

The
California Department of Transportation
Response and Recovery Conference



After Action Report
November 4, 2006

The California Department of Transportation
Response and Recovery Conference

After Action Report
November 4, 2006

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Executive Summary

During October of 2006, the California Department of Transportation (Caltrans) hosted two workshops on emergency response and recovery for transit managers, port authority managers, emergency managers, first responders and those responsible for national response assets. The conferences were held on October 11th and 12th in Diamond Bar (southern California), and October 15th and 16th in Rancho Cordova (northern California). The goal of the lessons-learned lectures and tabletop exercises was to gauge the preparedness level of transit systems throughout the state, gauge the level of integration with the emergency preparedness and response apparatus, and to improve those preparedness, response and recovery systems.

This report summarizes the successes and lessons learned during the coordination of the conference and the exercises, as well as corrective action recommendations to aid in the design of future events. The report summarizes outstanding issues for both the transit and emergency management communities in California regarding transit safety, security and emergency preparedness and response. Also included are the conference agenda, participant list, exercise scenarios, a summary of the evaluations completed by participants, and the Plan Development Assistance document to be completed by conference participants.

The planning initiative funded by the Federal Highway Administration and the California Department of Transportation, Division of Mass Transportation was co-sponsored by the California Office of Emergency Services, the California Office of Homeland Security, the California Highway Patrol, the California Utilities Emergency Association, the California Association for Coordinated Transportation (CalACT), the California Transit Association, the Southern California Association of Governments, Regional Transit (RT) of Sacramento, and the Sacramento Area Association of Governments. Caltrans contracted Communiqué USA, Inc. to produce the conference and the resulting transportation planning guidance.

The conferences included two components:

- 1) Morning sessions intended to educate participants about emerging issues surrounding transit safety and security and transit emergency preparedness and

response. A diverse group of speakers from across the nation and abroad spoke about lessons learned during incidents to which they responded.

- 2) Afternoon tabletop exercises to guide participants through response and recovery activities for a potential California incident. Tabletop exercises, created with input from Caltrans district offices and conference co-sponsors, encouraged participants to identify gaps in current emergency plans and to apply the lessons shared by speakers during the morning sessions.

Day one addressed emergency response issues, while day two focused on recovery.

At the conclusion of the conference, participants completed questionnaires evaluating the conference based on applicability to their jobs, the quality of lessons learned sessions and the tabletop exercises, and the facilities. Overall, participants in southern California gave the conference a rating of 4.24 out of 5. The northern California participants gave a rating of 4.44, producing a statewide rating of 4.34.

Due to the organizational diversity of the response personnel participating in the exercises an array of issues was discussed during both events. Throughout the exercises there were frank discussions between the participants regarding priorities, intentions and consequences of the actions of each organization. The following issues raised during the workshops will be developed in more detail in the planning guidance that will be submitted to Caltrans in early 2007:

Outstanding issues for transit:

- Need for emergency preparedness and response planning guidance for transit systems
- Need for assistance creating an emergency response plan, especially in regards to critical resources needed for incident response
- Need for guidance regarding standard processes for service suspension/resumption and other standard operating procedures after an incident
- Need for familiarization with the National Incident Management System (NIMS), the California Standardized Emergency Management System (SEMS) and the Incident Command System (ICS)
- The need for hands-on safety, security and emergency response training for front-line staff
- Planning to address special needs populations

Outstanding issues for emergency managers and first responders:

- Need to integrate transit at the emergency planning table
- Funding for transit emergency planning, training and exercises
- Resolve question of whether or not transit is a first responder
- Planning for use of transit resources in wake of an incident
- Need for hands-on training of first responders on transit equipment and facilities

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Background

The purpose of this after-action report is to summarize the successes, failures and lessons learned from the incident – including both the conference and exercises. This report will address not only issues that arose during the planning and execution of the conference itself, but also emerging issues facing the transit, emergency management and emergency response communities. These issues will be further developed into guidance for Caltrans to use in upcoming planning and preparedness efforts.

Safety has always been a priority for California transit providers, Caltrans and the Federal Transit Administration (FTA). As a result of 9/11 and the transit attacks in Spain, Great Britain and India this concern has expanded to include concepts of transit security at transit systems large and small. The tragic hurricanes of 2005 broadened transit's focus on safety and security to include transit's vital role in emergency response to and recovery from disasters of all kinds.

The goal of transportation safety, in California and elsewhere, is freedom from unintended harm (i.e. safety hazards) including accidents, incidents, HazMat spills, and loss of critical infrastructure such as telephone and computer systems. The goal of transportation security is freedom from intended harm (i.e. security threats) such as workplace violence, bomb threats, dangerous mail, commandeered vehicles, and racial/ethnic conflicts.

Transit Emergency Preparedness and Response

For the purposes of this conference, and transit emergency preparedness as a whole, it is important to consider the following definitions:

- System Safety - Standardized operating policies and procedures to reduce vulnerability to safety-related hazards
- System Security - Standardized operating policies and procedures to reduce vulnerability to security-related threats

- Emergency Preparedness - Standardized policies and procedures that assure rapid, controlled and predictable response to a wide variety of possible safety/security incidents

Put another way, safety is freedom from unintended harm, security is freedom from intended harm, and emergency management is the process of protecting lives and property due to any safety or security incident.

Transit's Evolving Role

Before, during and after an incident transit serves as an integral partner in emergency preparedness, response and recovery. Transit systems can provide resources to support the response and recovery efforts of emergency managers and responders. As of yet, very few communities throughout the country have in place comprehensive emergency response plans that fully incorporate these resources.

Transit plays three key roles in emergency preparedness. These are:

1. First Preventer – Preventing or reporting incidents before they have the chance to develop into a larger issue
2. First Responder - Helping support incident response actions
3. First On Scene - Taking appropriate actions in a major transit-related incident to save lives and property from the moment of impact until first responders arrive

Continuity of Operations

One of the ways transit can serve to stabilize an incident is through continuity of operations. By maintaining service transit facilitates ensure the continued mobility of the community. However, transit supervisors and dispatchers, after being notified of an emergency, must evaluate the status of and the safety risk to agency assets (people, information and property) to determine if transit operations can be maintained.

If service must be suspended the emergency response team will be responsible for coordinating service suspension protocols, and for taking steps to restore essential transit services as soon as is practical within the constraints of resource availability and safety considerations.

Transit as a First Responder

The FTA does encourage transit to partner with community agencies in order to serve as a first responder resource, but does not recognize disaster-response activities as a reimbursable expense under FTA formula dollars per OMB A87. Additionally, there is a balance every agency must strike between supporting community disaster incidents and maintaining day-to-day transit service requirements that are the core mission of transit resources.

Business Resumption

Plans should be established for alternate facilities, equipment, personnel, other resources necessary to maintaining service during crisis, or to resume service as quickly as possible following disaster.

Communicating About Transit Vulnerability:

For transit, safety hazards and security threats can wax and wane throughout any given hour, day, week, month, or year. Management must provide clear direction to staff regarding safety and security. This includes special safety and security measures driven by weather or social issues, awareness about first-responder activities involving transit, and special protective measures for highly critical assets such as transit maintenance facilities (an area of particular vulnerability for agencies large and small).

The challenge is communicating about risk in ways that help guide actual behavior. The Federal Transit Administration has developed a transit *Threat Condition Model* that parallels that of the Department of Homeland Security. The FTA model progresses from green through red to indicate threat levels from low to severe. It also includes purple designating disaster recovery.

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Exercise Summary Southern California

The tabletop exercise in southern California involved simultaneous incidents - an explosion at the Port of Long Beach and attacks on the transit system. It was a traditional scenario-based exercise with facilitated dialogue. Players listened to special topic briefings, made strategic and tactical decisions, and contributed to the discussion from the perspective of their real-life roles in such a disaster incident. During the exercise, participants were asked to address topics such as interagency coordination, roles and responsibilities, resources, and response objectives.

Positive Results:

- Perspective from a diversity of backgrounds including transit, emergency management, first responders, state and local government as well as representatives from private enterprise
- The decision to divide exercises participants by geographic area provided a good opportunity for networking with those whom participants might actually work with while responding to an actual incident
- The exercise served as an effective first exposure to tabletop exercises for many transit representatives who have not been exposed to the emergency response apparatus. These transit participants seemed to have the most beneficial experience, which coincided with the goals of the conference
- The exercise scenario was controlled, concise and well focused to challenge participants of every functional area
- The exercises served as an active process to keep participants engaged in the conference in the afternoon (typically a lull-time in conference energy levels)

- While groups remained the same on day 1 and day 2, the facilitator assigned to each group was changed to provide participants with slightly different facilitation styles and facilitator experience. This change was effective
- Command staff made a positive adjustment between day one and day two – adding clearer direction about three questions that each group had to answer and summarize for the general session after it had reconvened. This gave the exercise greater focus and elicited participation from all functional areas

Negative Results:

- Some less experienced participants seem to have expected the experience of a functional exercise (“all we did was sit around and talk about the issues,” commented one respondent)
- The exercises were not set up to fully utilize the prior emergency management and first response experience of some attendees. Thus, the more experienced participants tended to monopolize the conversation showing what they knew rather than guiding the conversation and allowing room for all participants to contribute/participate
- Day one – the exercises were not as focused as they could have been. The addition on day two of deliverable bullets for presentation to the general session was an effective adjustment to focus the exercise and encourage all functional areas to participate
- The exercise scenario did not immediately introduce the transit element. A quicker introduction of the transit element would serve to engage transit more quickly and make the exercise more relevant to the core audience of this conference
- The incident in the exercise scenario took place in Los Angeles and at the Port of Long Beach. To avoid parochial conflicts that arise when using real world locations and events, participants should be instructed to participate as if they all worked for a neutral “Columbia City”. This convention, which is used by FEMA in training at the Emergency Management Institute, helps to avoid hang-ups over scenario details and provides for greater inclusion of participants from locales outside the immediate incident area

Corrective Actions:

- To avoid unrealistic expectations among participants, the scope of the tabletop should be fully explained prior to the exercises. Tabletop exercises often raise more questions than they answer, and are designed to expose conflicts and inconsistencies. Clear expectations around this reality leads to greater satisfaction

- In order to focus the exercise outcomes and ensure that the groups involve all participants, facilitators on day two instructed the groups to deliver three bullets that summarized their findings. These bullets effectively identified inconsistencies, conflicts and ways to mitigate damage or limitations
- The exercise scenario should introduce an element of transit immediately to engage transit participants
- The exercise scenario should be designed to take place in a neutral, hypothetical city like “Columbia City”. Participants are then free to make decisions based on their experience in their functional area without existing political complications or because the incident occurred too far away from their area of geographic responsibility

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Exercise Summary Northern California

The tabletop exercise in northern California involved simultaneous incidents - a HAZMAT incident at the I-5 and I-80 interchange, and attacks on the transit system. It was a traditional scenario-based exercise with facilitated dialogue. Players listened to special topic briefings, made strategic and tactical decisions, and contributed to the discussion from the perspective of their real-life roles in such a disaster incident. During the exercise, participants were asked to address topics such as interagency coordination, roles and responsibilities, resources, and response objectives.

