The 2015 San Francisco Disaster Feeding Tabletop Exercise (TTX)

Exercise Situation Manual (SitMan)

Thursday March 12, 2015 | 09:00 – 12:00 p.m.
Kelly Cullen Community - 2200 Golden Gate Ave. San Francisco, CA 94102

Hosted by the San Francisco Department of Emergency Management with support from the San Francisco Human Services Agency, the Salvation Army, the SF-Marin Food Bank and the Tenderloin Hunger Task Force
Preface

The 2015 San Francisco Disaster Feeding Tabletop Exercise was developed with input, advice, and assistance from the Disaster Feeding Tabletop Exercise Design Team. Planning efforts were led by the San Francisco Department of Emergency Management (DEM) and supported by the San Francisco Human Services Agency (HSA), the Salvation Army, the SF-Marin Food Bank and the Tenderloin Hunger Task Force. The development of the exercise scenario was supported by the expertise of the Public Utility Commission (PUC) and the Pacific Gas and Electric Company (PG&E).

This tabletop exercise Situation Manual (SitMan) gives players, evaluators, observers, officials and media personnel from participating organizations information needed to observe or participate in a storm-based disaster tabletop exercise. The exercise focuses on the City and County of San Francisco’s Disaster Feeding Plan as well as participants’ emergency response plans, policies, and procedures as they pertain to a long-term storm and power outage with specific emphasis on the interdependencies between the City Government, food providers and other key partners within the food distribution network in San Francisco.

Exercise participants will receive a copy of the Exercise Situation Manual (SitMan), which provides reference material and written storylines (scenario). Exercise participants are encouraged to use their SitMan as a reference throughout the exercise. The information in this document is current at the date of publication, March 12, 2015 and is subject to change as dictated by the Exercise Design Team.

Very special thanks to the Tenderloin Neighborhood Development Corporation (TNDC) for their generosity in the use of the Kelly Cullen Center.
Tabletop Exercise Agenda

Thursday March 12, 2015
The Kelly Cullen Community – 220 Golden Gate Avenue, San Francisco 94102

08:30 a.m.  Registration
09:00 a.m.  Welcome and Opening Remarks
09:05 a.m.  Exercise Overview and Leveling Brief
09:25 a.m.  Module 1: Bayview Neighborhood Power Outage
09:55 a.m.  Break
10:10 a.m.  Module 2: ARkStorm Scenario (Day 2 of 21 day storm)
11:00 a.m.  Module 3: ARkStorm Restoration/Recovery (Day 20 of 21 day storm)
11:45 a.m.  Debrief and Next Steps
11:55 a.m.  Closing Remarks
12:00 p.m.  Conclude

All Day  Salvation Army Feeding Canteen Display
# Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Preface</td>
<td>1</td>
</tr>
<tr>
<td>Tabletop Exercise Agenda</td>
<td>2</td>
</tr>
<tr>
<td>Contents</td>
<td>3</td>
</tr>
<tr>
<td>Introduction</td>
<td>4</td>
</tr>
<tr>
<td>Background</td>
<td>4</td>
</tr>
<tr>
<td>Purpose and Scope</td>
<td>4</td>
</tr>
<tr>
<td>Exercise Objectives</td>
<td>5</td>
</tr>
<tr>
<td>Tabletop Exercise</td>
<td>5</td>
</tr>
<tr>
<td>Exercise Roles</td>
<td>6</td>
</tr>
<tr>
<td>Exercise Structure</td>
<td>6</td>
</tr>
<tr>
<td>Exercise Room Setup</td>
<td>6</td>
</tr>
<tr>
<td>Exercise Guidelines</td>
<td>7</td>
</tr>
<tr>
<td>Assumptions</td>
<td>7</td>
</tr>
<tr>
<td>Scenario and Exercise Play</td>
<td>8</td>
</tr>
<tr>
<td>Format</td>
<td>8</td>
</tr>
<tr>
<td>Module 1: Bayview Neighborhood Power Outage</td>
<td>8</td>
</tr>
<tr>
<td>Module 2: ARkStorm Day 2 (Response)</td>
<td>10</td>
</tr>
<tr>
<td>Module 3: ARkStorm Day 20 (Restoration/Recovery)</td>
<td>13</td>
</tr>
<tr>
<td>Appendix A: San Francisco Disaster Feeding Plan Summary</td>
<td>14</td>
</tr>
<tr>
<td>Appendix B: Anticipated Participating Agencies</td>
<td>15</td>
</tr>
<tr>
<td>Appendix C: Acronym and Definition List</td>
<td>16</td>
</tr>
</tbody>
</table>
Introduction

