Flathead Shake Out

October 23, 2013

The Exercise Plan (ExPlan) gives elected and appointed officials, observers, media personnel, and players from participating organizations information they need to observe or participate in the exercise. Some exercise material is intended for the exclusive use of exercise planners, controllers, and evaluators, but players may view other materials that are necessary to their performance. All exercise participants may view the ExPlan.

EXERCISE OVERVIEW

Exercise Name	**Flathead County Shake Out**
Exercise Dates	**Wednesday, October 23, 2013**
Scope	This exercise is a functional planned for 4 hours at the Flathead County OES EOC. Exercise play is limited to those events identified in exercise documentation.
Mission Area(s)	**Response/Recovery**
Core Capabilities	Critical Transportation Operational Communications Operational Coordination Public and Private Services and Resources Situational Assessment
Objectives	1. Assess the status of transportation infrastructure; coordinate alternate routing and provide transportation for evacuation of at risk populations. 2. Ensure the ability to communicate with the emergency response community and the affected population. 3. Demonstrate the ability of the NWMIMT to function as a MACC. 4. Demonstrate the ability to activate and operate agency/departmental EOCs utilizing an Incident Command System. 5. Identify mission-critical capability, resource gaps and identify alternative resource solutions. 6. Demonstrate the ability to share all pertinent incident information with emergency management personnel, public safety, healthcare, volunteer agencies, other key partners and public officials.
Threat or Hazard	Earthquake
Scenario	It's a mostly sunny morning in the Flathead with the high forecast to be in the low 50s. At 10:23 a.m. an earthquake with a magnitude of 7.5 strikes the Northwest Montana region. The epicenter for the earthquake is on the Mission Fault centered under Flathead Lake. The ground shook for nearly 2 minutes. Approximately 1 minute later a 6.5 aftershock occurred.

Venues	Flathead EOC Flathead City County Health Department Kalispell Regional Healthcare North Valley Hospital
Sponsor	Flathead County Office of Emergency Services North Valley Hospital Kalispell Regional Medical Center
Participating Organizations	Flathead County OES Northwest Montana IMT Kalispell Regional Medical Center North Valley Hospital Flathead City County Health department Flathead County Road & Bridge MT Department of Transportation American Red Cross Salvation Army Animal Response Team Kalispell Fire Department Big Fork Fire Department Flathead Electric
Point of Contact	Cindy Mullaney Flathead County OES 625 Timberwolf Parkway, Kalispell MT 59901 758-5504 cindy.mullaney@flatheadoes.mt.gov

GENERAL INFORMATION

Exercise Objectives and Core Capabilities

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

Exercise Objective	Core Capability	Target Capability
1. Assess the status of transport infrastructure; coordinate alternate routing and provide transportation for evacuation of at risk populations.	Critical Transportation	• Establish physical access through appropriate transportation corridors and deliver required resources to save lives and to meet the needs of disaster survivors. • Ensure basic human needs are met, stabilize the incident, transition into recovery for the affected area, and restore basic services and community functionality.
2. Ensure the ability to communicate with the emergency response community and the affected population	Operational Communication	• Ensure the capacity to communicate with both the emergency response community and the affected populations and establish interoperable voice and data communications between Federal, state, and local first responders. • Re-establish sufficient communications infrastructure within the affected areas to support ongoing life-sustaining activities, provide basic human needs, and transition to recovery.
3. Demonstrate the ability of the NWMIMT to function as a Multi-Agency Coordination Center (MACC)	Operational Coordination	• Execute operations with functional and integrated communications among appropriate entities. • Mobilize all critical resources and establish command, control, and coordination structures within the affected community and other coordinating bodies in surrounding communities and across the State. • Enhance and maintain National Incident Management System (NIMS)-compliant command, control, and coordination structures to meet basic human needs, stabilize the incident, and transition to recovery. • Mobilize all critical resources and establish command, control.

