

CRISIS RELOCATION EXERCISE HANDBOOK

THIS REPORT IS PART OF A SERIES OF DOCUMENTS WHICH PROVIDES BASIC PLANNING GUIDANCE AND RESOURCE DATA TO NUCLEAR CIVIL PROTECTION PLANNERS.

FEDERAL EMERGENCY MANAGEMENT AGENCY

CRISIS RELOCATION
EXERCISE HANDBOOK

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FOREWORD

This crisis relocation exercise handbook was prepared in fulfillment of contract DCPA01-77-C-0198. The contract objective was to study the use of exercises as a tool for examining crisis relocation plans and the ability to execute them, and to develop a crisis relocation exercise handbook.

This handbook has evolved through several draft versions which were used to assist in preparing a Yuma County, Arizona exercise.

Special thanks and acknowledgement are due to Seymour Wengrovitz of the Defense Civil Preparedness Agency, who reviewed both drafts and offered cogent and valuable advice and criticism, and to Kenneth Nauman and Susan Elkins of DCPA Region 7, whose practical knowledge and experience in conducting exercises contributed greatly to the Yuma test and the final version of this handbook.

The handbook was designed for use by any civil defense official facing the responsibility of organizing a crisis relocation exercise. For many experienced civil defense professionals, some of the material may be too basic. We believe, however, that the handbook will prove a useful tool and general reference document in the critical task of preparing the nation for an eventuality that may never come to pass but with which we must be prepared to cope.

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I. INTRODUCTION

Purpose of the Handbook

This handbook has been designed as a tool to assist local, state, and federal preparedness officials to plan, construct, conduct, and evaluate exercises based on existing crisis relocation plans. It suggests several alternative methods of presenting exercises, describes a number of techniques for use with each method, provides a sample scenario, and offers advice and information on the mechanics of setting up an exercise.

Crisis Relocation (CR) Exercises are designed to test whether CR plans contain adequate operational content at the appropriate level of detail and in a useful form to enable a given jurisdiction or jurisdictions to carry out its responsibilities during a crisis relocation emergency. Exercises can be developed for evaluating plans for risk areas, host areas, or combinations thereof, including multi-jurisdictional conglomerates.

Goals and Objectives of CR Exercises

Two primary goals of CR exercises have been identified and are reflected in the approach to exercising described in this handbook:

- to ascertain whether CR plans are adequate in operational content and level of detail for local use;
- to test the capacity of an emergency staff to execute the plans.

While these two goals are paramount, there are a number of other subsidiary objectives that can be met in a CR exercise program:

- Orientation – A CR exercise can be structured to orient those who are new in their jobs or those with no prior awareness of crisis relocation planning to program goals, plans, and methodologies;
- Familiarization – After a plan has been completed by a Nuclear Civil Protection (NCP) planning team, a CR exercise can be helpful in familiarizing those responsible for its execution with the organization and content of the plan and the procedures involved in its implementation;

- Motivation - A well-planned and presented exercise can help motivate local officials to support the CR planning effort and to contribute to further planning activities;
- Training – A CR exercise can be a useful device for training emergency staffs in their CR responsibilities and in CR procedures, thus enhancing their overall proficiency and operational readiness;
- Plan Evaluation – To a limited extent, a CR exercise may expose weaknesses in the CR plans and suggest areas for improvement and/or revision. When key local officials have had an opportunity to review and work with a plan, and when that plan has properly incorporated local organizational capabilities and limitations, the resulting document represents a more genuine federal/state/local effort.

Whatever the final mix of stated goals and objectives for a given CR exercise, the ultimate question to be answered through the exercise medium remains: Is this Crisis Relocation Plan workable?

Handbook Structure

The handbook is divided into five chapters and includes two appendices. Chapter I defines crisis relocation exercises, discusses exercise goals and objectives, summarizes handbook purposes and organization, and answers a basic set of questions about CR exercises. Chapter II outlines five exercise types and describes alternative presentation techniques. In Chapter III, the ABCs of organizing an exercise are set forth and an exercise checklist is presented. Chapter IV offers advice and information on conducting exercises. Chapter V details perhaps the most important element of the exercise process: the evaluation of the exercise itself and the follow-on activities that insure the investment of time and effort have been worthwhile.

The two appendices provide a sample scenario and operational data manual for reference and possible use by those responsible for putting on CR exercises. The scenario can be used in whole or part in constructing an exercise; the data manual suggests a useful way to summarize local plans and could be used as a handout and aid during the course of an exercise.

Some Basic Questions

For a jurisdiction or jurisdictions thinking about putting on a CR exercise, there is a basic set of questions to be answered before detailed exercise planning can begin. All of these issues are discussed in depth in subsequent chapters of this handbook, but the following fundamentals are outlined below to put the handbook itself in its proper context:

- Who? CR exercises are conducted by State and local government officials; others may be called upon to provide technical assistance.
- What? CR exercises are designed to test CR plans and the organization's capability to execute them.
- When? CR exercises should be scheduled shortly after completion of the CR plan, and should be repeated as necessary to maintain proficiency and insure continued confidence in the plan.
- Where? CR exercises should be conducted in individual localities (either risk or host areas); or in conjunction with each other as a combined risk area with all of the associated host areas; or on a State or regionwide basis with participation by all risk and host areas within the geographic area.
- Why? The central purposes of CR exercises are to test the adequacy of the CR plan and the ability of State and local government officials to perform in an actual crisis relocation emergency.
- How? The remainder of this handbook is given over to a discussion of alternative methods and techniques for conducting CR exercises.

II. EXERCISE TYPES AND TECHNIQUES

General Remarks

There are many effective ways of exercising CR plans and assessing the ability to execute them. The type or types chosen for a given exercise will depend on variables such as the time allotted for the exercise and its preparation, the element or elements of the plan to be tested, the size and complexity of the jurisdiction or jurisdictions participating, and the specific objectives of the exercise itself. Five exercise types are discussed in this chapter, but the listing is by no means all-inclusive.

Perhaps the most important factor to keep in mind before embarking on the exercise process is that exercises are not isolated. An individual exercise will only deliver full value in terms of testing plans and staff when it is presented in the context of a carefully designed, long-term training and exercising program. Later in this chapter, the rationale for a series of exercises at various organization levels is explored more fully.

Exercise Types

The five exercise types described below are the most common vehicles in current use for testing plans and emergency staffs. The boundary lines between types are not always clear, and a given exercise may employ several types to accomplish its stated objectives. Nomenclature of the exercise types is also not standard, and the following descriptions will simply list the more common names used to identify each type. Table II-1 shows objectives, techniques, and appropriate uses of the various exercise types.

Orientation Type

An orientation type exercise, in which a CR plan is described, demonstrated, or discussed, is a logical first step in a jurisdiction unfamiliar with civil defense

Table II-1

EXERCISE TYPES AND TECHNIQUES

Type	Objectives	Techniques	Typical Preparation Time	Appropriate Uses
Orientation	Orientation Familiarization Motivation	Lecture Panel Videotape/Film Flipcharts	2 weeks	First part of more complex exercise First exercise for organization that has not previously drilled First exercise after CR Plan completed First exercise of multi-jurisdictional conglomerate
Discussion	Plan Evaluation Familiarization Motivation	Problem-solving Brainstorming Case Study	1 month	First exercise after CR Plan completed First exercise of multi-jurisdictional conglomerate Single jurisdiction, selected function Multiple jurisdiction, selected function
Table-Top	Familiarization Training Motivation	Scenario Messages	2 months	First single-jurisdiction, multiple function Single jurisdiction, selected function First multiple jurisdiction, multiple function
Operations	Training Plan Evaluation Familiarization Motivation	Scenario Messages Simulators	2 months	Multiple jurisdiction, selected function Single jurisdiction, multiple function Multiple jurisdiction, multiple function
Field	Training Plan Evaluation Familiarization Motivation	Scenario Props and Equipment	3 months	Single jurisdiction, selected function Multiple jurisdiction, selected function

exercising in general or with the crisis relocation planning effort. It is also a valuable tool in meeting orientation, familiarization, and motivational objectives when two or more experienced organizations – such as a host/risk conglomerate – are exercising together for the first time. Orientation type exercises typically make use of techniques such as lecture, panel, videotape or film, flip charts, or any combination of these.

Orientation exercises can stand alone, especially when a jurisdiction is exercising for the first time. In this case, they should be followed within a year with a more sophisticated type of exercise, such as a table-top or operations exercise. Alternatively, orientation exercises may be used in combination with any of the higher level types of exercises described below; the first hour of an operations simulation, as an example, might be given over to an orientation period in which previous exercises and lessons learned are reviewed, the CR plan format and contents are summarized, and exercise and EOC procedures are explained. This provides an opportunity for new staff members to understand the context of the drill and for more experienced staff members to refresh their memories on the plan and its implementation.

Discussion Type

A discussion type exercise, also referred to as a seminar or group problem-solving type, is a slow-paced, deliberative effort to examine basic planning issues and problems without worrying about time, communications, and other stress-producing elements of more formal operations exercises. This type of approach is particularly appropriate in jurisdictions not yet confident enough to undertake a full-scale operations exercise because of lack of familiarity with the CR plan and its underlying assumptions or with the exercise process itself. It is also especially useful when two autonomous jurisdictions – two adjacent counties, as an example – begin to exercise together. Discussion-type exercises are a valuable way to evaluate freshly prepared CR plans, familiarize officials with the plans and their execution, and motivate emergency staffs to learn more about

the plans so that ultimately an operations exercise can be conducted. The techniques most commonly used to put on a discussion type exercise include problem-solving, brainstorming, and case study. All three are treated more fully in the next section.

The advantage of a discussion-type exercise over more sophisticated test is that it requires less preparation time and effort and removes much of the pressure of a table-top or operations type exercise. Issues are discussed in depth and at a relatively relaxed pace, and individuals are not put on the spot to make a series of rapid decisions.

Table-Top Type

The distinction between table-top and operations exercises is not a clear cut one; table-top exercises are generally less formal and slower paced and are therefore frequently referred to as walk-throughs. The basic technique is usually to prepare a general scenario and messages or other inputs to which exercise participants are expected to respond. When special problems are encountered or it appears that frustration levels are high, the exercise can be halted to more fully explore a single problem and its resolution. Alternatively, messages can be inputted one at a time and fully discussed before the next message is introduced.

Table-top exercises require more preparation than either orientation or discussion-type and involve the use of simulators who represent both field forces and the rest of the outside world. Although they can be presented in any large room, they are most effective when conducted in an area designated as an Emergency Operating Center. They are well-suited to meeting the objectives of familiarization (with CR plans, EOCs, and EOC processes), training, and motivation.

Operations Type

This is the most common type of civil defense exercise in use today and usually yields the most benefit in terms of actual training in plan execution. Operations

exercises are also referred to as EOC exercises or as EOSTs (Emergency Operations Simulation Training). They focus on direction and control and coordination of information and resources from an Emergency Operating Center; communications activity and the external environment are simulated through the use of exercise messages and simulators representing field forces and other agencies and levels of government.

Operations exercises are primarily a training device, and are also the best test of the workability of a CR plan and of the emergency staff's ability to execute it. They also are an effective way to familiarize officials with the CR plan, its structure and use, and serve the motivational objective as well.

Preparing for an operations exercise requires a considerable investment of time and effort. A general scenario should be created (a sample scenario is at Appendix A), simulators selected and trained in dynamic response, and exercise messages prepared. Further discussion of the simulators' role is included below and in Chapter III.

Field Type

Field type exercises are used to test emergency plans under field conditions, and involve actual movement of emergency workers, equipment, and other resources. They are commonly used to evaluate emergency medical plans and systems, airfield crash response, and other localized emergencies where EOC centralized coordination is less important than on-site coordination and response. Because of the nature of crisis relocation – movement of large numbers of people – field type CR exercises involving actual movement of population groups are not recommended. Peacetime evacuation experience indicates that exercises should be held for key officials, but not for the population at large.

There are ways in which discrete elements of a CR plan may be field tested, however. For instance, law enforcement agencies could conduct a drill in which cars could be dispatched to pre-designated control points with pre-printed direction signs to determine (1) whether the signs were on hand and whether officers knew where

they were stored and (2) how long it would take to man all checkpoints. A valuable drill could also be built around the relocation of an EOC – how long does it take to assemble the staff, acquire and assign vehicles, and load necessary supplies and equipment for an EOC location shift.

Exercise Techniques

Within the framework of the exercise types described above, there are a number of techniques for presenting exercise topics and problems. The list below is not inclusive, but designed to highlight some of the ways in which exercises can be conducted.

Lecture

In an orientation exercise (or the orientation phase of a more complex exercise) a lecture presentation of the CR plan organization, EOC systems, and EOC processes can be effective. Care should be taken to insure that the lecturer is knowledgeable and that the lecture does not go on too long. Useful techniques to insure a continued high-level of attention include using a two-speaker format, utilizing visual aids such as overhead projectors, slides, chalk boards, flip charts, or occasional pauses for questions to and from exercise participants. Tape recordings are also a valuable device for maintaining interest and attention, and could include recorded welcoming remarks from state or federal officials unable to attend in person or the playing of actual emergency public information messages.

Film or Videotape

Films or videotapes can help establish the framework for subsequent operational exercises and stimulate thought and discussion. Check state and federal preparedness agencies for film availability. Videotapes of CR exercises conducted in other

jurisdictions (particularly if they include footage of the critique session) can assist in orienting participants to exercise objectives, procedures, and results.

Panel

An alternative to the straight lecture techniques is the panel. A group of experienced preparedness officials and NCP planners could be assembled to present the CR plan, identify and discuss major issues in its development and implementation, and respond to questions and concerns of the local emergency staff. A panel could also be used in the discussion or seminar type exercise, in which each panel member introduced an issue for discussion and resolution.

Likely sources for panel members might include:

- the local preparedness coordinator;
- the jurisdiction's chief executive (who could act as moderator);
- state and federal preparedness officials;
- NCP planning team members;
- local non-governmental agency staff members, such as Red Cross, industry, or union representatives.

