



Federal Emergency Management Agency

Washington, D.C. 20472

The Honorable Kenneth M. Carr
Chairman, Nuclear Regulatory Commission
Rockville, Maryland 20852

Dear Mr. ^{KM}Chairman:

The Federal Emergency Management Agency (FEMA) is sponsoring the largest earthquake response exercise to date. The exercise, RESPONSE 91-A, will be conducted from August 6 through August 8, 1991, and will serve as a vehicle for testing the policies and procedures specified in the draft Federal Response Plan, dated January 1991, and in the supporting Regional and State plans. In addition, it will also serve to evaluate the disaster response readiness of the Federal Regions and the States in the Central U.S. earthquake risk area.

The scenario for RESPONSE 91-A will simulate a major earthquake (Richter magnitude 7.6) occurring on the New Madrid Fault and will include the active participation of FEMA Headquarters and FEMA Regions IV, V, VI, and VII. Other Federal national and Regional participation will include representation from the 27 Federal departments and agencies with Emergency Support Function (ESF) responsibilities described in the Federal Response Plan. Emergency response agencies of the States of Arkansas, Illinois, Indiana, Kentucky, Mississippi, Missouri, and Tennessee, as well as local emergency response organizations and agencies, will also participate.

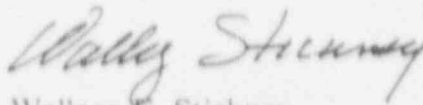
Your Agency is invited to participate in Response 91-A. This is an exercise designed for Regional-level agency representatives who would be responding to a catastrophic earthquake in the Central U.S. risk area States. FEMA Regions IV, V, VI, and VII, together with their respective States, will lead the exercise planning effort and will be supported by FEMA Headquarters in Washington, D.C. As members of the Planning Area Steering Committee (PASC), your Regional offices, where applicable, have been active in the planning of the conduct of this exercise. Your Catastrophic Disaster Response Group (CDRG) representative, R. Lee Spessard, Director, Operational Events Assessment Division, has been briefed on RESPONSE 91-A and the related ESF responsibilities specific to your Agency. We encourage your CDRG member to contact your Regional PASC representative to determine how you can best support planning efforts and to what level you can commit resources to active exercise participation.

9106100055 XA

We have enclosed for your review the RESPONSE 91-A Exercise Plan (EXPLAN). This document will identify the exercise concepts, objectives, and roles and responsibilities of participating response organizations and agencies. If you have any questions regarding Response 91-A or the enclosed document, please feel free to contact Mr. Robert P. Fletcher, Jr., Chief, State and Local Planning and Response Division, on (202) 646-3059.

We appreciate the PASC planning accomplishments to date and look forward to RESPONSE 91-A. We are confident that the exercise will be an exciting and rewarding demonstration of Federal, State, and local government emergency response capabilities. It will also lay the groundwork for an even more comprehensive RESPONSE 92 Exercise. In addition, we believe RESPONSE 91-A will prove beneficial not only in bringing together Federal, State, and local emergency response planners to observe and analyze the way we respond to all emergencies, but will also significantly enhance our ability to respond quickly and effectively to public needs in actual major emergencies.

Sincerely,



Wallace E. Stickney
Director

Enclosure

RESPONSE 91A



EXERCISE PLAN

April 1991

EXERCISE PLAN

RESPONSE 91A

April 1991

TABLE OF CONTENTS

CHAPTER 1 - INTRODUCTION	1
A. Purpose	1
B. Scope	1
C. Major Objectives	2
D. Scenario Overview	2
E. Planning, Control, and Evaluation	3
CHAPTER 2 - CONCEPTS AND OBJECTIVES	5
A. Exercise Concept	5
B. Objectives	6
CHAPTER 3 - PARTICIPANTS, ROLES, AND RESPONSIBILITIES	9
A. Exercise Management	9
B. Participants	10
C. Exercise Organization and Responsibilities	11
D. Response Structures	14
E. Organizational Roles and Responsibilities	16
CHAPTER 4 - DESIGN AND PLANNING	21
A. Exercise Design	21
B. Exercise Play	22
C. Exercise Artificialities	22
D. Exercise Assumptions	27
E. Exercise Documentation	28
CHAPTER 5 - EXERCISE CONDUCT AND DESIGN	31
A. Participant Orientation and Training	31
B. Exercise Conduct	31
C. Exercise Implementation and Rules	36
D. Controller Instructions	36

CHAPTER 1

INTRODUCTION

A. PURPOSE. The purpose of this Exercise Plan (EXPLAN) is to identify Exercise RESPONSE 91A concepts and objectives and to delineate the roles and responsibilities of Federal, regional, and State participants, in planning, conducting, and evaluating the exercise. RESPONSE 91A will serve as a means of assessing the policies and procedures specified in the Federal Response Plan and the supporting regional and State plans. It also will serve to evaluate the disaster response readiness of the participating Federal regions and the States in the Central U.S. Risk Area.

B. SCOPE

RESPONSE 91A will depict a major earthquake (Richter magnitude 7.6) occurring on the New Madrid Fault. The exercise is scheduled for August 6-8, 1991 (Exercise Day 1, 2, and 3), with a day of preparation on August 5 and an exercise critique on August 9 for Exercise Day 3 participants. Federal national and regional participation will involve personnel from the 27 Federal departments and agencies committed to supporting requirements described in the Federal Response Plan. Federal Emergency Management Agency (FEMA) Regions IV, V, VI, and VII will coordinate Federal regional planning and participation. The emergency response offices of the States of Arkansas, Illinois, Indiana, Kentucky, Mississippi, Missouri, and Tennessee also will participate. FEMA Regions VIII, IX, and X also will participate in their backup support roles for States in the affected area.

RESPONSE 91A will be conducted as a "NO-FAULT" exercise. It will focus on the adequacy and feasibility of policies, plans, procedures, organizational structures, and supporting systems, not on individual or group performance. It also will provide a training and familiarization opportunity for participants whose normal duties do not involve response operations.

TABLE OF CONTENTS

CHAPTER 1 - INTRODUCTION	1
A. Purpose	1
B. Scope	1
C. Major Objectives	2
D. Scenario Overview	2
E. Planning, Control, and Evaluation	3
CHAPTER 2 - CONCEPTS AND OBJECTIVES	5
A. Exercise Concept	5
B. Objectives	6
CHAPTER 3 - PARTICIPANTS, ROLES, AND RESPONSIBILITIES	9
A. Exercise Management	9
B. Participants	10
C. Exercise Organization and Responsibilities	11
D. Response Structures	14
E. Organizational Roles and Responsibilities	16
CHAPTER 4 - DESIGN AND PLANNING	21
A. Exercise Design	21
B. Exercise Play	22
C. Exercise Artificialities	22
D. Exercise Assumptions	27
E. Exercise Documentation	28
CHAPTER 5 - EXERCISE CONDUCT AND DESIGN	31
A. Participant Orientation and Training	31
B. Exercise Conduct	31
C. Exercise Implementation and Rules	36
D. Controller Instructions	36

CHAPTER 6 - EVALUATION AND REPORTING	39
A. Evaluation Methodology	39
B. Evaluation Procedures	40
C. Post-Exercise Reporting	42
CHAPTER 7 - ADMINISTRATIVE AND LOGISTIC SUPPORT	45
A. Administrative and Logistic Support	45
B. Communications	46
C. Security	47
D. Public Affairs	47
ANNEXES	
A - PRE-EXERCISE SCENARIO	A-1
B - PUBLIC AFFAIRS	B-1
C - CONGRESSIONAL RELATIONS	C-1
D - PLANNING POINTS OF CONTACT	D-1
E - ACRONYMS/ABBREVIATIONS	E-1
F - LEVELS OF PARTICIPATION	F-1

LIST OF FIGURES

Figure 1-1. RESPONSE 91A Planning Milestone Schedule	4
Figure 4-1. RESPONSE 91A Dates, Hours, and Response Structure	23
Figure 4-2. Day 1 Player Locations and Key Events	24
Figure 4-3. Day 2 Player Locations and Key Events	25
Figure 4-4. Day 3 Player Locations and Key Events	26
Figure 5-1. Overall Control Organization	33
Figure 6-1. Sample Observation/Comment Form	41
Figure A-1. Map of Area Affected by Simulated Earthquake	A-2
Figure A-2. List of Counties Nominated in State Request	A-3
Figure F-1. Region IV and VI Participation	F-1
Figure F-2. Region V and VII Participation	F-2

CHAPTER 1

INTRODUCTION

A. PURPOSE. The purpose of this Exercise Plan (EXPLAN) is to identify Exercise RESPONSE 91A concepts and objectives and to delineate the roles and responsibilities of Federal, regional, and State participants, in planning, conducting, and evaluating the exercise. RESPONSE 91A will serve as a means of assessing the policies and procedures specified in the Federal Response Plan and the supporting regional and State plans. It also will serve to evaluate the disaster response readiness of the participating Federal regions and the States in the Central U.S. Risk Area.

B. SCOPE

RESPONSE 91A will depict a major earthquake (Richter magnitude 7.6) occurring on the New Madrid Fault. The exercise is scheduled for August 6-8, 1991 (Exercise Day 1, 2, and 3), with a day of preparation on August 5 and an exercise critique on August 9 for Exercise Day 3 participants. Federal national and regional participation will involve personnel from the 27 Federal departments and agencies committed to supporting requirements described in the Federal Response Plan. Federal Emergency Management Agency (FEMA) Regions IV, V, VI, and VII will coordinate Federal regional planning and participation. The emergency response offices of the States of Arkansas, Illinois, Indiana, Kentucky, Mississippi, Missouri, and Tennessee also will participate. FEMA Regions VIII, IX, and X also will participate in their backup support roles for States in the affected area.

RESPONSE 91A will be conducted as a "NO-FAULT" exercise. It will focus on the adequacy and feasibility of policies, plans, procedures, organizational structures, and supporting systems, not on individual or group performance. It also will provide a training and familiarization opportunity for participants whose normal duties do not involve response operations.

C. MAJOR OBJECTIVES. The major objectives of this exercise are:

1. Exercise the Federal Response Plan, regional supplements, and the 12 Emergency Support Functions (ESFs).
2. Exercise the FEMA Regional Operations Centers (ROCs) and the Federal augmentation staffs supporting them.
3. Exercise the Federal-State interface and coordination process.
4. Exercise the Advance Elements of the Emergency Response Teams (ERTs).
5. Exercise the Full Emergency Response Teams.
6. Exercise the concept of predesignated FEMA Backup Region support.
7. Exercise the Catastrophic Disaster Response Group (CDRG) and the Emergency Support Team (EST) in Washington, D.C.

D. SCENARIO OVERVIEW

On Tuesday, August 6, 1991, at 8:00 a.m. central daylight time (c.d.t.), an earthquake occurs on the Reelfoot Rift in the south-central New Madrid Seismic Zone. The earthquake, which lasts approximately 20 seconds, registers 7.6 on the Richter Scale and is felt throughout a vast area of the Central U.S. The epicenter of the earthquake is determined to be in a sparsely populated area five miles northeast of Marked Tree, Arkansas, and about 40 miles northwest of the center of Memphis, Tennessee. The greatest damage is along the axis of the Mississippi and Ohio Rivers from Helena, Arkansas in the south to Evansville, Indiana in the north.

The earthquake causes widespread casualties and damage in broad sections of the seven affected States. A large portion of the Central U.S. immediately loses electric power when transmission and distribution systems fail due to equipment damage and excessive power fluctuations. The loss of power halts water, sewage, and other services essential to the maintenance of health and welfare. Telecommunications systems are

disrupted or totally overloaded by customer demands. The movement of goods and services in many areas is severely limited by direct damage to the transportation infrastructure or debris from damaged structures. Medical capabilities are degraded by damage to facilities and casualties among medical professionals.