Positive Results:

- Participants from a diversity of backgrounds including transit, emergency management, first responders, state and local government as well as representatives from private enterprise
- Command staff made an effective adjustment after the first conference – to first break up participants by functional area to discuss disciplinary response and recovery activities according to the scenario, and then to regroup participants across functional areas geographically. This allowed participants from all functional areas to plan their actions together, then to bring them to interdisciplinary group to identify conflicts and areas of concern
- By breaking out participants into functional areas first, those new to the process could be fully engaged. This also gave those with prior emergency management experience the chance to lead in the group setting without taking complete control of the exercise
- The exercises provided a good opportunity for participants to work closely with those in their industry, and those in close geographic with whom they might actually have to respond to an incident

- Giving the groups deliverables was once again an effective way to encourage participants to focus their efforts
- Exercise was once again a good exposure for transit representatives to the emergency management process. These transit participants seemed to have the most beneficial experience, which coincided with the goals of the conference
- Command staff made a good adjustment following the exercises in the south by introducing the concept of the tabletop and its goals and outcomes
- The exercise scenario was controlled, concise and well focused to challenge participants of every functional area
- The exercises served as an active process to keep participants engaged in the conference in the afternoon (typically a lull-time in conference energy levels)
- Use of media injects added credibility, professionalism and enjoyment to the scenarios
- Command staff introduced the scenario as having occurred in ‘Columbia City’ instead of Sacramento to encourage full participation from all involved

Negative Results:

- Exercises were concise and focused – but some participants complained that they needed more time to fully exhaust the scenario and their response and recovery activities
- By not introducing the transit element immediately in the course of the scenario, transit participants were somewhat on the outside of initial response actions
- Additional GIS data such as plume projection would help responders with their protective action plans
- Interdisciplinary groups were unequally distributed, with two of the four too large for a truly effective exercise

Corrective Actions:

- Media injects should, by their very design, include information that is true and also some misdirection. This encourages participants to verify information with ICP and EOC
- During exercise injects, the exercise information should first be read to participants, followed by periodic media injects that include some of the briefing

information, but also certain details provided only in the media reports. This forces participants to listen more carefully to media reports, and determine which information is correct and which needs to be verified

- If time allows, the media injects could be structured to feature interviews with key decision makers to lend credibility and realism
- Scenario design should be such that every discipline is affected
- If time allows, the next Caltrans Response & Recovery Conference should feature a functional exercise governed by a Mass Event Sequence List (MESL), that, coupled with the media injects, give the exercise more structure. Additionally, a longer exercise could feature a real-time clock
- Include additional GIS data – outlets exist for free plume-modeling software
- Larger, more intensive exercises could feature the following ideas to create an EOC-like atmosphere: physical collocation of functional areas, color-coded vests and/or color-coded name tents for each functional area
- Develop future workshop events as a two or three day event: Day 1 with lessons learned discussions followed by round-table discussions with the presenters; Day 2 as a tabletop exercise progressing from response through recovery, a timeline sequence of unfolding events, and periodic media injects; Day 3 with drills or a functional exercise taking learning from theoretical to practical to hands-on

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Outstanding Issues

Outstanding Issues for Transit Providers:

- All transit providers must write and exercise emergency response plan that addresses such major issues as a process for service suspension and resumption, allocation of critical resources for extended incident response and recovery activities and how to coordinate with other agencies
- Transit providers must identify resources available to help them generate their Emergency Response Plan, and to coordinate their plan with other responders in their community
- Transit providers need to ensure that their emergency plan includes Standard Operating Procedures (SOPs) that exhaustively detail response and recovery protocols for prime hazards and threats that they face
- All transit providers need to identify a process for service suspension in the event of an incident. This process must be integrated into an overall emergency response plan that must be coordinated with contiguous jurisdictions and exercised thoroughly
- Critical resources must be identified and processes identified to allocate essential resources during an incident response - including staff, fuel and equipment – in ways that support response, balanced with general service requirements
- Transit providers must find access to funding for emergency planning, training and exercises
- Nonprofit transit providers should generate and distribute ‘first responder commitment forms’ to be signed by drivers and operators to ensure participation in emergency response activities

- It is particularly critical for nonprofit transit providers to develop Mutual Assistance Agreements with local emergency management and first responders, since they are not protected by many of the laws that shelter governmental entities
- Transit providers should treat their staff as first responders, and as such, should provide for crisis counseling and critical incident stress debriefing services for staff involved in response and recovery
- Transit providers should treat their staff as first responders, and as such, provide required training in NIMS/SEMS/ICS
- Transit providers are a resource for first responders to address the special needs community during a crisis. This contribution must be integrated in the ERP and exercised
- Transit providers must provide hands-on safety, security and emergency response training for all operational staff
- Transit providers must make arrangements, as part of their ERP, to staff the EOC, the ICP and the transit staging area
- Guidance must be given for transit providers to establish a network of mutual aid and mutual assistance agreements with other transit providers. Also, resources must be made available to educate providers about reimbursement for these efforts by state and federal entities
- Transit operators must be at the emergency planning table, and must get to know their community's emergency managers and first responders

Outstanding Issues for Emergency Managers and First Responders:

- Emergency managers and first responders must reach out to transit providers in their community and invite them to the emergency planning table
- First responders need access to transit facilities and equipment for hands-on training
- Emergency managers and first responders must offer technical assistance and training in safety, security and emergency response to transit operators
- Security training to transit staff includes communicating about suspicious items, people and activities, and response to onboard security threats
- Law enforcement must work with transit to establish protocols for bus sweeps when security threats occur

- Emergency Managers must work to develop regional contact lists within their jurisdictions for planning, training and exercises
- Transit must be utilized as a resource for addressing the special needs populations. This must be planned, trained and exercised
- Emergency Managers must extend opportunities for training in NIMS, SEMS and ICS for transit
- Communities must decide whether to designate transit as a first responder and work to clearly define the responsibilities of that role, as well as developing MOUs to solidify that agreement
- Emergency Managers must reach out to the many large business parks in California to take advantage of opportunities for training, outreach and integration into existing emergency plans. These business parks generally employ a transportation demand manager who can be used as a resource

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Appendix A

Conference Agenda

Caltrans
Division of Mass Transportation



Caltrans Response & Recovery Conference
*for First Responders, Emergency Planners
 & Transportation Managers*
October 11-12 2006, Diamond Bar California

Diamond Bar Agenda

Day 1 – October 11, 2006

- 8 a.m. **Registration**
 Coffee, tea networking
- 8:30 a.m. **Welcoming Remarks**
 Michael Perovich, Director, Caltrans District 8
 Steve Tye, Diamond Bar City Council
 Dr. Hasan Ikhata, Director of Planning and Policy, SCAG
 Grace Koch, Deputy Director, Office of Emergency Services
- 8:45 a.m. **Transit Emergency Preparedness**
 Where transit, transportation, emergency planning and first responders connect
 Gary Gleason, President
 Communique USA, Inc.
- 9 a.m. **The Eschede Highspeed Rail Wreck**
 Gunnar Kuepper, President
 International Association of Emergency Managers, Region IX
- 9:30 a.m. **Emergency Public Information**
 Jim Chesnutt, Associate
 Communique USA, Inc.
- 10 a.m. Coffee Break
- 10:15 a.m. **Mega-quake Policy and Action Needs: Lessons from Katrina**
 Dr. Dennis Mileti, Vice Chair
 California Seismic Safety Commission
- 11 a.m. **Special Needs Populations**
 Richard DeVylder, Deputy Director
 California Department of Rehabilitation

California Response & Recovery Conference

Communique USA, Inc.
 g.gleason@DisasterPrep.info

Agenda

12/7/06
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- 11:30 a.m. **Applying the Lessons**
 Capturing lessons as they apply to your agency and community
- 12 noon **Luncheon Speaker - Crisis Leadership**
 Richard Andrews, Senior Director, Homeland Security
 National Center for Crisis and Continuity Coordination (NC4)
 Luncheon Sponsored by Moffatt and Nichol Consulting
- 1 p.m. **Tabletop Exercises – Incident Response**
 Initial briefing on disaster incident impacting roadways, passenger rail, bus transit and freight movement
- Small Group Discussion by Discipline:**
- What are your priority response actions?
 - With whom are you coordinating?
 - How is your plan different from your neighboring jurisdiction?
- Interdisciplinary Discussion**
- How are plans conflicting across disciplines?
 - How can conflicts be resolved?
 - How can you apply lessons learned from past emergencies?
- 3:30 p.m. **General Session Wrap Up**
- 4 p.m. **Adjourn**



Caltrans Response & Recovery Conference
*for First Responders, Emergency Planners
 & Transportation Managers*
October 11-12 2006, Diamond Bar California

Diamond Bar Agenda

Day 2 – October 12, 2006

- 8 a.m. **Networking**
Coffee, tea, snacks
- 8:30 a.m. **Welcoming Back**
- 8:40 a.m. **The San Bernadino Wilfire**
Captain John Hernandez, San Bernadino County Sheriff
Captain Thom Wellman, San Bernadino County Fire
- 9:15 a.m. **The Challenges of Mass Evacuation – What Rita Taught Us**
Judge Robert Eckels
Harris County, Texas
- 10 a.m. Coffee Break
- 10:15 a.m. **Glendale Train Derailment**
Ed Pederson, Manager of Safety and Security,
Southern California Regional Rail Authority
- 10:45 a.m. **Regional Terrorism Threat Assessments**
Roger Rieger, Infraguard Treasurer
Federal Bureau of Investigation
- 11 a.m. **Transit is “The Bomb”**
Experience from Northern Ireland
Gareth White, Simentra LTD
- 11:30 a.m. **New Directions, New Opportunities**
Brigadier General Emory J. Hagan, III
Deputy Director, Training and Exercise Division
California Governor’s Office of Homeland Security

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- 12 noon **Luncheon Speaker - Terrorism: *News from the Front Line***
 Jack Riley, Associate Director
 The Rand Corporation,
 Division of Infrastructure, Safety & Environment
 Luncheon, Sponsored by Moffatt and Nichol Consulting
- 1 p.m. **Tabletop Exercise - *Disaster Recovery***
 Continuation of scenario from Day 1 – disaster incident with possible terrorist links impacting roadways, passenger rail, bus transit and freight movement
- Small Group Discussion by Discipline:***
- What is the primary role of your agency in recovery?
 - Who is paying your disaster-related costs?
 - How is your plan different from your neighboring jurisdiction(s)?
- Interdisciplinary Discussion***
- How are recovery plans conflicting across disciplines?
 - How are you competing for recovery resources?
 - How can you apply lessons learned from past emergencies?
- 3:15 p.m. **General Session Wrap Up**
- 3:50 p.m. **Closing Remarks**
 Kimberly Gayle, Office Chief of Federal Transit Grants
 Caltrans, Division of Mass Transportation
- 4 p.m. **Adjourn**



Caltrans Response & Recovery Conference
*for First Responders, Emergency Planners
 & Transportation Managers*
October 16-17 2006, Rancho Cordova, California

Rancho Cordova Agenda

Day 1 – October 16, 2006

- 8 a.m. **Registration**
Coffee, tea, snacks, networking

- 8:30 a.m. **Welcoming Remarks**
Will Kempton, Director, California Department of Transportation
Robert McGarvey, Mayor of Rancho Cordova
Paul Jacks, Deputy Director, Office of Emergency Services

- 9 a.m. **Transit Emergency Preparedness**
Where transit, transportation, emergency planning and first responders connect
Gary Gleason, President
Communique USA, Inc.