Background

San Francisco has a well-developed community-based feeding network that on a daily basis provides feeding for tens of thousands of recipients. The network is comprised of both community and faith-based feeding organizations that provide the following:

1. Production of meals at large capacity kitchen sites;
2. Numerous congregate feeding sites that serve hot meals to residents who otherwise might not have a meal;
3. Meals that are home delivered to thousands of local residents to help them remain independent at home;
4. A central Food Bank that supports an extensive arrangement of neighborhood food pantries.

Meal recipients, many of whom are elderly and disabled, are reliant on this infrastructure for daily feeding assistance. A disaster incident that disrupts this feeding network for an extended period will place daily meal recipients at heightened risk. They typically have no other means for nutrition. This food provider network will need support from local government and the private sector to meet the feeding demand from both their existing clientele and the new clientele that will seek feeding assistance from these organizations post-disaster.

Purpose and Scope

The 2015 San Francisco Disaster Feeding Tabletop Exercise (TTX) seeks to test the updated Disaster Feeding Plan – Appendix A of the City and County of San Francisco Emergency Support Function (ESF) 6: Mass Care, Housing, and Human Services Annex – in a discussion-based exercise forum. The Disaster Feeding Plan describes the level of coordination needed among a broad range of government, non-governmental and private sector agencies to provide feeding (both food and drinking water) support to local residents.

We know San Francisco to be a food-rich city given the many for-profit and not for profit food companies and organizations. This exercise will look at the overall collaboration required to successfully get food and water to recipients post-disaster. The general purpose of this discussion-based exercise is to increase the overall understanding of the disaster feeding system and identify key gaps in planning and capabilities.

For a summary of the Disaster Feeding Plan, see Appendix A.
Exercise Objectives

The exercise will offer the opportunity for participants to share perspectives, information, knowledge, expectations and potential challenges related to the disaster feeding process. Exercise objectives include:

1. Understand the role and involvement of disaster feeding partner organizations and how other Emergency Support Functions (ESFs) are vital to the delivery of services.
2. Discuss coordination, procedures, and how the primary feeding partners will work together to provide feeding and water services.
3. Deconflict and clarify operational assumptions that have been documented in local feeding plans.
4. Identify feeding contingency plans and alternative feeding strategies.

Tabletop Exercise

Discussion-based exercises are normally used as a starting point in the building-block approach of escalating exercise complexity. Discussion-based exercises include seminars, workshops, and tabletop exercises (TTXs). These types of exercises typically highlight existing plans, policies, interagency/inter-jurisdictional agreements, and procedures. Discussion-based exercises are valuable tools for familiarizing agencies and personnel with current or expected capabilities of an entity. Discussion-based exercises typically focus on strategic, policy-oriented issues. Facilitators and/or presenters usually lead the discussion, keeping participants on track toward meeting exercise objectives.

A tabletop exercise is a facilitated analysis of an emergency situation in an informal, stress-free environment. It is designed to elicit constructive discussion as participants examine and resolve problems based on existing operational plans and identify where those plans need to be refined. The success of the exercise is largely determined by group participation in the identification of problem areas. There is minimal attempt at simulation in a tabletop exercise. Equipment is not used, resources are not deployed, and time pressures are not introduced. Refer to the Exercise Continuum figure at the right to view where a tabletop exercise fits in the context of other emergency management exercise types.
Exercise Roles
The table below summarizes the exercise roles and responsibilities of exercise attendees:

- **Players**: Sit within the central table and engage in the facilitated group discussions.
- **Facilitator**: Moderate discussions and deconflict observations.
- **Observers**: Watch the discussions taking place. Observers must not interact with players at any time during exercise play. Breaks and Question & Answer periods may be provided where observers are encouraged to engage with players and the overall discussion.
- **Support Staff**: Assist in conducting exercise play.