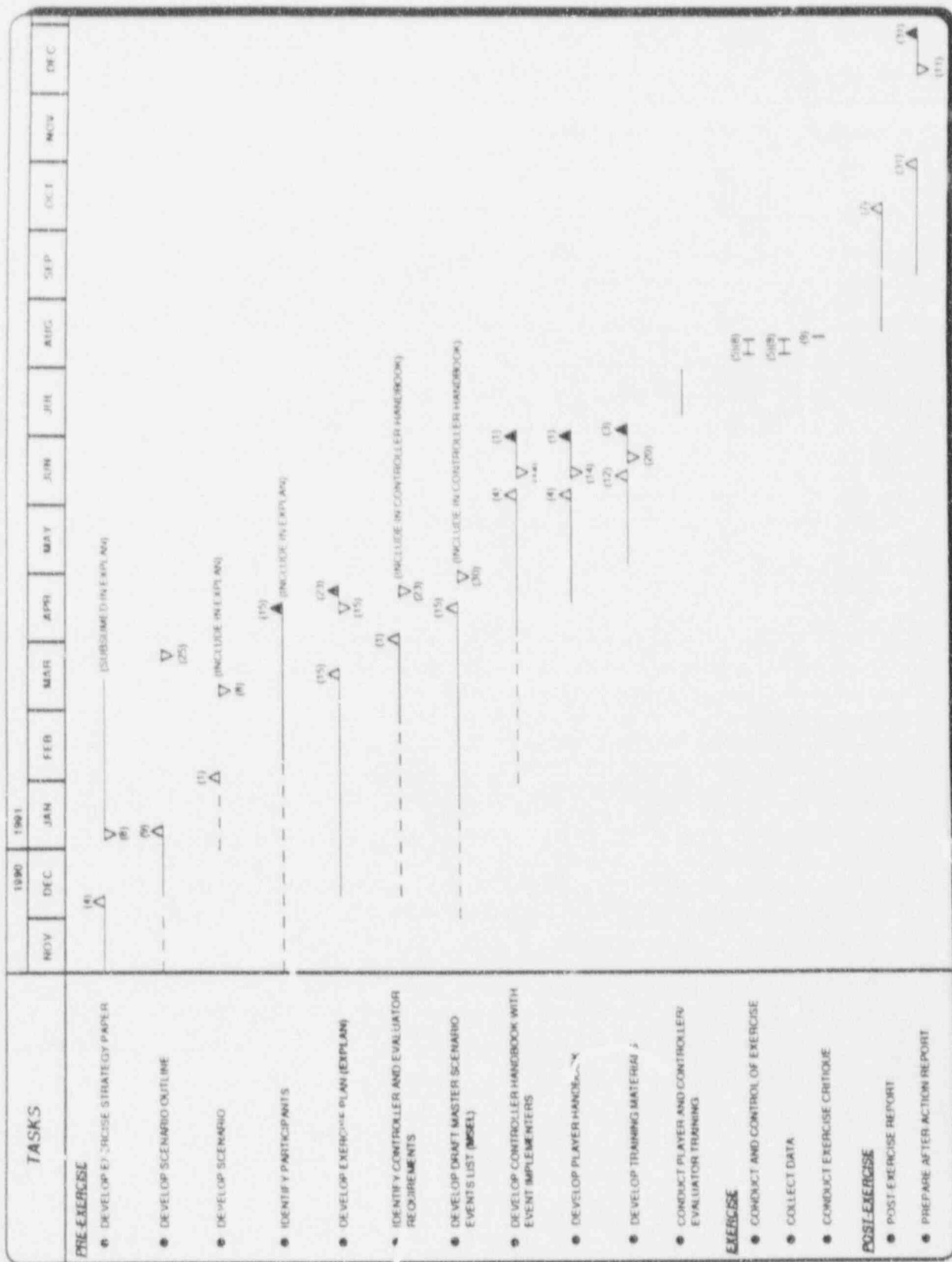
Restoration of services and support activities is dependent on the availability of repair crews and the required materials and system components to accomplish repairs. Annex A to this EXPLAN contains an expanded pre-exercise scenario.

E. PLANNING, CONTROL, AND EVALUATION

1. Exercise Planning. RESPONSE 91A requires a well-coordinated and interactive planning effort by national, regional, and State planners. This EXPLAN, and the planning milestone schedule depicted in Figure 1-1, are the basis for the planning, conduct, and evaluation of the exercise. FEMA Headquarters will designate an Exercise Director and three Deputy Exercise Directors; i.e., control and simulation, evaluation, and support. Participating FEMA Regions and the States will designate individuals for coordinating planning functions for their respective organizations. One individual may be assigned responsibility for more than one function.

2. Exercise Control. During the conduct of RESPONSE 91A, an exercise control group, headed by a Chief Exercise Controller, will control exercise play. Specific roles and responsibilities of the Exercise Director and his staff are discussed in Chapter 3, Participants, Roles, and Responsibilities. The roles and responsibilities of the Chief Exercise Controller and the exercise control staff are discussed in Chapter 5, Exercise Conduct and Control.

3. Exercise Evaluation. Exercise evaluation procedures will be developed to document accomplishment of exercise objectives and verify exercise findings. During play of the exercise, participant observations and other information will be collected to support post-exercise analysis. The Deputy Director for Evaluation will oversee the analysis effort and the preparation of the draft and final After-Action Reports.



LEGEND:

- PREPARING DELIVERABLES
- ASSESSING MATERIAL
- DRAFT
- GOVERNMENT COMMENTS
- FINAL

Figure 1-1. RESPONSE 91A Planning Milestone Schedule

CHAPTER 2

CONCEPTS AND OBJECTIVES

A. EXERCISE CONCEPT

RESPONSE 91A, the first joint Federal national and regional, and State exercise focused on the Central U.S. Risk Area, is scheduled for August 6-8, 1991. Four Primary FEMA Regions, supported by FEMA Headquarters, will lead the exercise planning effort. Exercise response operations will be conducted in accordance with the Federal Response Plan and supplemental regional plans and State plans. Exercise controllers will stimulate play by using event implementers, in the form of record copy messages, telephone calls, etc., to inject information to players at each exercise location.

Exercise play will occur at the FEMA Emergency Information and Coordination Center (EICC) in Washington, D.C.; at FEMA ROCs of Regions IV, V, VI, and VII; at the State EOCs of the seven participating States; and at two Disaster Field Offices (DFOs), one in Nashville, Tennessee, and the other in Jefferson City, Missouri. The set up and final preparation for conducting the exercise will be accomplished on Sunday, August 4. The final orientation and training for State EOCs, ROCs and the Advance ERTs is scheduled for Monday, August 5.

The exercise will commence at the State EOCs and ROCs at 10:00 a.m. c.d.t. on Tuesday, August 6; 2 hours after the simulated earthquake event (E+2 hours). The Advance ERTs enter play at E+4 hours at the State EOCs. The Full ERTs will receive final orientation on August 6 and enter play on August 7 at 8:00 a.m. Each exercise day will end with a transition briefing to prepare players for continuation of the exercise the following morning. On Wednesday, August 7, play will resume at E+24 hours and the focus of region and State-level play in Missouri and Tennessee will shift to the two DFOs that will be established for exercise purposes. The Federal Response Plan provides for a DFO to be established in each affected State, however, for purposes of this exercise, only two DFOs will be activated. The remaining five states will continue playing on exercise Day 2 from their respective EOCs, supported by the Advance ERTs. As part of exercise play, the Advance ERTs at the five remaining State EOCs will consider the

selection of alternative sites for the establishment of DFOs. An exercise critique also will be conducted at the ROCs on the morning of Day 2.

At 8:00 a.m., on Thursday, August 8, exercise play will simulate activities beginning at E+72 hours and include both response and recovery issues. An exercise critique will be conducted at the State EOCs on the morning of Day 3. An overall exercise critique will be held on Friday, August 9 at the two DFO locations and the EICC.

B. OBJECTIVES

The major objectives and subobjectives of this exercise are:

1. Exercise the Federal Response Plan, regional supplements, and the 12 Emergency Support Functions.
 - a) Evaluate the interface, coordination, and action processing among the ESFs.
 - b) Evaluate the effectiveness of ESF #5 to receive, analyze, and share information in a timely manner.
 - c) Evaluate the policies for handling donations and utilizing volunteer services.
 - d) Evaluate the effects of real-world conditions on emergency response capabilities (for example: if response assets are already committed to other requirements).
2. Exercise the FEMA Regional Operations Centers and the Federal augmentation staffs supporting them.
 - a) Evaluate the procedures, staffing, and concept of operations of the ROC as it functions as the central coordination point for FEMA and the other Federal agencies in the early hours following the earthquake.
 - b) Evaluate the transition between ROC activities and full DFO activation.

3. Exercise the Federal-State interface and coordination process.
 - a) Evaluate the effectiveness of the Advance ERT to coordinate with State agencies and its ability to identify immediate and short-term response requirements.
 - b) Exercise the transition to a DFO, and the interfaces and procedures for coordinating Federal assistance in support of the State from the DFO.
4. Exercise the Advance Elements of the Emergency Response Teams.
 - a) Evaluate the effectiveness of the Advance ERT to interface with and convey requirements to the EST and CDRG in Washington, D.C.
 - b) Evaluate the adequacy of the Advance ERT structure to perform response support roles in support of State requirements while preparing to establish a DFO and to receive the Full ERT.
5. Exercise the Full Emergency Response Teams.
 - a) Evaluate the ESF regional and national coordination.
 - b) Evaluate the systems for transition between the Advance ERTs and the Full ERTs.
6. Exercise the concept of predesignated FEMA Backup Region support.
 - a) Test the Backup Region concept set forth in FEMA Headquarters guidance.
 - b) Test the procedures for staffing Advance ERT Elements from Backup Regions.
 - c) Evaluate the effectiveness of the coordination procedures between the Backup Region Advance ERT and the Primary Region.

7. Exercise the Catastrophic Disaster Response Group and the Emergency Support Team in Washington, D.C.
 - a) Evaluate the procedures and processes used by the CDRG and EST in handling requests for assistance and resource allocation.
 - b) Evaluate the CDRG and EST procedures for coordinating overall Federal support to the affected States.

CHAPTER 3

PARTICIPANTS, ROLES, AND RESPONSIBILITIES

A. EXERCISE MANAGEMENT

Overall exercise planning, conduct, and evaluation for RESPONSE 91A is the responsibility of the Exercise Director. The Exercise Director will monitor coordination of all exercise planning activities with the participating FEMA regions and State organizations and agencies. To accomplish all requirements of exercise design, conduct, and evaluation, he will be supported by three primary deputies: Deputy Director for Control and Simulation; Deputy Director for Evaluation; and Deputy Director for Support.

The Deputy Director for Control and Simulation is responsible for ensuring that the exercise scenario supports exercise objectives and evaluation requirements. The Deputy Director for Control and Simulation will review the Master Scenario Events List (MSEL) and accompanying event implementers to ensure that all participants are adequately taxed and benefit from exercise activities. The Deputy Director for Control and Simulation also will develop controller procedures for the conduct of the exercise.

The Deputy Director for Evaluation is responsible for developing evaluation procedures and monitoring evaluation activities during the conduct of the exercise. The Deputy Director for Evaluation will coordinate with exercise planners to ensure that all objectives will be exercised and appropriately evaluated. The Deputy Director for Evaluation also will establish post-exercise analysis criteria, documentation, and After-Action Report format and content.

The Deputy Director for Support is responsible for identifying requirements for administrative and logistic support for RESPONSE 91A. The Deputy Director for Support will coordinate with exercise planners on the Federal national and regional levels about their respective needs and will ensure that required support is available during the conduct of the exercise.

B. PARTICIPANTS. RESPONSE 91A will require active participation of national and regional Federal organizations, and State representatives who are assigned disaster response functions. The participants at the State EOCs and DFOs will respond according to their existing plans and procedures and interact realistically with the Federal community. The following Federal departments and agencies, Federal regions, and States will participate. The Tennessee Valley Authority (TVA) may also participate.