If the panel technique is chosen, it is important to convene the panel in advance of the exercise to sketch out an agenda, decide who will cover or respond to individual issues, and insure that all essential topics are covered.

Problem-Solving

In this technique, a distinct crisis relocation issue is set forth and exercise participants are asked to discuss it. The most common method is to pass out issue sheets to all participants, then allow five minutes for thought and note-taking. The discussion leader then calls for comments and responses to the issue.

The critical factor in the problem-solving technique is the discussion leader. He or she should have stature in the eyes of participants and be extremely knowledgeable

about the crisis relocation program and doctrine, the jurisdiction's CR plans, emergency staff capabilities and level of awareness, and the specific issues to be discussed in the exercise.

The box below contains a typical issue statement for discussion in a problem-solving seminar; further examples can be found in the scenario at Appendix A.

ISSUE: Emergency Public Information

If a crisis relocation decision is made, there will be an immediate and heavy demand for public information.

1. Are public information responsibilities clearly defined in the plan? Who is responsible? Who will assist him or her? Do we have an accurate list of media contact points? How are they accessed? Do we have advisories ready to go? Where are they stored?
2. What are the responsibilities of other departments and agencies to the public information officer? How will he or she get information?
3. How do we receive public information and materials from other cities or counties, the State and the Federal government? Have we established contact with those people, and do we know what they expect from us?
4. Have newspaper materials been prepared? Where are they located? Do local government officials know this location? What about materials developed for use by other media (radio-TV)?
5. Have we made plans to pass all public information to our own workers in field locations? (Many people can be expected to go to a local police or fire station, library, or other such facility for information.) Are field workers throughout the jurisdiction aware of the CR plan and their responsibilities under it?

Brainstorming

This technique is a variation on the problem-solving approach; the difference is that the discussion leader's role is minimized and participants are urged to express themselves without inhibition and are assured that no ideas ventured are criticized.

An effective brainstorming session will involve a small group of creative persons who respond well in a low control setting. In terms of testing a CR plan, it is probably less effective than most other techniques, but useful if there is a particularly knotty problem which has been eluding solution. It might best be applied within the NCP planning team or a group of State and Federal level preparedness officials.

Before a brainstorming session begins, several problems should be identified and the rules of brainstorming (see box below) should be distributed and understood.

Brainstorming Rules

1. Identify the problem to be solved by brainstorming.
2. Everyone should participate – use a round robin technique and don't allow 'passes'.
3. Piggybacking on someone else's idea is allowed and encouraged.
4. Don't evaluate or criticize – the objective is to surface many ideas, no matter how far-out or impractical.
5. Don't explain – let someone else add to your idea or take it in another direction.
6. Avoid focusing on one idea or approach – breadth of potential solution strategies is more important than in-depth consideration of one.

Case Studies

A case study is a report of an actual occurrence which may contain lessons applicable in other situations. In this technique, a moderator distributes the study and then leads a discussion on the case and its relevance.

At first glance it may appear that there are few precedents of value in discussing crisis relocation. The following relatively recent events may contain considerable insights into large-scale evacuations, however:

- Evacuation of area under Van Norman Dam in Los Angeles Earthquake, February 1971;
- Hurricane evacuations in Florida and Gulf coasts;
- 1962 spontaneous evacuations during Cuban missile crisis;
- 1944-45 East Prussian evacuation before Soviet advance;
- 1940 evacuation of Paris before German occupation;
- September 1939 official evacuation of London.

The major difficulty in conducting a case study discussion exercise lies in finding appropriate case studies to use. State and federal preparedness offices may be able to supply case study reports, or they may be prepared in-house after a trip to the library. In any case, this technique is extremely valuable in demonstrating that crisis relocation is not a brand new idea or an unmanageable problem.

Scenarios

Scenarios are synopses of emergencies which can be used to frame a table-top, operations, or field exercise. The scenario outlines major events preceding, during, and following crisis; participants in the exercise react to the scripted events as if they actually were occurring. In a field exercise, a simple scenario with a few major events will usually be sufficient. In a table-top or operations exercise, the scenario will require more effort in development. A sample crisis relocation scenario is included as Appendix A. Scenarios also set the parameters for an exercise by specifying the level of damage and environmental hazards with which the jurisdiction must cope. Care should be taken in establishing damage and hazard levels to insure that all elements of the emergency organization are stressed, but not overstressed to the point where further response is impossible. An hypothesized direct hit on an EOC which destroys the facility and its staff, while realistic, will end the exercise in a very negative way.

Messages

If the scenario represents the bones of an operational exercise, messages are its meat. Messages are written or oral communications to the EOC staff presenting an individual problem for solution. In an operations exercise, messages represent simulated calls from citizens, community agencies, neighboring or higher level EOCs, or reports from field units of the jurisdiction on what is happening and what is being done. Messages should be written before the exercise by persons familiar with the local resource base and operating procedures. When simulators are used, they typically prepare the messages.

During the exercise, messages are communicated into the EOC room by telephone, intercom, or messengers. Messages should be arranged chronologically before the exercise so that they can be delivered in timely fashion. Messages should include time and date information, identify the sender and receiver, and contain several lines of text which will stimulate some activity by the recipient.

Simulators

Simulators represent the external world in an EOC operations exercise, and are the single most important factor in the success of an operations exercise. Simulators should be carefully chosen for their knowledge of the functional units they will simulate and their ability to interact dynamically with the emergency staff. When manpower allows, at least six simulators should be selected to represent direction/control, police, fire, medical/health, reception/care/shelter, and resources support. The fire simulator will be responsible for preparing fire messages and, during the exercise, for playing the role of local, neighboring, and higher level fire units; other simulators will perform the same functions for the service they represent.

Exercise Levels

No matter what types of exercises are selected to test CR plans and the ability to execute them, a single exercise will not be sufficient to evaluate the issues involved in planning coordinated interjurisdictional operations in a particular area. Instead, a series of exercises tailored to the area will be required. The exercise guidance presented in this handbook has been developed with a view towards satisfying this requirement.

One approach in determining what exercises should be required is to list the major local jurisdictions involved in a given set of risk/host area plans. The matrix shown in Table II-2 is an example comprising ten jurisdictions. The matrix also suggests the number and types of exercises that would be required to fully examine the set of plans for the particular risk/host area combination. Each row of the matrix represents a local jurisdiction for which a CR operations plan has been developed. Often, the local CR plans are developed on a county-by-county basis, in which case each row would correspond to an entire county. In other cases, the plans are developed for individual cities within each county and each city would be assigned a row. Regardless of which approach is used, the entire territory and all of the local CR operations plans should be accounted for in the several rows of the matrix. In addition, there is a row assigned for the State CR plan.

The first three columns of the matrix indicate the risk/host area designation, the normal population of the jurisdiction, and the crisis population, respectively. The example shown in the matrix assumes ten local plans – three for risk jurisdictions (County A, County B and City B-1), one for a combination risk/host jurisdiction (County C), and six for host jurisdictions (Counties D to G). The last row of the matrix relates to an overall plan for the State.

The remaining columns are devoted to the several functions of the emergency organization as designated in the local CR plans. Generally, the information about these functions is contained in the annexes to the CR Basic Plan. Table II-2 assumes

Table II-2
 EXAMPLE MATRIX FOR CR EXERCISES

	<u>Host/ Risk</u>	<u>Population</u>		<u>Direction & Control</u>	<u>Police</u>	<u>Fire</u>	<u>Medical/ Health</u>	<u>Reception/ Care/Shelter</u>	<u>Resources Support</u>
		<u>Normal</u>	<u>Crisis</u>						
County A	Risk	250,000	--						
County B	Risk	35,000	--						
City B-1	Risk	100,000	--						
County C	Risk	15,000	--						
	Host	10,000	35,000						
County D	Host	24,000	84,000						
County E	Host	30,000	105,000						
City E-1	Host	36,000	126,000						
City E-2	Host	12,000	42,000						
County F	Host	22,000	77,000						
County G	Host	26,000	91,000						
State Area	Both	360,000	360,000						

an emergency organization consisting of a management component (Direction and Control) and five service functions (Police, Fire, Medical/Health, Reception/Care/Shelter, and Resources and Support). These six components are those recommended by DCPA CR planning guidance.

If other function designations are used in the local CR plans for a given area, the number of columns and their headings should be changed accordingly. Also, in practice, it will often be necessary to subdivide some of the columns into component parts, or subfunctions (e.g., the Resources and Support column might be subdivided into columns for transportation, construction, water service, electric power, food supply, etc.). All emergency functions should be accounted for, regardless of how they are grouped into columns.

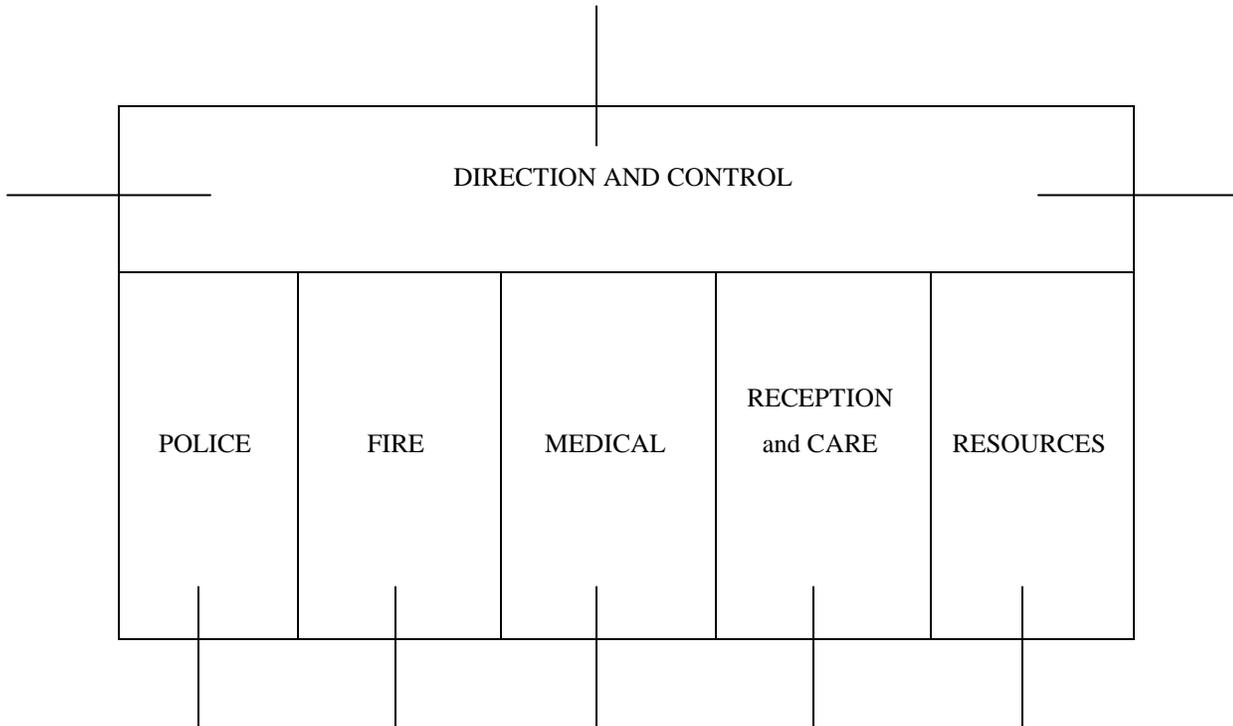
In the last five columns, each cell of the matrix (intersection of a row and a column) represents a given emergency service function in a particular local jurisdiction. For each cell there should be a functional annex and designated key officials having responsibility for that function in the local CR plan. If the columns were to be divided as noted above, there would be key officials for each smaller cell, one or more for each included subfunction. Thus, each cell represents the key official who would have an interest in testing the local CR plan. The entire matrix indicates those who should participate in CR exercises for a comprehensive test of the set of plans.

The following paragraphs describe several exercise configurations or groupings of key official participants. Collectively, these configurations are intended to involve all key officials having major roles in CR operations and to satisfy the various aspects of the testing requirement.

Single Jurisdiction, Multi-function Exercise (Figure II-1)

This basic grouping of exercise participants corresponds to a row of the matrix shown in Table II-2. The exercise participants are the key officials (or their represent-

FIGURE II-1 JURISDICTION – MULTIFUNCTION



Exercise Participants:

- Chief Executive
- Direction and Control staff
 - Situation Analysis
 - Public Information Officer
 - etc.
- Service Coordinators
 - Fire
 - Police
 - Reception/Care/Shelter Management
 - Medical/Health
 - Resources/Support

All others simulated

tatives) who are assigned responsibility for major functions (annexes) in the local CR operations plans. Thus, as a minimum, the participants would include key officials associated with following functions: Direction and Control, Police, Fire, Medical/Health, Reception/Care/Shelter, and Resources and Support. The number of participants for each function will depend on how these major functional areas were broken down into sub-fuctions and assigned to local agencies (e.g. Direction and Control into Emergency Public Information, Situation Analysis, Executive Staff, etc.; Resources and Support Services into Transportation, Water, Power, Public Works, Construction, etc.).

This grouping of exercise participants is useful for testing the Direction and Control provisions of the local CR plan, for examining the interaction and interdependence of the various components of the emergency organizations of the locality, and for evaluating the capability of each Service to conduct local emergency operations.