- 9:15 a.m. **Glendale Train Derailment**
Ed Pederson, Manager of Safety and Security
Southern California Regional Rail Authority

- 9:45 a.m. **Emergency Public Information**
Jim Chesnutt, Associate
Communique USA, Inc.

- 10:15 a.m. Coffee Break

- 10:30 a.m. **New Earthquake Products for Emergency Response:
Learning from Loma Prieta and Northridge"**
Dr. James Goltz, Earthquake and Tsunami Program
California Governor's Office of Emergency Services

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- 11 a.m. **Special Needs Populations**
Richard DeVylder, Deputy Director
California Department of Rehabilitation
- 11:30 a.m. **Applying the Lessons**
Capturing lessons as they apply to your agency and community
- 12 noon **Luncheon Speaker - Crisis Leadership**
Richard Andrews, Senior Director, Homeland Security
National Center for Crisis and Continuity Coordination (NC4)
Luncheon, Sponsored by Moffatt and Nichol Consulting
- 1 p.m. **Tabletop Exercises – Incident Response**
Initial briefing on disaster incident impacting roadways, passenger
rail, bus transit and freight movement
- Small Group Discussion by Discipline:***
- What are your priority response actions?
 - With whom are you coordinating?
 - How is your plan different from your neighboring jurisdiction?
- Interdisciplinary Discussion***
- How are plans conflicting across disciplines?
 - How can conflicts be resolved?
 - How can you apply lessons learned from past emergencies?
- 3:30 p.m. **General Session Wrap Up**
- 4 p.m. **Adjourn**



Caltrans Response & Recovery Conference
*for First Responders, Emergency Planners
 & Transportation Managers*
October 11-12 2006, Rancho Cordova, California

Rancho Cordova Agenda

Day 2 – October 17, 2006

- 8 a.m. **Networking**
Coffee, tea, snacks

- 8:30 a.m. **Welcoming Back**

- 8:40 a.m. **2003 California Firestorms**
Scott Vail, Deputy Chief Fire & Rescue
California Governor’s Office of Emergency Services

- 9:15 a.m. **The Challenges of Mass Evacuation**
Lessons from Katrina & Rita
Charles Carr, Transit Division Manager
Mississippi Department of Transportation

- 10 a.m. Coffee Break

- 10:15 a.m. **Sacramento Floods**
Jerry Colivas, Emergency Manager
City of Sacramento

- 10:45 a.m. **Regional Terrorism Threat Assessments**
LuAnna Harmon, Infraguard Coordinator
Federal Bureau of Investigation

- 11 a.m. **Transit is “The Bomb”**
Experience from Northern Ireland
Gareth White, Simentra LTD

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- 11:30 a.m. **New Directions, New Opportunities**
 Brigadier General Emory J. Hagan, III
 Deputy Director, Training and Exercise Division
 Governor's Office of Homeland Security
- 12 noon **Luncheon Speaker - Terrorism: News from the Front Line**
 Errol Southers, Associate Director
 Center for Risk and Economic Analysis of Terrorism Events
 Former Deputy Director, Governor's Office of Homeland Security
 Luncheon Sponsored by Moffatt and Nichol Consulting
- 1 p.m. **Tabletop Exercise - Disaster Recovery**
 Continuation of scenario from Day 1 – disaster incident with
 possible terrorist links impacting roadways, passenger rail, bus
 transit and freight movement
- Small Group Discussion by Discipline:**
- What is the primary role of your agency in recovery?
 - Who is paying your disaster-related costs?
 - How is your plan different from your neighboring jurisdiction(s)?
- Interdisciplinary Discussion**
- How are recovery plans conflicting across disciplines?
 - How are you competing for recovery resources?
 - How can you apply lessons learned from past emergencies?
- 3:15 p.m. **General Session Wrap Up**
- 3:50 p.m. **Closing Remarks**
 Gale Ogawa, Acting Chief
 Caltrans, Division of Mass Transportation
- 4 p.m. **Adjourn**

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Appendix B

Participant List

Response and Recovery
Conference

Caltrans

Division of Mass Transportation

2006 Caltrans Response and Recovery Conference

Attendee List - Diamond Bar - October 11-12

David	Albert	Manager Emergency Preparedness
Gregg	Albright	Deputy Director of Planning and Modal Programs
Patrick	Amott	Asst. Fire Chief; Training and Special Operations
Deanna	Austin	Project Manager, Railroad ROW Maintenance
David	Barlag	division chief
Robert Wayne	Bell	Sergeant
Tracy	Berge	Safety Education/Environmental Coordinator
Mark	Bernas	Deputy Director
Dave	Bertka	Division Chief
Scott	Boim	Senior Safety Specialist
Ed	Bortugno	Senior Geologist
Brenda	Breeden	Sergeant
Mitch	Brookhyser	Fire Captain
Martin	Browne	Management Analyst
Andrea	Burnside	Managing Director, Operations Administration
Dale	Carnathan	Program Administrator
Deidre	Carpenter	Acting Transportation Supervisor
John	Chappell	Battalion Chief
Gail	Charles-Wright	Administrative Officer
Miguel	Colon Jr	Chief of Police
JoAn	Crews	CMAS
Mark	Crosby	Security and Loss Prevention Supervisor
Carrie	Cruz	Emergency Preparedness Coordinator
Florita	Cruz	EOC Management Coordinator
David	Daniely	Administrative Analyst
Joe	Deely	General Superintendent Pacific Division
Kari	Derdarian	Regional Transit Supervisor
Richard	Diaz	Captain
Robert	Dunham	Battalion Chief, Training Officer
Loretta	Duplessis	Transit Operations Supervisor
Shea	Eccleston-Banwer	Administrative Analyst
Carl	Ekstrom	Deputy
Jay	Ellis	NULL
Martha	Eros	Transportation Services Officer
Samuel	Esquenazi	NULL
Ted	Falencki	Detective/EOC Supervisor
Donna	Faller	Homeland Security Coordinator
Paula	Faust	Transit Admin. Manager
Dennis	Fee	Safety Services/Parking Manager
Kay	Ferguson	Manager of Safety & Quality Control
Richard	Fernbaugh	Aviation/Transportation Administrator

Tracy	Fessler	Coordinator
Benjamin	Flores	Transit Safety Supervisor
Jerry	Flores	Safety & Training Coordinator
John	Fong	Security Program Manager
Daniel	Freeman	Deputy District Director, Maintenance
Michael	Fulmis	Assistant Chief-LAFD
Anton	Garabetian	Senior Utilities Engineer
Paul	Giammichele	Superintendent/Contract Manager
Chris	Glass	Detective
Roy	Glauthier	Principal
David	Gonzalez	Associate Civil Engineer
Pam	Gorniak	Chief, Public and Governmental Affairs
Sean	Grady	Emergency Services Coordinator
Rebecca	Granite-Johnson	Executive Analyst
Donald	Gray	NULL
Jacob	Green	NULL
Georgetta	Greogry	Program & Project Supervisor
Jaime	Guerrero	Security and Transportation Supervisor
Robert	Gysel	NULL
A. D.	Hall	Deputy Sheriff
Ed	Hallen	Manager Safety & Security Services
Daniel	Hardgrove	Asst. Maintenance Services Administrator
Derek	Harper	Firefighter
Phyllis	Harrington	Customer Service Representative
Deborah	Harris	Chief, public affairs/media relations
Keith	Harrison	Assistant Administrator
Dennis	Helling	City Investigator
Ed	Henry	NULL
Sebastián	Hernández	NULL
Mike	Hess	Manager
Kathleen	Hollingsworth	District Director
Kit	Hope	Asst Director, Disaster Services
Samia	Hourany	Civil Engineer
Luanna	Huber	Director, Transportation Demand Management
Karen	Hunter	Rail Transportation Associate
Fred	Jackson	System Safety and Security
Allan	Jagger	Mgr., Operations Support
Tom	Jasmin	Director-Bus Operations Control
Patrick	Kerins	Chief of Security
VIJAY	KHAWANI	DIRECTOR, CORPORATE SAFETY
Edward	King	Vice President, Operations
Jeremy	Kirchner	Intern
Allan	Kirst	NULL

Michael Gunnar Lee cyrin Hadrian Wanda Robert Thomas Huasha Vincent Gene Leslie Cee Lora Gabriel Lois Lois Ronald Debbi Ryan Richard Ann Marie Deborah Michael Linda John Roy Michael Neil Rick Francisco Hector James I James I Jesus Steve Masood Steven David Gregory Wayne Cynthia Ron	Kodama KUEPPER Kuhns kwong Lara Lau-Quon Leon Little Liu Lorenzo Luevano Luke Malele Mallory Marquez McCoy McCoy McDonald McFall McLean Mendez Moll Moraza Moregon Morin Mure Myers Nagaoka Nilchian Oakes Oaxaca Obeso Ogbonna Ogbonna Ojeda Okamura Omar Palma Papworth Payne Penn Perez Perret	President President Right-of-Way Coordinator Chief, Office of Transportation Management Prinicipal Surveying Mapping Tech Principal Civil Engr. Asst. Emergency Preparedness Officer Department Manager of Security Manager, Data & Monitoring Safety and Security Coordinator Inspector Emergency Planning Projects Coordinator Administrative Secretary General Manager Operations Manager President & CEO President & CEO Police Lieutenant Emergency Services Coord. Senior Management Analyst Officer Emergency managment Student Transportation Service Manager Protective Security Advisor Emergency management Coordinator battalion Chief Transportation Analyst Director of Public Safety Sr. Civil Engineer Section Supervisor Manager, Media & External Communications NULL Senior Transportation Planner Senior Transportation Planner Safety & Security Coordinator Safety & Regulatory Compliance Manager Emergency Operations Coordinator Caltrans Superintendent Chief of Transit Enforcement Loss Control Specialist Rail Safety & Compliance Officer Community Serv. / Code Enforcement Owner / Member
---	--	--