1. Federal Departments and Agencies

- a. Department of Agriculture (USDA)
- b. Department of Commerce (DOC)
- c. Department of Defense (DOD)
- d. Department of Education (DOEd)
- e. Department of Energy (DOE)
- f. Department of Health and Human Services (HHS)
- g. Department of Housing and Urban Development (HUD)
- h. Department of the Interior (DOI)
- i. Department of Justice (DOJ)
- j. Department of Labor (DOL)
- k. Department of State (DOS)
- l. Department of Transportation (DOT)
- m. Department of the Treasury (TREAS)
- n. Department of Veterans Affairs (VA)
- o. American Red Cross (ARC)
- p. Environmental Protection Agency (EPA)
- q. Federal Communications Commission (FCC)
- r. Federal Emergency Management Agency (FEMA)
- s. General Services Administration (GSA)
- t. Interstate Commerce Commission (ICC)
- u. National Aeronautics and Space Administration (NASA)
- v. National Communications System (NCS)
- w. Nuclear Regulatory Commission (NRC)
- x. Office of Personnel Management (OPM)
- y. U.S. Army Corps of Engineers (USACE)
- z. U.S. Office of Foreign Disaster Assistance (OFDA)
- aa. U.S. Postal Service (USPS)

2. FEMA Regions

- a. Primary - Regions IV, V, VI, and VII
- b. Backup - Regions VIII, IX, and X

3. States

- a. Arkansas
- b. Illinois
- c. Indiana
- d. Kentucky
- e. Mississippi
- f. Missouri
- g. Tennessee

C. EXERCISE ORGANIZATION AND RESPONSIBILITIES

The participants in RESPONSE 91A can be divided into two primary groups: the exercise planning, control, and evaluation group; and the exercise player group. The player group is involved exclusively with playing the exercise. It is recommended that members of the exercise planning, control, and evaluation group not participate as players during the conduct of the exercise.

1. Exercise Planning, Control, and Evaluation Group

This group will consist of representatives from national, regional, and State elements involved in planning for and responding to an earthquake in the Central U.S. Risk Area. Exercise planners may become controllers or evaluators during the conduct of the exercise. Individuals assigned controller responsibilities also may function as exercise evaluators. In the post-exercise period, members of this group are expected to contribute significantly to the evaluation of exercise activities, and to the development of the exercise After-Action Report.

a. Exercise Planners. Planning involves all aspects of exercise preparation, from the early decisions regarding design and scope, to the conduct of orientation sessions just prior to exercise play. Specifically, the planners will:

- 1) Be knowledgeable of the exercise scenario, EXPLAN, and the Controller Handbook, with special emphasis on the exercise objectives, sub-objectives, MSEL, and individual event implementers for which they are responsible.
- 2) Review State, region, and national-level response plans.
- 3) Conduct pre-exercise controller training and participant orientation sessions.
- 4) Be familiar with the exercise control organization and all control elements.
- 5) Be familiar with the specific procedures, functions, and responsibilities of their designated exercise position.
- 6) Communicate frequently with counterparts to exchange ideas and to coordinate development of exercise materials.

b. Exercise Controllers and Evaluators

- 1) As controllers, these individuals will:
 - a) Use either prescribed individual event implementers or ad hoc items in response to player actions to stimulate play.
 - b) Simulate actions of all non-participating organizations and individuals.
 - c) Be aware of placing excessive requirements on players and adjust play as necessary to regulate the tempo of the exercise.

- d) Coordinate all changes in the MSEL and accompanying event implementers with the Deputy Chief Controller at their exercise location.
- 2) As evaluators, these individuals will:
 - a) Record and collect player-generated information from all exercise locations.
 - b) Assemble participant observation/comment forms and other information to support post-exercise analysis and preparation of an After-Action Report.

2. Exercise Player Group. Players will come from all participating national, regional, and State organizations. Participating organizations are urged to make resources available as needed to support player requirements. The exercise players will perform the following functions associated with exercise play:

- a. In preparing to participate in the exercise, players will:
 - 1) Attend the pre-exercise player training and orientation sessions, and be familiar with the exercise scenario provided in the Player Handbook.
 - 2) Be thoroughly knowledgeable of response plans, policies, procedures, and systems that are applicable to their assigned player position.
 - 3) Be familiar with exercise player rosters and exercise communications directories.
 - 4) Be familiar with reporting requirements.
- b. During the exercise, players will:
 - 1) Respond to situations and requirements in accordance with existing plans and procedures.

- 2) Use real-world data and information support sources.
 - 3) Prepare observations/comments forms for post-exercise critique and After-Action Report.
- c. Following the exercise, players will:
- 1) Attend the exercise critique at their player location.
 - 2) Submit input to their organization's post-exercise report for inclusion in the exercise After-Action Report.

D. RESPONSE STRUCTURES

Exercise play will occur on the national, regional, and State-levels. At the national-level in the FEMA EICC in Washington, D.C., the CDRG will be activated and will be composed of senior officials from the responsible 27 Federal departments and agencies. An EST will assemble to support the CDRG and will consist of representatives from the 12 ESFs, FEMA staff, and other support personnel.

The 12 ESFs are:

1. ESF #1 - Transportation
2. ESF #2 - Communications
3. ESF #3 - Public Works and Engineering
4. ESF #4 - Firefighting
5. ESF #5 - Information and Planning
6. ESF #6 - Mass Care
7. ESF #7 - Resource Support
8. ESF #8 - Health and Medical Services
9. ESF #9 - Urban Search and Rescue
10. ESF #10 - Hazardous Materials

11. ESF #11 - Food
12. ESF #12 - Energy

For RESPONSE 91A, the four FEMA regions encompassing the affected States will provide ERT elements to predesignated States as follows:

- (1) Region IV - Tennessee
- (2) Region V - Illinois
- (3) Region VI - Arkansas
- (4) Region VII - Missouri

At regional-level, these four regional offices will activate their ROCs and receive representatives from each ESF to support Federal-State response coordination. At the same time, other ESF personnel will deploy to the affected States' EOCs with Advance ERT elements.

In addition, these four regions will be responsible for coordinating and arranging the deployment of Advance ERT Elements from Backup Regions to other affected States for which they have geographic responsibility. Specifically:

<u>State</u>	<u>Responsible Region</u>	<u>Backup Region</u>
Indiana	Region V	Region IX
Kentucky	Region IV	Region VIII
Mississippi	Region IV	Region X

The composition of the Backup Region Advance ERT Element will include representatives from all appropriate Federal agencies and departments.

The 27 Federal departments and agencies will designate representatives in accordance with existing regional plans and supplements to comprise the individual ERTs. To support quick initial response, the ERTs will employ Advance ERT Elements. Each Advance ERT Element is headed by a FEMA team leader and is composed of FEMA Emergency Response Staff and support personnel, and at least one representative from each ESF. The Full ERT is composed of the additional personnel from each ESF necessary for operating a DFO, when established.

At the State-level, seven State EOCs will be activated to support representatives from the participating State Emergency Management Offices and Federal regional response elements. In addition, two DFOs, one in Nashville, Tennessee and the other in Jefferson City, Missouri, will be established for exercise play.

E. ORGANIZATIONAL ROLES AND RESPONSIBILITIES

1. National-Level

a. Pre-Exercise Phase. FEMA Headquarters will:

- 1) Approve the exercise concept and objectives.
- 2) Oversee exercise planning and preparation.
- 3) Establish the exercise planning, control, and evaluation group, to include designation of the Exercise Director, three Deputy Directors, and a Chief Exercise Controller.
- 4) Conduct training and orientation for participants at the EICC.
- 5) Provide support for regional training and orientation.
- 6) Provide participating FEMA regions with guidance, resources, and contractor (BDM) support to:
 - a) Develop, with participant input, all exercise materials such as the EXPLAN; the scenario, the MSEL and accompanying event implementers; the Controller Handbook; and the Player Handbook.
 - b) Prepare player, controller, and evaluator exercise orientation.
 - c) Assist in conduct and control of the exercise.

- d) Analyze exercise observations and comments, and prepare and publish the exercise After-Action Report.
- b. Exercise Phase. FEMA Headquarters will:
 - 1) Direct and control the exercise through the Exercise Director and the Chief Exercise Controller.
 - 2) Convene the CDRG, which will:
 - a) Provide national-level support for the regional response effort.
 - b) Address response issues and problems which require national-level decisions or policy direction that cannot be answered at the regional or State levels.
 - 3) Convene the EST which will:
 - a) Support the CDRG.
 - b) Provide administrative, logistical, and operational support for headquarters response activities.
 - c) Function as the principal national-level element interfacing with regional ROCs, Advance ERTs, and DFOs.
- c. Post-Exercise Phase. FEMA Headquarters will:
 - 1) Facilitate and conduct the exercise critique.
 - 2) Brief senior officials on the major exercise results.
 - 3) Provide input to, review, and approve the final After-Action Report.

2. Regional-Level

a. Pre-Exercise Phase. The individual FEMA regions will:

- 1) Designate exercise planning project officers to coordinate and lead the exercise planning effort.
- 2) Prepare exercise objectives in coordination with other Federal planning representatives for their respective regions.
- 3) Conduct training and orientation for participants at the ROCs, EOCs, and DFOs.
- 4) Develop exercise budget requirements (facility, communications, travel, supplies, etc.).
- 5) Identify exercise player and controller locations.
- 6) Identify participants; i.e., planners, controller, evaluators, and players.
- 7) Participate, through planning coordination meetings, in the development of all exercise documentation such as the scenario, MSEL and individual event implementers.
- 8) Assist other Federal agencies in exercise preparation.
- 9) Identify controller and evaluator requirements.

b. Exercise Phase. The individual FEMA regions will:

- 1) Coordinate the initial regional-level response.
- 2) Be the primary Federal interface with the States until the seven Advance ERT Elements enter play and establish direct coordination.

- 3) Direct and control regional exercise participation through their exercise planners, in close coordination with the Exercise Director and the Chief Exercise Controller, to ensure coordinated exercise execution.

c. Post-Exercise Phase. The individual FEMA regions will:

- 1) Assemble and forward to the Deputy Director for Evaluation all exercise observation/comment forms and relevant data collected during the exercise.
- 2) Provide critique comments.
- 3) Prepare region-level Post-Exercise Reports and provide copies to the Deputy Director for Evaluation.

3. State-Level

a. Pre-Exercise Phase. The participating States will:

- 1) Designate exercise planning project officers to coordinate the exercise planning effort.
- 2) Develop exercise budget requirements (facility, communications, travel, supplies, etc.).
- 3) Develop State-specific exercise objectives.
- 4) Identify exercise player and controller locations.
- 5) Identify participants; i.e., planners, controllers, evaluators, and players.
- 6) Have designated controller and evaluators attend region-level training and orientation.

- 7) Provide information necessary for the development of all exercise documentation; to include, the scenario, MSEL and individual event implementers.
- b. Exercise Phase. The participating States will:
- 1) Coordinate Federal-State response between State EOCs and FEMA ROCs.
 - 2) Interface with the Advance ERT Elements and Full ERTs when appropriate.
 - 3) Control State player participation through their exercise planners, in close coordination with the Exercise Director and the Chief Exercise Controller.
- c. Post-Exercise Phase. The participating States will:
- 1) Assemble and forward to the Deputy Director for Evaluation all exercise observation/comment forms and relevant data collected during the exercise.
 - 2) Provide critique comments.
 - 3) Prepare State-level Post-Exercise Reports and provide copies to the Deputy Director for Evaluation.

CHAPTER 4

DESIGN AND PLANNING

A. EXERCISE DESIGN

RESPONSE 91A is designed to evaluate existing response plans, procedures, systems, and the interactions which occur among national, regional, and State agencies. RESPONSE 91A will serve as a vehicle for testing the policies and procedures established in the Federal Response Plan and the planning and response readiness of the Federal regions and the States in the Central U.S. Risk Area.

