Park City Municipal Corporation
Emergency Management
After-Action Report – Park City/Summit County TTX
"Great Utah Shakeout #5"
April 26, 2016

Executive Summary

Exercise/Event Overview: This was a Park City/Summit County Table Top Exercise (TTX) utilizing the State of Utah's regional earthquake exercise, known as the Great Utah Shakeout as a basis. While the Shakeout targets earthquake and disaster preparedness for citizens and businesses, it gives the municipality and the county, the added benefit of doing different types of exercises from year-to-year and simultaneously. A TTX with Summit County and Park City was conducted on the Shakeout scenario on April 26[th.] The Shakeout is a 7.0 earthquake on the Wasatch fault in the Salt Lake Valley, which translates into an approximately 5.7 earthquake in western Summit County and Park City at 10:00am on a spring weekday. See Attachment A.

Exercise/Event Goals and Objectives:

- Continue to develop interagency & personal relationships and communications

- Compare agency first response and assessment plans

- Explore Mutual Aid Agreements (MAA) and the potential for conflicting resource priorities

- Core Capabilities to evaluate during the exercise:
  - Communications
  - Situational Assessment
  - Operational Coordination
  - Search and Rescue, EMS, Public Health & Law Enforcement (limited)

- Situation and Assumptions:
  - 6.9 earthquake on the Salt Lake Valley Section of the Wasatch Fault occurs at 10:00am on a Tuesday morning and is a 5.6 earthquake in Park City and a 5.1 earthquake in Coalville. The weather is as you see it on Tuesday. There are landslides completely blocking I-80 at the entrance to Parley's Canyon, I-84 in Weber Canyon and UT-189 in upper Provo Canyon. US 40 and I-80 eastbound are open with some lanes but not all lanes blocked by debris.
  - No assistance is available from any Wasatch Front agencies and requests are already starting to come to Summit County for assistance in the valley. Wasatch County currently has no assistance available until they have completed their first response and assessments. The closest assistance to Summit County is from eastern Utah, Wyoming and Colorado.
  - Anecdotal initial reports include significant facade and parapet damage on Historic Main Street, moderate damage to the County Building in Coalville, partial collapse of Miners Hospital with injuries, a significant leak and fire at High West in Wanship, numerous water leaks and/or outages around the county, historic

homes off of foundations through-out the county, many injuries from falling debris but no report of fatalities. We have no official reports or field assessments at this time.

▪ As a part of the TTX we did an exercise within an exercise and asked the seventeen attendees from both jurisdictions to write no more than two questions and one next steps on 3x5 cards before picking up lunch. Those cards along with UDEM Staff evaluations led us to the following Strengths and Weaknesses. For the results see Attachment B. and C.

Strengths:

● Keeping on time

● City staff and City Council NIMS training-impressive that they are aware of the response process

● Open dialogue

● Working together to solve the problems-instead of one agency or jurisdiction taking charge and wanting to "save the day" felt like everyone did their part to address the problems within the incident.

● Summit Co. Health has a comprehensive Continuity of Operations Plan (COOP) plan that identifies what staff can be used or utilized to assist in a disaster and how and when county personnel would attend to normal duty.

Areas of Opportunity (formerly known as "Weaknesses")**:**

• Have each respective Emergency Manager review the feedback cards from the participants and answer questions where possible and develop next steps from others. Include the items to consider from UDEM evaluators. Return the results to the participants.

• The following topics were identified by the participants as broad areas of interest, concern or question; Transportation, Training, Priorities, EOCs, ICS, Resources, Communications/Technology, Planning and Hazards.

• Understanding inter-agency MOU's with neighboring agencies and communities (Uintah, Daggett, Duchene, Wasatch, UT & Uinta, WY). Creating potential prioritized resource list between agencies. Understanding and working with private sector to assist with resources

• Information flow from Incident Command to EOC/JIC--established policy or formalized process?