Jeff	Perry	Sergeant
Brooke	Person	Executive Director
Bradley	Phillips	Road Superintendent
Arun	Prem	Director, Strategic Planning
Terisa	Price	Transit Manager
Syed	Raza	Deputy District Districtor, Operations
Ruth	Resnick	Staff Specialist
cara	rice	Transportation Manager
Dwight	Richards	Vice President of Operations
Roger	Rieger	Security Administrator
James	Rudy	Lieutenant - Chief of Transit Police Services
Glenn	Sadler	Captain
Ray	Salehpour	Supv. Cadastral Engr III
Alphonso	Sanchez	Maintenance Manager 1
Tim	Sawyer	Captain
Cindy	Serrano	Emergency Services Manager
Kevin	Shea	Police Lieutenant
Shirley	Smith	Director Campus safety
steve	spernak	Executive Director
Jacqui	Stewart	Administrator Analyst
Chris	Sundlee	Emergency Services Coordinantor
Massoud	Tajik	Branch Cheif, Maintenance Engr
Jack	Tanaka	Council Member
Alan	Thompson	Program manager
Ryan	Thompson	Officer
Roger	Tierney	Civil Military Projects Officer/HLD Spec
Dave	Torgerson	Exercise Planner
Debbie	Torres	Administrator Analyst
Everett	Townsend	Branch Chief, Caltrans TMC San Diego
Ky	Trong	Development Services Administration Services
Ky	Trong	Emergency Preparedness
Steve	Tye	Council Member
Monique	Valadez	Public Information Officer
David	Van Duzee	Inspector
Vicky	Vargas	Service Quality Manager
Ivan	Verastegui	EMS Coordinator
Miles	Wagner	Emergency Services Officer
Alfonso	Waldron Jr.	Surface Trnsportation Security Inspector
Tom	Walton	Sergeant
Antoine	Williams	Facilities Manager
Frank	Wilson	Inspector
TONI	WILSON	SERGEANT
Liz	Wojdak	Senior GIS Analyst

**Jason
Richard**

**Yeung
Zee**

**NULL
Assistant Federal Security Director, Operations**

2006 Caltrans Response and Recovery Conference		
Attendee List - Rancho Cordova - October 16-17		
Thomas Roy	Abear Aguilera	Fleet Manager Training Supervisor OCC
Gregg	Albright	Deputy Director of Planning
Anne	Ambrose	Public Safety Manager/Emergency Services Coordinat
Richard	Andrews	
Deborah	Antley	Emergency Operations Coordinator
Lynn	Aspegren	COL
Nathaniel	Atherstone	Transit Manager
Mitch	Avalon	Deputy Public Works Director
Gabriel	Avila	Director of Light Rail
Beth	Barker-Hidalgo	Safety and Compliance Coordinator
William	Barry	Lieutenant
Gregg	Baxter	Director of Operations
Jon	Bennett	Division Chief
robert	braga	District Branch Chief
Andrew	Brandt	Chief, Office of Traffic Operations
James E.	Brown	Senior Planner
Robert	Brzezinski	Supervisor II
Mark	Bugna	Transit System Safety Supervisor
Scott	Capilla	Lieutenant
Charles	Carr	Director
John	Cave	Chief of Protective Services
Marc	Chan	Transportation Superintendent
Jim	Chesnutt	Consultant
Somera	Chet	Lieutenant
Brad	Christian	Transit Manager
Mandy	Chu	Senior Transportation Engineer
Daniel	Clanton	Region Manager
Annette	Clark	Associate Transportation Planner
Scott	Cockrum	Captain
Karen	Cogan	Administrative Officer
Anthony	Coletta	Emergency Management Director
Jerry	Colivas	Emergency Manager, City of Sacramento
Christine	Cypret	Rail Transportation Associate
John	Darragh	Light Rail Superintendent
Jeffrey	Davis	Program Manager
Bruce	de Terra	Senior Transportation Planner
Lennette	Dease	Client Executive
Cassie	Del Mugnaio	Program Associate, Law Enforcement Programs
Richard	DeVylder	Deputy Director CA Dept. of Rehabilitation

James	Doran	Emergency Services Director
Chris	Durant	Maintenance Superintendent
Gary	Eldridge	Supervisor
Mark	Fairbanks	Maintenance Supervisor
James	Fey	SAFE - Supervisor
Nevin	Fidler	CAPT USCGR (ret)
George	Fink	Transit Manager
Tiffani	Fink	Transportation Manager
John	Fuller	Public Works Director
Dean	Galloway	Safety & Risk Manager
Dave	Garcia	Col
Kimberly	Gayle	Office Chief
Gary	Gleason	Consultant
Chris	Godley	Emergency Services Manager
Lee	Goldenberg	Branch Chief
Dr. James	Goltz	Earthquake/tsunami Program, CA-OES
Mike	Grabowski	Operations Manager/ Veolia
John	Greet	Police Sergeant
Dean	Grundy	Division Chief
Emory	Hagan	Office of Homeland Security
Ed	Hallen	Manager Safety and Security
Brice	Hammerstein	
Hubert	Hanrahan	Manager of Operations
David	Harbour	Bus Maintenance Supervisor
LuAnna	Harmon	Special Agent
LuAnna	Harmon	Infraguard Coordinator/FBI
Win	Hoblitzelle	Senior Emergency Planner
Judy	Hold	Transportation Supervisor
Diane	Hollingshead	Transportation Superintendent (Bus)
Troy	Holt	Deputy Director
Dean	Huss	Operations Manager
Nicholas	Ifurung	Training Specialist
Patrick	Ireland	General Manager
Paul	Jacks	Deputy Director OES
la keda	johnson	Senior transportation planner
Larnold	Jones	Asst. Transportation Manager
Philip	Jordan	President/CEO
Andrew	Kellog	Division Chief
Will	Kempton	Director CA DOT
Walter	Kendricks	Information Security Officer
Patrick	Koeneker	
william	langley	Safety Training Manager
Bryon	Lashley	Supervisor

Wingate	Lew	Senior Transportation Planner
Steve	Longoria	Facility Security Officer
Grace	Malson	Interim CEO
Cassim	Mamoon	Director of Engineering
Sean	Mao	Transportation Program Specialist
Roger	Mason	emergency services coordinator
John	Mason	Senior Transportation Planner
Michael	Mattos	Facilities & Business Support Division Chief
Curry	Mayer	State Agency Training Chief
Robert	McGarvey	Mayor, Rancho Cordova
Yolanda	McGlinchey	Emergency Services Manager
Myles	Meier	Fire Lieutenant
Selby	Mohr	
Dan	Mundy	Senior Transportation Planner
Alex	Naar	Fire Management Officer
Eric	Napralla	
Esteban	Nava	Supervisor, District Asset Protection
Gale	Ogawa	Acting Chief, Division of Mass Transportation
Mahendra	Patel	Sr. Utilities Engr., Supervisor
Ed	Pederson	
Bill	Pedrini	Chief of Protective Services
Edward	Phillips	Manager, Environmental Operations
Alan	Pruitt	Manager, Global Rapid Response
David	Qualls	Sergeant
Reginald	Reese	Regional Director of Safety
David	Rinderneck	Fire Captain
Maria	Rodriguez	Associate Transportation Planner
Cecile	Rollinson	Emergency Services Coordinator
Trina	Rosa-Robinson	Business Continuity/Operational Recovery
Mark	Sakauye	Lieutenant
Kirk	Schneider	
Scott	Seamons	Regional Vice President
Dan	Shane	Federal On-Scene Coordinator
Larry	Shankland	Transportation Manager
Megan	Siren	Transit Manager
David	Skog	Maintenance Supervisor
Errol	Southers	Associate Director
Errol	Southers	Assoc. Dir. Cntr for Risk & Economic Analysis
John	Spitler	Emergency Preparedness and Security
Kevin	Sproul	Manager
Peter	Steinert	INTERAGENCY COORDINATION LIAISON
Mary	Steinert	Associate Director
Mark	Stokhaug	Loss Prevention Manager

The California Department of Transportation
Response and Recovery Conference

After Action Report
November 4, 2006



Appendix C

Exercise Scenario

Response and Recovery
Conference

Caltrans

Division of Mass Transportation



Caltrans Response & Recovery Conference
*for First Responders, Emergency Planners
& Transportation Managers*
October 11-12 2006, Diamond Bar California
October 16-17 2006, Sacramento, California

Tabletop Scenarios – Day 1 – Immediate Response

Privileged Information – Not for General Distribution

Southern California

Current conditions:

- * It is 8:30 a.m.
- * Santa Ana wind conditions
- * Temperature is 76 degrees at 1300, yesterday was 84/55
- * There are 3 fires in the San Bernardino National Forest
 - West of Silverwood
 - North of Cajon Mountain
 - South of Mojave River, Forks Reservoir

StartEx:

- This just in: Two huge explosions are reported in the Los Angeles Harbor
- One explosion occurred on a ship with Nigerian registration at a berth in LA Harbor. At least one fuel storage tank in Wilmington is burning. The condition of fuel storage facilities within the harbor is still unknown
- The explosions were heard and felt in a wide area of Los Angeles and Long Beach. Windows were blown out in buildings for a ½ mile around the area. There is no indication of what may have caused the explosions or what exploded
- Initial reports indicate that dozens of people are dead and hundreds injured. Area hospitals are already being overwhelmed with patients apparently exposed to toxic vapors: Difficulty breathing, nausea, vomiting, loss of bowel function
- Electrical substations have failed, cutting power in the Port and throughout the cities of Wilmington and San Pedro. This outage is affecting some 250,000 residential customers, plus businesses and industry in the area. The outage is causing rolling brownouts through the region.
- Pacific Coast Highway (PCH) between Alameda St. and Western Ave. and the Harbor (110) freeway south of PCH are closed by police and CHP.

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- Trains are backing up along the Alameda corridor and beyond, blocking intersections throughout the San Fernando and San Gabriel valleys
- Local bus routes have been disrupted by the road closures.
- Officers on the scene are ordering evacuation within 3 miles of the Port until it is known what sort of hazardous materials are carried in the smoke plume
- Evacuees are to be taken to reception centers being established by the American Red Cross
- Emergency Operations Centers in the city of Los Angeles and Los Angeles County. The Orange County EOC is standing by

Questions to Answer

First 40 minutes, in subgroups divided by functional area of responsibility:

1. Based on emergency SOPs, what actions will you take to save life and property?
2. How will you secure the area?
3. How and where will you establish command/control?
4. How will you affect evacuations?
5. What additional resources are required to sustain regular operations?
6. What regular operations, if any, must be suspended?
7. If working across jurisdictions (with counterparts across city/county lines), how are plans different/conflicting?
8. How do these plans/response actions relate to or ignore lessons learned?

