Homeland Security Exercise and Evaluation Program (HSEEP)
After-Action Report Sangre del Fuego Tabletop Exercise

Sangre del Fuego TTX

12/13/12

After Action Report/Improvement Plan

January 10, 2013

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EXECUTIVE SUMMARY

The City of Santa Fe Office of Emergency Management conducted a Table-Top Exercise (TTX) to test the City's Emergency Operations Center (EOC) management capabilities. The primary objective of the exercise was to determine an adequate location for the City to manage response and recovery operations for a large-scale emergency or disaster impacting the City. Secondary objectives included assessing City Department Directors, Division Directors, and other EOC representatives level of comfort with their anticipated role in an EOC activation, staffing and resource needs for extended EOC operations, and to identify gaps in EOC-specific training.

The exercise was developed through input from a planning team composed Santa Fe Fire Department and Santa Fe Police Department representatives. Additional exercise input was provided by members of the City's Situation Assessment Team during quarterly drills.

The purpose of this report is to analyze exercise results, identify strengths to be maintained and built upon, identify potential areas for further improvement, and support development of corrective actions.

Major Strengths

The major strengths identified during this exercise are as follows:

- Two locations (primary and back-up) were selected for conducting long-term disaster response and recovery operations for the City of Santa Fe
- EOC Roles and responsibilities began to become clearer to most participants

Primary Areas for Improvement

Throughout the exercise, several opportunities for improvement in the City of Santa Fe's ability to manage emergency response and recovery operations. The primary areas for improvement, including recommendations, are as follows:

- In-depth EOC assessment of the identified primary and secondary EOC is needed to ensure adequacy and identify technology, security, and equipment needs.
- Improve the delivery and increase the frequency of existing EOC/ICS training curriculum to target specific audiences (Finance, Planning, Command Staff, Etc.).
- Drills testing specific components of EOC activations should be conducted annually, and an EOC activation exercise (functional) should be conducted at least every two years.
- Revise Emergency Operations Plan to better align with existing departments and functions.

Overall, this exercise successfully addressed the goals and objectives identified by the exercise planning team. Future exercises will evaluate the suitability of the identified locations, efficacy of additional training, and adequacy of EOC equipment and technology for the identified locations.

SECTION 1: EXERCISE OVERVIEW

Exercise Details

Exercise Name
Sangre del Fuego TableTop Exercise

Type of Exercise
Tabletop

Exercise Start Date
12/13/12

Exercise End Date
12/13/12

Duration
4 Hours

Location
Santa Fe Community Convention Center
201 W. Marcy Ave.
Santa Fe, NM 87501

Sponsor
Santa Fe Office of Emergency Management

Program

This exercise was funded in part by the 2012 State Homeland Security Grant Program.

Mission

Response

Capabilities

Emergency Operations Center Management

Scenario Type

This exercise focused on the City of Santa Fe's Emergency Operations Center response to a wildfire.

Exercise Planning Team Leadership

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Participating Organizations

Santa Fe Office of Emergency Management
Santa Fe Police Department
Santa Fe Fire Department
Santa Fe Risk Management
Santa Fe Public Works Department
Santa Fe Land Use Department
Santa Fe Public Utilities Department
Santa Fe Constituent Services Department
Santa Fe City Manager's Office
Santa Fe ARES
Santa Fe Public Schools
New Mexico Department of Homeland Security and Emergency Management
New Mexico Department of Health
Santa Fe Transportation Department
Santa Fe Finance Department
Santa Fe Regional Emergency Communications Center

Number of Participants:

- Players:18
- Controllers: 1
- Evaluators: 1
- Facilitators: 1

SECTION 2: EXERCISE DESIGN SUMMARY

Exercise Purpose and Design

This exercise was designed to test the City's ability to maintain emergency operations, incident management support, and situational awareness via an Emergency Operations Center (EOC).

Exercise Objectives, Capabilities, and Activities

Capabilities-based planning allows for exercise planning teams to develop exercise objectives and observe exercise outcomes through a framework of specific action items that were derived from the Target Capabilities List (TCL). The capabilities listed below form the foundation for the organization of all objectives and observations in this exercise. Additionally, each capability is linked to several corresponding activities and tasks to provide additional detail.