RESPONSE 91A portrays a major earthquake, measuring 7.6 on the Richter scale, that occurs on the New Madrid Fault in northeast Arkansas. Exercise play will commence 2 hours after occurrence of the simulated earthquake (E+2) which will enable the participants to initiate immediate response actions. Players are expected to set priorities and respond realistically to requirements directed to them. In coordination with regional planners from FEMA Regions IV, V, VI, and VII, FEMA Headquarters will develop the scenario, MSEL, and the accompanying event implementers using input from State and local officials.

The information provided in the exercise scenario, the MSEL, and the individual event implementers are designed to ensure that the exercise objectives can be accomplished within the time frame of the exercise. Emergency response elements will respond to simulated conditions involving heavy casualties and damage in urban and rural areas, to include the disruption of telecommunications circuits, medical capabilities, and utility and transportation systems. Guidance of national, regional, and State officials will be incorporated in exercise documentation to ensure that specific areas of concern are addressed.

The MSEL and accompanying event implementers are the primary exercise materials that controllers will use to promote and steer exercise play, and to convey actions, issues, and requirements to the players. In addition, the event implementers will develop the exercise scenario and introduce problems to participants.

B. EXERCISE PLAY

RESPONSE 91A will simulate a real-world disaster requiring 24-hour response operations; however, actual playing time will be from 8:00 a.m. to 5:00 p.m. c.d.t., except on the first day (Day 1) when play begins at 10:00 a.m. At the end of play on Days 1 and 2, participants will be briefed on simulated events that will occur during the night. Exercise play will resume at 8:00 a.m. the following morning. Figure 4-1 depicts the dates, hours, and response structure of play for RESPONSE 91A.

RESPONSE 91A will begin at 10:00 a.m. c.d.t. on August 6, 1991, 2 hours after the simulated earthquake occurs. The initial regional-level response (E+2 to E+4) will be coordinated by staff at the ROCs of the primary regions. The ROCs will serve as the primary Federal interface with the States until the seven Advance ERTs enter play and establish direct coordination at E+4. The remainder of play on Day 1 will involve the CDRG, EST, and ESFs in Washington, D.C., the four primary ROCs, and the seven Advance ERT elements colocated with State elements at the State EOCs. At the end of Day 1, exercise play in the States of Missouri and Tennessee will shift from the State EOCs to two DFOs that will be established and staffed by Full ERTs. Figures 4-2 through 4-4, depict the player locations and key event time frames for exercise Days 1 through 3, respectively.

C. EXERCISE ARTIFICIALITIES. It is recognized that the following artificialities and constraints will detract from realism. However, exercise planners accept these artificialities as a means of facilitating accomplishment of exercise objectives.

1. The participation by exercise planners during exercise play should be restricted to control and evaluation roles.
2. The exercise will be played in near-real time. However, to satisfy exercise objectives, some events may be accelerated in time.
3. Players will not be permitted to communicate with their normal points of contact unless they are listed as exercise players. Non-participating agencies and individuals will be simulated by controllers and simulation cells. These cells will be identified in the Player and Controller Handbooks.

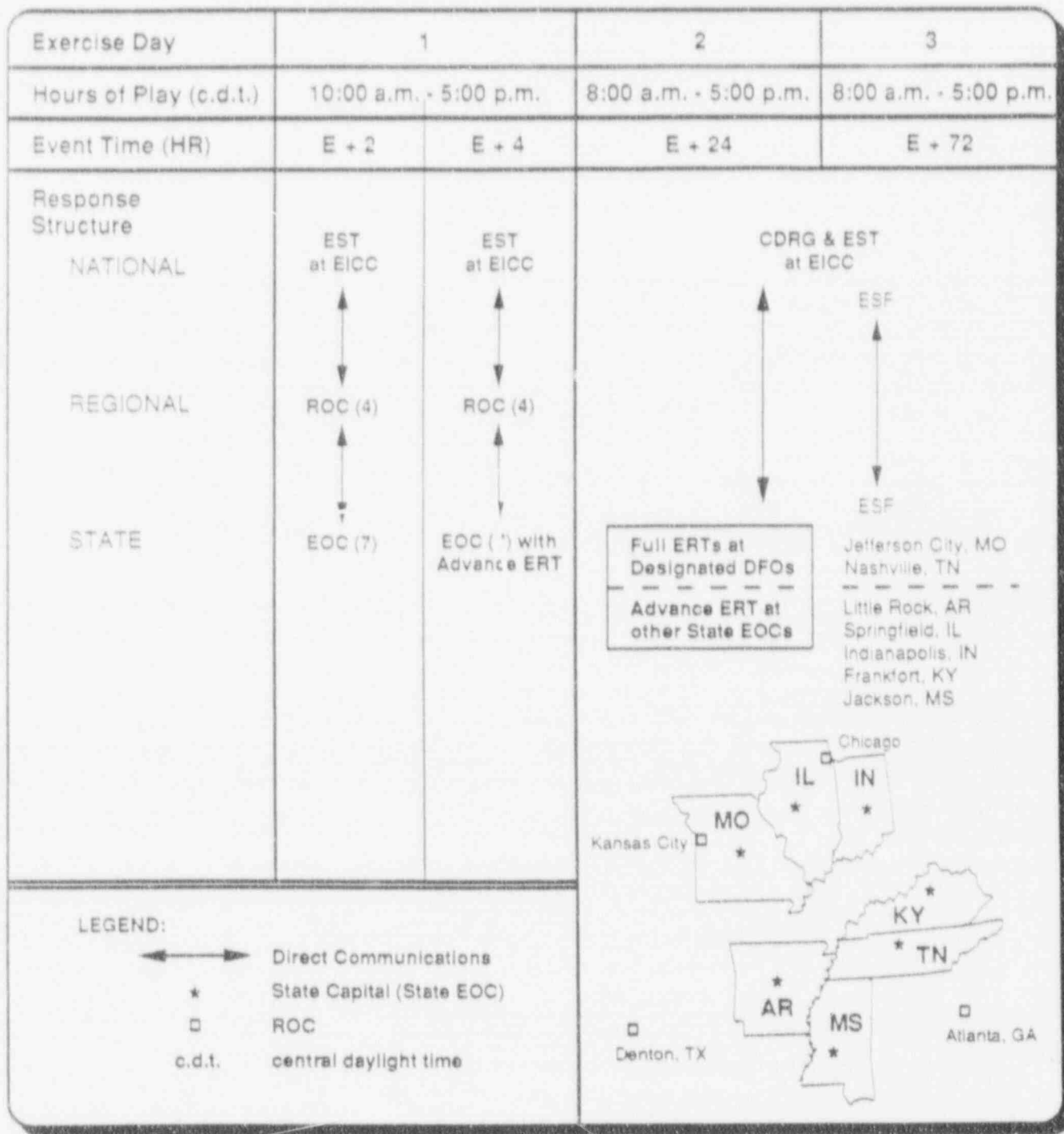


Figure 4-1. RESPONSE 91A Dates, Hours, and Response Structure

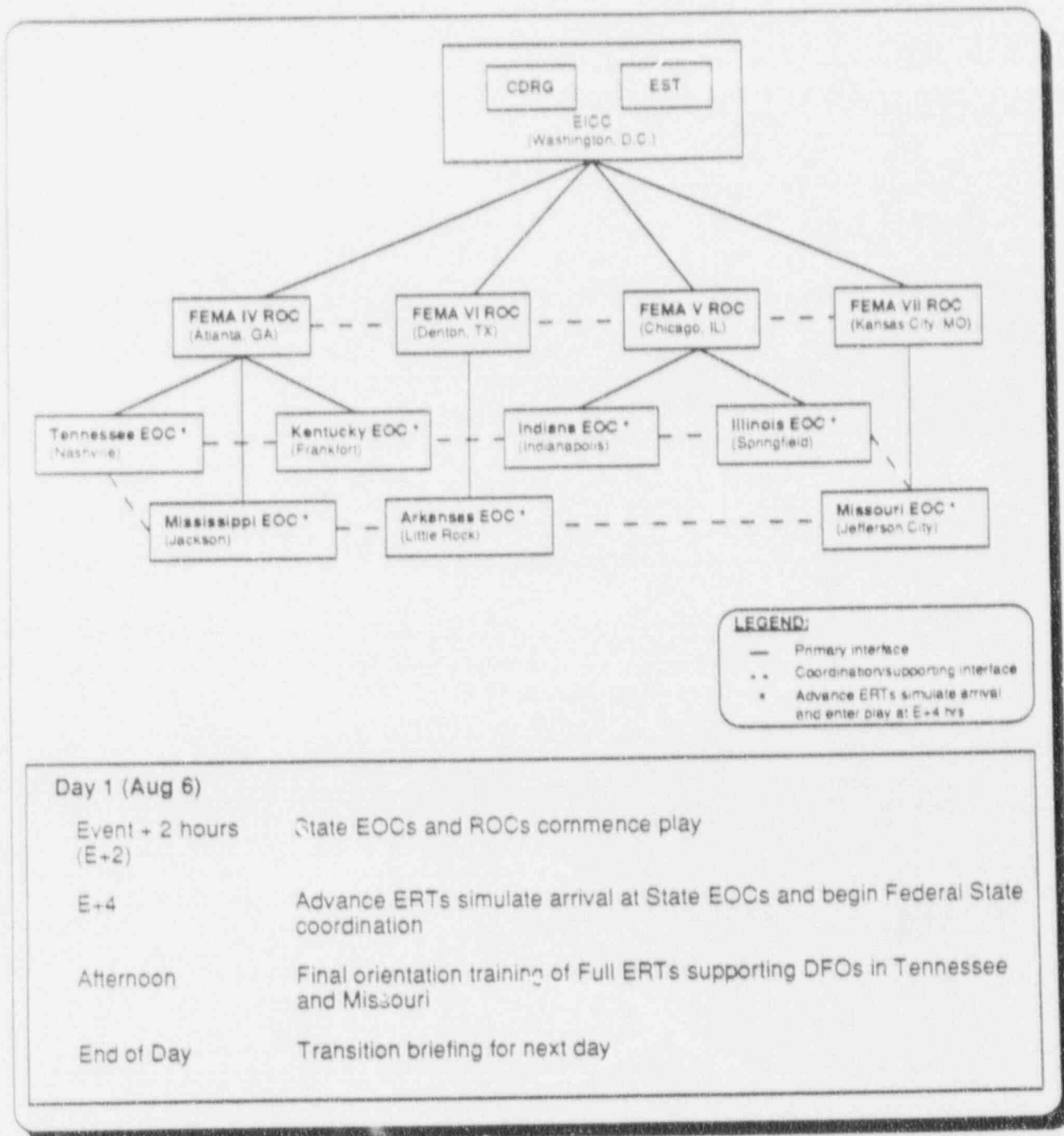
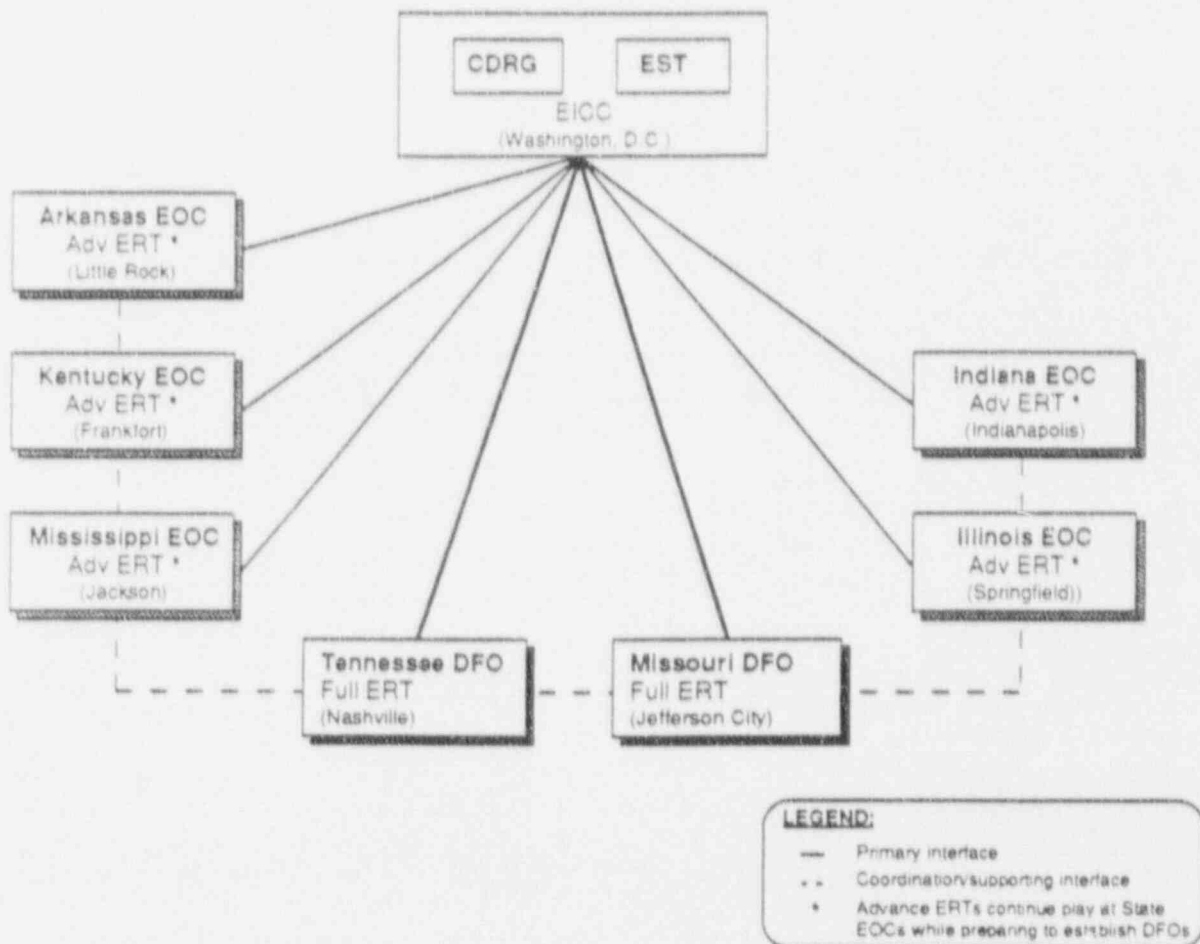