Second 40 minutes in larger group:

1. In an emergency, who needs to communicate with whom? When? How?
2. In what way are plans discordant across functional areas (e.g. law enforcement road closures conflicting with Caltrans SOPs)?
3. How might each disconnect be fixed/interagency coordination be improved?
4. What are the recurring themes for how to apply lessons learned?



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Additional Inject:

20-30 minutes into subgroup discussions, inject media report with the following information:

- Recap of current disaster situation
- Some looting reported in neighborhoods that have been evacuated
- This just in: A bomb has detonated on a commuter bus at 7th Street Figueroa in downtown L.A. At least a ten people have been killed in the blast, and dozens injured
- Additionally, a suicide bomber has reportedly detonated herself in front of the ticket pavilion at Disneyland. Three people have been killed and dozens of people injured in the blast. Before detonating the explosive the bomber reportedly screamed, “There are bombs on the buses. There are bombs on the trains. There are bombs on the shipping containers. The great Satan will fall.”
- The radical terrorist organization Al-Franken has claimed responsibility for the explosion, and is threatening to blow up Union Station and the Prado Dam if Jihad detainees in U.S. custody are not released immediately. The veracity of this threat has not yet been verified
- Governor Schwarzenegger has is quoted as saying, “If this is in fact an act of terrorism, we will find the evil-doers, and they will be Terminated”
- President Bush has been notified of the situation aboard Air Force One, and is expected to make a statement within the hour



Tabletop Scenarios – Day 2 – Recovery

Privileged Information – Not for General Distribution

Southern California

Current conditions:

- * It is 10 a.m.
- * Santa Ana wind 15-25mph E
- * Temperature is 79 degrees at 1300, yesterday was 80/59
- * Status of the three fires in the San Bernardino National Forest
 - West of Silverwood Lake – 80% contained
 - North of Cajon Mountain – 100% contained
 - South of Mojave River, Forks Reservoir – 15% contained

StartEx:

- Four days ago two huge explosions in the Los Angeles harbor disrupted freight rail and truck traffic coming from the Ports of Los Angeles and Long Beach, shut down area roadways, forced the evacuation of thousands of workers and residents in the Port of Los Angeles, Wilmington and San Pedro, and disrupted power to hundreds of thousands in the region
- According to the coroner, sixty-four people have been killed in the incident. Family members have been notified for all but three of the victims. One hundred and thirty-two people were injured in the blast; 14 of those are still in the hospital, two in serious condition. The number of missing currently sits at 16.
- Area hospitals treated more than 1400 patients for exposure to TTE Toxicity. A CalMAT mobile hospital was established in Santa Ana to assist with medical response.
- It is believed that an explosion at the Wilmington fuel storage facility was an act of terrorism, while a near simultaneous explosion aboard a container ship in the Port was the result of faulty wiring in the ship's fuel compartment.

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- The Wilmington fuel storage area remains closed as crime scene investigation and HazMat clean-up continues.
- Container ships leaving the Port are being inspected for contamination before being allowed to depart. Officials say Port traffic is 1/3 normal, and will not return to normal for at least another two weeks
- More than 300 homes were severely damaged or destroyed by the conflagration following the explosions at the Port. Nearly ten thousand people remain out of their homes due to evacuations
- Hundreds of business facilities suffered significant damage. Fifty-five businesses were destroyed
- Pacific Coast Highway (101) between Alameda St. and Western Ave, and the Harbor (110) freeway south of PCH are remain closed, with Traffic Control Points being staffed by CHP, local police, and Caltrans personnel.
- The Alameda Corridor has been reopened.
- Not long after the attack on the Port, a bomb exploded aboard a commuter bus at 7th Street Figueroa in downtown L.A. killing fourteen people, injuring 84 others, and closing downtown roadways and businesses. Recovery operations are continuing at the site today
- A suicide bomber detonated herself in front of the ticket pavilion at Disneyland. Four people were killed and 51 injured in the blast. Before detonating the explosive the bomber reportedly screamed, “There are bombs on the buses. There are bombs on the trains. There are bombs on shipping containers. The great Satan will fall.”
- A sweep of transit equipment and facilities found dozens of suspicious packages. Most were simply left items, but three did turn out to be Improvised Explosive Devices, that were safely removed and destroyed
- Numerous federal, state and local agencies are involved in incident investigation and recovery efforts. The FBI, DHS, FEMA, the City of Los Angeles, Los Angeles County and The Port Authority have all been quoted as saying they are in charge
- A special staging area for “slip and fall” attorneys vying for the class action suit has been established in Century City
- Businesses throughout the Long Beach area, and many in downtown L.A. remain closed because of physical damage or lack of patrons.

- Dozens of container ships are anchored in the Catalina Channel to unload cargo. Others are re-routing to other West Coast ports. The economic impact to the California economy is estimated at more than \$1 billion
- Two alleged terrorist organizations – Al-Franken and Al-Greenspan – are claiming responsibility for the explosions. Both demand all Jihad prisoners held by the US and its allies be freed by the end of the month, or more explosions will follow
- Los Angeles, Orange and San Bernadino counties have been declared a state and federal disaster area. Ventura, Kern, Riverside and San Diego counties are pushing to be added to the disaster declaration
- FEMA is establishing Disaster Recovery Centers in Santa Ana, Garden Grove and Fullerton
- A Joint Information Center is set up at the OES Regional Offices in Los Alamitos.
- A Law Enforcement Joint Information Center is set up at the FBI Los Angeles Office in downtown LA.
- Cities and county reps are meeting with the state today to discuss recovery options and funding

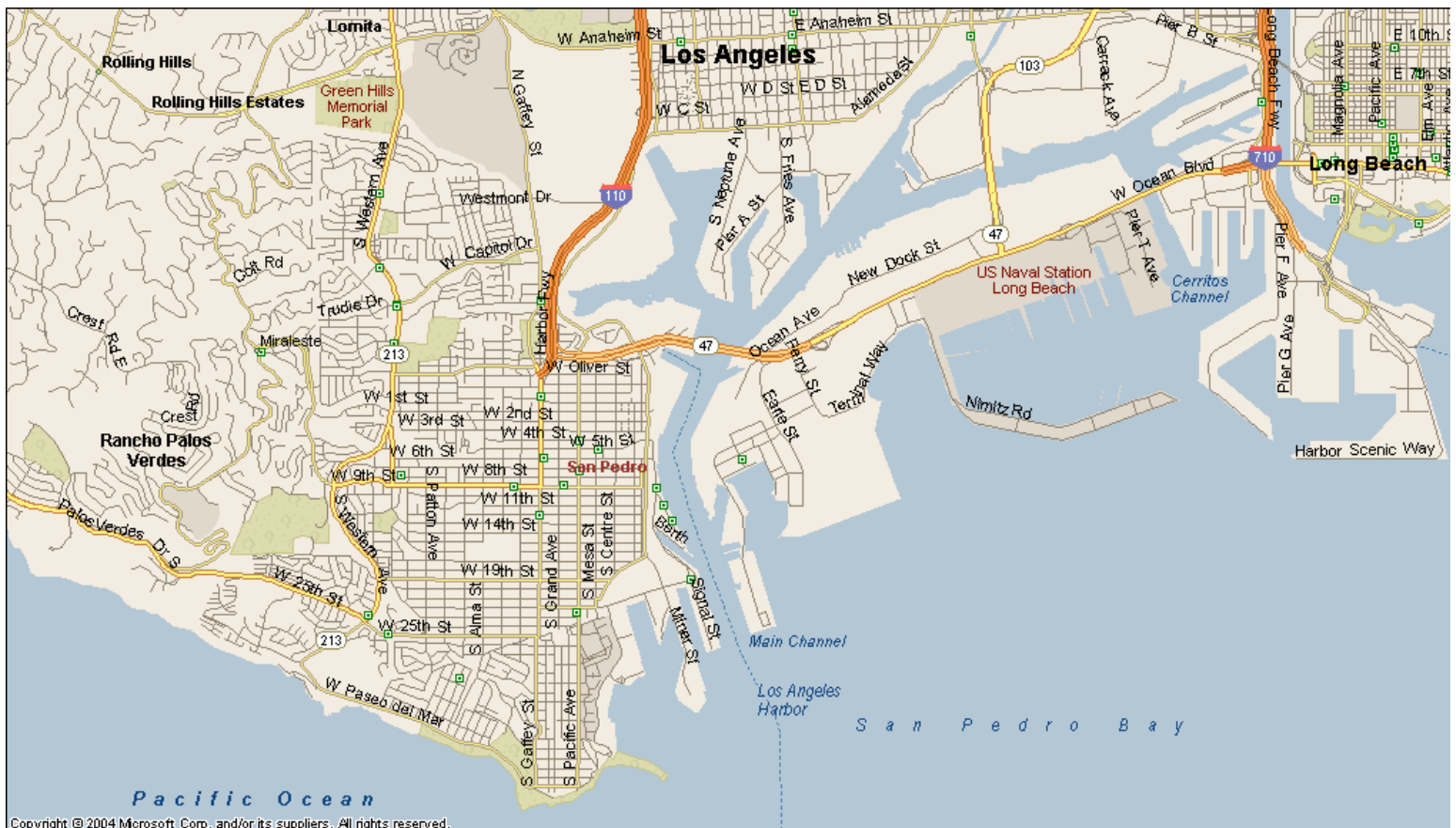
Questions to Answer

First 40 minutes, in subgroups divided by functional area of responsibility:

1. What services have been suspended? What services have been restored?
2. What additional resources are required to fully recover? Where might those resources come from?
3. What is your current role in supporting long-term recovery?
4. With whom does your agency coordinate on these recovery issues?
5. How do these recovery plans relate to or ignore lessons learned?

Second 40 minutes in larger group:

1. Who is/are the lead agency/agencies in recovery?
2. How do agencies coordinate on recovery issues at a local, state and federal level?
3. In what ways are agencies competing for the same recovery resources?
4. What are the recurring themes for how to apply lessons learned?