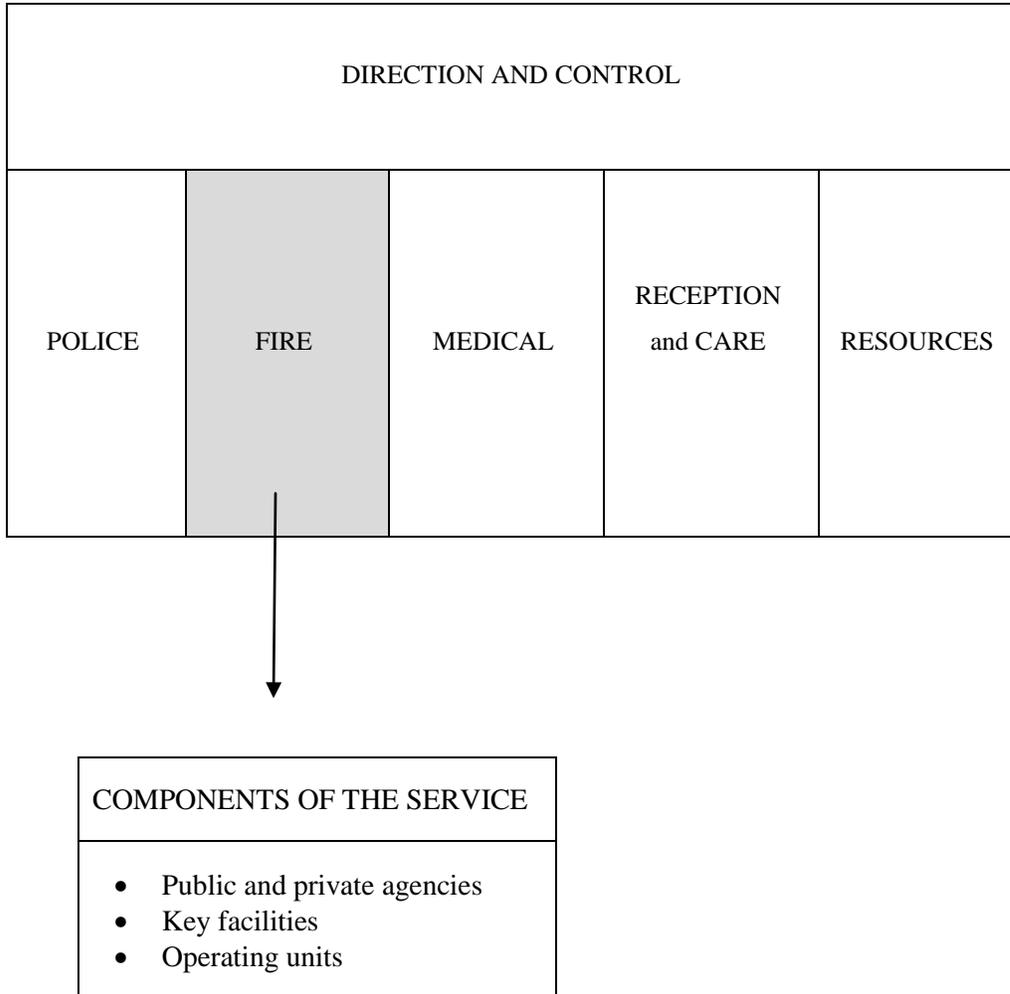
In a CR planning area consisting of a risk area and associated host areas, exercises using this configuration should be prepared and conducted in each of the local jurisdictions within the area.

Single Jurisdiction, Selected Function (Figure II-2)

A second exercise configuration, or grouping of exercise participants, corresponds to a single cell of the matrix shown in Figure II-2. The exercise participants would be the service coordinator or chief (the key official who is assigned the responsibility for a selected function in the local CR plan), his or her emergency staff, and representatives of the other public and private organizations that would have major or support responsibilities related to that function. Participation by the Direction and Control staff and representatives of the other emergency functions is optional. Figure II-2 provides an example of how the Fire function, and its related components, might be exercised in this type of configuration.

This type of exercise configuration provides a vehicle for an in-depth examination

FIGURE II-2 SINGLE JURISDICTION – SELECTED FUNCTION



Exercise Participants:

- Coordinator of Service (and staff)
- Key Officials (operators) of each component of the service
- Direction and Control staff (optional)

All others simulated

and evaluation of individual functional annexes to local CR operations plans, including the roles that individual participating organizations or agencies would play during the various phases of a crisis, plans for mobilizing their resources, and plans for coordinating their activities throughout the local area. This exercise configuration is particularly useful where several agencies, both public and private, participate in the performance of a given emergency function and where these agencies normally do not work closely with one another. For example, an exercise concerned with the Medical/Health function might include the director and representatives of the local health department, public and private hospitals (Federal, State and local), convalescent homes, pharmaceutical and medical supply houses, ambulance services, sanitation services, etc.

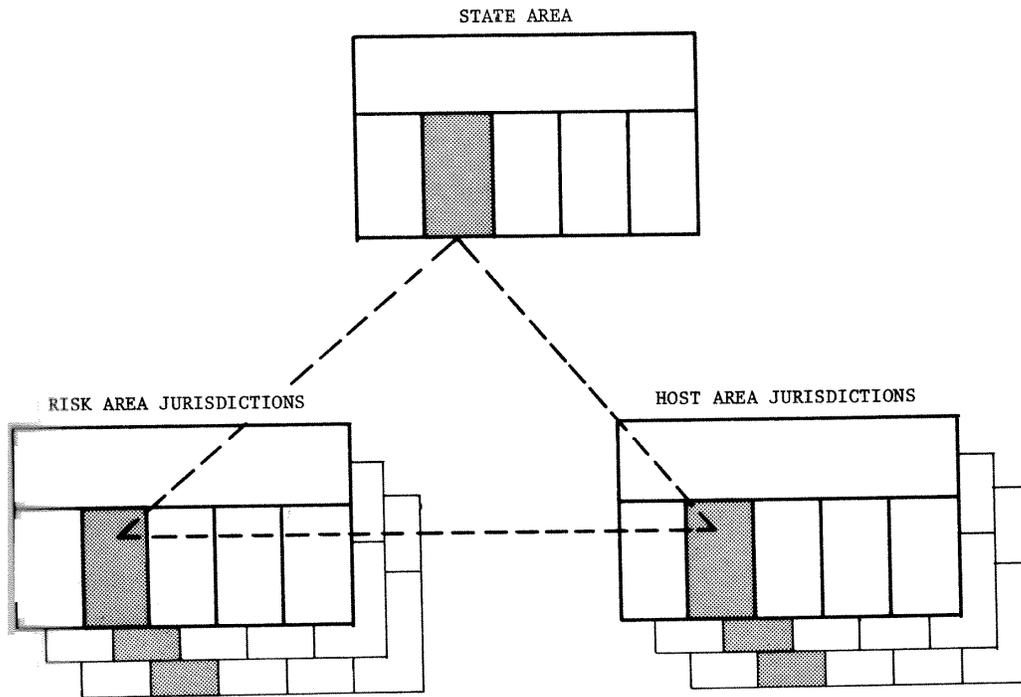
Generally, this configuration will be most useful for exercises concerned with the following emergency functions: Medical/Health, Reception/Care/Shelter and Resources and Support. Typically, in local CR plans several public and private organization are assigned responsibilities relating to these functions. Exercises of this type will also be appropriate to evaluate the Police and Fire Service annexes in counties where there are a number of law enforcement agencies or fire districts.

Multiple Jurisdictions, Selected Function (Figure II-3)

A third exercise configuration corresponds to a single column of the matrix shown in Table II-2. The exercise participants would include the coordinators and other key officials of a selected emergency function from the several local jurisdictions, both risk and host, in the area. If the organizational pattern recommended by the CR planning guidance is used, a series of six exercises would be required in a CR planning area, one for each column of the matrix.

This exercise configuration provides a vehicle for the in-depth examination and test of the interjurisdictional aspects of CR operations for each of the major functions. It is also useful for developing and evaluating procedures for coordinating interjuris-

FIGURE II-3 MULTI JURISDICTION – SELECTED FUNCTION



Exercise Participants:

The coordinators of a given service from

- State Level
- All Risk Jurisdictions in Conglomerate
- All Host Jurisdictions in Conglomerate

All others simulated

This configuration would require a series of six exercises--one for each service: Police, Fire, Medical, Reception/Care/Shelter, Resources, and one for Direction and Control.

dictional operations, including mutual aid, directing, controlling and coordinating the movement of relocatees, providing resources and support services to sustain the relocated population, controlling and coordinating the commuting of essential workers from host to risk areas, disseminating emergency public information to all parts of the planning area, and augmenting the capabilities of host area jurisdictions with personnel, equipment, and other resources of risk area jurisdictions.

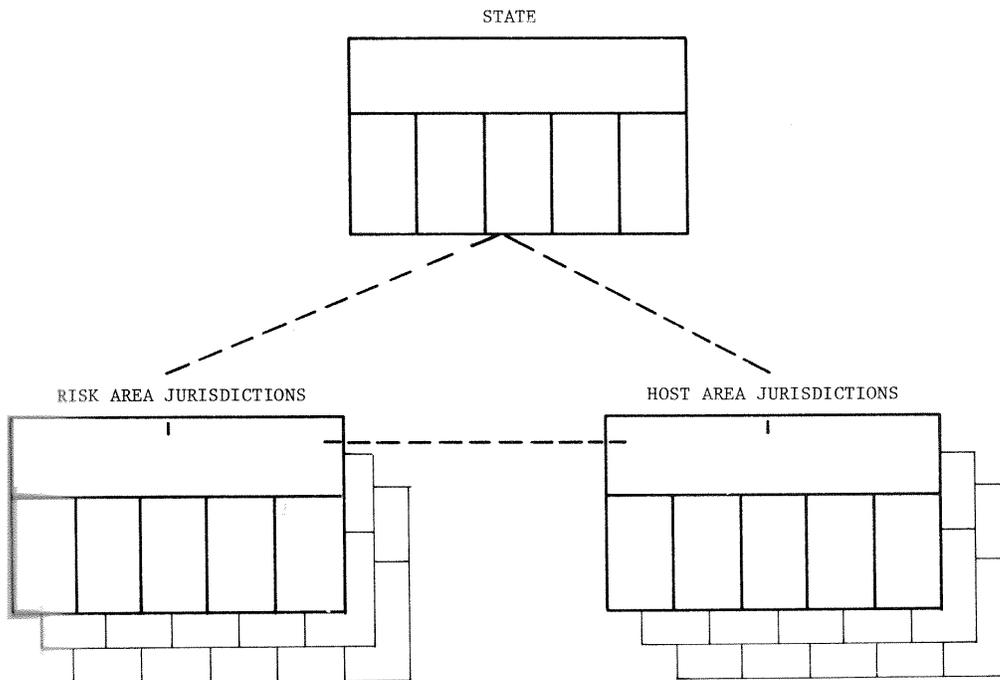
Exercises with this configuration should be conducted at a central location to avoid the need for extensive communications.

Multiple Jurisdictions, Multiple Functions (Figure II-4)

In the fourth configuration of exercise participants, key personnel representing all cells of Table II-2 would participate simultaneously. Exercising all the organizational elements is probably not feasible now. This configuration is more suitable for areawide operations exercises using real-time simulation and extensive communications. Such operations exercises should become feasible when all of the CR plans and annexes are complete and when needed concepts, systems, and procedures for directing and controlling emergency operations throughout the area are available.

A modified and simplified version of this exercise configuration would be to have a single risk jurisdiction emergency staff participate at a central location with the counterpart staff of a selected host jurisdiction. All other jurisdictions in the area would be played, or simulated, by the exercise team. This would provide a meaningful, although limited, approach to evaluating the interjurisdictional aspects of coordinating all types of CR operations, without the need for extensive communications.

FIGURE II-4 MULTIJURISDICTION – MULTIFUNCTION



Exercise Participants:

EOC staffs (D&C plus service coordinators) from...

- All risk areas
- All host areas
- State or State area

III. ORGANIZING THE EXERCISE

This chapter details the steps involved in preparing to conduct a CR exercise. At the end of the chapter, three checklists are provided; they outline in chronological order the procedures for setting up a discussion-type exercise (Figure III-5), a table-top or operational-type exercise (Figure III-6), and a field type exercise (Figure III-7).

Executive Level Initiation

What is the catalyst that sets the CR exercise process in motion? Frequently, it will be the local civil defense coordinator; State or Federal preparedness agencies may also suggest that a priority risk or host area begin the effort. Most often, however, CR exercise activities will get underway when CR plans for a given area are completed by an NCP planning team.

Whatever the impetus, the first critical step is to obtain agreement and support from the local chief executive and legislative body for the undertaking. This agreement can be secured in many ways – a conference or briefing on the plan, an element in the local agency's annual budget, or mention in the annual program paper. Some local coordinators submit a resolution to the local elected body for its approval. Such a resolution is a particularly effective way to alert local officials to the upcoming exercises, set timetables, and commit whatever local funds and manpower will be required to conduct the exercises. A resolution will also underline the importance a local jurisdiction attaches to the CR exercise process and assist in motivating key officials to participate actively in it.

Another approach would be via a memorandum and meeting with the jurisdiction's chief executive – the city or county manager, administrator, or mayor. The memorandum to the manager and the meeting with him or her should cover the purpose of the exercises, the timetables for them, and the people and agencies who will be involved.

When the manager has sanctioned the exercises, another memorandum should be drafted for his or her signature and circulated to all involved parties.

It is important to stress to local officials that the exercise process will involve more than one simple drill and that a long-term commitment to a graduated, progressively complex process is needed. A single exercise in a given jurisdiction will seldom be enough to thoroughly test the adequacy of CR plans and the capability of the local emergency staff to implement them. A continuing series of exercises will be required.

The Exercise Team

Early in the process, the local coordinator working with the executive should select a team to organize and conduct the exercises. This handbook does not recommend a specific size or composition for the team because needs and resources will vary greatly throughout the country. It is recommended, however, that the following persons, where available, should be considered for team membership:

- local preparedness coordinator – he or she will have the best understanding of the local emergency organization and its preparedness status and needs.
- local training officer – when a local jurisdiction has a training officer, he or she should be included on the CR exercise to insure that the CR training program is closely coordinated with other on-going training efforts. He or she will also bring skills and knowledge on how to insure effective learning.
- NCP planning team member – If available, a member of the team that produced the CR plan to be tested will be a valuable asset in structuring the exercise to test critical elements of the plan in a productive way.
- State and Federal training officers – inclusion of such persons on the exercise team will help guarantee that exercises in a given jurisdiction will be well-integrated with the State and nationwide CR program.
- simulators – in table-top and operations-type exercises, the exercise team will be augmented by local simulators whose roles are described more fully below.