This exercise was designed to assess the following components of the City of Santa Fe's EOC Management capabilities, based on criteria outlined in the Target Capabilities List:

- Res.B1c 1.1.1: Develop standard operating procedures for activation, operation, and deactivation of EOC
- Res.B1c 3.1: Establish organization/Operation of EOC
- Res.B1c 3.3.3: Direct all support organizations participating in EOC
- Res.B1c 3.3.1: Coordinate jurisdictional emergency management operations.

Scenario Summary

A prescribed burn in the Sangre *de Cristo Mountains west of the Ski Area got away from firefighters last night due to unexpectedly high winds. The fire is currently estimated at 4,800 acres and there is extremely active fire behavior, so the size is expected to double. This has the potential to be a long-duration, resource-heavy incident. Forecasts call for winds from the north east, which could push the fire towards the Camino Encnatado/Bishops Lodge area, forcing evacuations.*

SECTION 3: ANALYSIS OF CAPABILITIES

This section of the report reviews the performance of the exercised capabilities, activities, and tasks. In this section, observations are organized by capability and associated activities. The capabilities linked to the exercise objectives of Sangre de Fuego Tabletop are listed below, followed by corresponding activities. Each activity is followed by related observations, which include references, analysis, and recommendations.

Capability 1: Emergency Operations Center Management

Capability Summary: Emergency Operations Center (EOC) Management is the capability to provide multi-agency coordination (MAC) for incident management by activating and operating an EOC for a pre-planned or no-notice event. EOC management includes EOC activation, notification, staffing, and deactivation; management, direction, control, and coordination of response and recovery activities; coordination of efforts among neighboring governments at each level and among local, regional, State, and Federal EOCs; coordination public information and warning; and maintenance of the information and communication necessary for coordinating response and recovery activities. For this exercise, the conduct of this exercise focused on identifying a suitable location for an EOC, delineation of roles and responsibilities, resource requirements, and EOC training needs.

Activity 1.1: Direct Emergency Operations Center Tactical Operations

Observation 1.1, EOC Location: The City of Santa Fe currently does not have an adequate location identified to manage large emergency or disaster response and recovery operations. 5 potential locations were identified by the Exercise Design team and discussed in the context of the exercise scenario. Two additional locations were also discussed after players mentioned their potential EOC suitability. Spatial, technical, security, and accessibility requirements were all discussed for each potential EOC location.

References:
1. FEMA EOC Assessment Checklist
2. City of Santa Fe Preliminary EOC Considerations worksheet

Analysis: Exercise participants ultimately narrowed down the list of recommended EOC locations to two, the Santa Fe Community Convention Center Second Floor Conference Rooms and the City of Santa Fe Police Department Headquarters Training and Conference Rooms. While these locations do have drawbacks, none of the drawbacks were identified by the exercise participants as "deal-breakers". Given spatial and technical needs for extended EOC operations, the Community Convention Center was identified through the exercise as the best choice for the primary EOC, with SFPD Headquarters recommended to serve as the back-up EOC.

Recommendations:

1. Convene an EOC Assessment group to conduct an in-depth analysis and assessment of the identified EOC locations utilizing the FEMA EOC Assessment Checklist.
2. Develop a resource needs list, to include equipment and technology needs, to ensure a timely "stand-up" of the City's primary and back-up EOC.

Activity 1.2: Develop and Maintain Plans, Procedures, Programs, and Systems.

Observation 1.2, EOC Planning, Training, and Exercises: While some exercise participants obtained additional clarity of roles and responsibilities for an EOC activation, additional opportunities for EOC training and drills/exercises is needed to solidify expectations. Tools to assist EOC representatives in the conduct of operations would also be of benefit, given the infrequency of real-world emergencies and disasters necessitating an EOC activation.

References:
1. City of Santa Fe Emergency Operations Plan

Analysis: Exercise participants expressed an increased awareness through the exercise of the EOC's role in managing the City's response and recovery, though additional clarity is needed for individual roles and responsibilities. The current City Emergency Operations Plan, organized according to Emergency Support Functions (ESFs)was wholly unfamiliar to exercise participants. Following a brief discussion of ESFs, participants expressed a desire to have the EOP organized according to City Department names and functions, with a crosswalk for corresponding ESFs. Additionally, participants expressed a need for check-lists and job-aids to assist in EOC operations.

Recommendations:
1. Revise the City's Emergency Operations Plan to align with Department titles instead of ESFs, and include check-lists and job aids.
2. Conduct basic-level training (EOC-specific, 100, 200, and 700 courses) based upon function (for example, ICS 100 should be held specifically for Finance Section or Operations Section or Command Staff) allowing for more specificity towards participants, rather than too much time spent on functions in which participants will not likely engage.
3. Basic-level training should immediately be followed by a discussion-based exercise allowing course participants to apply what they have learned to scenario in which they may need to use their newly acquired knowledge.
4. EOC and ICS training should be offered to targeted groups annually.