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Tabletop Scenarios – Day 1 – Immediate Response

Privileged Information – Not for General Distribution

Northern California

Current conditions:

- * It is 8:40 a.m.
- * Wind 15-25mph W
- * Temperature is 63 degrees. Yesterday was 65/49
- * Recent flooding along Arcade Creek has closed San Juan Road and El Camino Avenue
- * Record level releases from Shasta and Folsom dams are threatening the levy system, and causing downstream flooding along Alder Creek and the Gold River
- * Floodwaters are blocking access to I-5 at Lodi, and closing the Yolo bypass to Davis.
- * Up to 5,000 protestors from People for Ethical Treatment of Houseplants (PAETHOS) were expected at a political rally at the Capitol Building today. Given weather conditions, it is not clear if the demonstration will be held

StartEx:

- This just in: three cars and a tanker truck have collided in a hazmat crash on I-80/ US 50 at I-5
- The tanker, carrying two 5,000 gallon trailers of methyl ethyl death (MED), was heading W/B on US 50/I-80, just west of the exit for I-5 south and about 100 feet east of The Sacramento River
- A white Ford Bronco reportedly cut in front of the tanker truck. The tanker driver overcorrected and rolled the tanker onto its side, tearing a large gash in the starboard side of the second trailer. The SUV is said to have continued west on I-80, and has not been located
- The vehicles immediately behind the tanker were following too closely, and created a chain reaction collision. The first vehicle to strike the rear trailer caught fire. The chemicals from the tanker immediately exploded, creating an extremely hot fireball killing everyone within 150 yards of the collision scene

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- The fire continues to burn, fueled by the MED in the second trailer. It is not clear if the first trailer has been engaged, but the heat has created a crater almost all the way through the overpass
- About 750 gallons of MED from the tanks is now in the Sacramento River, on fire and flowing downstream
- The concussion blast derailed the last two cars of an Amtrak train that had just passed under the bridge en route to Sacramento
- Five people just outside the kill zone of the collision are still alive but badly injured. They are crying for help. Firefighters are having difficulty getting into the area to assist because of the heat from the fire and HazMat risk
- Area hospitals are already being overwhelmed with patients apparently exposed to toxic vapors. (symptoms are: difficulty breathing, nausea, vomiting, loss of bowel function)
- CHP is closing all roads and rail in a 3-mile radius of the incident.
- Police have ordered an evacuation area 2 miles around the impact area, and are ordering protesters at the Capital to disperse
- Evacuees, including approximately 190 students and teachers from the Sacramento Montessori Charter School, are being taken to the Convention Center, where the American Red Cross is establishing a reception center
- All eastbound rail traffic is stopped in West Sacramento at West Capitol Avenue
- River traffic is closed 1 ½ miles north and south of the incident by the Coast Guard.
- Air space over the fire is closed by ATC at SMF (Sacramento International Airport)
- All city buses are being re-routed around the affected area
- A power substation was taken down by the fireball, causing a loss of power in a 3/4 mile radius of the interchange
- A Unified Command Post is set up at 21st and X Streets
- Safe Transport, LLC, the company that owns the tanker, reports that the vehicle was carrying only 8,000 gallons of methyl ethyl death. The tanker was heading to San Jose for a delivery to a plating company.
- Emergency Operations Centers in Sacramento and Solano Counties have been activated

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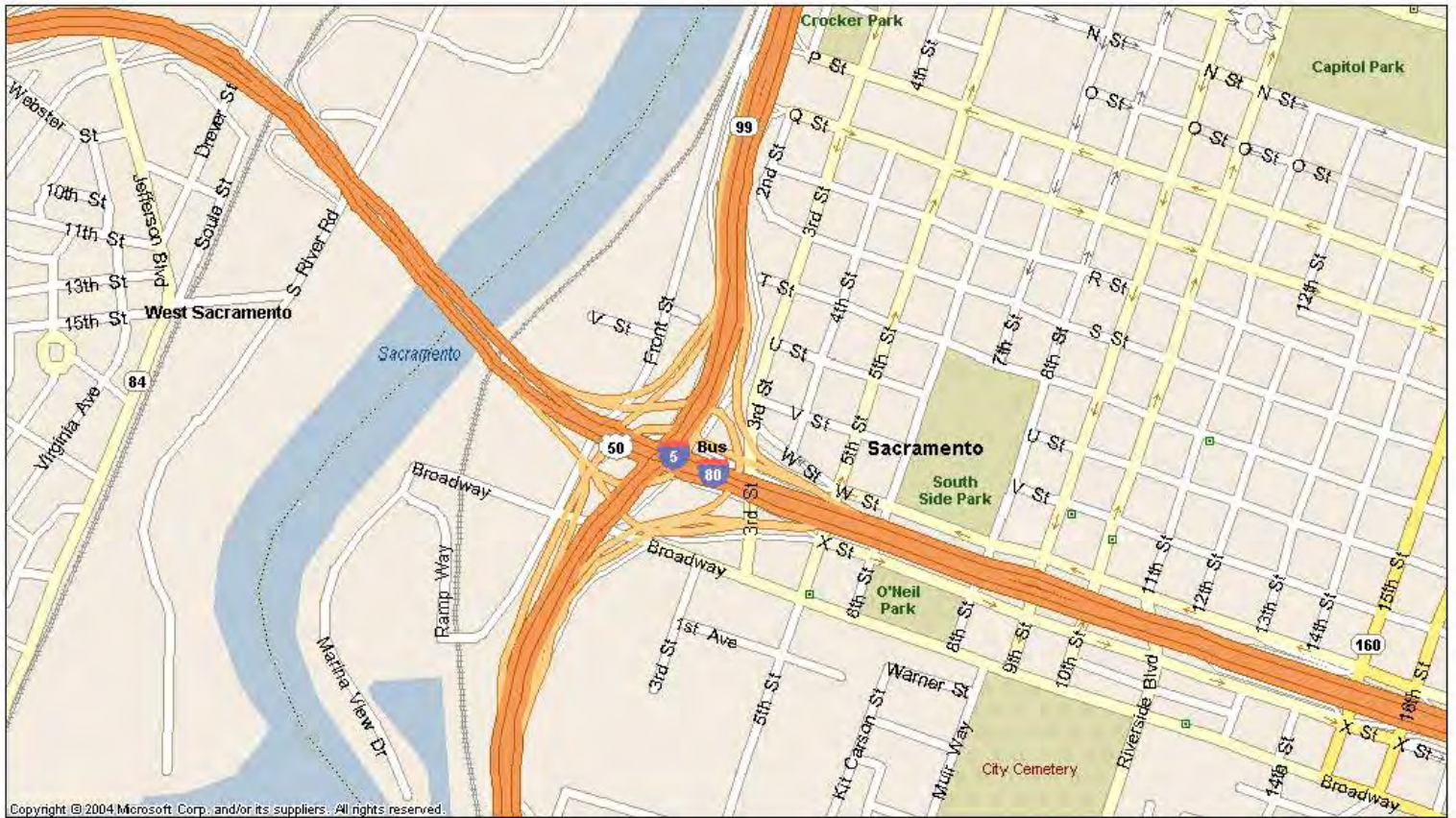
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Additional Inject:

20-30 minutes into subgroup discussions, inject media report with the following information:

- A suicide bomber has reportedly detonated herself in front of the Capitol, injuring five protestors from PAETHOS. Before detonating the explosive the bomber reportedly screamed, “There are bombs on buses. There are bombs on trains. Their hate and their terror will be worse than the rain!”
- Minutes later, a bomb exploded aboard an RT commuter bus at 5th and I Streets killing at least ten people, and injuring dozens
- The radical terrorist organization Al-Franken has claimed responsibility for the incident. They claim to have planted explosives on the Folsom Dam and on a commuter train currently stopped on the Carquinez Bridge. They are threatening to detonate the bombs if all Jihad detainees at Guantanamo are not released immediately. The voracity of this threat has not yet been verified
- There have been additional bomb threats on the Richmond-San Rafael and Oakland Bay bridges
- Governor Schwarzenegger has is quoted as saying, “If this is an act of terrorism, we will find the evil-doers, and they will be Terminated”
- President Bush has been notified of the situation aboard Air Force One, and is expected to make a statement within the hour

Tabletop Scenarios – Day 2 – Recovery

Privileged Information – Not for General Distribution

Northern California

Current conditions:

- * Wind 5-10 mph NW
 - * Temperature is 70 degrees at 1300, yesterday was 69/52
 - * Sacramento Public Works has opened a single dirt lane on both San Juan Road and El Camino Avenue. Flagmen are controlling traffic at both locations
 - * I-5 near Lodi, and the Yolo bypass to Davis remain closed
 - * Status of the two fires in the foothills
 - West of Placerville – 20% contained
 - North of Murphys – 100% contained
-
- It is four days since a bomb exploded aboard an RT commuter bus at 5th and I Streets killing 14 people, and injuring 37 others
 - Moments before the attack a suicide bomber detonated herself in front of the capitol, killing one person and injuring eight others. Before detonating the explosive the bomber reportedly screamed, “There are bombs on buses. There are bombs on trains. Their hate and their terror will be worse than the rain!”
 - A sweep of transit equipment and facilities found dozens of suspicious packages. Most were simply left items, but three did turn out to be Improvised Explosive Devices, that were safely removed and destroyed
 - State offices will remain closed for non-essential personnel until at least Monday
 - A media controversy over security gaps at the Oakland Amtrak Maintenance Facility (where railcars on the line are repaired and maintained) has emerged, and Governor Schwarzenegger has promised an independent investigation
 - Approximately 45 minutes before the attack, a tanker carrying two 5,000 gallon trailers of methyl ethyl death (MED) overturned while W/B on US 50/I-80, just west of the exit for I-5 south and about 100 feet east of the Sacramento River.
 - The vehicles immediately behind the tanker created a chain reaction collision. The chemicals from the tanker caught fire in the collision, creating an extremely hot fireball killing everyone within 150 yards of the collision scene.
 - An Amtrak train just north of the intersection derailed as a result of the concussion wave. Numerous passengers were injured in the incident, but all were evacuated successfully by first responders and passers-by

Tabletop Exercise

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- There are currently 146 deaths attributed to the incident, and hundreds of citizens reporting health issues related to MED exposure. Four survivors from the fiery crash are in critical condition at the UC Davis Regional Burn Center. A firefighter suffered a broken ankle in the incident response. Three police officers, two firefighters and six EMTs were treated for exposure to MED. The coroner is having difficulty identifying the victims' remains, because they are so badly charred
- Personal injury lawyer Thomas Witte was the first to file a class-action lawsuit for wrongful death, and a staging area for "slip and fall" attorneys has been established at the Sacramento Marriott in Rancho Cordova
- Today, clean up of the site continues. All traffic on US 50, I-5 and I-80 is being detoured using US 99, State Hwy 160, State Hwy 275 and I-80 for S/B I-5. Needless to say, traffic is a mess.
- Caltrans structural engineers are checking the overpass to see if it is sound. Many of the utilities in the structure are damaged
- The Capitol Corridor rail line is expected to be cleared to resume traffic today. Amtrak and freight companies have been pushing hard on this issue.
- City buses may now use 6th St. and S St. on the north and east, and Broadway and 6th St. on the south and west
- Because of the fear of long-term contamination, 20 businesses and the Towe Auto Museum remained closed, and more than 200 homes are under mandatory evacuation. Businesses throughout the Sacramento business district have been severely impacted by a decline in patrons
- Southside and O'Neil Parks are expected to remain closed for at least a month
- The Governor has declared a state of emergency for Amador, Contra Costa, El Dorado, Placer, San Joaquin, Sacramento, Solano and Yolo counties. Calaveras County has been pushing to be added to the disaster declaration.
- State OES is working with the Governor's Office to determine whether to request a presidential disaster declaration. Damages seem to be sufficient, but the Governor is concerned about being snubbed over recent breaks he has made with the Administration on environmental issues