The function of the exercise team is to plan and conduct the exercise. The remainder of this chapter, and chapters IV and V, lay out the work that the team must accomplish to insure a successful exercise.

Developing a Plan of Operation

At the initial meeting of the exercise team, the type of types of exercise should be chosen, exercise techniques selected, dates, times, and duration of exercises established, participants identified, and discrete tasks assigned to team members. The question of whether outside assistance from State, Federal, or university resources will be needed (and available) should also be discussed. A schedule of exercise team meetings should be established and deadlines for completion of scenarios, handout materials, discussion issues, and other such materials should be set.

At subsequent meetings, the team should review and draft documents prepared. It is very important that all exercise participants review the CR plans before the exercise; the team should discuss methods to insure that this will be done. One approach is a written reminder by the local chief executive; another technique is to circulate pre-exercise events and questions to stimulate preparation.

The exercise team should also begin planning early for follow-up activities, including exercise critiques and a final report. Some jurisdictions videotape all drills and critique sessions, editing the footage down to a 10 or 15-minute presentation of what happened and how people evaluated it. A videotape of a drill will permit lessons learned during the exercise to be shared with many persons throughout the emergency organization and the larger community who could not participate in the exercise itself. It also provides a record and an effective introduction for future exercises.

Exercise Logistics

Early in the exercise planning process the exercise team should focus attention

on logistics. Frequently rooms and equipment must be reserved far in advance; if films or speakers are needed, requests should be made early.

The following list can be used to insure that no major items are forgotten.

- Room – reserve room and make necessary arrangements for opening and closing it and clean-up; find out where rest rooms are located and include in briefing. Consider whether map is needed to direct participants to the site and whether adequate parking is available.
- Equipment – request or obtain public address system, overhead projector, slide projector, film projector, screen, blackboard, tape recorder, and videotape system as required. Insure that adequate tables and chairs will be available.
- Supplies and Materials – arrange for extra copies of the CR plans, maps of the jurisdiction, data display boards, name tags for participants, direction signs if needed, and pencils, paper, chalk, and grease pencils.
- Communications – determine what communications systems will be used in the exercise and insure that they are operational.
- Meals and refreshments – arrange for meals and refreshments as required.

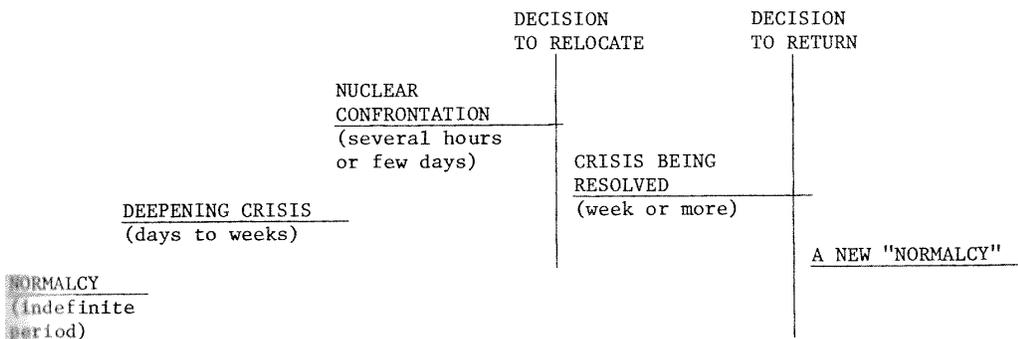
Preparing Exercise Materials

The following sections describe and interpret the scenario provided in Appendix A and the sample operational data manual in Appendix B, as well as other documents which may be required for the exercise.

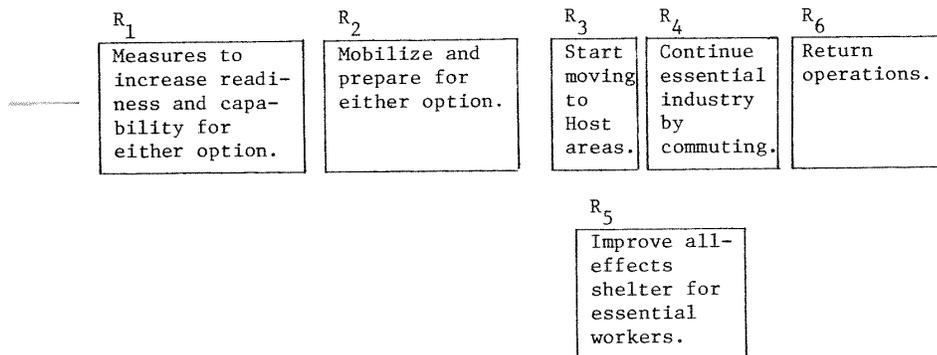
Scenario

An outline of the exercise scenario is shown in Figure III-1. The upper part of the figure shows the stages of the hypothetical international crisis. The lower part of the figure outlines nuclear civil preparedness operations for each stage of the crisis. As shown in the figure, the characteristics of NCP operations change as the crisis environment becomes more threatening. Until such time as a decision to relocate is made, preparedness measures are directed toward improving readiness and capability for either option – in-place or relocation. During this time, there is no way of

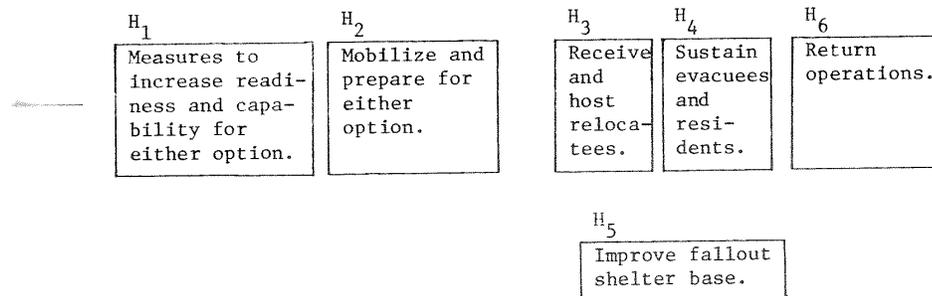
FIGURE III-1



NCP OPERATIONS IN
RISK AREA JURISDICTIONS



NCP OPERATIONS IN
HOST AREA JURISDICTIONS



OUTLINE OF EXERCISE SCENARIO

knowing whether the crisis will or will not be resolved, or whether crisis relocation will be ordered. A central issue in exercises covering these phases of a crisis will concern increased readiness and other preparedness measures during the transition from normalcy to emergency conditions. (See CPG 1-7, "Guide for Increasing Local Government Civil Defense Readiness During Periods of International Crisis," April 1979.)

When the relocation decision is made, or shortly before, the NCP operations change from a preparedness mode to an operational mode. Activities to relocate the risk population, sustain and shelter them in host areas, and continue essential operations in risk areas are conducted in accordance with CR operations plans. The scenario outlined in the figure assumes that the crisis is resolved after a period of intense negotiations. The other possible outcome would be a nuclear attack.

The example scenario given in Appendix A is divided into several phases, corresponding to the blocks shown in Figure III-1. Each block presents a major event calling for some response by local officials. These major events are shown in Figure III-2 and are the "event statements" which can be displayed on an overhead projector during an exercise and to which participants are asked to respond. During an actual crisis, these event statements may not occur as anticipated, so that the problems inherent in the transition from normalcy to emergency conditions are likely to be much more difficult than implied by the example scenario. Nevertheless, in CR exercises, it is important to consider response actions during a deepening crisis.

In the scenario, a listing of suggested exercise discussion topics is presented following each event statement. Collectively, the topics provide a way of structuring a discussion exercise to examine all aspects of the local CR plan. The topics are presented in two forms – a list of discussion topics (Figure III-3) on those aspects of CR plans that are relevant to the event statement, and a list of example problems (Figure III-4) that may be put to representatives of specific services or functions as a way to stimulate discussion. Note that many of the discussion topics of Figure III-3 may be stated as problem inputs from the State level.

FIGURE III-2
MAJOR EVENTS FROM EXAMPLE SCENARIO*

The State CD Director reports that for the first time in many years, many Federal, State, and local officials have expressed concern about the adequacy of civil preparedness. Local CD officials should anticipate a large number of inquiries.

State and local governments are advised that it would be prudent to review and update their emergency operations plans.

The State CD Director, speaking on behalf of the Governor, suggests it would be prudent for local emergency organizations to increase their readiness.

State and local preparedness agencies are advised by Federal authorities to take actions to improve capability for emergency operations.

State and local governments are advised to fully mobilize their emergency organizations--relocation order may be imminent.

The President has requested that crisis relocation be implemented. The Governor of ____ has directed that crisis relocation be initiated at _____ hours.

Influx of evacuees is first reported in (specified) host area.

Relocation is nearing completion and sustaining operations are underway.

Alternative Outcomes:

- Crisis is resolved and return to risk area is authorized.
- Nuclear attack.
- Crisis continues and it is necessary to extend duration of the relocated posture.

*

* Each major event is separated by a summary of the changes that have occurred in the assumed international situation.

FIGURE III-3

EXAMPLE OF DISCUSSION TOPICS

Event: Advised to Fully Mobilize--Relocation Order May Be Imminent

If seminar format is used, select exercise discussion topics from the following list:

- Checklists of Emergency Actions
- Establishing Staging Areas
 - Locations
 - Functions
 - Capacities
- Maintaining Essential Services
- Shutting Down Non-Essential Services
- Mobilizing Emergency Services
- Activating EOCs and Other Headquarters
- Establishing Liaison Between Risk and Host Areas
- Marking Routes and Key Facilities
- Measuring Spontaneous Evacuation
- Providing Information to the Public

FIGURE III-4
EXAMPLE OF PROBLEM INPUTS

Event: Advised to Fully Mobilize--Relocation Order May Be Imminent

If problem-solving technique is used, the following example events can be tailored to focus the exercise on specific provisions of the plan:

- The electric power and water utilities in the risk area report that a substantial decrease in daily consumption rates in residential areas has occurred over the past several days and that the trend appears to be continuing. The State CD Office and the Public Service Commission request that host areas contact utility companies to see if population increase can be estimated through increased utility usage. Host areas are also requested to keep the State EOC informed of any such increases.
- The State CD Director advises risk areas to consider dispatching liaison teams to host areas to assist in coordinating emergency operations, if crisis relocation is ordered.
- The State CD Director advises all cities and counties to: (1) bring EOCs to full readiness and maintain 24-hour watch; (2) check out radio communications where they exist with the State EOC, other local EOCs, and all headquarters and key facilities of the local emergency organization.
- The State CD Director recommends that local jurisdictions designate at least one multipurpose staging area, and report its location to the State EOC and other local EOCs within the next 12 hours. A multipurpose staging area is a predesignated site for coordinated operations, and a staging area for post-disaster operations. Preferably, it should have easy access, a large parking area, cover for personnel, supplies, and equipment, and facilities for housing, feeding and sheltering personnel.
- The State Department of Transportation advises that in view of the situation, it would be prudent to start marking relocation routes, to mobilize traffic control and transportation forces and to move them into position so that they will be ready to function if crisis relocation is ordered.
- The Governor orders that all shelters and temporary lodging facilities be prepared for immediate occupancy.
- The State CD Office recommends distributing to essential industry workers their identification cards and instructions concerning hosting and commuting arrangements.

In most cases, the planned duration of the exercise will not permit addressing all of the events, discussion topics, or problems contained in the example exercise scenario. Therefore, in preparing for an exercise, the exercise team should determine which phases of the crisis will be covered and pre-select those topics or problems that are most appropriate. In selecting exercise events and problems, the team should consider the official roles of the exercise participants, the jurisdictions and services they represent, the completeness of the local CR plan, and the planned duration of the exercise. The team should also be prepared to answer questions about those portions of the scenario not used in the exercise and to describe the crisis activities of those organizations not represented in the exercise.

In selecting the scenario events and situations for a particular exercise, consideration should be given to beginning the actual exercise with mobilizing in anticipation of a relocation order (fifth event on Figure II-2). The increased readiness actions of earlier parts of the scenario could be mentioned in the orientation session covered in the post-exercise critique. For example, a host area exercise might include H₂, H₃, H₄, and H₅ of the scenario outlined in Figure III-1 and the evaluation session would discuss H₁. After having gone through the emergency operations phases of the scenario, the participants would be in a better position, in the critique, to comment on planned increased readiness measures and to identify measures that could substantially improve the overall capability for conducting planned CR operations.

In the example scenario, the events statements and many of the discussion topics and problems are given in general terms. In preparing for a particular exercise, the exercise team should rephrase the language so that the materials relate to the particular geography and are compatible with the existing organizational arrangements in the area. Each of the pre-selected discussion topics should be correlated with the appropriate service(s) identified in the State and local emergency plans. This correlation should be made prior to the exercise so that the problems can be addressed to the

proper exercise participants.

Operational Data Manual

In order to perform their emergency functions during a crisis, key officials need information about both their own organization element and other organizational elements that interact with theirs. The same sorts of information will be helpful during exercises.

Much of the detailed information needed is contained in the annexes of the local CR operations plan. For example, the Reception/Care/Sheltering Annex usually contains details of responsibilities for reception and care functions assigned to various public and private agencies, listings of actions to be taken during each phase, listings of facilities to be used for congregate care and shelter, and maps or tables indicating how the facilities are grouped into divisions, districts, sections, etc. In some cases, the needed information is not contained in an annex, but in the normally used operating files of a given department or service (e.g., the police and fire department). In such cases, key officials of other services may have little, if any, knowledge of services other than their own. Usually, a local CR plan contains little, if any, information about the plans and capabilities of other jurisdictions in the area.

