



# Emergency Operations Center Exercise City of Fort Bragg



Exercise Plan  
April 3, 2024

The Exercise Plan (ExPlan) gives senior leaders, observers, media personnel, and players from participating organizations information they need to observe or participate in the exercise. It includes an exercise overview, objectives and aligned capabilities, roles and responsibilities, logistics, schedule, and communications plan. Some exercise material is intended for the exclusive use of exercise planners, controllers, and evaluators, but players may view other materials that are necessary to their performance. All exercise participants may view the ExPlan.

## EXERCISE OVERVIEW

|                                    |                                                                                                                                                                                                                                                                                                                                         |
|------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Exercise Name</b>               | Emergency Operations Center Exercise 2024                                                                                                                                                                                                                                                                                               |
| <b>Exercise Dates</b>              | April 3, 2024                                                                                                                                                                                                                                                                                                                           |
| <b>Scope</b>                       | This exercise is a Seminar and Functional Exercise, planned for four hours at the Fort Bragg Middle School Library. Exercise play is limited to the Fort Bragg Middle School Library.                                                                                                                                                   |
| <b>Focus Area(s)</b>               | <b>Response, Recovery</b>                                                                                                                                                                                                                                                                                                               |
| <b>Capabilities</b>                | Operational Coordination, Public Information and Warning, Intelligence and Information Sharing, Situational Assessment, Economic Recovery, Critical Transportation, Risk and Disaster Resilience Assessment, Operational Communications, Infrastructure Systems, On-Scene Security, Protection, and Law Enforcement, Mass Care Services |
| <b>Objectives</b>                  | Safely operate the Emergency Operations Center in accordance with the City of Fort Bragg Emergency Operations Plan following a simulated disaster.                                                                                                                                                                                      |
| <b>Threat/Hazard</b>               | Earthquake, Structure Fire                                                                                                                                                                                                                                                                                                              |
| <b>Scenario</b>                    | The City of Fort Bragg has experienced a major earthquake causing widespread structural damage. The City has activated its Emergency Operations Center in response.                                                                                                                                                                     |
| <b>Sponsor</b>                     | City of Fort Bragg                                                                                                                                                                                                                                                                                                                      |
| <b>Participating Organizations</b> | City of Fort Bragg, Fort Bragg Unified School District                                                                                                                                                                                                                                                                                  |
| <b>Point of Contact</b>            | Thomas O'Neal<br>Captain (Emergency Manager)<br>Fort Bragg Police Department<br>250 Cypress Street, Fort Bragg CA 95437<br>707-961-2800 ext. 203<br>toneal@fortbragg.com                                                                                                                                                                |



## GENERAL INFORMATION

### Exercise Objectives and Capabilities

The following exercise objectives in Table 1 describe the expected outcomes for the exercise. The objectives are linked to capabilities, which are distinct critical elements necessary to achieve the specific mission area(s). The objectives and aligned capabilities are guided by senior leaders and selected by the Exercise Planning Team.

| Exercise Objective                                                                                                                 | Core Capability                                                                               |
|------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------|
| Track the locations of assigned resources, personnel and volunteers with 100% accuracy.                                            | Operational Coordination                                                                      |
| Ensure the JIC can release information at the end of the exercise that contains at least 90% of critical information factors.      | Public Information and Warning, Intelligence and Information Sharing, Situational Assessment, |
| Track at least 95% of cost estimates related to assets, personnel, and requisitions.                                               | Operational Coordination                                                                      |
| Document at least 90% of damages related to the preliminary damage assessments.                                                    | Economic Recovery                                                                             |
| Prioritize long-term and short-term recovery options for review by senior leaders.                                                 | Economic Recovery                                                                             |
| Utilize the Incident Command System command structure on 100% of field incidents.                                                  | Operational Coordination                                                                      |
| Complete evacuations of necessary areas in accordance with Mendocino County Evacuation Plan.                                       | Critical Transportation                                                                       |
| Conduct an emergency response to a simulated disaster in accordance with the City of Fort Bragg's Emergency Operations Plan (EOP). | Operational Coordination, Risk and Disaster Resilience Assessment                             |
| Ensure at least 80% of injects end with the appropriate staff position in accordance with EOP.                                     | Operational Coordination, Operational Communications                                          |
| Appropriately triage restoring basic government functions using available resources.                                               | Infrastructure Systems                                                                        |
| Appropriately triage law enforcement related needs using available resources.                                                      | On-Scene Security, Protection, and Law Enforcement                                            |
| Identify, request, and deploy resources needed for mass care of displaced individuals.                                             | Mass Care Services                                                                            |