Figure 4-2. Day 1 Player Locations and Key Events



Day 2 (Aug 7)

E+24

- DFOs established in Tennessee and Missouri
- Advance ERTs continue play in remaining five States while simulating preparations for establishing DFOs

Morning

Conduct critiques at ROCs

End of Day

Transition briefing for next day

Figure 4-3. Day 2 Player Locations and Key Events

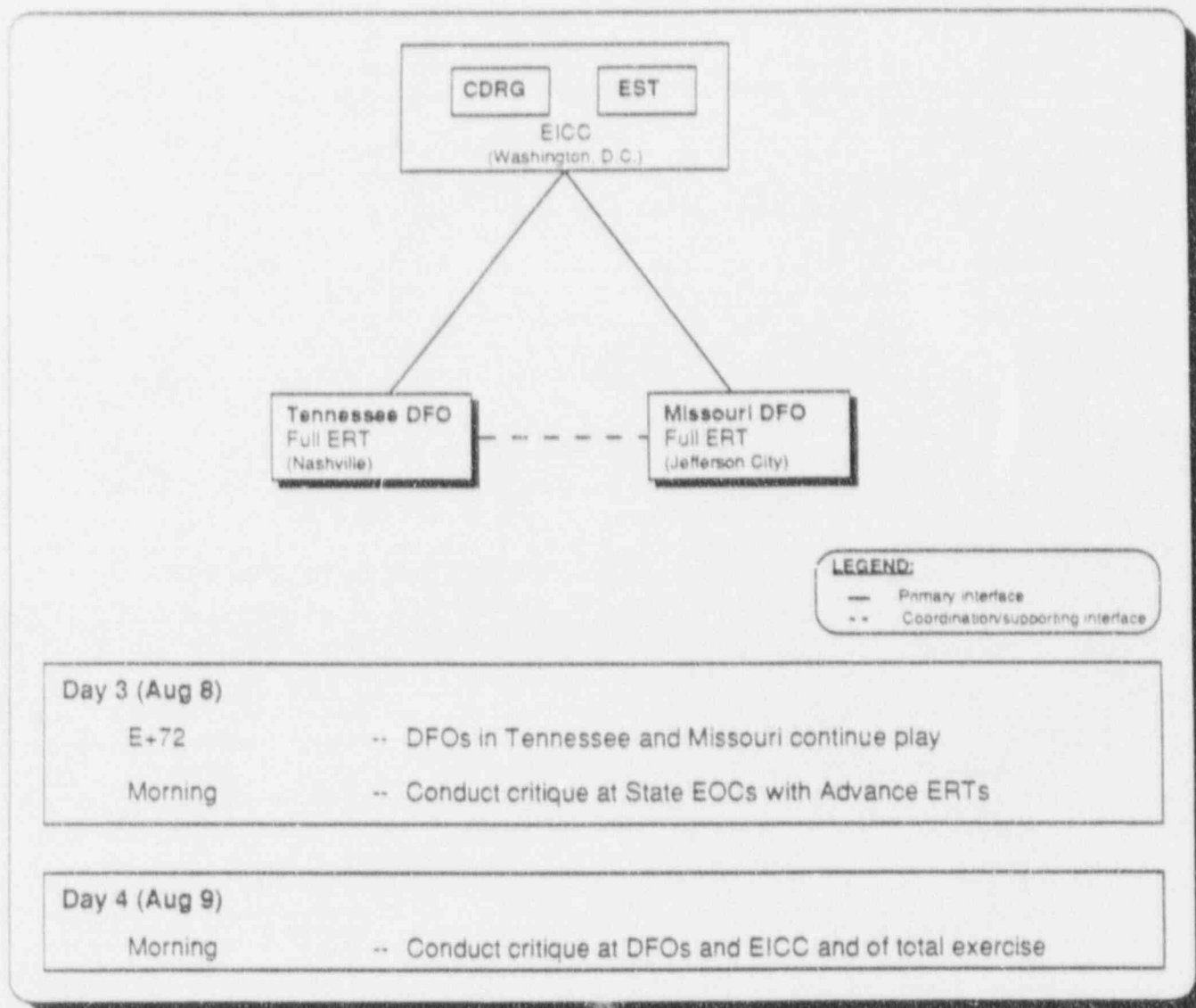


Figure 4-4. Day 3 Player Locations and Key Events

4. Selected response elements will be prepositioned and will enter play at predetermined times. (e.g., each Advance ERT element and the Full ERT at the DFO locations.)

5. Participating organizations will not be required to organize teams to maintain 24-hour operations as would be required during response to an actual event.

6. Exercise communications will be restricted during the initial hours of play to depict the degraded communications environment simulated to exist in the effected area.

D. EXERCISE ASSUMPTIONS. The following assumptions must be made to make RESPONSE 91A as realistic as possible. These assumptions also ensure that exercise events progress in a logical and continuous manner and that all exercise objectives can be achieved during exercise play.

1. Exercise participants are well versed in response plans and procedures.

2. An event of 4.8 on the Richter Scale occurred two weeks prior to the simulated earthquake.

3. The Governors of the affected States have formally requested a Presidential disaster declaration, and the Director, FEMA, recommends approval.

4. Actual weather will be played throughout the exercise.

5. The actual status of senior government officials will apply at the beginning of play (E+2); status thereafter will be as depicted by control.

6. The term "participants" includes planners, controllers, evaluators, players, and observers.

7. Players will respond in accordance with existing plans and procedures and will participate for the duration of the exercise. In the absence of appropriate written instructions, players will be expected to apply individual initiatives to satisfy player requirements.

8. Telephones will be the primary method of communications for exercise participants.

9. ROC staff augmentation and each Advance ERT will consist of no more than one or two representatives from each ESF.

E. EXERCISE DOCUMENTATION

1. Strategy Paper. The RESPONSE 91A Strategy Paper provides the basis for this EXPLAN, and identifies RESPONSE 91A concepts, objectives, and levels of participation. The paper also delineates the roles and responsibilities of national, regional, and State participants.

2. Exercise Plan. The EXPLAN (this document) outlines joint actions necessary for successful accomplishment of exercise objectives. It describes the exercise purpose, scope, objectives, general scenario, exercise artificialities and assumptions, and concept of operations. It also identifies exercise participants, describes their roles and responsibilities, presents general control requirements, and establishes the evaluation procedures.

3. Master Scenario Events List. The MSEL is a list of event items that guide exercise play. Controllers will use the MSEL in stimulating exercise play, monitoring pace of exercise activities, and tracking accomplishment of exercise objectives.

4. Controller Handbook. The Controller Handbook contains materials, procedures, and guidance designed to aid in the conduct and evaluation of the exercise. The handbook includes the MSEL and accompanying event implementers, controller rules and procedures, and evaluation procedures and checklists.

5. Player Handbook. The Player Handbook contains background information, the pre-exercise scenario, exercise objectives, and list of exercise participants. The handbook also will contain control rules and exercise-unique procedures, when necessary, which players must apply to the actions they take. The Player Handbook will contain any special exercise-related materials that players may require to perform their duties.

6. Training Materials. The Training Materials include items specifically developed by exercise planners to be used in conducting player orientation, and controller and evaluator orientation and training.

7. After-Action Report. The After-Action Report will document the findings and lessons learned of the exercise, primarily with respect to achievement of exercise objectives. It will incorporate information from player critiques, evaluator checklists, and observation/comment forms submitted by all participants. The report will identify response plan policies, procedures, and support system adequacies and inadequacies that were observed during the exercise.

(This Page is Intentionally Left Blank)

CHAPTER 5

EXERCISE CONDUCT AND CONTROL

A. PARTICIPANT ORIENTATION AND TRAINING

The FEMA Regions, with FEMA Headquarters and contractor support, will conduct player, controller, and evaluator exercise training and orientation in July 1991. FEMA Headquarters, with contractor support, will conduct exercise training and orientation for controllers and evaluators at the EICC. The training and orientation will be tailored to the needs of the two primary participating groups addressed in Chapter 3; i.e., the Exercise Player Group, and the Exercise Planning, Control, and Evaluation Group. The training will be designed to inform participants of various aspects of exercise play, to include scenario, level of participation, and individual roles and responsibilities during the conduct of RESPONSE 91A. The orientation will address many of the subjects discussed in this EXPLAN, and will advise participants about changes to any pertinent information in the EXPLAN. The training and orientation is not intended to instruct players on how they should accomplish their individual response roles in the event of an actual earthquake; that training is the responsibility of the organizational element to which the player is assigned.

In addition to the above mentioned training and orientation, there will a series of orientation meetings for all exercise participants at national, regional, and State player locations on August 5, 1991. As stated previously, each Full ERT will receive an orientation briefing on August 6, 1991.

B. EXERCISE CONDUCT

1. Conduct

RESPONSE 91A will commence at 10:00 a.m. c.d.t. on Tuesday, August 6, 1991 and will conclude on August 8, 1991 at the direction of the Exercise Director. Exercise play on Days 2 and 3 will begin at 8:00 a.m. and will conclude at 5:00 p.m. c.d.t.

Exercise participants are expected to report to their work locations at least 30 minutes before the start of each day's activities.

A transition briefing is scheduled at the end of each day's activities, at approximately 5:00 p.m. c.d.t. The transition briefing will be conducted by the exercise control staff to provide exercise players a preview of the activities that will be simulated as occurring that night. For example, the transition briefing at the end of exercise Day 1 will address response activities that will be assumed to occur between E+9 and E+24 (when play resumes on Day 2). Theoretically, the night shift of a 24-hour response would be involved in these activities. By presenting the transition briefing at the end of each day's play, players will have the opportunity to be better prepared for the following day's events.