Obviously, it will not be possible to provide all exercise participants with copies of all CR plans and annexes for the risk and host jurisdictions in the area. To satisfy the information needs of participants, the exercise team should consider preparing summaries of operational data for each jurisdiction and function in the risk/host area combination. Such summaries can be used instead of actual plans, annexes, SOPs, etc. It would be helpful if the operational data summaries were to be prepared in the form of a loose leaf manual or as single handout sheets.

Often, the most suitable geographical area for organizing the local resource summaries will be the county (i.e., there would be a separate fact sheet for each county). However, if the county contains independent cities or major Federal, State

or industrial installations having their own emergency plans, the county should be subdivided into smaller planning zones, and a fact sheet could be prepared for each zone. The central question in delineating planning zones is whether there is an independent local government or other authority responsible for directing and controlling emergency operations within the zone.

In designing and compiling the local operational fact sheets, the central problem is to identify what kind of information is needed, and in what detail, by a local official regarding the other organizational elements of the local jurisdiction and regarding other jurisdictions in the area. There is a practical limit to the amount of detailed information that can be compiled in fact sheets. The objective would be to develop a one or two page profile on each county or planning zone (city, etc.). No attempt should be made to duplicate all of the information contained in an annex or to develop a complete and detailed catalog of all personnel, facilities, equipment, and other resources.

Appendix B suggests the range of information which could be included in an operational data manual; whether such materials can or should be prepared will be decided by the exercise team and depends on the time, manpower, and resource information available to it.

Exercise Packet

At least one week before the date of the exercise, an information packet should be distributed to all participants. The handout should include information on the time, date, and location of the exercise (with map if needed), expected duration, parking and meal information, a list of participants expected to attend, a rough agenda of scheduled activities, a review of exercise and EOC procedures, and a final reminder to study the CR plan before the exercise. If operational data manuals or fact sheets have been prepared, they can either be sent with the packet or distributed on the day of the exercise.

FIGURE III-5
DISCUSSION EXERCISE CHECKLIST

<u>Action</u>	<u>Requires Action By</u>	<u>When</u>
A. INITIATION OF EXERCISE PROCESS		
A1. Brief chief executive and elected body on crisis relocation program relocation program and need for exercises	CD coordinator, NCP planning team, or State or Federal representatives	Exercise – 3 months
A2. Secure official sanction for exercise program	CD coordinator	Exercise – 3 months
A3. Determine need for outside assistance and request as necessary	CD coordinator	Exercise – 3 months
A4. Select exercise team	CD coordinator with chief executive	Exercise – 3 months
B. INITIAL ORGANIZATION		
B1. Determine scope of exercise and jurisdictions which will be invited to participate	CD coordinator with chief executive and exercise team	Exercise – 3 months
B2. Set date, time, duration, and location of exercise and critique	exercise team	Exercise – 3 months
B3. Agree on exercise objectives	CD coordinator with chief executive and exercise team	Exercise – 3 months
B4. Determine what individuals will participate and send a notice of date, time, and place	exercise team	Exercise – 3 months
C. EXERCISE DEVELOPMENT		
C1. Prepare basic scenario	exercise team	Exercise – 2 months
C2. Prepare issue topics (see format page 11 and sample topics page 32)	exercise team	Exercise – 2 months
C3. Determine who will present each issue or topic and lead discussion	exercise team	Exercise – 2 months

C4. Determine how each topic will be presented (overhead projector? Handout sheets?)	exercise team	Exercise – 2 months
C5. Determine what is needed for exercise Packet and drafts	exercise team	Exercise – 2 months
C6. Renotify participants and distribute packets; remind participants to review CR plans	exercise team	Exercise – 1 month
C7. Prepare critique agenda and forms	exercise team	Exercise – 1 month
C8. Rehearse presentations	exercise team	Exercise – 1 week
C9. Review preparations and brief chief executive(s)	exercise team	Exercise – 1 week

D. EXERCISE LOGISTICS

D1. Reserve meeting room or EOC	CD coordinator	Exercise – 3 months
D2. Determine special equipment needed and request	exercise team	Exercise – 1 month
D3. Obtain necessary supplies and materials	exercise team	Exercise – 2 weeks
D4. Determine what refreshments will be needed and who will provide	exercise team	Exercise – 1 month

E. CONDUCTING THE EXERCISE

E1. Orient participants to CR plan, EOC and exercise procedures	exercise team	Exercise Day
E2. Monitor participation and attention levels	exercise team	Exercise Day
E3. Conduct exercise	exercise team	Exercise Day
E4. Conduct critique	exercise team with chief executive	Exercise Day
E5. Write final report and distribute	exercise team	Exercise + 1 month

FIGURE III-6
OPERATIONS EXERCISE CHECKLIST

<u>Action</u>	<u>Requires Action By</u>	<u>When</u>
A. INITIATION OF EXERCISE PROCESS		
A1. Brief chief executive and elected body on crisis relocation program and need for exercises	CD coordinator, NCP planning team, or State or Federal representatives	Exercise – 4 months
A2. Secure official sanction for exercise program	CD coordinator	Exercise – 4 months
A3. Determine need for outside assistance and request as necessary	CD coordinator	Exercise – 4 months
A4. Select exercise team	CD coordinator with chief executive	Exercise – 4 months
B. INITIAL ORGANIZATION		
B1. Determine scope of exercise and jurisdictions which will be invited to participate	CD coordinator with chief executive and exercise team	Exercise – 3 months
B2. Set date, time, duration, and location of exercise and critique	exercise team	Exercise – 3 months
B3. Agree on exercise objectives	CD coordinator with chief executive and exercise team	Exercise – 3 months
B4. Determine which individuals will participate and send a notice of date, time, and place	exercise team	Exercise – 3 months
C. EXERCISE DEVELOPMENT		
C1. Prepare basic scenario	exercise team	Exercise – 2 months
C2. Select simulators	exercise team with department heads	Exercise – 2 months
C3. Brief simulators on exercise objectives, techniques, and the simulator role	exercise team	Exercise – 2 months

C4. Set up schedule of meetings with with simulators	exercise team	Exercise – 2 months
C5. Meet with simulators to prepare messages	exercise team	Exercise – 2 months
C6. Review messages to insure that all elements of plan and staff will be tested	exercise team	Exercise – 2 months
C7. Determine what will go into exercise packet and assign responsibility for drafting	exercise team	Exercise – 2 months
C8. Renotify participants and distribute packets; remind participants to review CR plans	exercise team	Exercise – 1 month
C9. Prepare critique agenda and critique forms	exercise team	Exercise – 2 months
C10. Test any communications systems to be used during exercise	exercise team	Exercise – 1 week
C11. Review preparations and brief chief executive(s)	exercise team	Exercise – 1 week

D. EXERCISE LOGISTICS

D1. Reserve meeting room or EOC	CD coordinator	Exercise – 3 months
D2. Determine what special equipment will be needed and how it will be obtained	exercise team	Exercise – 2 months
D3. Obtain necessary supplies and materials	exercise team	Exercise – 2 weeks
D4. Determine what refreshments will be needed and who will provide	exercise team	Exercise – 1 month

E. CONDUCTING THE EXERCISE

E1. Orient participants to CR plan, exercise and EOC and procedures	exercise team	Exercise Day
E2. Conduct exercise	exercise team	Exercise Day
E3. Conduct critique	exercise team	Exercise Day or E +
E4. Write final report	exercise team	Exercise + 1 month

FIGURE III-7
FIELD EXERCISE CHECKLIST

<u>Action</u>	<u>Requires Action By</u>	<u>When</u>
A. INITIATION OF EXERCISE PROCESS		
A1. Brief chief executive and elected body on crisis relocation program relocation program and need for exercises	CD coordinator, NCP planning team, or State or Federal representatives	Exercise – 3 months
A2. Secure official sanction for exercise program	CD coordinator	Exercise – 3 months
A3. Determine need for outside assistance and request as necessary	CD coordinator	Exercise – 3 months
A4. Select exercise team	CD coordinator with chief executive	Exercise – 3 months
B. INITIAL ORGANIZATION		
B1. Determine scope, objectives, type of problem, and agencies to be invited	exercise team	Exercise – 3 months
B2. Set date, time, and location of drill- location should have adequate room to conduct drill, parking, and owner's permission to use	exercise team	Exercise – 3 months
B3. If drill is not to be a surprise one, notify participants of date and time	exercise team	Exercise – 2 months
C. EXERCISE DEVELOPMENT		
C1. Prepare basic scenario	exercise team	Exercise – 2 months
C2. Select observers and notify them of date, time, and location	exercise team	Exercise – 2 months
C3. Determine whether actual 'victims', relocatees, or other simulated roles will be played; if yes, assign responsibility to line them up, brief them, and register them.	exercise team	Exercise – 2 months

C4. Determine whether make-up or props will be needed and assign responsibility to make arrangements	exercise team	Exercise – 2 months
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C5. Notify neighboring agencies that drill will be held and invite them to participate or observe	exercise team	Exercise – 1 month
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D. EXERCISE LOGISTICS

D1. If 'victims' or 'relocatees' are to be used, insure that there is shelter and refreshments for them before start of drill	exercise team	Exercise – 1 month
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D2. If drill is to be videotaped, assign responsibility to get equipment, tape, and edit	exercise team	Exercise – 1 month
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D3. Arrange for site clean-up at conclusion of drill	exercise team	Exercise – 1 week
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E. CONDUCTING THE EXERCISE

E1. Insure that someone is assigned to monitor safety observance	exercise team	Exercise Day
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E2. Observe responses and time any activities that are time- critical	observers	Exercise Day
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E3. Monitor any frequencies used for real emergencies and/or misunderstandings of drill messages	exercise team	Exercise Day
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E4. Conduct critique	exercise team	Exercise + 10 days
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E5. Prepare final report and distribute	exercise team	Exercise + 1 month
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IV. CONDUCTING THE EXERCISE

With careful attention to the detail contained in the previous chapter, the exercise team will be well on its way to the accomplishment of a successful CR exercise. This chapter focuses on the final preparations and the conduct of the exercise itself.

Final Preparations

To insure that the materials and agenda will fit the time allotted for the exercise, the team should rehearse the exercise by playing through it, using a watch to time every activity (display, remarks, responses, discussion, etc.). The team should try to estimate the participants' response times by rehearsing the delivery of discussion points.

Another consideration in timing an exercise is the relative importance of scenario events. Generally, the more important events will elicit response and discussion more readily than the less important. Consequently, it can be anticipated that participants will have much to say during some exercise segments, and little to say during others. Where they have much to say, more time will be consumed and fewer events will be covered. Where they have little to say there will be time to cover more events. The exercise team should provide for either contingency. Where the participants have little to say, the exercise team should have additional discussion points to offer in order to use up time. Where the participants have much to say, the controller can provide himself with two options. He or she can cut off discussion by turning to the next event. Or he can let the discussion go on, even though fewer events will be covered, because getting the participants involved may be worth departing from the anticipated agenda.

In an operations or table-top exercise it will be more difficult to estimate how

long it will take to respond to each event and every message. The team should therefore insure that there are extra messages to insert if things are moving too rapidly, and identify less important messages to delete if progress is slow. Simulators can also help speed or slow the exercise by interjecting dynamic play – instantly solving problems if things are moving too slowly or adding additional problems if things are moving too fast.

Orientation

After everyone is assembled, the local civil defense coordinator or chief executive should welcome participants and introduce any guests or observers. Participants should then introduce themselves and, if they are not well known to each other, briefly describe their CR responsibilities and position.

At this point, a member of the team should review the scheduled activities and mention location of rest rooms, availability of coffee, and smoking/nonsmoking arrangements. He or she should then present a short briefing on the purpose and scope of the exercise and the status of CR plans in the area. Exercise procedure should be outlined, stressing the importance of testing CR plans from the point of view of the participants who would play major roles in executing the plans during an actual crisis. If EOC data display systems and communications devices are to be used in the exercise, procedures should be reviewed and any questions fielded. CR plans may also be reviewed at this point, and operational data manuals and fact sheets distributed if this has not previously been done by mail.

Exercise Session(s)

The culmination of the exercise planning process is the exercise itself. Before discussing the various types of exercises and how they unfold, some general observations are in order.

No matter what type of exercise format is chosen and what techniques employed, there should be some record-keeping system of what occurs during the exercise period. A secretary can note important discussion points and problem areas. A tape-recorder can be used with good effect in an orientation, discussion, or walk-through exercise. A videotape system is the best way to capture action during an operations or field exercise. Any or all of these methods can be used to record the critique as well.

Active participation by all members of the emergency staff should be stressed, and one member of the exercise team can be detailed to watch this area. This is particularly important during the early stages of a discussion type exercise.

Fatigue and frustration levels should also be closely monitored. The premise of this handbook is that a series of well-integrated CR exercises is required for effective support and testing of the CR plans. If an exercise bores or otherwise disaffects substantial members of the emergency staff, follow-on exercises will be more difficult to organize and promote. Several strategies are available to avoid these consequences, including varying exercise techniques, scheduling coffee breaks, and structuring the exercise so that problems are neither too hard not too easy. Participants should leave the exercise with the feeling that crisis relocation problems are very difficult but by no means insoluble or unmanageable.

In designing and conducting the exercise, an attempt should be made to make the drill as realistic as possible. During the pre-exercise briefing, however, it should be noted that exercises are inherently unrealistic, in that they attempt to predict future events about which we can only speculate, and call for play-acting responses that can well be different from how we would react in a true emergency. It should be stressed that a real crisis relocation emergency may develop along different lines than that envisioned in the scenario, but that the exercise itself is nevertheless a valid technique in teaching us how to work together toward the solution of major problems.

One major benefit of exercising is that it helps develop and maintain relationships

between people with disaster responsibilities. When we have worked with someone in an exercise environment (or an actual emergency), we become more aware of his or her capabilities, limitations, and operating styles. Exercise teams should be sensitive to the opportunity to develop good working relationships, particularly between neighboring host/risk areas, and structure the exercise to facilitate the growth of mutual respect and teamwork.