**Table 1. Exercise Objectives and Associated Capabilities**

## Participant Roles and Responsibilities

The term *participant* encompasses many groups of people, not just those playing in the exercise. Groups of participants involved in the exercise, and their respective roles and responsibilities, are as follows:

- **Players.** Players are personnel who have an active role in discussing or performing their regular roles and responsibilities during the exercise. Players discuss or initiate actions in response to the simulated emergency.
- **Controllers.** Controllers plan and manage exercise play, set up and operate the exercise site, and act in the roles of organizations or individuals that are not playing in the exercise. Controllers direct the pace of the exercise, provide key data to players, and may prompt or initiate certain player actions to ensure exercise continuity. In addition, they issue exercise material to players as required, monitor the exercise timeline, and supervise the safety of all exercise participants.
- **Simulators.** Simulators are control staff personnel who deliver scenario messages representing actions, activities, and conversations of an individual, agency, or organization that is not participating in the exercise. They most often operate out of the Simulation Cell (SimCell), but they may occasionally have face-to-face contact with players. Simulators function semi-independently under the supervision of SimCell controllers, enacting roles (e.g., media reporters or next of kin) in accordance with instructions provided in the Master Scenario Events List (MSEL). All simulators are ultimately accountable to the Exercise Director and Senior Controller.
- **Evaluators.** Evaluators evaluate and provide feedback on a designated functional area of the exercise. Evaluators observe and document performance against established capability targets and critical tasks, in accordance with the Exercise Evaluation Guides (EEGs).
- **Actors.** Actors simulate specific roles during exercise play.
- **Observers.** Observers visit or view selected segments of the exercise. Observers do not play in the exercise, nor do they perform any control or evaluation functions. Observers view the exercise from a designated observation area and must remain within the observation area during the exercise. Very Important Persons (VIPs) are also observers, but they frequently are grouped separately.
- **Support Staff.** The exercise support staff includes individuals who perform administrative and logistical support tasks during the exercise (e.g., registration, catering).

## Exercise Assumptions and Artificialities

In any exercise, assumptions and artificialities may be necessary to complete play in the time allotted and/or account for logistical limitations. Exercise participants should accept that assumptions and artificialities are inherent in any exercise, and should not allow these considerations to negatively impact their participation.



### ***Assumptions***

Assumptions constitute the implied factual foundation for the exercise and, as such, are assumed to be present before the exercise starts. The following assumptions apply to the exercise:

- The exercise is conducted in a no-fault learning environment wherein capabilities, plans, systems, and processes will be evaluated.
- The exercise scenario is plausible, and events occur as they are presented.
- Exercise simulation contains sufficient detail to allow players to react to information and situations as they are presented as if the simulated incident were real.
- Participating agencies may need to balance exercise play with real-world emergencies. Real-world emergencies take priority.
- All simulated volunteers identified during the exercise are assumed to be able-bodied and able to assist.
- The Fire Department, EMS, and Medical Services are simulated during this exercise and need not be considered by exercise participants outside of requests for resources from those organizations.

### ***Artificialities***

During this exercise, the following artificialities apply:

- Exercise communication and coordination is limited to participating exercise organizations, venues, and the SimCell.
- Only communication methods listed in the Communications Directory are available for players to use during the exercise.



## EXERCISE LOGISTICS

### Safety

Exercise participant safety takes priority over exercise events. The following general requirements apply to the exercise:

- A Safety Controller is responsible for ensuring the exercise is conducted in a safe environment; any safety concerns must be immediately reported to the Safety Controller. The Safety Controller and Exercise Director will determine if a real-world emergency warrants a pause in exercise play and when exercise play can be resumed.
- For an emergency that requires assistance, use the phrase **“real-world emergency.”** The following procedures should be used in case of a real emergency during the exercise:
  - Anyone who observes a participant who is seriously ill or injured will immediately notify emergency services and the closest controller, and, within reason and training, render aid.
  - The controller aware of a real emergency will initiate the **“real-world emergency”** broadcast and provide the Safety Controller, Lead Controller, and Exercise Director with the location of the emergency and resources needed, if any.