2. Specific Player Responsibilities. To support the conduct of RESPONSE 91A and to ensure that all exercise objectives are achieved, the following actions, as a minimum, must occur:

- a. Players must report to designated player locations 30 minutes prior to the beginning, or resumption of exercise play and be prepared to commence work on action items.
- b. Players at all locations must be prepared to receive and disseminate simulated event messages according to established plans and procedures.
- c. Players must gather, exchange, and assess simulated event information, take appropriate actions, as required, and attempt to anticipate obvious future requirements.
- d. Players must react to media inquiries as they would to a real event. Simulated media coverage will intensify quickly and Federal public affairs officials should act to ensure all simulated news releases are coordinated thoroughly.

3. Controller Responsibilities. Control of RESPONSE 91A play will be the responsibility of an exercise control group. The exercise control group, headed by a Chief Exercise Controller, will consist of designated individuals from each participating

organization who are intimately familiar with their respective organization's plans and procedures for responding to a major disaster. Controller activities at each exercise player location will be headed by a Deputy Chief Controller and will assist the Chief Exercise Controller in the management of the exercise. Controllers also may function as evaluators at their respective locations. Figure 5-1 depicts the overall exercise control structure.

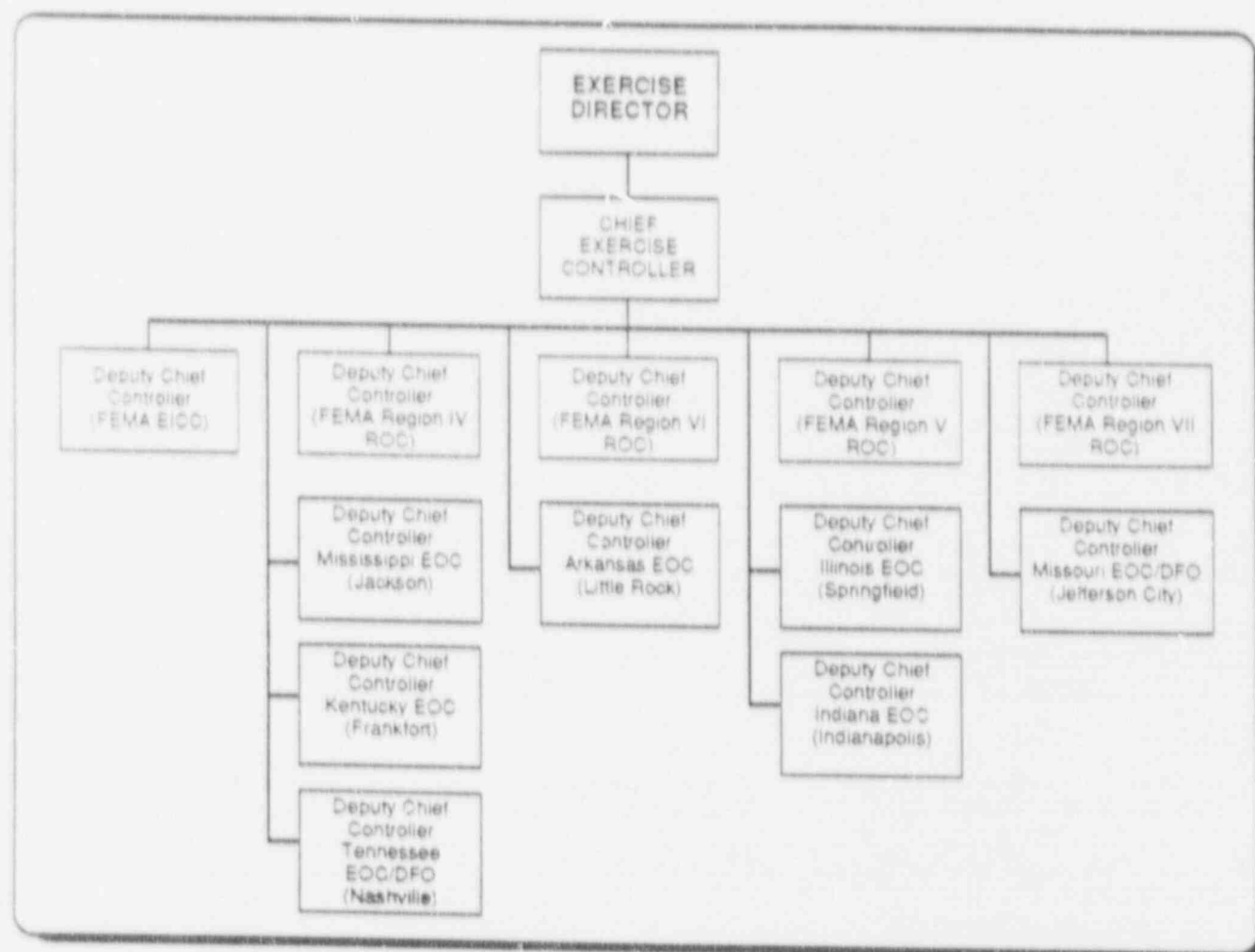


Figure 5-1. Overall Control Organization

a. Control Staff Responsibilities

1) Exercise Director. The Exercise Director is responsible for the overall conduct of the exercise. The Exercise Director will ensure the development of all

exercise documentation, and will coordinate the training and orientation of all exercise participants; to include, players, planners, controllers, and evaluators.

2) Chief Exercise Controller. The Chief Exercise Controller will be responsible for directing all control functions and will be responsible to the Exercise Director for:

- a) Implementing the exercise scenario as prescribed in the MSEL.
- b) Monitoring exercise progress and making decisions regarding any deviations or significant changes to the scenario caused by unexpected developments in the course of play.
- c) Coordinating any required modifications to the MSEL and supporting individual event implementers with the appropriate Deputy Chief Controllers.
- d) Ensuring that all exercise objectives and sub-objectives are fully exercised to permit evaluation.

3) Deputy Chief Controllers. The Deputy Chief Controllers at each of the exercise player locations will be responsible for directing all activities of their respective controllers and will be responsible to the Chief Exercise Controller for:

- a) Implementing the exercise scenario as prescribed in the MSEL.
- b) Monitoring and reporting exercise activities at their respective locations.
- c) Tracking the accomplishment of exercise objectives and apprising the Chief Exercise Controller regarding any deviations or significant changes to the scenario caused by unexpected developments in the course of play.

- d) Coordinating any required modifications to the MSEL and supporting individual event implementers with the appropriate Deputy Chief Controllers and the Chief Exercise Controller.
- e) Ensuring, in conjunction with individual controller/evaluators, that all exercise objectives and sub-objectives are fully exercised to permit evaluation.

4) Individual Controller Responsibilities. Each controller will manage exercise play by implementing the MSEL and by functioning as required to simulate non-participating elements. To accomplish this, individual controllers will take the following actions:

- a) Introduce, maintain, and coordinate exercise events in accordance with the MSEL.
- b) Make voice injects to player elements as scheduled in the MSEL or as directed by the Chief Exercise Controller or Deputy Chief Controller.
- c) Provide MSEL record communications to player elements at scheduled times.
- d) Ensure delivery of other written injects, such as press items, memorandums, etc., to player elements at scheduled times.
- e) Observe, record, and report exercise artificialities that interfere with exercise realism or exercise progress.
- f) Record player actions in response to the event implementers introduced.
- g) Receive and act on outgoing exercise materials, messages, memorandums, etc., from exercise participants to non-participating agencies and individuals.

- h) Coordinate the preparation and contents of ad hoc exercise injects with the Deputy Chief Controller and appropriate controllers in other locations.
- i) Observe exercise play and provide observations with substantiating data as a basis for evaluation and consideration for inclusion in the exercise After-Action Report.

C. EXERCISE IMPLEMENTATION AND RULES. During the play of RESPONSE 91A, the participating organizations and elements will observe the following rules:

1. Real-world emergencies take priority over exercise actions.
2. Exercise participants will comply with real-world response procedures, however, designated draft procedures will be used to the extent possible when approved procedures do not exist.
3. All exercise messages will contain the words: "RESPONSE 91A, EXERCISE, EXERCISE" preceding the message subject, and the words: "EXERCISE, EXERCISE, EXERCISE" at the end of the text.
4. All telephone conversations made during the exercise will begin with the words "This is RESPONSE 91A".
5. Exercise players placing phone calls must identify the organization, agency, office, or individual with whom they wish to speak.

D. CONTROLLER INSTRUCTIONS

To assist in the control of RESPONSE 91A, each controller will be provided a Controller Handbook which contains materials, procedures, and guidance designed to aid in the conduct of the exercise. The Controller Handbook includes the MSEL and supporting individual event implementers. The Controller Handbook will not be released to players or unauthorized persons. Exercise planners will ensure that distribution of and

access to this document are strictly limited to exercise planners, controllers, evaluators, and other project officers with a need to know. The final Controller Handbook will be published on or about July 1, 1991.

The MSEL, contained in the Controller Handbook, is a detailed listing of each exercise event and serves as a guide to the individual exercise event implementers. The MSEL includes seven elements of information: the event number, inject time, simulated originator, intended recipient, responsible controller/evaluator, inject means, and a description of the event.

The Controller Handbook also contains the individual event implementers, written scripts which drive exercise play, and provide realistic input to exercise players. The event implementers provide information expected to emanate from external organizations, agencies, and individuals who would normally respond to a situation such as that simulated, but are not actively participating in this exercise.

(This Page Is Intentionally Left Blank)

CHAPTER 6

EVALUATION AND REPORTING

A. EVALUATION METHODOLOGY

Since RESPONSE 91A is a "NO-FAULT" exercise, evaluation will focus on plans, procedures, organizational structures, and supporting systems involved in implementing the Federal Response Plan. The primary aim of the evaluation process is to substantiate the adequacy of these existing plans, procedures, and systems for responding to a major earthquake.

The evaluation of RESPONSE 91A will be based on four sources:

- a. Evaluator assessment of the adequacy of national, regional, and State plans and procedures to accommodate player response requirements to the changing exercise situations.
- b. Observation/comment forms generated during exercise play by players, controllers, and evaluators.
- c. Exercise critique comments provided by individuals and participating agencies.
- d. Findings contained in the Post-Exercise Reports submitted by individual participating agencies.

Exercise controllers and evaluators will have the responsibility of observing player activity, and documenting strengths and deficiencies in existing plans and procedures.

1. Evaluators

To facilitate the collection of observations and information necessary for the development of lessons learned and the After-Action Report, evaluators will be present throughout the conduct of the exercise. Evaluation will not analyze individual

performance, but will focus on the effectiveness and applicability of existing plans and procedures in facilitating the response to a major earthquake.

Although the evaluation group will contribute significantly to the development of the After-Action Report, it is the responsibility of all exercise participants to submit observations on the conduct of the exercise. Participant observations and comments, and the Post-Exercise Reports, form the basis for the After-Action Report.

2. Observation and Data Collection Requirements

Exercise planners will develop and provide observation/comment forms (see Figure 6-1) to all participants. The observation/comment forms will be contained within the Controller and Player Handbooks, with additional copies available at all player locations. Each form should be limited to a single observation. Both players and controllers will complete observation/comment forms.

The evaluation of systems and procedures will depend on a broad array of information. Exercise evaluators will obtain copies of action logs, action papers, messages, memos, records of telephone conversations, reference materials, etc. to support data analysis requirements. If reference documents are used that are too voluminous to copy, they should be identified and recorded so they can be acquired and reviewed during the evaluation process. Supporting materials, such as memos, messages, and records of telephone conversations, should be attached to the observation/comment forms. At the conclusion of the exercise, all observation/comment forms and supporting material should be assembled, clearly identified, and forwarded to the Deputy Director for Evaluation.