During exercises, mistakes invariably will be made by emergency staff members reacting in the heat of battle. It is important for everyone to understand that mistakes are part of the exercise process. In fact, in the briefing period, it might be pointed out that the purpose of exercises is to make our mistakes now, when they don't count, instead of later in a real situation, where they may do real damage.

In defining exercise types and techniques in chapter II, the outlines of how various exercise types are conducted were broadly sketched. The following remarks relate specifically to the conduct of discussion, table-top, operations, and field type exercises.

Discussion Type

In conducting discussion type exercises, one member of the exercise team usually poses a problem or issue for discussion or brainstorming, then solicits comment and proposed solutions from participants. (In the case study variant, he or she introduces the case study and leads the discussion of it). It bears repeating that this moderator function is critical to the success of the exercise and requires a person with considerable background in the CR program and in interpersonal dynamics. He or she must be capable of eliciting participation by everyone and of tactfully leading discussion in appropriate directions. The moderator should also be familiar with the history of large population movements in order to diplomatically refute the inevitable "people won't move" or "people will panic" remark.

Timing is as important in a discussion type exercise as in any other; the exercise team should constantly monitor participant interest and call for breaks whenever attention flags noticeably or mini-debates emerge between a few individuals. Care should be taken to avoid attempting to discuss too many issues; four is a reasonable number to consider at one session before a rest period or alternate exercise technique is introduced.

Table-Top and Operations Type

The mechanics of exercises utilizing scenarios and message inputs are generally well-understood and will not be repeated here. In this type of exercise, the exercise team will perform essentially a monitoring function. First, one member of the team should stay with the simulators to insure that messages are sent in timely fashion and that dynamic play stays within the bounds of the scenario – he or she should be alert for the occasional 'mad bomber' simulator who creates an overwhelming problem as the exercise draws to a close.

Other members of the exercise team should closely observe interactions in the EOC, assuring that participants are coordinating their responses with other relevant agencies and sharing information appropriately.

If live communications systems are used (a police radio frequency, for example) the exercise team should insure that all messages are preceded and followed by the caveat, "this is an exercise message." If real emergencies occur during the exercise, procedures for pre-empting the frequency and substituting other communications systems should be clearly understood by all.

Field Type

In conducting a field type exercise, the exercise team should be augmented by official observers representing the functions being tested and, if possible, the NCP

planning team. Observers should be placed in an area where the drill can be clearly observed and provided with armbands or other identifying devices, clipboards, paper and pencils, and stop watches if timing is an important part of the problem. They should be thoroughly briefed before the exercise on the scenario and expected responses to it.

In the heat of a realistic field exercise, play will frequently be more intense and realistic than in an operations exercise, and safety considerations are often overlooked. A local safety officer should therefore be appointed to observe the drill and stop or redirect it when dangerous practices or conditions are observed.

V. POST-EXERCISE ACTIVITIES

There will be a tendency at the end of an exercise to underplay the importance of follow-up activities and to want to 'get back to work'; this tendency should be strenuously avoided. Without a careful assessment of the exercise and lessons learned, the impact and value of the exercise will be diluted. At a minimum, an exercise critique session should be conducted, a final report written, and responsibilities for corrective actions and plan revisions or improvements assigned with appropriate deadlines.

Exercise Critique

Critique sessions should be scheduled immediately after an exercise. The advantage of an immediate critique is that memories are fresh, the entire staff is already assembled, and opinions are sharp and readily offered. While postponing the critique may provide participants with time to reflect, organize their thoughts, informally discuss the exercise with other participants, and give tempers a chance to cool, the disadvantage is that participants may have forgotten about details and have gone back to carrying out their everyday tasks.

Whatever approach is chosen by the exercise team, the date and time of the critique session should be established well in advance of the exercise and all participants notified that the critique is an integral part of the exercise and attendance is expected.

Written unsigned critiques are useful in determining true responses to the drill and valuable in providing data for the final report. Sample critique forms for discussion and operations exercises are included as Figures V-1 and V-2; further suggested evaluation questions are shown in Table V-1.

Opportunity should also be provided for participants to orally express their

FIGURE V-1

DISCUSSION EXERCISE CRITIQUE FORM

Please take a few minutes to fill out this form. Your opinions and suggestions will help us prepare better exercises in the future.

1. Please rate the overall exercise on the scale below:

1	2	3	4	5	6	7	8	9	10
Very Poor									Very Good

2. Compared to operations (EOC) type exercises, this one was:

1	2	3	4	5	6	7	8	9	10
Much Worse									Much Better

3. I suggest the following problems be considered next time:

4. My biggest complaint about the exercise is:

5. As a result of this exercise, I feel I understand the crisis relocation program and procedures:

_____ Much better than before

_____ Somewhat better than before

_____ About the same as before

_____ Not as well as before

6. Please add any other comments or criticisms on the back of this sheet.

FIGURE V-2

OPERATIONS EXERCISE CRITIQUE FORM

Please take a few minutes to fill out this form. Your opinions and suggestions will help us to prepare better exercises in the future.

1. Please rate the overall exercise on the scale below:

1	2	3	4	5	6	7	8	9	10
Very									
Poor									

2. I suggest the following problems be used in the next exercise:

3. I suggest the following changes/improvements to the EOC:

4. I suggest the following changes/improvements to EOC procedures:

5. I suggest the following changes/improvements to the crisis relocation plans:

6. As a result of this exercise, I feel I understand the crisis relocation program and procedures:

_____ Better than before _____ Same as before _____ Not as well as before

7. Please add any other comments or criticisms on the back of this sheet.

TABLE V-1

EVALUATION QUESTIONS

- Does the plan contain adequate operational content (personnel actions, rates, capacities, times, equipment) in usable form (table, list, graph)?
- Do the concept of operations and supporting checklists of emergency actions address the range of situations and problems that should be anticipated in your jurisdiction as the crisis escalates (time delays, shortages of personnel, equipment and facilities, communications breakdowns)?
- Are responsibilities for conducting emergency actions and using available resources assigned to the proper elements (departments, agencies, services) of your local emergency organization?
- Are the plans of the several jurisdictions in a risk area/host area conglomerate compatible with one another and mutually supporting? (Example: is authority defined; is support given; is the timing reasonable?) If not, what changes should be made in the plans?
- Does the plan recognize problems of interservice and interjurisdictional operating relationships (county-city, city-city, county-county) that may constrain the effectiveness of needed operations? (Example: are water supplies and other resources properly apportioned?) If there are such constraints, how can they be overcome during the planning process or during an actual crisis? (Suggestion: stronger and more clearly defined mutual aid agreements.)
- Is the information regarding the availability and capability of existing resources (personnel, equipment, facilities) complete and current? (Example: do planning documents state current locations, phone numbers, and amounts?)
- Are the planned measures for expanding existing resources feasible during a crisis? (Example: is the procurement procedure clearly stated, and can it respond in timely fashion?)
- What are the information needs of management, and are these needs satisfied in the plan? (Example: does the plan call for status reports from emergency organization components during the severe crisis phases?)
- Are the provisions for directing and controlling local and interjurisdictional operations sufficiently detailed? (Example: is the EOC requirement spelled out; are communications equipment, locations, and links delineated?)
- What procedural materials, if any, should be revised or added to the plan to make it more workable? (Example: are there procedural materials for reception area parking, congregate care medical services, security, mass feeding?)

comments and criticisms. The local chief executive would be an appropriate person to lead this portion of the critique session.

At the conclusion of written and oral critiques, some member of the exercise team should summarize lessons learned and should outline future exercise schedules and objectives.

Exercise Report

A post-exercise report, documenting all activities leading up to and including the exercise and critique, should be prepared by the exercise team. This report will be useful in preparing for subsequent exercises, and will also provide a way for others to benefit from the experience of exercise participants. The report should be circulated widely within the local jurisdiction and copies should also be provided to neighboring jurisdictions and higher level preparedness agencies.

At a minimum, the exercise report should include the following items:

- name of jurisdiction(s) sponsoring the exercise
- date, time, duration, and location of exercise
- members of exercise team and organizational affiliations
- stated objectives of the exercise
- names and affiliations of exercise participants
- copy of exercise scenario
- copy of exercise announcements, memoranda, handout materials, and fact sheets
- narrative summary of critique session
- list of corrective actions, persons responsible for them, and deadlines (see next section)

Other Follow-up Activities

Feedback from the exercise should be used by the NCP planning team to make appropriate changes in the draft CR plan or annexes that were examined during the

exercise. Copies of the changes should be provided to the appropriate key officials. In addition, the other materials used in the exercise should be changed to reflect the findings of the exercise.

The planned sequence of exercises in the area should be re-examined in light of the exercise results. If appropriate, the objectives and sequencing of subsequent exercises in the area should be modified.

Most important, a list of corrective actions should be developed by the exercise team at its final meeting. Actions should be assigned to appropriate persons on the jurisdiction's emergency staff and reasonable deadlines established for their completion. These actions might include EOC rearrangement or upgrading, revisions to the CR plan, development of further planning documents or resource compendiums, acquisition of supplies or equipment, identification of further training requirements, or any other improvements to CR plans or emergency staff capabilities which surfaced through the exercise medium.

When these actions have been accomplished, the jurisdiction is ready for another test of its plans and staff; the process begins again with either a more sophisticated type of exercise or an exercise which tests a wider span of jurisdictions or services.

APPENDIX A
EXERCISE SCENARIO

APPENDIX A

EXERCISE SCENARIO: A Future International Crisis Increasing International Tension

In the first few months of this fateful year, the cold war began to heat up. The Soviet Union called for a European political conference that would exclude the United States. Political analysts believed that the Soviets saw a chance to speed up the eventual breakup of NATO. European members of NATO rejected the Soviet move in identical notes that said that they could not consider excluding the United States. On the same day this message was received by the Soviets, the East German police halted traffic to Berlin for four hours, and later closed highways to West Germany for 14 hours. No explanation was given. At this same time, the Soviets again called for a full-scale European settlement consisting of three major provisions: that Germany be unified, that NATO and the Warsaw pact be disbanded, and that both the United States and the USSR remove their troops from European nations.

News media on both sides of the Atlantic reported these incidents in detail, and several commentators saw ominous signs in them—the first harassments in over a decade. More serious incidents occurred during the next several weeks.

In the United States, the general public was initially indifferent to the international news, focusing rather on domestic issues. This attitude began to change when some political and civil groups voiced their worries about what the Communist moves really meant, and State governors began to stay in close communication with the White House and their Senators in Washington. For the first time in many years, many Federal, State, and local officials expressed concern about the adequacy of Civil Defense.

May 29: The State CD Director reports that local CD officials are being deluged by a large number of inquiries.

Event: Local CD Officials are Receiving a Large Number of Inquiries

This first part of the scenario sets the stage for CR exercises. This event may be used as the basis for a discussion of:

- The on-going civil preparedness program.
- Authority, responsibility, and role of Federal, State, and local governments.
- Status of plans.
- Protection measures (options).
- Other.

Alternatively, the exercise controller may choose to introduce an exercise problem: How would you respond to inquiries about the current status of your civil preparedness plans and programs, on or about preparedness measures for individuals.

First Stage of the Crisis

During June, the Soviet-NATO tension was increasing. In spite of Western protests, East German harassment of traffic in the Berlin Corridor—on the Autobahn and in the air—continued. In mid-June, Communist jet fighters endangered an American plane in the Berlin air corridor, so that only evasive action by the pilot avoided disaster. East German military maneuvers in the Berlin air space caused the incident which political observers called the most serious in recent years.

Meanwhile, the US Secretary of State was attending a meeting of the NATO council in Brussels, convened to consider the Soviet proposal for a European settlement. On the 20th, NATO's European members rejected the Soviet proposal as long as Berlin access routes were being harassed. It was clear that NATO was not going to negotiate "under the gun." On the same day, the US President called for a summit conference on European problems. In a message to the Soviet government, the President urged a meeting of chiefs of state to discuss world tensions. Six other Western nations sent identical messages to Moscow.

On the 21st, Soviet envoys delivered messages in NATO capitals, rejecting the request of the President and other Western leaders for a summit meeting. Two days later, East German police erected barricades at the entrance to the Autobahn, indicating that this latest interference would last indefinitely. On the 24th, a US military convoy was stopped at the barricade across the Autobahn. After several hours of argument, the convoy commander ordered a combat bivouac at the checkpoint, while NATO Headquarters officially protested to the East German and Soviet governments. Some hours later, American tanks, which had joined the convoy, drove through the Autobahn barricade without resistance. But less than two hours later, Soviet officials delivered a note to the Bonn government, stating that East German rights had been violated by the United States and that the Soviet Union had offered military assistance to the German Democratic Republic.

June 25: State and local governments are advised that it would be prudent to review and update their emergency operations plans.

Event: Advised to Review and Update Emergency Operations Plans

If seminar format is used, select exercise discussion topics from the following list:

- Nuclear Emergency Plan (Basic Plan)
- NCP In-Place Protection Plan (CSP)
- NCP Relocation Plan (CRP)
 - Risk-Area Population Allocations
 - Relocation Routes
 - Hosting Capacities
 - Essential Industries
 - Provisions for Essential Workers
 - Emergency Public Information Materials

Event: Advised to Review and Update Emergency Operations Plans

If problem solving format is used, the following example events can be used to focus the planning exercise on specific provisions of the plan (these and all subsequent events should be tailored to the area and rewritten to include details specific to the local jurisdictions and services involved in the exercise):

- The State CD Agency requests that all counties update emergency plans and inform the State EOC of any major changes in facilities, resources, or key personnel.
- Law enforcement officials are requested to review and update plans for controlling population movement.
- City and county officials request a briefing on increased legal authorities that may be needed to relocate population, to transfer and release prisoners and non-critical patients, to shut down non-essential industry, and to control critical resources.
- The State CD Agency is reviewing the planned allocation of risk-area residents to specific host counties. All host areas should update their listing of congregate care facilities and capacities and report changes to the State EOC.
- State reception/care authorities request an estimate of anticipated temporary housing needs for planning purposes.
- The Governor requests that all local communities update the CSP and CRP public information packages as soon as possible. All public shelters and temporary lodging space should be inspected to verify basic habitability. Homeowners should also be contacted as part of this effort to determine whether they are willing to provide lodging in their homes.