• Educating elected and appointed officials as to resource prioritization

• Gathering policy level staff together during the event/incident rather than combining EOC's

Exercise Overview

> **Exercise Name:** Great Utah Shakeout City/County TTX
> **Duration:** 3.0 Hours
> **Exercise Date:** April 26, 2016
> **Sponsor:** Park City, Summit County & Utah Division of Emergency Management
> **Type of Exercise:** Table Top Exercise (TTX)
> **Funding Source:** Local Government
> **Focus:** Communications, Situational Assessment, Operational Coordination
> **Limited Focus:** Search and Rescue, EMS, Public Health & Law Enforcement (limited)
> **Classification:** For Official Use Only (FOUO)
> **Scenario:** Other - Earthquake
> **Location:** Park
> City, Utah
> **Participating Organizations:** Park City Municipal Corporation, Summit County, Utah
> Division of Emergency Management
> **Number of Participants:** 21

Findings and Recommendations:

1 – Feedback Cards – Provide questions and next step suggestions

> **Finding** – Use the information on the cards and from UDEM Evaluators to educate and
> develop a list of gaps each agency should begin to tackle.
> **Solution** – Both emergency managers develop responses and share with all participants
> of both agencies.

2 – Joint Training and Exercises – Develop relationships, communication links and joint
solutions

> **Findings** – This is the first joint training for many of the participants and was very
> successful.
> **Solution** – Continue targeted exercises of varying type between the agencies and the
> departments within the agencies.

3 – Memorandums of Understanding (MOUs) and/or Mutual Aid Agreements (MAAs) –
Provide for resources and collaboration

> **Findings** – Expand horizon for MOUs or MAAs to surrounding counties and agencies
> **Solution** – Approach surrounding counties (including Wyoming) about engaging in
> MOUs and/or MAAs

4 – Training Opportunities – NIMS training and exercise standards

> **Findings** – There are not similar training standards for both jurisdictions which impacts
> communications, EOC operations, Mutual Aid, Resources, etc.
> **Solution** – Develop a similar set of acceptable standards based on NIMS requirements
> for all staff including elected officials.

5 – Emergency Operation Centers (EOCs) – What are the options, synergies and differences

Findings – Park City, Summit County Health, Kamas Coalville locations have varying levels of equipment, staffing plans, training, etc.
Solution – Set up a task force to develop recommendations for EOC use and standards that met both agencies individual and joint needs.

<u>**Summary:**</u>

This was the first joint training between the City and County in many years and the first since both the City Manager and the County Manager had taken their current positions. Participation included a good cross section of municipal and county staff at several levels but all with decision making authority. There was excellent joint discussion and problem solving between the jurisdictions. The levels of the respective emergency management programs including but not limited to training, exercises, EOC operations and equipment differ leading to opportunities for collaboration while still maintaining the goals each jurisdiction has set for their programs. This report outlines not all, but some key "areas of opportunity" to work on as roles, responsibilities and relationships continue to develop in our joint ability to prepare, plan, respond, recover and mitigate the natural and man-made risks and hazards in Summit County.

Hugh A. Daniels, CEM, UCEM   Christopher Crowley
Emergency Program Manager   Emergency Manager
Park City Municipal Corporation   Summit County

Attachments:

A.   TTX Plan
B.   Participants Feedback
C.   UDEM Evaluation Notes
D.   Participant Sign In Sheets

EOR

Shakeout 2016 Summit County/Park City Table Top Exercise (TTX)

April 26, 2016 – 10:00a – 1:00p (lunch provided)
Park City EOC (Public Safety Building) 2060 Park Ave.
Final Draft – Details Subject to Change

Summit County Players	Park City Players
County Emergency Manager (Facilitator) -Crowley	City Emergency Manager (Facilitator) - Daniels
County Manager - Fisher	City Manager - Foster
Asst. County Manager - Lewis	A/Asst. City Manager - Briggs
Community Development Director - Putt	Chief Building Official - Root
Public Works Director - Radke	Public Works Director - Fonnesbeck
County Engineer II – Kendell	City Engineer - pending
Public Information Officer - Booth	Public Information Officer - Glidden
Chief Health Officer - Bullough	Park City Fire – Huntzinger & Emery
Sheriff Chief Deputy - Smith	Police Captain - Ryan
Auditor Analyst - Jensen	Executive Assistant (Recorder) - pending
Health Dept PIO - Mullaly	UDEM (Evaluators) – Repp & Behunin
North Summit Fire - pending	
South Summit Fire – pending	

Instructions:
Parking - Please car pool, parking is limited in the front lot. Official logo'd vehicles may park on Park Avenue in front as noted by orange cones or around the back on the east side and north side of the access road or at the Park City Market lot. Give yourself time to find parking.

