communication functions during an emergency.

APPENDIX A: Exercise Photos