SECTION 4: CONCLUSION

The City of Santa Fe faces an array of hazards, both natural and human-caused. The impact of these hazards is dependent, in part, on the efficacy and timeliness of the City's response and management of recovery operations. Establishing an Emergency Operations Center in the early part of a large emergency or disaster response can greatly benefit the City's overall response and set the tone for efficient recovery operations. Through the conduct of this exercise, a primary and alternate EOC was identified, the need for more frequent and focused EOC and ICS training was recommended, increased "usability" for the City's Emergency Operations Plan was suggested, and resource needs, to include technology, equipment, and personnel, were identified. Those present for the exercise indicated their support for increasing the City's Emergency Operations Center readiness and capabilities.

APPENDIX A: IMPROVEMENT PLAN

THIS IP HAS BEEN DEVELOPED SPECIFICALLY FOR THE CITY OF Santa Fe as a result of Sangre del Fuego Table Top Exercise conducted on December 13th, 2012. These recommendations draw on both the After Action Report and the After Action Conference.

Table A.1 *Improvement Plan Matrix:*

Capability	Observation Title	Recommendation	Corrective Action Description	Capability Element	Primary Responsible Agency	Agency POC	Start Date	Complete Date
Emergency Operations Center Management	Observation 1.1, EOC Location:	Convene an EOC Assessment group to conduct an in-depth analysis and assessment of the identified EOC locations utilizing the FEMA EOC Assessment Checklist.	Based upon participant responses to EOC Assessment Questionnaire, conduct an EOC Assessment for the identified primary and secondary EOC.	Planning	SF OEM Support Agencies: SF PD SF FD SF PW	A. Phelps	2/1/13	2/28/13
		Develop a resource needs list, to include equipment and technology needs, to ensure a timely "stand-up" of the City's primary and back-up EOC.	Following the EOC Assessment, develop a resource and technology acquisition plan	Planning	SF OEM Support Agencies: SF PD SF FD SF PW SF IT	A. Phelps	3/1/13	3/31/13
			Begin equipment acquisitions.	Equipment	SF OEM Support Agencies: SF IT	A. Phelps	4/1/13	10/31/13
	Observation 1.2, EOC Planning, Training, and Exercises:	Revise the City's Emergency Operations Plan to align with Department titles instead of ESFs, and include check-lists and job aids.	Conduct a comprehensive EOP review and Revision and develop corresponding checklists and	Planning	SF OEM Support Agencies: All City Depts.	A. Phelps	4/1/13	10/31/13

			job aids.					
			Exercise revised plan once completed.	Exercise	SF OEM Support Agencies: All City Depts.	A. Phelps	2/1/13	Ongoing
		Conduct basic-level training overviews (EOC-specific, 100, 200, and 700 courses) based upon function (for example, ICS 100 should be held specifically for Finance Section or Operations Section or Command Staff) allowing for more specificity towards participants, rather than too much time spent on functions in which participants will not likely engage.	Include basic-level training overviews tailored for each of the four General Staff section and Command Staff in annual Multi-Year Training and Exercise Plan	Training	SF OEM Support Agencies: All City Depts.	A. Phelps	2/1/13	Ongoing
		Basic-level training overviews should immediately be followed by a discussion-based exercise allowing course participants to apply what they have learned to scenario in which they may need to use their newly acquired knowledge.	Refine basic-level overview presentations to allow for immediate discussion-based exercise following overview.	Ongoing	SF OEM	A. Phelps	2/1/13	4/30/13
		EOC and ICS training should be offered to targeted groups annually.	Ensure the appropriate EOC and ICS training is included for specific groups annually on the City's Multi-Year Training and Exercise Schedule.	Training	SF OEM	A. Phelps	2/1/13	Ongoing

APPENDIX B: ACRONYMS

TABLE F.1: *ACRONYMS*

Acronym	Meaning
AAR/IP	After Action Report/ Improvement Plan
ARES	Amateur Radio Emergency Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
ICS	Incident Command System
SF OEM	Santa Fe Office of Emergency Management
SFFD	Santa Fe Fire Department
SFPD	Santa Fe Police Department
TCL	Target Capabilities List
TTX	Table Top Exercise