- The State CD Agency recommends that jurisdictions in risk areas: (1) review and update listings of essential industries and service organizations; (2) contact key officials of listed organizations to ensure that their relocation plans, including relocation sites and plans for maintaining essential industries and services, are correct and current; (3) check with host areas as to whether listings of facilities are current for key workers.
- Several TV stations have requested information to do a 1-hour documentary on fallout shelters.
- Local officials request that an overall estimate be prepared of personnel training and funding needed to undertake planned crisis-period actions if the situation worsens.
- The State Medical Association's CD information bulletin does not provide for crisis relocation. They request review and update of medical and health service plans with respect to integrating risk-area medical and allied professionals into host-area organizations. Report to the State EOC any changes that should be provided to the State Medical Association for inclusion in a special bulletin to its members.

Crisis Increases

On June 26, the Soviets condemned what they called the imperialist aggression by the United States against the people of the GDR, and said that Soviet forces were en route to Berlin. A day later, Soviet tanks blocked a US armored convoy midway on the Autobahn to Berlin. Intelligence sources in West Germany reported that Soviet reinforcements were arriving in East Germany.

In Washington, a newspaper editorial stated that events in Europe had taken an ominous turn, and asked: "Are we on the brink of another Berlin crisis, worse than that of 1961?"

On the 27th, US and Soviet tanks exchanged fire on the Berlin Autobahn. Two Soviet tanks were said to have been hit and disabled. One American tank was destroyed. Fighting broke off after the exchange of a dozen rounds.

News of gunfire on the Autobahn shocked NATO Headquarters, for Soviet military resistance to breaking the blockade was not expected. This battle on the Autobahn was the first direct engagement of American and Russian troops, and officials at NATO viewed the prospects with deep concern. On the same day, at Moscow, Washington, and London, Swiss representatives, speaking for several neutral nations including Sweden, discussed means for stopping the crisis.

Unconfirmed reports circulated throughout Washington that the highest levels of defense readiness condition were being considered.

June 27: The State Civil Defense Director, speaking on behalf of the Governor, suggests that it would be prudent for local emergency organizations to increase their readiness.

Event: Advised to Increase Readiness of Emergency Organization

If seminar format is used, select exercise discussion topics from the following list:

- Emergency Functions (See CPG 1-7, "Guide for Increasing Local Government Civil Defense Readiness During Periods of International Crisis," April 1979)
 - Directing and Controlling (EOC)
 - Law Enforcement and Traffic Control
 - Fire Prevention and Supression
 - Medical and Health Services
 - Reception/Care/Sheltering Services
 - Resources and Support Services
- Organization for Each Function
 - Organizational Components (Departments, Agencies, etc.)
 - Assigned Responsibilities
 - Key Personnel Assignments
- Organizational Relationships
 - Direction and Control
 - Within Each Major Component
 - Among Major Components
 - With Counterparts in Other Jurisdictions
- Checklist of Actions to Increase Readiness
- Means of Distributing Public Information
- Mutual Aid Plans

Event: Advised to Increase Readiness of Emergency Organization

If problem solving format is used, the following example events can be tailored to focus the planning exercise on specific provisions of the plan:

- The State Public Information Officer advises risk and host areas to publish prepared Emergency Public Information (EPI) materials such as newspaper articles describing possible nuclear attack threats and methods of providing protection via construction of expedient shelters or upgrading protection in existing buildings by the addition of earth. Plans for distributing EPI materials are summarized.
- The Federal regional office has requested a report on what actions, if any, are being taken in each host county to increase readiness for crisis relocation operations of all types. The report should be by function or service and indicate goals for next three days.
- The State CD Agency advises all local EOCs to update staff rosters, resource listings, and operating procedures. It is also suggested that briefings be conducted for elected officials, news media, and emergency service personnel summarizing the capabilities of all emergency services, including those of adjacent jurisdictions.
- Local officials request a briefing on areawide CR traffic control plans. Please describe provisions, if any, for monitoring and reporting traffic flow; providing instructions to the public; establishing roadblocks, checkpoints, and assembly points; issuing IDs; and erecting signs and markers. Also provide a rough estimate of manpower and resources involved in the traffic control plan.
- Local officials request a briefing on channels for reporting emergency information and requesting emergency assistance.
- Local officials request a briefing on areawide emergency power generation capabilities and requirements.
- The State CD Agency requests information on plans to utilize trained medical personnel departing risk areas.

- The State CD Agency requests all host areas to report on requirements and plans for recruiting, assigning, and accelerating training of reception/care personnel.
- The State CD Agency requests all host areas to report on requirements and plans for providing food and sanitation services to relocated personnel.

Deepening Crisis

On June 28, the UN General Assembly, after fiery speeches by Communist members, condemned the imperialist aggression of the United States and NATO against East Germany, and demanded an immediate cease-fire and withdrawal of NATO forces. The UN Security Council then immediately went into emergency session. Later that day, the US Ambassador to the UN, speaking before the Security Council, rejected the cease-fire, saying that the US-NATO action to regain Berlin access was in defense of treaty rights.

On June 30, a US armored division advanced up the Berlin Autobahn to support a military convoy blocked by a combined Soviet-East German force. Soon heavy fighting broke out. Faced by superior odds, the American force withdrew in good order and maintained contact with the enemy. News from Washington on the same day stated that massive Soviet troop movements had begun through the Polish corridor to East Germany. Satellite pictures showed an estimated 80 divisions in the movement.

On July 1, advance elements of a US armored division joined the armored convoy fighting superior Communist forces on the Autobahn. Soviet reinforcements were moving into place, and a furious battle was raging. Later that day, the Pentagon announced that US strike forces had been ordered to Europe, and that about 30 NATO divisions were preparing for combat. In a separate move, high priority National Guard units were being federalized and called to active duty.

July 1: Local preparedness agencies are advised to improve capability for emergency operations.

Event: Advised to Take Actions to Improve Capability

If seminar format is used, focus exercise discussion on capability of available resources (personnel, equipment, facilities, etc.) versus requirements for functions selected from following list:

- Direction and Control
 - Emergency Operating Center(s) (EOCs)
 - Other Headquarters
 - Communications within Jurisdiction
 - Communication with Other Jurisdictions
 - Radiological Defense (RADEF)
- Police Services
 - Traffic Control
 - Security
 - Provision for Inmates of Institutions
- Fire Protection
 - Shelters, Congregate Care, Other Facilities
 - Reduction of Fire Hazards
- Medical/Health Services
 - Hospitals and Other Health Facilities
 - Medical Personnel
 - Pharmaceuticals and Supplies
 - Special Care Groups
 - Sanitation
- Reception/Care/Sheltering
 - Reception Centers
 - Congregate Care Facilities, Capacities
 - Fallout Shelter Facilities, Capacities

- Feeding Facilities, Capacities
- Transportation
 - To Support Relocation Movement
 - To Sustain Relocated Population
 - To Support Essential Industry and Services
- Power, Water, Sewerage, and Other Utility Services
 - To Support Essential Facilities and Services in Risk Areas
 - To Support Relocates and Residents in Host Areas
- Shelter Upgrading or Expedient Shelter Construction
- Food Supply and Distribution

Event: Advised to Take Actions to Improve Capability

If problem solving format is used, the following example events can be tailored to focus the planning exercise on specific provisions of the plan:

- The State Communications Officer has authorized the installation of leased lines linking local EOCs and other key facilities at State expense should the crisis escalate. He requests that a listing of EOCs and other key facilities be submitted to the State EOC. The listing should be grouped by function and the priority for installation should be indicated.
- The State CD Agency is anticipating requesting emergency funds for materials, overtime, and other expenditures needed to reduce the fire vulnerability, to upgrade, and to otherwise prepare facilities that may have to be used as shelters (1) for key workers in risk areas, and (2) for relocatees and residents in host areas. Local governments are requested to submit estimates of the manpower and materials needed and the number of days or hours that would be required. This request does not imply authorization to commence expenditures at this time.
- The telephone company suggests that standby arrangements be made for line-load control for facilities that will have essential roles, if crisis relocation is ordered, and requests a listing of such facilities, indicating first and second priorities by class of facility.
- The State Department of Public Safety recommends that plans and capabilities for relocating jail and prison inmate populations, and arrangements for their custody in host counties be reviewed for workability. If needed, steps should be taken by risk and host areas to ensure that plans are workable.
- The State plans to advise pharmaceutical and medical suppliers in risk areas that, if crisis relocation is ordered, they will be expected to move critical medical supplies to host areas. Emergency Medical/Health Service Coordinators in risk and host areas are invited to submit rationale to the State Health Department and to the State EOC for allocating these supplies.

- The State Health Department suggests that in view of the deepening crisis, elective surgery be deferred, patients not requiring hospital care be released, and actions be taken to increase bed capacity of hospitals and other care facilities in host areas. A report on the number of additional beds resulting from these and other measures is requested.
- The State Health Department recommends that local governments review and update plans for relocating hospitalized and other special care groups from risk areas and for their reception and care in host areas.
- The State Transportation Department requests an estimate of mass transportation resources currently available for relocating risk area population.

Crisis Intensifies

On July 2, the US President, in concert with NATO governments, sent an urgent message to the Soviet government, offering to withdraw armored troops from the Autobahn battle zone if the USSR would agree to immediate negotiations. However, on the next day the Soviet leader rejected the offer.

By this time, most people in the United States were fully aware that a major crisis existed. There were many calls to the media and to government officials, inquiring about chances of war and survival, and asking what was going on in terms of civil defense. These anxieties were not allayed by the latest news flash—that East German forces had broken through the Berlin wall and entered West Berlin.

Meanwhile, State and local government officials were in continual communication with Washington, and it was reported in certain media that some State governors were thinking about going ahead with civil defense, including crisis relocation, independently of what Washington said or did.

On July 4, NATO air forces struck Communist airfields in East Germany, Poland, and Czechoslovakia, using conventional high explosives. The next day, Soviet forces from East Germany drove toward Hamburg and pierced NATO lines. NATO forces were fighting a defensive action. But on July 5, NATO, receiving orders to reach Berlin regardless of opposition, changed their tactics.

On July 5, the President called for calm and determination as he ordered full mobilization of the nation's capacity to meet the "national emergency."

July 5: State and local governments have been advised to fully mobilize their emergency organizations.

Event: Advised to Fully Mobilize—Relocation Order May Be Imminent

If seminar format is used, select exercise discussion topics from the following list:

- Checklists of Emergency Actions
- Establishing Multipurpose Staging Areas
 - Locations
 - Functions
 - Capacities
- Maintaining Essential Services
- Shutting Down Non-Essential Services
- Mobilizing Emergency Services
- Activating EOCs and Other Headquarters
- Establishing Liaison Between Risk and Host Areas
- Marking Routes and Key Facilities
- Measuring Spontaneous Evacuation
- Providing Information to the Public

Event: Advised to Fully Mobilize—Relocation Order May Be Imminent

If problem solving format is used, the following example events can be tailored to focus the exercise on specific provisions of the plan:

- The electric power and water utilities in the risk area report that a substantial decrease in daily consumption rates in residential areas has occurred over the past several days and that the trend appears to be continuing. The State CD Agency and the Public Service Commission request that host areas contact utility companies to see if population increase can be estimated through increased utility usage. Host areas are also requested to keep the State EOC informed of any such increases.
- The State CD Agency advises risk areas to consider dispatching liaison teams to host areas to assist in coordinating emergency operations, if crisis relocation is ordered.
- The State CD Agency advises all cities and counties to:
 - (1) bring EOCs to full readiness and maintain 24-hour watch; (2) check out radio communications where they exist with the State EOC, other local EOCs, and all headquarters and key facilities of the local emergency organization.
- The State CD Agency recommends that local jurisdictions designate at least one multipurpose staging area, and report its location to the State EOC and other local EOCs within the next 12 hours. A multi-purpose staging area is a site designated for coordinated pre-disaster and post-disaster operations. Preferably, it should have easy access, a large parking area, cover for personnel, supplies, and equipment, and facilities for housing, feeding and sheltering personnel.
- The State Department of Transportation advises that in view of the situation, it would be prudent to start marking relocation routes, to mobilize traffic control and transportation forces and to move them into position so that they will be ready to function if crisis relocation is ordered.

- The Governor orders that all existing shelters and temporary lodging facilities be prepared for immediate occupancy.
- The State CD Agency recommends distributing to essential industry workers their identification cards and instructions concerning hosting and commuting arrangements.
- Risk counties request host counties to confirm planned arrangements for hosting essential workers.
- The State CD Agency recommends starting the transition from normal to emergency operations at the local level.
- The State CD Agency recommends the mobilization of all available emergency service personnel and their preparation for movement to preassigned duty stations.
- The State CD Agency recommends the marking of designated shelter areas, congregate care, and feeding facilities.
- The State Public Information Officer recommends advising the public to take preparatory measures for relocation (fill fuel tanks; gather food, clothing, and other supplies; etc.).

Nuclear Confrontation

On July 7, the media reported on some leaks from highly-placed sources to the effect that the administration and Congressional leaders were considering a declaration of war because the Soviet Union was moving great numbers of troops into East Germany and invading West Germany. It was stated that a declaration of war would deny even the appearance of legitimacy to any temporary territorial gains the Soviet Union might achieve.

On July 8, in a message to Congress, the President requested additional funds to expedite the armed struggle in Europe, asking for an initial appropriation of \$10 billion. He said that he might find it necessary to use his "emergency powers" and that he was declaring a Defense Emergency. Meanwhile, NATO fighter bombers went into round-the-clock sorties against Soviet lines of communication and airfields.