Exercise Structure
The Disaster Feeding TTX is an interactive facilitated discussion that will focus on discussing interdependency-related affects and needs in order to maintain food distribution services. The exercise will include the following components:

- Exercise Overview and Leveling Brief
- Module 1: Bayview Power Outage
- Module 2: ARkStorm/Megastorm Day 2 (Response)
- Module 3: ARkStorm/Megastorm Day 20 (Restoration/Recovery)
- Debrief and next steps

Exercise participants will receive a copy of this Situation Manual (SitMan), which provides reference material and written scenario. Players will be involved in facilitating the discussion of suggested questions within each module, as well as other key issues.

Exercise Room Setup
Exercise Players will be seated in the below arrangement.
Exercise Guidelines

The following guidelines apply during the exercise:

- This is an open, low-stress, no-fault environment. Varying viewpoints are expected.
- Participate based on your knowledge of plans, capabilities, and any insights derived from training.
- Decisions are not precedent setting and may not reflect your organization’s final position on a given issue. This is an opportunity to discuss and present multiple options and possible solutions.
- Assume cooperation and support from other responders and agencies.
- Issue identification is not as valuable as suggestions and recommended actions that could improve response and preparedness efforts. Problem-solving efforts should be the focus.

Assumptions

In any exercise a number of assumptions and artificialities may be necessary to complete play in the time allotted. The following general assumptions apply to this exercise:

1. There is no “hidden agenda” or any trick questions. The exercise will be conducted in a no-fault learning environment wherein systems and processes, not individuals, will be evaluated.
2. All players receive information at the same time. Exercise players will react to information and situations as they are presented, in the same manner as if the simulated incident were real.
Scenario and Exercise Play

Format
The following three modules have been designed to escalate from a small, neighborhood based emergency to a city-wide, long-term weather emergency, all impacting the current feeding system and requiring the activation of elements of the Disaster Feeding Plan.

Module 1: Bayview Neighborhood Power Outage
The first module will address a multi-day power outage in the Bayview neighborhood in the southeastern part of San Francisco. Players will work through a series of four (4) questions based on the scenario below.

Thursday March 12, 2015
2:00 p.m.

At 02:00 p.m. a sudden power outage impacts the majority of the Bayview and Hunters Point area. The Department of Emergency Management (DEM) Duty Officer (DO) is in contact with the Pacific Gas and Electric Company (PG&E) to obtain an update of the situation and estimated restoration time. PG&E confirms that a catastrophic failure of the underground transmission line feeding Hunters Point has caused the outage. Adjacent power substations are also impacted, causing the outage spread to the Bayview area. PG&E is currently assessing the damage and will develop a plan for repair and restoration of services. The assessment of damage for underground transmission may take a full day or more dependent on the level and location of the damaged cable.

The DEM DO shares incident information with City departments through a Situation Report (SitRep) and continues to provide updates as the situation progresses. DEM, PG&E, Municipal Transportation Agency (MTA), and other first responding entities share incident information to the public via social media (twitter, facebook).

11:00 p.m.

At 11:00 p.m. PG&E contacts the DEM DO to confirm that repairs will span approximately 72 hours. Residents should expect full restoration by Sunday March 15th, with intermittent power due to temporary repairs.

Restoration will first prioritize critical and essential customers (hospitals, fire stations, police stations, definitive care facilities). The focus will then shift to restoring identified community priorities (grocery stores, fuel stations or similar elements that the community relies on for stability). Further updates will be provided as permanent repair plans are established.
Discussion Questions

1. What are your top three concerns and needs?
2. Are you operational? What is your service level? Full, modified, or not serving? What do your operations look like?
3. Who are you working and coordinating with? Who else could you be working with?
4. How are you communicating with your clients?
Module 2: ARkStorm Day 2 (Response)
The second module will address a long-term storm that severely impacts the Bay Area as well as the entire West Coast. Players will work through a series of eight (8) questions based on the ARkStorm scenario and its impact to the City’s feeding system.