B. EVALUATION PROCEDURES

1. Purpose of Evaluation. The purpose of the evaluation process is to assess the adequacy of the Federal Response Plan, to include all current policies, plans, procedures, organizational structures, supporting regional supplements, and State and local response plans. The evaluation process will provide the foundation for making recommendations for improvements to overall response, mitigation management, and recovery operations. Specifically, the evaluation will assess distinct areas of critical importance identified in the objectives.

OBSERVATION/COMMENT FORM	
NAME: _____	COMMERCIAL TELEPHONE: _____
SOURCE: (Check appropriate box in each column; circle appropriate ROC or EOC location)	
<input type="checkbox"/> EOC <input type="checkbox"/> ROC (Region: IV - V - VI - VII) <input type="checkbox"/> State EOC (AR, IL, IN, KY, MO, MS, TN) <input type="checkbox"/> DFO (Nashville / Jefferson City)	<input type="checkbox"/> Player <input type="checkbox"/> Controller/Evaluator <input type="checkbox"/> Observer
OBSERVATION: (Describe what you observed as specific as possible. If the observation concentrates on a specific event, give the time and location of the event and the organizations involved. If you have a more general observation, give specific examples when possible.) _____ _____ _____ _____	
DISCUSSION: (Discuss your observation and explain why you think it is important or explain the potential implications of the observed activity. If appropriate, identify any related reference.) _____ _____ _____ _____ _____	
RECOMMENDATION/COMMENT: (Describe what you think should be done to improve the response in this area. If it is appropriate, identify the organization to implement this recommendation or the plan or procedure that needs to be revised.) _____ _____ _____ _____	
FOCUS OF OBSERVATION/COMMENT <div style="display: flex; justify-content: space-between;"> <div style="width: 45%;"> <input type="checkbox"/> Federal Response Plan <input type="checkbox"/> Concept of Operations <input type="checkbox"/> Annex _____ </div> <div style="width: 45%;"> <input type="checkbox"/> Region _____ Supplement to Federal Response Plan <input type="checkbox"/> Concept of Operations <input type="checkbox"/> Annex _____ </div> </div>	

Figure 6-1. Observation/Comment Form

2. Player Critique. As part of the evaluation process, players will participate in exercise critiques on the day after the conclusion of their exercise play. The Deputy Director for Evaluation will coordinate the conduct of formal critiques at each player location. The Deputy Chief Controller at the FEMA EICC will conduct a critique for all Washington, D.C. players on the same date.

3. Evaluation Procedures. The RESPONSE 91A evaluation procedures, provided in the Controller Handbook, will be the primary guide used in the evaluation process. Observation/comment forms will be contained in the Player and Controller Handbooks.

C. POST-EXERCISE REPORTING

Supplementary to the participant observation/comment forms, are two additional sources of information used for the evaluation process; the exercise critiques and the Post-Exercise Reports.

1. Exercise Critique. The Exercise Critique, conducted on the day following the conclusion of the exercise at each play location, is an initial assessment of the substantive features of exercise play. The critique provides an immediate opportunity to present initial impressions of the exercise before the detailed analyses of problems and issues begins. A representative of each participating agency will compile critique items and present them at the critique. Each agency will submit a copy of their critique items to the Deputy Director for Evaluation for consideration during the analysis that will support preparation of the After-Action Report.

2. Post-Exercise Reports

Each participating FEMA region and the EST will submit to the Deputy Director for Evaluation a Post-Exercise Report which includes input from all participating ESF elements. Participating States also are requested to prepare reports and provide a copy to the Deputy Director for Evaluation. The Post-Exercise Report is a means by which agencies can identify and prioritize exercise findings and summarize lessons learned during both the planning and conduct of the exercise. The information provided in these reports will aid in assessing exercise play and the impact of exercise artificialities, and help in developing recommendations to correct any deficiencies noted.

Post-Exercise Reports are due to FEMA Headquarters no later than October 7, 1991. The timely submission of these reports is necessary in order to develop the draft After-Action Report. Reports should be submitted to:

Federal Emergency Management Agency
Deputy Director for Evaluation (RESPONSE 91A)
SL-CD-FR-EE
500 C Street S.W., Room 613
Washington, D.C. 20472

The Post-Exercise Report will consist of information about participating organizations, their response role, and general observations about exercise design, conduct, and evaluation. Where appropriate, the information should be arranged according to the exercise event sequence for each day of the exercise.

General observations should be arranged in the following format:

1. Observation
 - a. Discussion
 - b. Recommendation

Observations should be short, succinct descriptions of an event or procedure which impacted response activities. The participants should provide in the discussion subsection detailed elaboration of how the event or procedure affected their activities and why this was significant. In the recommendation subsection, participants should identify alternatives, based on their discussion, for improving and enhancing real-world plans and procedures.

In addition to the Post-Exercise Report, participants will submit written observation/comment forms, conclusions, and recommendations on the conduct of RESPONSE 91A. This material and the Post-Exercise Reports will be integrated into the After-Action Report.

(This Page Is Intentionally Left Blank)

CHAPTER 7

ADMINISTRATIVE AND LOGISTIC SUPPORT

A. ADMINISTRATIVE AND LOGISTIC SUPPORT

Administrative and logistic support will be required by participants at each exercise location. The level of support required will vary during the exercise depending on such factors as numbers of participants, degree of activities being conducted at the respective locations, and time.

1. Locations Requiring Support. Administrative and logistic support will be required by the CDRG and the EST at the EICC; at the FEMA Regions IV, V, VI, and VII ROCs; by the seven participating State EOCs and the Advance ERTs that will arrive and play with their State counterparts at those EOCs; and by the Full ERT at the two DFOs.

2. Components of Administrative and Logistic Support. Administrative and logistic support consists of personnel, equipment, and capabilities that will facilitate conduct of the exercise. Examples of such support include office supplies, equipment and facilities maintenance, security staff, and location-specific information. Operational requirements of respective participants are not included in this support.

3. Responsibilities

a. Each participating host agency will arrange for, coordinate, and provide logistical and administrative support necessary to support exercise requirements.

b. On the national-level, FEMA will:

- 1) Arrange for the use of and coordinate administrative and logistic support, including floor plan indicating locations of participants, for members of the CDRG and the EST at the EICC.
- 2) Arrange for administrative support for activities of controllers and evaluators at the EICC.

c. At the regional-level, participating FEMA Regions will, as appropriate,:

- 1) Arrange for use of and coordinate administrative and logistic support for exercise operations at their respective ROCs.
- 2) Arrange for or coordinate administrative support for controller and evaluators at the ROCs, State EOCs, and the DFOs.
- 3) Provide support to their respective Advanced ERTs.
- 4) Provide support to the Full ERT at the DFOs.
- 5) Provide personnel to assist in exercise registration, orientation and training briefings, and escorting media.
- 6) Develop and provide floor plans indicating locations of participants for the facilities used in the exercise.

B. COMMUNICATIONS

The primary means of communications used during the exercise will be telephone. Hard copy message traffic will be via facsimile (FAX), teletype, or hand delivered by controllers. The use by players of personal computers that would be available in an actual disaster is encouraged.

FEMA Headquarters will provide communications support for exercise participants at the FEMA EICC. FEMA Regions IV, V, VI, and VII will support communications at their ROCs. FEMA Regions IV and VII also will support communications requirements at the DFOs in Nashville, Tennessee and Jefferson City, Missouri, respectively. State EOCs will provide communications for State participants and the Advance ERTs.

C. SECURITY

RESPONSE 91A is an unclassified exercise. Participants will not require clearances for exercise play, but they will be required to register at each participating location and to display exercise badges issued to them.

Physical security measures will be instituted at all exercise locations. Physical security measures should, as a minimum, control access and prevent unauthorized entry. The Federal or State agency responsible for normal security at each exercise location will prescribe and provide the necessary security.

During exercise orientations, all participants will be given a location-specific security briefing. This briefing will describe security procedures and identify exercise support staff available to address security issues, the badge system, and access instructions.

Access by participants at each location will be controlled through the use of a badge system. Participants will register at each exercise location and sign for color-coded, numbered badges prior to the start of the exercise. Badges are to be worn conspicuously during exercise play. At the end of the exercise, or if participants will no longer be participating in exercise activities, badges will be returned to exercise support staff at each location. Badges will be different for each of the following groups: (1) controllers, evaluators, facilitators, and administrative support personnel; (2) players; and (3) observers, visitors, and the media.

D. PUBLIC AFFAIRS

The release of information about the exercise to the media and the general public will be coordinated by or through FEMA. An initial press release will be prepared announcing the time, date, locations, purpose and general scope of the exercise, and exercise participants. An information package also will be prepared for national, State, and local officials.

To maintain separation between exercise activities and the actual media, an area will be designated for use in briefing the media and visitors. Procedures for handling and

release of information concerning the exercise will comply with existing FEMA Public Affairs guidance and the guidance provide in Annex B of this document.

ANNEX A

PRE-EXERCISE SCENARIO

On Tuesday, August 6, 1991, at 8:00 a.m. c.d.t., an earthquake occurs on the Reelfoot Rift in the south-central New Madrid Seismic Zone. The earthquake, which lasts approximately 20 seconds, registers 7.6 on the Richter Scale and affects portions of seven States. The epicenter of the earthquake is determined to be in a sparsely populated area five miles northeast of Marked Tree, Arkansas, and about 40 miles northwest of the center of Memphis, Tennessee. The greatest damage is along the axis of the Mississippi and Ohio Rivers from Helena, Arkansas in the south to Evansville, Indiana in the north. Figure A-1 depicts the seven States and counties in the most heavily affected area. Figure A-2 lists the counties nominated in the respective State requests for a Presidential disaster declaration.

The earthquake causes widespread casualties and damage in a broad area of the seven State region. Initial estimates of ground shaking intensities, using the Mercalli Intensity Scale, range between V and X depending on the proximity of readings to the epicenter. Heavy damage, mainly to urban structures and facilities, is evident, especially in areas where the intensity rating was IX and X. Memphis, Tennessee and environs is especially hard hit. Damage to rural structures (houses, agricultural buildings, etc.) is not as severe.

Initial casualty estimates in the greater-Memphis area are between 2,000 and 4,000 dead and over 8,000 injured requiring medical treatment. Total casualties throughout the entire affected area could exceed 5,000 dead and 10,000 injured.

In addition, at the time of the event (8:00 a.m.) most family members are scattered. Most parents are at work, at home, or on their way to work; their children are at home, at day care centers, or at play.



Figure A-1. Map of Area Affected by Simulated Earthquake

Mississippi	Tennessee	Arkansas	Missouri	Illinois	Indiana	Kentucky
Benton	Benton	Arkansas	Butler	Alexander	Daviess	Ballard
Bolivar	Carroll	Clay	Boilinger	Edwards	Gibson	Caldwell
Coahoma	Chester	Craighead	Cape Girardeau	Franklin	Knox	Calloway
De Soto	Crockett	Crittenden	Cross	Gallatin	Martin	Carlisle
Grenada	Decatur	Greene	Dunklin	Hamilton	Pike	Christian
Lafayette	Dickson	Jackson	Madison	Hardin	Posey	Crittenden
Leflore	Dyer	Lawrence	Mississippi	Jackson	Vanderburgh	Fulton
Marshall	Fayette	Lee	New Madrid	Johnson		Graves
Panola	Gibson	Mississippi	Perniscot	Lawrence		Henderson
Quitman	Hardeman	Monroe	Perry	Massac		Hickman
Sunflower	Haywood	Phillips	Pointsett	Perry		Hopkins
Tallahatchie	Henderson	Praine	Scott	Pike		Livingston
Tate	Henry	St. Francis	Standard	Pope		Lyon
Tippah	Houston	Woodruff	St. Francois	Pulaski		Marshall
Tunica	Humphreys		St. Genevieve	Randolph		McCracken
Union	Lake		Wayne	Saline		McLean
Yalobusha	Lauderdale			Union		Muhlenberg
	Madison			Wabash		Todd
	Mc Nairy			White		Trigg
	Montgomery			Williamson		Union
	Obion					Webster
	Perry					
	Shelby					
	Stewart					
	Tipton					
	Weakley					

Figure A-2. List of Counties Nominated in State Request

A large number of residential, commercial, industrial, and government buildings within a 50-100 mile distance of the rift zone are moderately damaged or destroyed. The type and extent of damage varies greatly, in large measure because of the variety of construction designs, materials, and geologic features found in the area. In most instances, structures in the region have not been built to withstand seismic events and the resulting damage to them is not uniform or predictable.