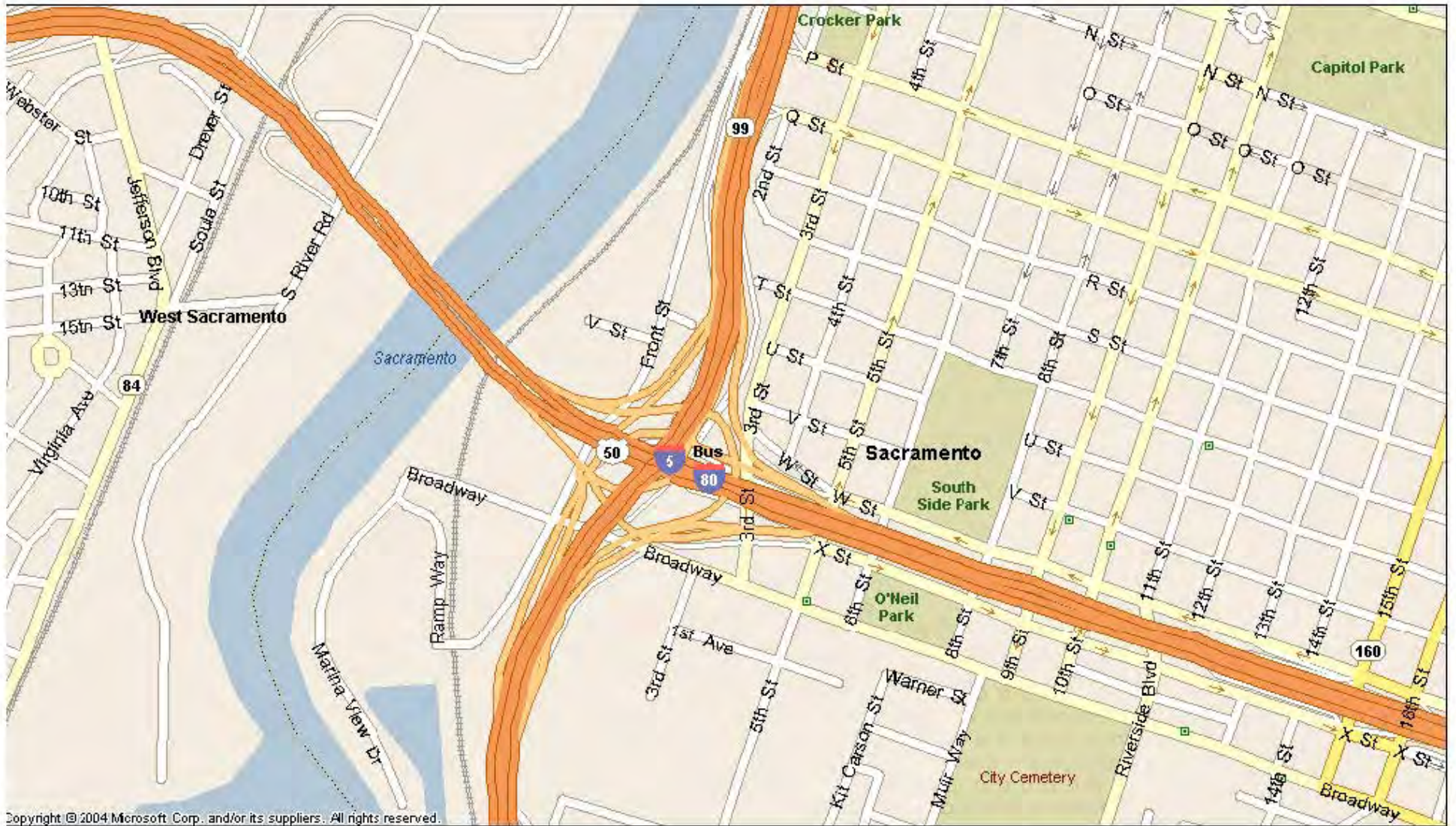
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4. What are the recurring themes for how to apply lessons learned?



Tabletop Exercise

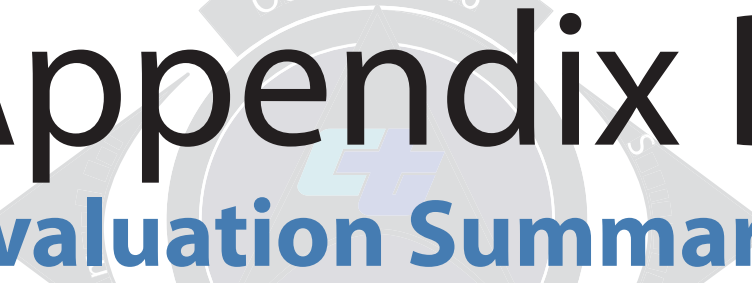
Caltrans Response & Recovery Conference
 October, 2006

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The California Department of Transportation
Response and Recovery Conference

After Action Report
November 4, 2006



Appendix D

Evaluation Summary

Response and Recovery
Conference

Caltrans

Division of Mass Transportation

Evaluations Summary:

The attached form was distributed as part of the participant booklet. This section summarizes the responses to the evaluation form from both the conference in southern California and northern California. Additional comments are included as they were written on the evaluation forms. Results and comments will be used to improve future conferences and table top exercises.

Evaluation Questions:

On a scale of 1-5, where 1 is excellent and 5 is poor:

	Excellent		↔		Poor
1. Overall, how would you rate this conference?	1	2	3	4	5
2. How applicable was the information to your job?	1	2	3	4	5
3. How would you rate the lessons learned sessions?	1	2	3	4	5
4. How would you rate the tabletop exercises?	1	2	3	4	5
5. How would you rate the facilities?	1	2	3	4	5

Evaluation Responses:

The following is a summary of the mean responses to the above questions for both conferences:

	SoCal	NoCal	Composite
Overall	4.24	4.44	4.34
Applicability	3.9	4.19	4.04
Lessons Learned	4.05	4.41	4.23
Exercises	3.48	3.93	3.7
Facilities	4.07	4.27	4.17
Average	4.07	4.27	4.17

Additional Questions:

See the attached summary of responses to view responses to additional questions.

Diamond Bar

<u>Overall</u>	<u>Applicability</u>	<u>Lessons Learned</u>	<u>Tabletops</u>	<u>Facilities</u>	<u>Average</u>
5	5	5	5	5	5
5	3	4	4	5	4.2
5	5	5	5	5	5
5	4	4	5	5	4.6
5	4	5	4	5	4.6
5	5	5	4	5	4.8
5	3	5	3	5	4.2
5	4	5	4	5	4.6
5	4	4	4	5	4.4
5	3	3	4	5	4
5	4	5	4	5	4.6
5	5	4	4	5	4.6
5	5	4	4	4	4.4
5	5	5	3	5	4.6
4	5	4	4	2	3.8
4	4	4	4	3	3.8
4	4	4	3	5	4
4	4	4	3	4	3.8
4	3	4	3	4	3.6
4	5	4	2	5	4
4	3	3	4	5	3.8
4	4	5	2	5	4
4	5	4	3	5	4.2
4	4	4	4	5	4.2
4	4	4	4	5	4.2
4	3	4	3	5	3.8
4	3	3	3	2	3
4	3	3	2	5	3.4
4	4	4	4	5	4.2
4	4	4	4	5	4.2
4	3	4	3	4	3.6
4	4	3	3	5	3.8
4	5	4	3	4	4
4	3	4	4	5	4
4	4	4	3	5	4
4	4	4	4	5	4.2
4	4	4	4	5	4.2
4	4	4	4	5	4.2
4	4	4	3	5	4
3	3	3	3	4	3.2
3	3	4	2	5	3.4
2	2	3	1	5	2.6
4.24	3.90	4.05	3.48	4.67	4.07
4	4	4	3	5	
85%	78%	81%	70%	93%	81%

most effective

tabletops w/diff't agencies needs + wants

variety of speakers, great materials, sponsored (free). Gave a seat to transit at planning, EOC table all of it

Very strong presentations, excellent exercises

Networking. Interagency cooperation and coordination. Lessons learned

Day 1

Lessons learned from others

Excellent speakers; great lessons learned; variety of disasters; Good lunches

Speakers very good. Communique staff presenting the conference were excellent.

Materials on resource table. Network opportunities. RAND speaker on trends

Lessons learned from each event

Expert presentations with lessons learned. Networking opportunity. Good conference!

Group discussions @ transit-specific security issues/common challenges. Networking

Excellent speakers, videos, slides. Dr. Mileti

Many perspectives, diversity of opinions, international perspective

Networking

Excellent speakers w/appropriate background + Info

Very informative. Less may have been more.

Superb, well-rounded group of speakers

Lessons learned speakers, sharing their experience

Presenters were excellent. Wide variety of experience and broad topics. Lots to think about.

Speakers good.

Some presenters very helpful - those that made me consider new problems or scenarios

Very good speakers

Tabletop exercises, wide variety of topics, speakers from all over the world

Open sessions reinforced necessity for multi-agency coordination and involvement in plan developm

San Bernadino Fires and Dr. Mileti

Real-life examples

Tabletop exercises

Lessons learned were informative and helpful

Being in same room with peers and other agencies you may have to interact with on a real emergen

Sharing of info and experience

lessons learned speakers

Speakers were great! Good mix of emergency response/transit security

Presentations!

Speakers with disaster experience

open discussion during tabletops

Speakers White, Riley and Kuepper

Ireland, Madrid example, videos

least effective

-

hard to find location

More time

More focus on mobility and less on transit

More focus on transportation, less on transit

Name tags - should have had agency as well as title. too bad I was only ARC representative

Expectation to have PDA notebooks turned in does not work

Enjoyed 100%. Great Job!