An ARkStorm (Atmospheric River Storm) is an exceptionally intense (megastorm) scenario developed by the United States Geological Survey (USGS), Multi Hazards Demonstration Project (MHDP). It describes an extreme storm that may impact much of California and the West Coast causing billions of dollars in damages and repair mostly caused by flooding.

Thursday March 12, 2015

The National Weather Service (NWS) in Monterey has notified the Bay Area of a series of very powerful pacific storms that will bring hurricane-level winds, continuous rain, severe flooding and landslides to the entire West Coast. The storm is expected to be one of the strongest in 100 years.

According to weather models, powerful wind gusts reaching up to 70 miles per hour are expected to hit the San Francisco Bay Area on the morning of Sunday March 15 and will continue for approximately 20 days.

The storms are expected to affect the entire state, with the most damage in the Sacramento region, Central Valley and the Los Angeles Basin, and the coastal regions of the states of Oregon and Washington.

With 3 days of advanced warning, the City is ramping up mitigation efforts:

- San Francisco Department of Public Works (DPW) is making sandbags available to residents and business. Storm drains are being cleared and low-hanging branches that are likely to fall during the storm are being trimmed.
- The San Francisco Emergency Operations Center (EOC) plans to be activated throughout the duration of the storm, starting on the evening of Saturday March 14th.
- City Public Information Officers (PIOs) are activating the Joint Information System (JIS) and are coordinating efforts for city-wide information dissemination around storm preparedness and available city resources.
- The Pacific Gas and Electric Company (PG&E) is utilizing weather models to forecast damage and mobilize resources including mutual assistance to support the areas that are forecasted to be impacted.

Tuesday March 17, 2015

- The storm has been in effect for 48 hours and has caused significant damage to the City and Region. San Francisco has experienced:
  - Power failure to some 150,000 customers. PG&E is experiencing flooding and underground cable saturation which will continue to cause pocket outages across the City. City-wide power outages are expected through the duration of the storm impacting homes, critical structures and city-infrastructure.
Between 8 and 12 inches of rain, causing flash flood warnings in every county in the San Francisco Bay Area and the closure of multiple freeways due to flooding.

The most significant flooding is being experienced in the Tenderloin and Financial Districts.

The San Francisco Emergency Operations Center is activated to support City-wide response. The following Department Operation Centers (DOC) and Regional Operation Center have been activated:

City DOC’s
- Department of Building Inspection (DBI)
- Department of Human Resources (DHR)
- Department of Public Health (DPH)
- Department of Public Works (DPW)
- General Services Agency (GSA)
- Human Services Agency (HSA)
- Municipal Transportation Agency (MTA)
- Port of San Francisco
- Public Utilities Commission (PUC)
- Recreation and Parks Department (RPD)
- San Francisco Fire Department (SFFD)
- San Francisco International Airport (SFO)
- San Francisco Police Department (SFPD)
- San Francisco Sheriff’s Department (SFSD)
- San Francisco Unified School District (SFUSD)

Regional Operation Centers
- American Red Cross (ARC)
- Bay Area Rapid Transit (BART)
- Metropolitan Transportation Commission (MTC) Emergency Operations Center (EOC)
- Pacific Gas and Electric (PG&E) Emergency Operations Center (EOC)
- The Salvation Army

The PUC DOC is continuing to monitor crews in the field who are responding to sewer backups, clogged catch basins and flooding. The biggest concern is the potential failure of treatment plants and an accidental release of partially treated sewage into waterways. If necessary, potable water from unaffected SFPUC treatment plants, reservoirs, and/or tanks could be used for emergency drinking water.