Damage to medical facilities (hospitals, clinics, doctor's offices), destruction of medical equipment and supplies, and casualties among medical professionals severely impacts the ability to quickly rescue, evacuate, and care for the injured. Damage to the

highway and road system also impacts the ability of ambulance and emergency medical team personnel to respond in a timely fashion.

Transportation systems are affected significantly. The earthquake's effect on air, rail, highway, and river traffic is immediate. Through actual damage is not immediately known, officials in the region anticipate severe restrictions to highway and rail transport, emergency-only use of airports, and disruption of river navigation.

Movement on all local, State, and Interstate roadways is affected. In some cases, roads are split, moved off their base (right/left), or are covered by rocks slides and debris. Some bridges and overpasses have fallen, are damaged, or are otherwise unusable; all such structures will need to be inspected to ensure their integrity and continued safe use.

Rail traffic is halted immediately after the earthquake. Several freight trains are derailed as a consequence of damage to railroad tracks, tresses, and bridges. Operations at railroad yards and loading and unloading facilities is stopped. In Memphis, it is estimated that over half of all rail system sections cannot be used.

Operations at airports located within the affected area are interrupted, initially by loss of power. Some airport activities are resumed on a limited scale using emergency power. Airport officials are evaluating the structural integrity of runways and airport facilities, and addressing safety concerns of operations personnel working at such facilities.

River traffic is impaired, primarily as a consequence of collapsed bridges. Barge traffic is hampered from a point 15 miles south of Cairo, Illinois. Port and dock facilities at Memphis are not usable. Some dams, locks, and levees along the rivers have incurred damage and all will require inspection. Secondary flooding is a particular problem for low-lying areas.

A large portion of the multi-State area immediately loses electric power as ground shaking and breaks in distribution lines cause cascading power fluctuations. These power fluctuations, in turn, trip automatic breakers intended to protect equipment components from damage. Lacking sufficient power, water and sewage systems cease to operate. Petroleum and gas transmission lines carrying products to the Northeast also incur damage and the flow of such products is disrupted. Restoration of electric power, and petroleum

and gas transmission, depends on the availability of crews and the required materials and systems components to accomplish repairs.

Telecommunications capabilities are impacted immediately. Telephone and telegraph service, and local radio and television broadcasting are all affected. However, most television and radio broadcasting resumed within 2 hours of the earthquake. The ability to make calls to or receive calls from outside the affected area is extremely limited, and in most cases, not possible. Within the affected area, communications between individuals and organizations using local systems also are either sporadic or impossible. Currently, both long distance and local telephone systems are overloaded by customer demand.

(This Page is Intentionally Left Blank)

ANNEX B

PUBLIC AFFAIRS

(To Be Published)

(This Page Is Intentionally Left Blank)

ANNEX C

CONGRESSIONAL RELATIONS

(To Be Published)

(This Page Is Intentionally Left Blank)

ANNEX D

PLANNING POINTS OF CONTACT

STATES

<u>State</u>	<u>Name</u>	<u>Address</u>	<u>Telephone</u>
Tennessee	William F. Rhame, Jr.	Administrator Tennessee Emergency Management Agency, Military Department of Tennessee Emergency Operations Center Sidco Drive Nashville, TN 37204-1502	615-252-3318 800-258-3300
Mississippi	Leon K. Shaifer	Director Plans & Operations Division, Mississippi Emergency Management Agency P.O. Box 4501 Jackson, MS 39296-4501	601-352-9100
Kentucky	Mike Lynch	Earthquake Program Coordinator Kentucky Disaster and Emergency Services Boone Center Frankfort, KY 40601-6168	502-564-8628 502-564-7815
Missouri	Ed Gray	Missouri Emergency Management Agency P.O. Box 116 Jefferson City, MO 65102	314-751-9500
Arkansas	Gary Tally	Office of Emergency Services P.O. Box 758 Conway, AR 72032	501-329-5601

STATES (Continued)

<u>State</u>	<u>Name</u>	<u>Address</u>	<u>Telephone</u>
Illinois	Tom Zimmerman	Chief Planning and Analysis Branch Illinois Emergency Services and Disaster Agency 110 East Adams Street Springfield, IL 62706	217-782-4448
Indiana	Jerome Hauer	Director Indiana State Emergency Management Agency State Office Building Room 315 100 N. Senate Avenue Indianapolis, IN 46204	317-232-3980

FEMA

<u>Office</u>	<u>Name</u>	<u>Address</u>	<u>Telephone</u>
Headquarters	A. "Trey" Reid	Chief, Exercise & Evaluation Branch, Room 613 500 C Street SW Washington, D.C. 20472	202-646-3595
Headquarters	Anna Hart	Exercise & Evaluation Branch, Room 613 500 C Street SW Washington, D.C. 20472	202-646-3469
FEMA IV	Mary Hudak	Suite 700 1371 Peachtree St. N.E., Atlanta, GA 30309-3108	404-853-4346
FEMA V	Larry Bailey	175 West Jackson Blvd. 4th Floor Chicago, IL 60604-2698	312-408-5582
FEMA VI	Cheryl Chatham	Federal Regional Center 800 North Loop 288 Denton, TX 76201-3698	817-898-9138
FEMA VII	Warren Pugh	911 Walnut St., Room 200 Kansas City, MO 64106-2085	816-283-7023

(This Page Is Intentionally Left Blank)

ANNEX E

ACRONYMS/ABBREVIATIONS

AR	Arkansas
ARC	American Red Cross
CDRG	Catastrophic Disaster Response Group
c.d.t.	central daylight time
Ctlr.	Controller
Dep.	Deputy
DFO	Disaster Field Office
DOC	Department of Commerce
DOD	Department of Defense
DOE	Department of Energy
DOEd	Department of Education
DOI	Department of the Interior
DOJ	Department of Justice
DOL	Department of Labor
DOS	Department of State
DOT	Department of Transportation
EICC	Emergency Information and Coordinating Center (FEMA)
ENDEX	End of the Exercise
EOC	Emergency Operations Center
EPA	Environmental Protection Agency
ERT	Emergency Response Team
ESF	Emergency Support Function
EST	Emergency Support Team
Ex.	Exercise
EXPLAN	Exercise Plan

FAA	Federal Aviation Administration
FCC	Federal Communications Commission
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
FEMA-EX	FEMA External Affairs Directorate
FEMA-EX-CA	FEMA Office of Congressional Affairs
FEMA-EX-PI	FEMA Office of Public and Intergovernmental Affairs
FEMA-NP	FEMA National Preparedness Directorate
FEMA-SL	FEMA State and Local Programs and Support Directorate
FEMA-SL-CD	FEMA Office of Civil Defense
GA	Georgia
GSA	General Services Administration
HAZMAT	Hazardous Materials
HHS	Department of Health and Human Services
HUD	Department of Housing and Urban Development
ICC	Interstate Commerce Commission
ICPAE	Interagency Committee on Public Affairs in Emergencies
IL	Illinois
IN	Indiana
JIC	Joint Information Center
KY	Kentucky
MO	Missouri
MS	Mississippi
MSEL	Master Scenario Events List
NASA	National Aeronautics and Space Administration
NCS	National Communications System
NDMS	National Disaster Medical System
NRC	Nuclear Regulatory Commission

OFDA	Office of Foreign Disaster Assistance
OPM	Office of Personnel Management
PIO	Public Information Officer
PASC	Planning Area Steering Committee
ROC	Regional Operations Center
STARTEX	Start of the Exercise
TN	Tennessee
TREAS	Department of the Treasury
TVA	Tennessee Valley Authority
TX	Texas
USACE	US Army Corps of Engineers
USDA	US Department of Agriculture
USPS	US Postal Service
VA	Department of Veterans Affairs

(This Page Is Intentionally Left Blank)

ANNEX F

LEVELS OF PARTICIPATION

RESPONSE 91A PARTICIPATION		
Location, Duration, & Elements	Players	Controllers & Evaluators
<u>REGION IV</u>		
ROC (1 day) ... FEMA core staff ... ESF Primary Agency Reps	20 +/- (Fed)	1 Dep. Ex. Ctlr. (Fed)
KY State EOC (2 days) ... Advance ERT (REGION VIII) ... FEMA core staff ... ESF Primary Agency Reps	16 +/- (State) 16 +/- (Fed)	1 Dep. Ex. Ctlr. (Fed) 1 Federal Ctlr. 1 State Ctlr.
MS State EOC (2 days) ... Advance ERT (REGION X) ... FEMA core staff ... ESF Primary Agency Reps	16 +/- (State) 16 +/- (Fed)	1 Dep. Ex. Ctlr. (Fed) 1 Federal Ctlr. 1 State Ctlr.
TN State EOC (1 day) ... Advance ERT (REGION IV) ... FEMA core staff ... ESF Primary Agency Reps	16 +/- (State) 16 +/- (Fed)	1 Dep. Ex. Ctlr. (Fed) 1 Federal Ctlr. 1 State Ctlr.
DFO (2 days) ... Full ERT (REGION IV) ... FEMA core staff ... ESF Primary & Support Agency Reps	60 +/- (Fed) 60 +/- (State)	1 Dep. Ex. Ctlr. (Fed) 3 Federal Ctlr. 3 State Ctlr.
<u>REGION VI</u>		
ROC (1 day) ... FEMA core staff ... ESF Primary Agency Reps	20 +/- (Fed)	1 Dep. Ex. Ctlr. (Fed)
AR State EOC (2 days) ... Advance ERT (REGION VI) ... FEMA core staff ... ESF Primary Agency Reps	16 +/- (State) 16 +/- (Fed)	1 Dep. Ex. Ctlr. (Fed) 1 Federal Ctlr. 1 State Ctlr.

Figure F-1. Region IV and VI Participation

RESPONSE 91A PARTICIPATION		
Location, Duration, & Elements	Players	Controllers & Evaluators
<u>REGION V</u>		
ROC (1 day) ... FEMA core staff ... ESF Primary Agency Reps	20 +/- (Fed)	1 Dep. Ex. Ctlr. (Fed)
IL State EOC (2 days) ... Advance ERT (REGION V) ... FEMA core staff ... ESF Primary Agency Reps	16 +/- (State) 16 +/- (Fed)	1 Dep. Ex. Ctlr. (Fed) 1 Federal Ctlr. 1 State Ctlr.
IN State EOC (2 days) ... Advance ERT (REGION IX) ... FEMA core staff ... ESF Primary Agency Reps	16 +/- (State) 16 +/- (Fed)	1 Dep. Ex. Ctlr. (Fed) 1 Federal Ctlr. 1 State Ctlr.
<u>REGION VII</u>		
ROC (1 day) ... FEMA core staff ... ESF Primary Agency Reps	20 +/- (Fed)	1 Dep. Ex. Ctlr. (Fed)
MO State EOC (1 day) ... Advance ERT (REGION VII) ... FEMA core staff ... ESF Primary Agency Reps	16 +/- (State) 16 +/- (Fed)	1 Dep. Ex. Ctlr. (Fed) 1 Federal Ctlr. 1 State Ctlr.
DFO (2 days) ... Full ERT (REGION VII) ... FEMA core staff ... ESF Primary & Support Agency Reps	60 +/- (Fed) 60 +/- (State)	1 Dep. Ex. Ctlr. (Fed) 3 Federal Ctlr. 3 State Ctlr.

Figure F-2. Region V and VII Participation