If you are unable to attend, you are expected to replace yourself with someone who would be a normal successor for you if you were unavailable in an emergency.

We will start on time and stay on time. Plan to arrive by 9:45a and if you are late we will not go backwards to bring you up to date. The main portion of the exercise will run for two hours, followed by lunch for one hour where we will also conduct an after-action exercise.

The tabletop exercise offers participants the opportunity to explore different ideas in the context of a real-world scenario. All participants are encouraged to contribute to the discussion and are reminded they are making decisions and comments in a "no-fault" environment. There are no right or wrong answers.

The facilitators with provide injects for discussion and keep the exercise and discussion moving. If you are cut off or the discussion is redirected, it's nothing personal, honest! While your department may not be specifically addressed you still have input and a role. Please raise your hand and be recognized before speaking.

Situation and Assumptions:
6.9 earthquake on the Salt Lake Valley Section of the Wasatch Fault occurs at 10:00am on a Tuesday morning and is a 5.6 earthquake in Park City and a 5.1 earthquake in Coalville. The weather is as you see it on Tuesday. There are landslides completely blocking I-80 at the entrance to Parley's Canyon, I-84 in Weber Canyon and UT-189 in upper Provo Canyon. US 40 and I-80 eastbound are open with some lanes but not all lanes blocked by debris.

No assistance is available from any Wasatch Front agencies and requests are already starting to come to Summit County for assistance in the valley. Wasatch County currently has no assistance available until they have completed their first response and assessments. The closest assistance to Summit County is from eastern Utah, Wyoming and Colorado.

Anecdotal initial reports include significant facade and parapet damage on Historic Main Street, moderate damage to the County Building in Coalville, partial collapse of Miners Hospital with injuries, a significant leak and fire at High West in Wanship, numerous water leaks and/or outages around the county, historic homes off of foundations through-out the county, many injuries from falling debris but no report of fatalities. We have no official reports or field assessments at this time.

Timeline/Outline:

10:00a – 10:05a	Welcome, Rules, Situation and Assumptions
10:05a – 10:30a	In <u>two minutes or less</u> introduce yourself, your job and what you think your first duty and initial role is in this disaster
10:30a – 11:15a	Life Safety and Assessment Injects
11:15a-12:00n	Priorities for Resources Injects

12:00n-12:10p   After-Action Report (AAR) Exercise

12:10p-12:25p   Get lunch

12:25p-1:00p   Discuss results of After-Action Exercise over lunch

For Facilitators and Evaluators only (not to be shared with participants):

Core Capabilities to evaluate:
Communications
Situational Assessment
Operational Coordination
Search and Rescue, EMS, Public Health & Law Enforcement (limited)

Exercise Goals
1. Continue to develop interagency & personal relationships and communications
2. Compare agency first response and assessment plans
3. Explore MAA and the potential for conflicting resource priorities

Injects – Life Safety and Assessments (have about 10 min per item) - Daniels
1. How are field assessments done by your agency or department? (pick 3 or 4)
2. Early building department field assessments confirm significant debris on Main Street from facades and parapets, but no fires. A number of fire sprinklers have gone off. What is the response if any?
3. We learn there is, in fact, a significant leak of flammable materials at the High West distillery but no fire. What is the response if any?
4. There is damage to the County Courthouse and it has been evacuated. Where do employees go?

5. We learn that there was major damage to Miners Hospital and a group was meeting on the third floor. What is the response if any?

Injects – Priorities for Resources (have about 10 min per item) - Crowley
1. County & City Manager – what are your resource priorities?
2. Public Works – do you have a list of available resources and what are your priorities for them?
3. Fire, EMS & Law Enforcement – how and where will you deploy your resources?
4. What Mutual Aid Agreements (MAA) are available and how do we actually use them to help each other?