### Site Access

#### Security

Players will park and meet in the Senior Center parking lot at 1300 hours on the day of the exercise. Players will be escorted by a Controller to the Fort Bragg Middle School Library.

#### Exercise Identification

Controllers, Evaluators, and SimCell staff will be identified by colored vests. All other non-players entering the exercise area should be treated as actors unless instructed otherwise by a Controller.

| Group         | Color        |
|---------------|--------------|
| Controllers   | Yellow/Black |
| Evaluators    | Orange       |
| Support Staff | Yellow/Green |

**Table 2. Exercise Identification**



## POST-EXERCISE ACTIVITIES

### Debriefings

Post-exercise debriefings aim to collect sufficient relevant data to support effective evaluation and improvement planning.

#### *Hotwash*

At the conclusion of exercise play, a controller or evaluator will lead a Hot Wash to allow players to discuss strengths and areas for improvement, and evaluators to seek clarification regarding player actions and decision-making processes. All participants may attend; however, observers are not encouraged to attend the meeting. The information gathered during a hotwash contributes to the AAR/IP and any exercise suggestions can improve future exercises.

#### *Participant Feedback Forms*

Participant Feedback Forms provide players with the opportunity to comment candidly on exercise activities and exercise design, and to share their observed strengths and areas for improvement. Participant Feedback Forms should be collected at the conclusion of the Hot Wash.



# PARTICIPANT INFORMATION AND GUIDANCE

## Exercise Rules

The following general rules govern exercise play:

- Real-world emergency actions take priority over exercise actions.
- Exercise players will comply with real-world emergency procedures, unless otherwise directed by the control staff.
- All communications (including written, radio, telephone, and e-mail) during the exercise will begin and end with the statement **“This is an exercise.”**
- Exercise players who place telephone calls or initiate radio communication with the SimCell must identify the organization or individual with whom they wish to speak.

## Players Instructions

Players should follow certain guidelines before, during, and after the exercise to ensure a safe and effective exercise.

### *Before the Exercise*

- Review appropriate organizational plans, procedures, and exercise support documents.
- Be at the appropriate site at least 10 minutes before the exercise starts. Wear the appropriate uniform and/or identification item(s).
- Sign in when you arrive.
- If you gain knowledge of the scenario before the exercise, notify a controller so that appropriate actions can be taken to ensure a valid evaluation.
- Read your Exercise Information Handout if provided.

### *During the Exercise*

- Respond to exercise events and information as if the emergency were real, unless otherwise directed by an exercise controller.
- Controllers will give you only information they are specifically directed to disseminate. Follow-up questions may be forwarded to the SimCell.
- Do not engage in personal conversations with controllers, evaluators, or observers. If you are asked an exercise-related question, give a short, concise answer. If you are busy and cannot immediately respond, indicate that, but report back with an answer as soon as possible.
- If you do not understand the scope of the exercise, or if you are uncertain about an organization’s participation in an exercise, ask a controller.
- Parts of the scenario may seem implausible. Recognize that the exercise has objectives to satisfy and may require incorporation of unrealistic aspects. Every effort



has been made by the exercise's trusted agents to balance realism with safety and to create an effective learning and evaluation environment.

- All exercise communications will begin and end with the statement **“This is an exercise.”** This precaution is taken so that anyone who overhears the conversation will not mistake exercise play for a real-world emergency.
- When you communicate with the SimCell, identify the organization or individual with whom you wish to speak.
- Speak when you take an action. This procedure will ensure that evaluators are aware of critical actions as they occur.
- Maintain a log of your activities. Many times, this log may include documentation of activities that were missed by a controller or evaluator.

### ***After the Exercise***

- Participate in the Hotwash at your venue with controllers and evaluators.
- Complete the Participant Feedback Form. This form allows you to comment candidly on emergency response activities and exercise effectiveness. Provide the completed form to a controller or evaluator.
- Provide any notes or materials generated from the exercise to your controller or evaluator for review and inclusion in the AAR.

## **Simulation Guidelines**

Because the exercise is of limited duration and scope, certain details will be simulated. The physical description of what would fully occur at the incident sites and surrounding areas will be relayed to players by simulators or controllers. A SimCell will simulate the roles and interactions of nonparticipating organizations or individuals.

