San Francisco Urban Shield
EOC Functional Exercise
October 25, 2013
After Action Report

Published January 24, 2014

For information regarding this document, contact:
Rob Dudgeon
Deputy Director
San Francisco Department of Emergency Management
Division of Emergency Services
30 Van Ness Avenue, Suite 3300
San Francisco, CA 94102
Preface

Urban Shield, the Bay Area’s annual, Full-Scale Exercise (FSE), is a 48-hour continuous law enforcement (SWAT [Special Weapons and Tactics] and Tactical Response Teams) and fire (to include Emergency Medical Services [EMS]) exercise conducted at over 50 sites throughout the Bay Area Urban Area Security Initiative (UASI) region. This scenario-based exercise addresses the overall Bay Area Region’s core competency and response capabilities related to multi-discipline planning, policies, procedures, organization, equipment and training. Urban Shield tests regional integrated systems for prevention, protection, response and recovery in a high-threat, high-density urban area.

The overarching goals of Urban Shield are to provide a multi-layered training exercise to enhance the skills and abilities of regional first responders, as well as those responsible for coordinating and managing large scale events. This exercise is designed to identify and stretch regional resources to their limits, while expanding regional collaboration and building positive relationships.

As part of the 2013 Urban Shield Exercise Initiative, the City and County of San Francisco’s Department of Emergency Management (DEM) has developed the San Francisco Emergency Operations Center Functional Exercise to test CCSF’s own capabilities. A San Francisco Urban Shield 2013 Exercise Design Team (EDT) was convened to provide input, advice and assistance in the production of San Francisco’s Urban Shield EOC Functional Exercise. The EDT consisted of representatives from the following entities:

- Department of Emergency Management (DEM)
- Department of Human Services (DHS)
- Department of Public Health (DPH)
- Emergency Medical Services Agency (EMSA)
- General Services Agency (GSA)
- Northern California Regional Intelligence Center (NCRIC)
- Office of the Chief Medical Examiner (OCME)
- San Francisco Police Department (SFPD)
- San Francisco Fire Department (SFFD)

Purpose

The purpose of the San Francisco Urban Shield 2013 Emergency Operations Center Functional Exercise After Action Report (AAR) is to analyze performance of the tasks identified as important during the planning process. It also evaluates achievement of the selected exercise objectives and demonstration of the overall capabilities being validated. The Improvement Plan (IP) portion of the AAR includes corrective actions for improvement, along with possible timelines for their implementation and assignment to responsible parties. It identifies the strengths to be maintained and built upon as well as areas for further improvement.
Handling Instructions

1. The title of this document is the San Francisco Urban Shield 2013 Emergency Operations Center Functional Exercise After Action Report (AAR)

2. For more information about the exercise, please consult the following points of contact (POC):

   **Exercise Director**
   Doris Padilla  
   Exercise Coordinator  
   CCSF Dept. of Emergency Management  
   30 Van Ness Ave., Ste 3300  
   San Francisco, CA, 94102  
   415-487-5036 (office)  
   Doris.Padilla@sfgov.org

   **Exercise Co-Director**
   Jill Raycroft  
   Lead Training and Exercise Coordinator  
   CCSF Dept. of Emergency Management  
   30 Van Ness Ave., Ste 3300  
   San Francisco, CA, 94102  
   415-487-5017 (office)  
   Jill.Raycroft@sfgov.org

   Rob Dudgeon  
   Deputy Director  
   CCSF Dept. of Emergency Management  
   30 Van Ness Ave., Ste 3300  
   San Francisco, CA, 94102  
   Rob.Dudgeon@sfgov.org

   Bijan Karimi  
   Assistant Deputy Director  
   CCSF Dept. of Emergency Management  
   30 Van Ness Ave., Ste 3300  
   San Francisco, CA, 94102  
   Bijan.Karimi@sfgov.org
Executive Summary

The San Francisco Urban Shield 2013 Emergency Operations Center (EOC) Functional Exercise (FE) was designed to establish a learning environment for players to exercise emergency response plans, policies, and procedures as they pertain to terrorist response. To ensure an effective exercise, subject matter experts (SMEs) and local representatives from numerous agencies have taken part in the planning process, exercise conduct and evaluation. This underscores the growing importance of partnerships between local, regional, state, and federal levels regarding the response to a coordinated terrorist attack.