Not clear effect of workshop. Need to address what individuals will do
more lessons learned, less venting

More time for presentations

copies of presentations in binders, better hotel

More exercises

Tabletop exercises not well-developed to prepare participants for more than the given

Tabletop exercises - group could not agree on the questions at hand

More interaction with presenters would have been good

More time for fewer speakers. Tabletop exercises did not work very well. Whole audience not enga

Not enough southern California focus: our threats, our targets, our critical infrastructure

DVD hiccups

tabletops were predominantly table talk... Did learn about emergency plans for larger agencies. Abc

Facility bathrooms under-designed for large conference. AV system inadequate. Seating arrangeme

Reflect SEMS level questions in Tabletop

Not enough emphasis on existing systems and training (NIMS/SEMS)

Speaker notes

More time and clarification on tabletop exercises

icy

Tabletop needed more diversity

Should have organized participant list by employer, not name

No CHP participation. Make them come

lessons learned. Fewer incidents, more time

More about linkage between disciplines

too many speakers, not enough discussion

2nd-day exercise... 20 minute exercise that took two hours

add'l assistance

more tabletops

contact sheet for Caltrans and transit for planning materials

Training for transit managers, decision makers

Golden Guardian

NIMS/SEMS

Summary of lessons learned from various disasters covered

scheduling and coordinating regional tabletop exercises

4-day DHS suicide bomber course

Contact names and numbers for each kind of emergency

NIMS/SEMS

giving public a voice in risk mgmt decisions

Transit agencies need training in emergency management and emergency SOPs

Hands-on training in the field

help for those just getting into emergency management

Transit is not a first responder, but a second responder - evacuations, access control, transportation

More on transportation security

Help developing an interagency response plan

ent by zipcode did not necessarily indicate neighboring areas

SEMS/NIMS

More input from local providers

More time for plan developemt

More pre-planning training

more info on ICS

How to write a safety/security plan and tabletop exercise

Hands-on equipment training

copies of presentations

money

Rancho Cordova

<u>Overall</u>	<u>Applicability</u>	<u>Lessons Learned</u>	<u>Tabletops</u>	<u>Facilities</u>	<u>Average</u>
5	4	5	5	5	4.80
5	4	5	4	5	4.60
5	4	5	5	5	4.80
5	5	4	4	4	4.40
5	5	5	4	5	4.80
5	4	4	5	4	4.40
5	4	5	5	5	4.80
5	4	5	3	5	4.40
5	5	5	5	5	5.00
5	4	4	4	3	4.00
5	5	5	4	5	4.80
5	5	5	4	5	4.80
4	4	4	3	5	4.00
4	5	4	3	5	4.20
4	4	4	4	5	4.20
4	5	4	3	4	4.00
4	4	3	3	4	3.60
4	4	4	4	3	3.80
4	4	4	4	3	3.80
4	4	5	5	4	4.40
4	4	4	3	4	3.80
4	3	4	4	4	3.80
4	4	4	4	4	4.00
4	4	4	3	4	3.80
4	4	5	4	5	4.40
4	3	5	3	4	3.80
4	4	4	4	4	4.00
4.44	4.19	4.41	3.93	4.37	4.27
4.00	4.00	4.00	4.00	5.00	4.25
89%	84%	88%	79%	87%	85%

most effective

Amtrak participation. Amtrak in scenario

Lessons learned; learning about all the agencies, and what they do. Transfer of power/command

Tabletop Exercises

Briefers and binder

Lessons learned from the different agencies/entities

tabletop discussion on last day. Liked roundtable discussion - not just a recap from each group

Tabletop and seeing where we are on being prepared. Interesting speakers

Speakers and handouts

Speakers, networking, discovering how unprepared we really are

speakers and information provided

Fantastic expert speakers. They all had great presentations and are doing good work

Tabletop exercises - hearing from various players. Speakers - good variety

Lessons learned presentations. Networking with other agencies

Very good presenters. Not all applicable to my work, but I took away a lot to think about.

speakers and initial tabletops. Very organized event. Varied background of speakers

Speakers

Tabletop Exercise 1st Day

The effective speakers

Everything

I think the entire conference (all parts) was effective

Tabletop exercises

Some of the speakers, excellent

The speakers and information provided was very helpful

Great speakers and topics

Lessons learned as presented by speakers

least effective

Many participants left early, particularly day 2. Offer certificates of completion only for participants
Keeping up with the lingo. Add glossary to materials? Company listed on nametag. Bigger print or

Some presenters were not too transit-related, but were informative. Need California SEMS perspect

Participants that left early

The tabletop exercise was effective, even with some inexperience. It helped emergency responders
luncheon speakers

Tabletop exercise: not enough time, too little facilitation. Either cut the TTE or make more time + fi
Tabletops were not given really clear direction at the beginning

last half of second day wound-down a bit fast/long. Maybe more, shorter tabletop exercises. Bette
more realistic scenario for tabletop

copies of powerpoint presentations

I liked the entire workshop

Tabletop exericses

Tabletop exercises were great, but could be more structured

Tabletop should have been done where we normally work. Pretending to be another agency is not a

add'l assistance

CSTI

assistance writing plan. Plan review

Field visit to state EOC

Roles and responsibilities of different emergency response providers

NIMS v. SEMS. Continuity of government, Continuity of Operations Concepts

Actual drills at our agency. Funding to bring in all employees

More information on who to contact for local emergency operations centers

moneys and time to train

; see where the outreach needs to go

exercise design

Training on how to organize and facilitate joint inter-agency pre-planning. Grant money to make thi

Tabletop Exercise Delivery

Exportable exercises for use by local agencies

More help with business continuity

More training and continuing education for staff

A Lot!

Being included in the next level of workshops and drills

I think safety (of public, responding agency personnel, etc.) element should be integrated with eme

Hands-on accident scenarios and higher level training

More information and training on other agency resources

More coordination with OES + Golden Guardian Exercise. This workshop seems separate from other

More exercises involving multi-agency coordination and decision-tree examples

The California Department of Transportation
Response and Recovery Conference

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Appendix E

Plan Development Assistance



P lan D evelopment A ssistance

The 2006 Caltrans Response & Recovery Conference





One of the objectives of this conference is to update response and recovery planning guidance for transit systems in California. As part of this process we ask that you participate in each session, listen and learn, and contribute your insights to help shape the new plan.

How does this work? Easy. Below you will find the conference agenda. As you participate in each session, answer the questions provided. We will collect this workbook at the conclusion of this conference, and incorporate your suggestions into the new planning guidelines.

Introduction: Transit Emergency Preparedness

Where transit, emergency planning and first responders connect

Q: In my community, we currently **do / do not** consider transit as a first responder.

Q: Transit's role as a first responder **has / has not** been clearly defined.

Q: Transit **does/does not** have a Memorandum of Understanding (MOU) with first responders

Q: What is your community plan for transporting evacuees?

Q: What is your community plan for transporting mass casualties?

Q: What is your community plan for transporting special needs populations?

Q: Do you have/use a reverse 911 system?

Q: Do you have/use a 2-1-1 system?

Participant Workbook

Caltrans Response & Recovery Conference
October, 2006

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Lessons Learned:

La Conchita Landslide



Q: Who are the primary agencies that might respond to an incident such as this in your community?

Q: How do these agencies share information? How do they pool resources?

Q: What resources are most essential to effective response to this sort of incident?

Q: What are the primary obstacles to effective use of transportation resources on such an incident?

Q: How can these obstacles be overcome?

Lessons Learned:

Rail Wreck



Q: Who are the primary agencies that might respond to an incident such as this in your community?

Q: How do these agencies share information? How do they pool resources?

Q: What resources are most essential to effective response to this sort of incident?

Q: What are the primary obstacles to effective use of transportation resources on such an incident?

Q: How can these obstacles be overcome?

Lessons Learned:

Emergency Public Information



Q: With whom does your agency need to coordinate emergency public information? In other words, who else needs to know what you are doing and saying?

Q: What resources are most essential to effective emergency public information?

Q: What are the primary obstacles to effective use of the Joint Information System?

Q: How can these obstacles be overcome?

Lessons Learned:

Earthquakes



Q: What do you believe are the key lessons learned from past events vis-à-vis earthquakes?

Q: How do response agencies share information? How do they pool resources?

Q: What resources are most essential to effective response?

Q: What are the primary obstacles to effective use of transportation resources on such an incident?

Q: How can these obstacles be overcome?

Lessons Learned:

Crisis Leadership



Q: What are the core qualities of effective crisis leadership?

Q: How can you instill these qualities in those who might lead emergency incidents for your organization?

Q: What are the primary obstacles to effective crisis leadership in your community?

Q: How can these obstacles be overcome?

Tabletop Exercise:

Day 1 - Response



Q: How do my emergency response plans differ from my counterparts?

Q: How do my emergency response protocols conflict with other functional areas?

Q: How could these gaps be most easily and effectively resolved?

Q: Are there irreconcilable differences that should be acknowledged in any transit emergency response plan?

Q: What changes could we make within our organization to improve incident response?

Lessons Learned:

California Wildfires



Q: Who are the primary agencies that might respond to an incident such as this in your community?

Q: How do these agencies share information? How do they pool resources?

Q: Does your community have an evacuation and re-entry plan for high fire-risk areas?

Q: What resources are most essential to effective response to this sort of incident?

Q: What are the primary obstacles to effective use of transportation resources on such an incident?

Q: How can these obstacles be overcome?

Lessons Learned:

The Challenges of Mass Evacuation



Q: How would you handle the need for mass evacuation of your community?

Q: What resources are most essential?

Q: How would response agencies share information? How would they pool resources?

Q: What are the primary obstacles to effective use of transportation resources?

Q: How can these obstacles be overcome?

Lessons Learned:

Glendale Derailment/Sacramento Flooding



Q: Who are the primary agencies that might respond to an incident such as this in your community?

Q: How do these agencies share information? How do they pool resources?

Q: What resources are most essential to effective response to this sort of incident?

Q: What are the primary obstacles to effective use of transportation resources on such an incident?

Q: How can these obstacles be overcome?

Lessons Learned:

Regional Terrorism Threat Assessments



Q: What do I need to know to be better prepared for terrorism incidents?

Q: What steps do I need to take to become part of the Terrorism Threat Assessment process?

Q: How can I work more effectively with the FBI on a terrorism incident?

Q: What are the key concepts of preparedness, response and notification for the InfraGuard program?

Lessons Learned:

Transit is The Bomb



Q: Who are the primary agencies that might respond to an attack on transit in your community?

Q: How do these agencies share information? How do they pool resources?

Q: What resources are most essential to effective response to this sort of incident?

Q: What are the primary obstacles to effective use of transportation resources on such an incident?

Q: How can these obstacles be overcome?

Lessons Learned:

New Directions, New Opportunities



Q: What is the role of the Governor's Office of Homeland Security (OHS) as compared to the Governor's Office of Emergency Services (OES)?

Q: How do these agencies share information? How do they pool resources?

Q: What resources are available through OHS that could boost the preparedness of my organization?

Q: What additional unmet needs exist?

Lessons Learned:

Terrorism – News from the Front Line



Q: What are the key concerns for terrorism in your community?

Q: How do you share information and pool resources with partner agencies?

Q: What resources are most essential to effective response to terrorism incidents in your community?

Tabletop Exercise:

Day 2 - Recovery



Q: What is the primary role of my agency in recovery from a community incident?

Q: Who is paying my agency's disaster-related costs?

Q: How do my emergency recovery plans conflict with other disciplines?

Q: How could recovery resources be coordinated so that everyone wins?

Additional Comments

& Recommendations



Q: What additional input do you have to help improve transit emergency preparedness in the state of California?

I would like my workbook returned to me:

Name: _____

Organization: _____

Mailing Address: _____

City/State/Zip: _____

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