After-Action Report (AAR) Exercise -Both
1. Take one 3x5 card
2. Write no more than <u>two</u> of your "top questions or concerns" and <u>one</u> "next step" you would like to see happen (10 min)
3. Return your card on the way to pick up lunch (15 min)
4. We'll talk about the findings while we eat (30 min)

Stuff:
- Tables and chairs set in open square
- Reminder on parking lot
- Food station set in Records
- EOC on touch screen with Earth showing County next
- Timer
- Ice and cooler
- Beverages for lunch and water initially
- Cups
- Name tags
- Check-in sheet
- Clipboards and paperwork for Daniels, Crowley, Repp and Behunin
- 3x5 cards
- Pens/pencils
- White board & pens
- Orange cones out
- Maps
- Lunch coming from Mangia

Summit County
Park City Municipal

TTX
Date: **4/26/2016**

Task: **3x5 Card Questions and Action Items Follow Up**

Card #	Category	Description
1	Transportation	How would we stop the influx of traffic trying to get to SLC or through on the Freeways?
1	Transportation	Do we have contacts for Wyoming to reroute I-80 Traffic around disaster?
1	MOU	Reconfirm MOU's and ensure they are really in place
1	MOU	Train supervisory staff on their existence and content.
2	Training	What training is required and expected from our department? (What is our plan?)
2	Priorities	How should we prioritize multiple committee, board, council, employment organizations?
3	EOC	Would SCO EOC be open or would we designate PC EOC as location? If PC, would travel be capable on SR224 or SR 248?
3	EOC	Why has Kamas S&R EOC been disbanded? It's a great resource to have.
3	EOC	Roll out as Joint EOC and see what works/doesn't work.
4	MOU	Interstate agreement to close I-80 in Wyoming to west-bound traffic.
5	ICS	Do employees know who Incident Commander is and how to report-in during a disaster situation?
5	EOC	Is there exposure in having the two EOC's geographically close together?
5	Training	County employee training on response requirements
6	Training	NIMS familiarization and definitive commitment to establishing IC.
7	Resources	What the heck do we do if this happened at night or on a weekend? No staff
7	Resources	Evaluate real risk of nighttime/weekend emergency. Staff does not live here.
8	MOU	Formal mutual/auto aid agreements
8	Planning	Priority calling cards (GETS/WPS)
9	EOC	What plans are in place in regard to 2 EOCs being opened at the same time?
9	Resources	Resource splitting/sharing issues between PC Muni and SCO if two EOCs are open.
9	Training	National Emergency Training Center (EMI) training for leaders
10	Comms/Tech	Earthquake affects 1. Quarry Mountain & 2. Lewis Peak. What do we do in this situation?
10	Training	Training for two SCO employees.

11	Training	Do non-essential personnel know what to do or where to go in case of emergency? We may not want them to just go home.
11	Planning	Do SCO Building Inspectors have a list of critical infrastructure?
11	Training	Provide training/policies to employees or update existing.
12	Training	County employees appropriate level of NIMS.
12	Comms/Tech	Early comms problems - mobile solar [?] and employee solar chargers.
12	Training	County leadership needs a similar all-hands TTX to identify gaps and start thought process.
13	MOU	Need to engage sewer folks i.e. SBWRD - really important before event to establish relationship with utilities, etc.
13	MOU	Expand discussion to include above folks, Basin Rec, others…
14	MOU	What MOUs exist in Emergency Management [?]?
14	Training	Who is responsible to compile and coordinate County department exercises?
14	MOU	Develop MOUs
15	Planning	Get more SCO employees/agencies engaged in planning process.
15	Comms/Tech	Communications breakdown and back-ups beyond social media.
15	Hazard	More specific discussions around specific issues - i.e. sewer damage
16	Training	What training/preparation are we doing outside of our organization?
16	Resources	Have we identified resources that would be available from the private sector?
16	MOUs	Build relationships
17	Training	No discussion about how to formalize our roles in an Incident Command System
17	Training	Need more TTX

Summit County/Park City TTX - April 26, 2016

Evaluation Notes from Kris Repp and Tara Behunin
Utah Division of Emergency Management Training Section and Regional Liaison

Injects - Life Safety and Assessments:
1.   How are the field assessments done by your agency or department? (pick 3 or 4)

    A. Who do you report assessments to?
- *Fire: Windshield assessments would be reported to Battalion Chief at the EOC.*
  - *Is there a formal process for windshield assessments? There is a map that fire uses with grids. *There does not seem to be coordinated mechanism for windshield assessments within the city/county to avoid duplication. These need to be effective and efficient assessments.*
- *LE: PCPD would drive through city to determine where the damage*