The purpose of San Francisco’s Urban Shield 2013 Emergency Operations Center (EOC) Functional Exercise (FE) was to assess the ability of local agencies to coordinate response activities in support of the scenario-based incidents; multiple, rapid attacks, within a densely populated area. These functions were evaluated through a simulated deployment of resources and rapid problem solving in a highly stressful environment.

This exercise was divided into two separate modules working in tandem throughout the exercise.

Module 1: Emergency Operations Center (EOC): This three hour exercise focused on decision making and coordination at all levels of government one hour following terrorist attack. The exercise emphasized the method in which support activities such as triage, mental health, evacuation and public messaging are identified, communicated, and managed among these entities.

Module 2: Joint Information Center (JIC) Activation: This six hour exercise focused on City and County of San Francisco (CCSF) Public Information Officers (PIO) activation of the Joint Information Center (JIC).

The purpose of this report is to analyze exercise results, identify strengths to be maintained and built upon, and identify areas for improvement. The lessons learned will be used to support the development of future exercises and to update plans, policies and procedures where appropriate.

Exercise Objectives

The cornerstone of any exercise is to meet specific objectives. For San Francisco’s Urban Shield 2013 EOC FE, objectives were identified through careful analysis of lessons learned during past real-world events and exercises. They highlight the need for continued practice and improvement in the following areas: Situational Awareness, Information Sharing, and Resource Management.

1. **Maintain Common Operating Picture & Situational Awareness:** Demonstrate the ability to gather and maintain citywide situational awareness about mass fatality, human services, public safety, lifelines and emergency routes.

2. **Public Information and Warning:** Demonstrate the ability of the Joint Information Center to develop public information messages in response to a simulated terrorist event, conduct rumor control, and respond to media inquiries within the first six hours following a terrorist event.

3. **Resource Coordination and Logistics:** Identify actions and clarify expectations and limitations of resources and/or systems necessary to operationalize logistical capabilities.
Scenario Summary

On Friday morning at 7:15 am, Pacific Time, a series of attacks begin to occur across the country in major metropolitan areas (Patterson, New Jersey; Dallas, Texas; Denver, Colorado). The attacks are suspected of being connected as they are synchronized in 15 minute intervals from East to West Coast. At 8:00 am Pacific Time, San Francisco is attacked at three locations: Financial District, Embarcadero, and the Marina. Attackers have opened fire and detonated explosives causing hundreds of casualties, damage to property and critical systems. Citywide public transit is shut down, including regional transit systems, morning traffic is at a standstill in the eastern part of the city, and local institutions, schools and government buildings have been locked down until further notice. The San Francisco Emergency Operations Center is activated at 9:00 am to support city-wide response efforts.

Summary of Capabilities

Strengths:

The 2013 Urban Shield FE offered local, state, and federal, partners with the opportunity to exercise their plans, policies, and procedures in the context of a multi-agency response to urban terrorism. The exercise also afforded participants from local agencies the opportunity to form partnerships and collaborations that will likely improve coordination during future response operations. Other strengths include:

- A cross-section of city agencies facilitated important learning and coordination opportunities related to a terrorism-based event.
- The identification of gaps in current plans and the ways to make improvements.

Areas of Improvement:

- Continue to provide training and exercise opportunities for City agencies, non-profit, private sector, and state and federal partners. Topics to include:
  - WebEOC – tools and capability
  - Planning Section – Situation Status
  - Joint Information Center – purpose and connection with EOC
- Horizontal and vertical communication.
- EOC staff tools and resources