In Moscow, the Soviet leader called on all Socialist people to rise up to defeat the aggression of the U.S. imperialists and their puppets. He announced full mobilization of the mighty Soviet war machine and instructed reservists to report to their units. He warned all nations in Socialist community to be on guard lest imperialist forces begin aggression against them, and called for all Socialist nations to be ready to assist each other in accordance with their many treaties.

The next day, reports out of Washington stated that the Soviet Union had begun evacuation of its major cities. Long lines of vehicles were moving away from the cities, and were clearly visible in satellite photographs. Soviet plans to evacuate their cities in a crisis had long been known to the Pentagon, but no official wanted to speculate on whether this evacuation might mean that the USSR was contemplating the use of nuclear weapons by either side.

July 10: The President has ordered crisis relocation.

Event: Relocation is Ordered

If seminar format is used, select exercise discussion topics from the following list:

- Checklists of Emergency Actions
- Broadcasting Advice and Instructions to Public
- Controlling Relocation Movement
 - Onto Highways
 - En Route
 - Off Highways to Reception Sites
- Highway Capacities and Flow Rates
- Monitoring and Reporting on Relocation Flow
 - Bottlenecks
 - Accidents and Injuries
- Providing Transportation for the Carless
 - Vehicles
 - Special Lanes
 - Shuttle Service
- Moving Institutionalized and Special Care Groups
- Opening and Managing:
 - Reception Centers
 - Congregate Care Facilities
 - Emergency Medical Centers
- Coordinating Interjurisdictional Operations
- Deploying RADEF Personnel and Equipment

Event: Relocation is Ordered

If problem solving format is used, the following example events can be tailored to focus the planning exercise on specific provisions of the plan. To use these events, it will be necessary to choose a time R at which the relocation order is given and to derive the times for subsequent events. The times for subsequent events depend on the relocation flow of population from the risk area to host areas.

- R-Hour. (The time (R-Hour, R+15 min., etc.) should include date and time.) Presidential relocation order is received along with the Governor's order to undertake the following actions immediately:
 - Disseminate previously printed Emergency Public Information materials on Crisis Relocation and authorize all stations to broadcast previously furnished relocation materials.
 - Activate information centers to answer questions and provide information to the public.
 - Implement plans for managing and coordinating the relocation operation through receipt of reports and exchange of information among jurisdictions.
 - Provide transportation to hospital and nursing home patients, institutionalized persons, and the aged, infirm, and handicapped.
 - Provide group transportation of people without cars.
 - Coordinate traffic control activities throughout the area and implement plans for keeping designated routes open.
 - Activate facilities for the registration, lodging, mass care, emergency medical care, and feeding of relocatees.
 - Monitor the arrival of relocatees, their assignment to designated facilities, and implement measures designed to prevent overallocation.
 - Deploy RADEF personnel and equipment to predesignated locations.
 - Activate the system for coordinating activities between risk and host area jurisdictions.

- R +_ 15 min. The State CD Agency requests all local EOCs to confirm that the President's relocation order has been received and disseminated. Please indicate in your report:
 - (a) How you received and confirmed the directive.
 - (b) The means used and the time required to disseminate the directive in your area.
 - (c) Measures you are taking to ensure that all elements of the population in your area receive the message.
- R + 1 Hour. Local officials in host areas request current estimates of the relocation flow on each route:
 - (a) How many are expected in each area?
 - (b) How many are in automobiles, on buses, other vehicles?
 - (c) At what rate are they expected to arrive; over what period of time?
- R + _ Hours. First influx of relocatees arrive in (specified) host county.
- R + _ Hours. The State CD Agency requests that risk areas provide an estimate of when relocation of all risk populations will be complete.
- R + _ Hours. Traffic officials are requested to present a briefing on providing bus transportation to people without cars and the need, if any, for special traffic control, e.g., one-way roads, bus lanes, etc.
- R + _ Hours. Law Enforcement officials report that two-lane county roads C8 and C42 are becoming heavily congested and are threatening to back up onto Interstates 80 and 25. These two roads are likely to become major bottlenecks unless something is done.
- R + _ Hours. The State CD Agency requests that host areas provide an estimate of how long it will take to process all the allocated population and assign them to congregate care facilities.
- R + _ Hours. Fifty percent of allocated risk population has arrived in (specified) host county.

- R + _ Hours. Eighty percent of allocated risk population has arrived in (specified) host county.
- R + _ Hours. The State CD Agency requests that host areas provide an estimate of the degree to which congregate care facilities have been filled up and when they will be filled to capacity.
- R + _ Hours. Host Area B officials report that the influx of people into their area has ceased and they can accommodate another _ people, if necessary. They request that they be advised as soon as possible if plans are being made to utilize this space; otherwise they will make adjustments to house people already on site more comfortably.
- R + _ Hours. Reception and care officials in Host Areas A and C advise that many more people than planned for have arrived in their areas and that they anticipate severe shortfalls in following resource areas: (list number and types of critical resource needs).
- R + _ Hours. Reception and care officials in Host Areas A, B, and C report that relocation movement to their areas is essentially complete.
- R + _ Hours. Local reception and care officials are requested to present briefing on measures being taken by their service, problems being encountered, and estimated time for housing all relocatees.

Conventional War in Europe

During the time that relocation was occurring in the United States, the war in Europe continued. Although NATO aircraft had been dominating the air over Poland, by July 12 Soviet aircraft regained control. NATO attacks on Communist supply lines then became negligible, because NATO resources were being conserved for fighting in West Germany. Strategic observers indicated that the military odds might be changing in favor of the Communists, but NATO Headquarters had no comment on the military implications of Communist air superiority in Eastern Europe.

On July 13, NATO troops withdrew from Hamburg and declared it an "open city." Soviet troops immediately entered the outskirts and occupied the entire city by evening. On the same day, Soviet jets attacked NATO airfields in force. There was no official comment on NATO losses but they were believed to have been severe. The loss of Hamburg and the further weakening of NATO air capability cast a cold shadow across all of Western Europe, and it was generally conceded that the Communists had developed a commanding position.

July 13; Relocation nearing completion throughout the United States and sustaining operations are getting underway, with highest priority being given to developing fallout protection for residents and relocatees in host areas.

Event: Relocation Nearing Completion and Sustaining Operations Underway

If seminar format is used, focus exercise discussion on Checklists of Actions and Plans and

Procedures for:

- Commuting of essential workers to maintain essential industry
- Upgrading existing facilities to improve fallout protection in host areas and all-effects protection for workers in risk areas
- Constructing expedient shelter
- Reconfiguring food distribution system to sustain relocatees and host area residents
- Providing utilities, water, sanitation, and other support systems
- Solving other problems of maintaining relocated posture
- Providing emergency public information
- Providing police and fire protection
- Maintaining health and providing medical care
- Augmenting host area forces with operating units and groups drawn from relocated population

Event: Relocation Nearing Completion and Sustaining Operations Underway

If problem solving format is used, the following example exercise events can be tailored to focus the exercise on more specific provisions of the plan:

- State CD Agency requests notification from risk area jurisdictions when population relocation is completed (excluding commuting key workers and persons who decline to relocate).
- State CD Agency requests that Risk Area jurisdictions report on any shortfall of direct effects shelter spaces to accommodate essential workers, and on measures being taken to alleviate shortfall.
- State Director of Resources and Supply requires an estimate of time, materials, and labor required to complete the shelter upgrade program.
- State CD Agency requests a report on continuing actions to expand capability for providing water, food, medical care, sanitation, and other essential supplies and services to residents and relocatees.
- State Director of Resources and Supply requires an estimate of transportation resources and daily fuel requirements for commuting of essential workers; also indicate average hours per day spent in commuting.
- State CD Agency reminds local jurisdictions to review the attack warning and movement to shelter plans.
- State CD Agency recommends recruitment, initiation of training program, and assignment of relocatees to augment local operating units.
- State Transportation Department requests report on measures being taken and transportation resources required to reconfigure food distribution system.
- State CD Agency requests from each host area an estimate of relocatees received and statement of their capability for sustained support.
- State Medical Director requests that local jurisdictions submit a summary report of emergency medical facilities by location and numbers of medical personnel

per 1000 relocatees.

- o State CD Agency reminds host areas to conduct an expanded program of public information to keep population advised on status of crisis.

Tactical Nuclear Weapons Introduced

The third week of July saw further deterioration of the NATO position. On July 17, a Soviet attack struck NATO defenses along most of the front, moving at least 20 miles into West Germany. The Soviet force was estimated at about 150 divisions, compared to NATO's 55 divisions. However, the difference was less than it appeared because Soviet divisions were about half the size of NATO divisions.

In Washington, a news analyst said: "The specter of nuclear war hangs over battle-torn Europe tonight. As NATO ground forces are steadily being driven back by Communist attacks into West Germany, NATO officials are assessing the use of nuclear weapons."

After days of heavy fighting in West Germany, Communist forces broke through NATO lines around Frankfurt, drove within sight of Mainz, and entered the Netherlands near Leer. West Germany was almost completely occupied, and NATO troops were being captured in large numbers. It was conceded by high NATO officials that the moment of choice had arrived: Would they have to use nuclear weapons?

On July 21, tactical nuclear weapons were used for the first time: by NATO over Communist armored columns and airfields, and by the Soviets over NATO troop concentrations and airfields. Damage and casualties were heavy. The media reported that NATO had lost most of its airfields and suffered a serious reduction in ground troop effectiveness east of the Rhine. Collecting its few remaining aircraft, NATO made a nuclear strike on Communist airfields in East Germany and Poland and on missile sites within Russia. There was fear in NATO capitals that nuclear strikes within the USSR would mean further retaliation, with the Soviets striking Western European and perhaps US cities.

All this time, peace-seeking missions, including those of neutral nations, were continuing efforts to resolve the crisis and de-escalate the conflict. No one could know what the outcome would be.

Alternative Outcomes:

1. The President has directed an indefinite extension of relocation duration while still hoping to negotiate a cessation of hostilities. However, relocation sites will maintain 24-hour attack alert, and essential operations in risk areas will continue, but with highest readiness to take shelter if attacked.
2. The President has announced that an accommodation has been reached with the Soviets, both sides are withdrawing, and people may return to the risk areas, although the situation is still considered serious.
3. A nuclear attack on the United States has been reported, and warning to take shelter has been disseminated.

APPENDIX B
SAMPLE DATA MANUAL (FACT SHEETS)

APPENDIX B
TYPES OF INFORMATION FOR FACT SHEETS

General

Name of jurisdiction	Host or risk
Local governments in zone	Title(s) of chief executive(s)
Population	Characteristics (urban, rural)
residential	Area of zone in square miles
risk population allocations	Date and status of CR plans

Direction and Control

Name and title of key officials	Emergency Operating Centers
Staging areas	(location, protection, communications)
Public information	Radio frequencies
(EBS, media)	Availability of mobile command post

Law Enforcement

Name and title of key officials	Headquarters location, protection
Personnel resources	Radio equipment and frequencies
Vehicles	

Fire

Name and title of key officials	Headquarters location, protection
Personnel resources	Radio equipment and frequencies
Vehicles and equipment	

Medical/Health

Name and title of key officials	Medical communications and frequencies
Hospitals (locations, capacities)	Nursing homes (locations, capacities)
Pharmaceutical and medical supply	Ambulance inventory, personnel, locations
houses	Mortuary services and capacities

Reception/Care/Shelter

Name and title of key officials	Reception center locations, capacities
Congregate care facilities (locations,	Upgradable fallout spaces
capacities, personnel)	NFSS fallout shelters (number of facilities
Direct effects shelter spaces	and spaces categories 0-1 and 2+)
Mass feeding facilities (location and	
capacities)	

Resources and Support

Name and title of key officials	Public works departments (locations, resources,
Transportation resources by agency	personnel, communications)
Electric utilities	Water utilities
Food distributors and processors	

Other Key Facilities and Resources

Federal	Industrial
State	Military

APPENDIX B (continued)

Medical/Health (continued)

Ambulance Services

- Contractor: 4 ambulances, 11 emergency medical technicians

Primary Medical Aid Station Locations

- East Laurens High School, Dublin
- West Laurens High School, Dublin
- Dublin High School, Dublin

Phone
272-3144
272-8452
272-3440

Medical and Allied Professionals (N.S.)

Reception/Care/Sheltering (Director, Dept. of Family Services)

<u>District</u>	<u>Division</u>	<u>Facilities</u>	<u>Congregate Care Spaces</u>	<u>Fallout Spaces by Upgrading</u>
I	A	10	3,475	10,661
I	B	6	15,305	1,284
I	C	10	554	2,175
I	D	<u>23</u>	<u>7,079</u>	<u>24,091</u>
		49	26,403	38,211
II	E	10	1,618	4,536
II	F	11	4,671	18,006
II	G	4	555	2,227
II	H	<u>17</u>	<u>13,229</u>	<u>3,207</u>
		42	20,073	27,976
III	I	4	6,563	9,891
III	J	<u>20</u>	<u>3,968</u>	<u>7,247</u>
		<u>24</u>	<u>10,531</u>	<u>17,138</u>
	TOTAL	<u>115</u>	<u>57,007</u>	<u>83,325</u>

Fallout Shelter Spaces

- NSFF Category 0 – 1 44,534
 - NSFF Category 2 + 18,215
 - Home basements: practically nil
- 62,749

TOTAL SHELTER POTENTIAL 146,074

Food Preparation and Serving Establishments

- 16 public school lunchrooms N.S.
- 15 FSP Outreach Churches N.S.
- 23 restaurants N.S.
- 19 short order establishments N.S.

Resources and Support (Director, Public Works Dept.)

	<u>Phone</u>
County Public Works Department – 89 employees, equipment N.S.	272-4522
Dublin City Public Works Dept. – 102 employees, equipment N.S.	272-1620
Transportation N.S.	N.S.
Water Supply N.S.	N.S.
Electric Power N.S.	N.S.
Food Supply N.S.	N.S.
Essential Industries N.S.	N.S.
Etc.	