Simulations will be guided using “injects” These will come in the form of a card or document with instructions related to the simulation.



## APPENDIX A: COMMUNICATIONS PLAN

All communications for this event will be in-person only. No radio or phone communications are to be used.



## APPENDIX B: EXERCISE PARTICIPANTS

| Participating Organizations                 |
|---------------------------------------------|
| <b>Federal</b>                              |
| None                                        |
| <b>State</b>                                |
| None                                        |
| <b>City of Fort Bragg</b>                   |
| All Departments from the City of Fort Bragg |
| <b>Fort Bragg Unified School District</b>   |
| Facility Use Only                           |



## APPENDIX C: EXERCISE SCHEDULE

| Day 1: April 3, 2024 | Personnel                           | Activity                             | Location                                                                              |
|----------------------|-------------------------------------|--------------------------------------|---------------------------------------------------------------------------------------|
| 1200 hours           | Controllers, Evaluators and SimCell | Controller and Evaluator Briefing    | Senior Center Parking Lot                                                             |
| 1230 hours           | Exercise Staff and IT Department    | Setup Exercise Area                  | Meet at the Senior Center Parking Lot. Setup in the Fort Bragg Middle School Library. |
| 1300 hours           | Evaluators                          | Meet with Players                    | Senior Center Parking Lot                                                             |
| 1315 hours           | All Exercise Personnel              | Seminar on Emergency Operations Plan | Fort Bragg Middle School Library                                                      |
| 1430 hours           | All Exercise Personnel              | Functional Exercise                  | Fort Bragg Middle School Library                                                      |
| 1600 hours           | All Exercise Personnel              | Hotwash                              | Fort Bragg Middle School Library                                                      |
| 1700 hours           | All Exercise Personnel              | EndEx                                |                                                                                       |



## APPENDIX D: EXERCISE SITE MAPS



**Figure D.1: Exercise Overview**



## APPENDIX E: EXERCISE SCENARIO

On 08/24 at approximately at 0431 hours, Fort Bragg, California, experienced a 7.1 magnitude earthquake. Shaking lasted for approximately 45 seconds and reports indicate the Mendocino Coast lost power during the earthquake. Initial damage reports indicate that City Hall was a catastrophic loss from fire. Despite multiple breaks in the City's fresh water system and low water pressure, the Fort Bragg Fire Department was able to extinguish the fire without it causing additional damage to the City's downtown business district. The City Manager has activated the primary Emergency Operations Center at the Fort Bragg Middle School to a Level 1 status.

This exercise is intended to test the ability of City of Fort Bragg staff to effectively open the Emergency Operations Center and conduct simulated operations during a complex simulated scenario.

### Weather

(Simulated) The weather is in the mid-60's with 10-15 mile sustained southerly winds. Inland Mendocino County is experiencing a Red Flag warning with that warning extending into the next three days.

### Major Events

#### City of Fort Bragg

- A major earthquake has occurred in the area of Fort Bragg. Players are expected to operate the Emergency Operations Center in accordance with the City's Emergency Operations Plan.
- Widespread structural damage has displaced many residents. Players are expected to coordinate mass care to include standing up evacuation centers.
- A 3-4 foot tsunami is expected to impact low-lying areas in and around the city. Players are expected to simulate an evacuation of those areas using identified resources in accordance with the Mendocino County Evacuation Plan.
- Players are expected to document anticipated costs related to the emergency response in accordance with the California Disaster Assistance Act.
- The Joint Information Center (JIC) is expected to record critical information related to the simulation that will need to be distributed to the media and stakeholders.



## APPENDIX F: ACRONYMS

| Acronym | Term                                              |
|---------|---------------------------------------------------|
| DHS     | U.S. Department of Homeland Security              |
| ExPlan  | Exercise Plan                                     |
| HSEEP   | Homeland Security Exercise and Evaluation Program |
| SME     | Subject Matter Expert                             |
| JIC     | Joint Information Center                          |
| SimCell | Simulation Cell                                   |
| EEGs    | Exercise Evaluation Guides                        |
| EMS     | Emergency Medical Services                        |
| EOP     | Emergency Operations Plan                         |