    B. How do you prioritize?
- *All agencies focused on immediate life safety*
- *Public Works would rely on Emergency Services to determine priority*

    C. How do you coordinate with other agencies that may need your assistance?
- *Agencies would work through the EOC to coordinate resources*

    D. How do you deploy resources?
- *Public Works would meet to assess what resources are available and advise the EOC.*

    E. How do you know you are sending people into a safe situation?
- *Based off initial windshield assessments completed by fire, law and public works.*

2.   Early building department field assessments confirm significant debris on Main Street from facades and parapets, but no fires. A number of fire sprinklers have gone off. What is the response if any?
- Building Department would first respond to the EOC and then assess city buildings and infrastructure; neighborhoods would be next. Also look at areas where further injury could occur. Planning Department would assist

3.   We learn there is, in fact, a significant leak of flammable materials at the High West distillery, but no fire. What is the response, if any?
- *Hazmat capabilities are in Wanship--it would depend on what the toxic chemical is and if it is threatening anyone. It is an isolated area so there would not be an immediate threat.*

4.   There is damage to the County Courthouse and it has been evacuated. Where do employees go?
- *Each department has a specific location to relocate. Text chain is available to notify employees.*
- *County has internal systems to notify all employee's incidents/events*

5.   We learn that there was major damage to Miners Hospital and a group was meeting on the third floor. What is the response, if any?

6.   Are there issues that may not be visible at this time? Things we may not realize ar transpiring behind the scenes but may come back to haunt us later?
- *Spontaneous Volunteer & Donations management*

Injects - Priorities for Resources:

1.   County & City Manager - What are your resource priorities?
- *Opening crucial roads & interstates, life safety and communications (coordinating one message)*
- *Having a good assessment within 24 hours, moving into recovery*

        How do you know?

2.   Fire, EMS, & Law Enforcement - How and where will you deploy your resources?

3.   Public Works - same question - Do you have a list of available resources and what are your priorities for them? Do you establish your priorities or respond to requests by other agencies for assistance?
- *Resource Inventory for City/County?*

4.   What Mutual Aid Agreements (MAA) are available and how do we actually use them to help each other?
- *There is a MAA between Park City and Summit County.*
- *Will need to ensure MAA are in place with neighboring states, as well as cities and counties. This will require legal review and approval.*

5.   Declaration of Emergency appears to be likely - when, why and how do we pull the trigger?
- *County Manager is concerned about when to declare an emergency and would rely on EM for guidance.*

- *Beginning early as information is gathered (fatalities, damage, etc), determine if declaration is warranted.*

  Is there anything that might prevent us from making the decision?
- *Lack of information*

6. What is the ALL COUNTY decision making process?
- *Establish EOC to allow city/county councils to gather and assist EM/LE/Fire/PW in decision making*

After Action review

Things that went well:
- Keeping on time
- City Council NIMS training-impressive that they are aware of the response process
- Open dialogue
- Working together to solve the problems-instead of one agency or jurisdiction taking charge and wanting to "save the day" felt like everyone did their part to address the problems within the incident.
- Summit Co. Health has a comprehensive COOP plan that identifies what staff can be used or utilized to assist in a disaster and how and when county personnel would attend to normal duty.

Things to consider:
- Understanding inter-agency MOU's with neighboring agencies as well as communities (Uintah, Daggett, Ut & Uinta, WY)
- Understanding and working with private sector to assist with resources
- Establishing a line of succession for key players that would be responding
- Volunteer management plan?
- Bringing together all the community partners (further exercise?) --private sector, Red Cross, faith-based, etc.
- Do you plan on using WebEOC as the resource inventory/tracking
- Special needs population
- Surveillance within shelters to maintain safe/healthy environment-who will manage?
- Creating potential prioritized resource list
- Information flow from Incident Command to EOC/JIC--established policy or formalized process?
- Public Information: awareness of interpreters in the county

- Determine who has authority to close I-80 (UDOT or UHP)?
- Educating elected and appointed officials as to resource prioritization
- Gathering policy level staff together during the event/incident rather than combining EOC's
- Public Works would rely on Emergency Services to determine resource priorities. Public Works should be able to determine their own priorities.