The Feeding Task Force, including representatives from the Food Bank, Salvation Army, Red Cross, Tenderloin Hunger Task Force, Meals on Wheels and Chinatown Disaster Preparedness Committee, has been virtually activated and the Feeding Leader is now stationed at the HSA DOC conducting twice daily conference calls with the Feeding Task Force. HSA’s Department of Aging and Adult Services (DAAS) continue to reach out to their food provider network to determine overall feeding situation status. Food provider requests for feeding resources are being forwarded to the San Francisco EOC.
Discussion Questions

1. What are your top three concerns (anyone) and needs (service providers)?

2. Are you operational? What is your service level? Full, modified, or not serving? What does it look like?

3. What additional support (resources) will agencies need to continue operations and what resources are available (from the city)?

4. Who are you working with/coordinating with?

5. Who are you serving? Who are you not serving? What does your client population look like?

6. When food is delivered, where is it delivered/staged, and how is it managed? Is there a privatization system?

7. How is food distributed across the City?

8. What’s the process for city-wide allocation of resources?
Module 3: ARkStorm Day 20 (Restoration/Recovery)

Friday April 3, 2015

On day 20 of the storm and the City is now moving into restoration and recovery. The storm is dying down, winds and rain are subsiding. The City is successfully clearing flooded areas and PG&E has restored power to 75% of customers in San Francisco, with an estimated full restoration in 72 hours. Based on updates by The National Weather Service (NWS) the storm is expected to clear within 48 hours. All City departments are back to normal operations.

Discussion Questions

1. What are your top three concerns (anyone) and needs (service providers)?
2. Are you operational? What is your service level? Full, modified, or not serving? What does it look like?
3. What additional support (resources) will agencies need to continue operations and what resources are available (from the city)?
4. Who are you serving? Who are you not serving? What does your client population look like?
5. Where is fuel coming from
6. What’s your service level? Have your day to day operations changed?
7. How are you coordinating public messaging?
8. What is your financial status? Is funding a concern and if so, how are you addressing it?
Appendix A: San Francisco Disaster Feeding Plan Summary

San Francisco has a community-based feeding infrastructure that on a daily basis reaches tens of thousands of persons in need of feeding assistance. Assistance ranges from home-delivered meals, fresh hot meals prepared by community kitchen sites and served at congregate feeding sites, and emergency food supplies provided by an extensive arrangement of neighborhood food pantries. The system is anchored by a central food bank. Those residents most at risk in our City post-disaster will look to these organizations for feeding and other services. The food provider network is integral to the City’s overall response in any large disaster and will be absolutely vital to its recovery.

To support this network in a disaster, the CCSF Disaster Feeding Plan lays out an Incident Management Structure and a series of strategies to describe how local government, and many of the larger local food providers, including the American Red Cross and Salvation Army, can work together to feed people after a disaster. Disaster feeding, which includes both food and drinking water support, is one of the elements that falls under Emergency Support Function (ESF) 6. The San Francisco Human Services Agency (HSA) is the local government entity with responsibility for ESF 6 and with the overall coordination of the various organizations engaged in the disaster feeding response. Within the CCSF Emergency Operations Center (EOC), elements related to the EOC support of disaster feeding are assigned to the Human Services Branch, which is the EOC focal point for all ESF 6 components. More tactical operations related to disaster feeding, including communication with food providers at the field level occurs at the HSA Department Operations Center.

One of the central aspects to managing the disaster feeding response is the staffing of a Disaster Feeding Leader position. The position will provide multi-agency coordination for both local and outside entities engaged in disaster feeding. Based on the scale of the feeding and drinking water demand, the Feeding Leader may expand the feeding response organization and form a Disaster Feeding Task Force. The Feeding Task Force allows for greater stakeholder representation as necessary to coordinate a larger citywide response. Representation within the Feeding Task Force will come from the larger organizations most directly involved in the feeding and drinking water response. The Feeding Task Force will be located at the HSA DOC and will be responsible for keeping the EOC Human Services Branch aware of the overall feeding situation status and feeding support requirements.

*For the full ESF 6: Mass Care, Housing and Human Services Annex, please visit http://www.sfdem.org*
Appendix B: Anticipated Participating Agencies
Appendix C: Acronym and Definition List