Exercise Objective	Core Capability	Target Capability
4. Demonstrate the ability to activate and operate agency/departmental EOCs utilizing the ICS/HICS.	Operational Coordination	• Execute operations with functional and integrated communications among appropriate entities. • Mobilize all critical resources and establish command, control, and coordination structures within the affected community and other coordinating bodies in surrounding communities and across the State. • Enhance and maintain National Incident Management System (NIMS)-compliant command, control, and coordination structures to meet basic human needs, stabilize the incident, and transition to recovery.
5. Identify mission-critical capability, resource gaps and identify alternative resource solutions.	Public and Private Services and Resources	• Mobilize and deliver governmental, nongovernmental, and private sector resources within and outside of the affected area to save lives, sustain lives, meet basic human needs, stabilize the incident, and transition to recovery, to include moving and delivering resources and services to meet the needs of disaster survivors. • Identify actions and clarify expectations and limitations of resources and/or systems necessary to operationalize logistical capabilities.
6. Demonstrate the ability to share all pertinent incident information with emergency management personnel, public safety, healthcare, volunteer agencies, other key partners and public officials	Situational Assessment	• Assess the ability of critical facilities to provide services. • Deliver enhanced information to reinforce ongoing lifesaving and life-sustaining activities, and engage governmental, private, and civic sector resources within and outside of the affected area to meet basic human needs, stabilize the incident, and transition to recovery.

Table 1. Exercise Objectives and Associated Core Capabilities

Participant Roles and Responsibilities

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

- **Players.** Players are personnel who have an active role in discussing or performing their regular roles and responsibilities during the exercise. Players discuss or initiate actions in response to the simulated emergency.

- **Controllers.** Controllers plan and manage exercise play, set up and operate the exercise site, and act in the roles of organizations or individuals that are not playing in the exercise. Controllers direct the pace of the exercise, provide key data to players, and may prompt or initiate certain player actions to ensure exercise continuity. In addition, they issue exercise material to players as required, monitor the exercise timeline, and supervise the safety of all exercise participants.

- **Simulators.** Simulators are control staff personnel who role play nonparticipating organizations or individuals. They most often operate out of the Simulation Cell (SimCell), but they may occasionally have face-to-face contact with players.

- **Evaluators.** Evaluators evaluate and provide feedback on a designated functional area of the exercise. Evaluators observe and document performance against established capability targets and critical tasks, in accordance with the Exercise Evaluation Guides (EEGs).

- **Observers.** Observers visit or view selected segments of the exercise. Observers do not play in the exercise, nor do they perform any control or evaluation functions. Observers view the exercise from a designated observation area and must remain within the observation area during the exercise. Very Important Persons (VIPs) are also observers, but they frequently are grouped separately.

- **Media Personnel.** Some media personnel may be present as observers, pending approval by the sponsor organization and the Exercise Planning Team.

Exercise Assumptions and Artificialities

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

Assumptions

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

- The exercise is conducted in a no-fault learning environment wherein capabilities, plans, systems, and processes will be evaluated.

- The exercise scenario is plausible, and events occur as they are presented.

- Exercise simulation contains sufficient detail to allow players to react to information and situations as they are presented as if the simulated incident were real.

- Participating agencies may need to balance exercise play with real-world emergencies. Real-world emergencies take priority.

Artificialities

During this exercise, the following artificialities apply:

- Exercise communication and coordination is limited to participating exercise organizations, venues, and the SimCell.

- Only communication methods listed in the Communications Directory are available for players to use during the exercise.

EXERCISE LOGISTICS

Safety

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

- The venue Controller is responsible for participant safety; any safety concerns must be immediately reported to the Controller. The Controller and Exercise Director will determine if a real-world emergency warrants a pause in exercise play and when exercise play can be resumed.

- For an emergency that requires assistance, use the phrase **"real-world emergency."** The following procedures should be used in case of a real emergency during the exercise:

  – Anyone who observes a participant who is seriously ill or injured will immediately notify emergency services and the venue controller, and, within reason and training, render aid.

  – The controller aware of a real emergency will initiate the "real-world emergency" broadcast and provide Exercise Director with the location of the emergency and resources needed, if any.

Fire Safety

Standard fire and safety regulations relevant to the EOCs will be followed during the exercise.

Emergency Medical Services

Flathead OES will coordinate with local emergency medical services in the event of a real-world emergency.

Electrical and Generating Device Hazards

All applicable electrical and generating device safety requirements should be documented prior to the start of the exercise.

Site Access

Security

To prevent interruption of the exercise and access to exercise sites is limited to exercise participants. Players should advise their controller of any unauthorized persons.

Media/Observer Coordination

Organizations with media personnel and/or observers attending the event should coordinate with the Flathead OES for access to the exercise site. Media/Observers are escorted to designated areas and accompanied by an exercise controller at all times. Flathead OES and/or the observer controller may be present to explain exercise conduct and answer questions. Exercise participants should be advised of media and/or observer presence.

POST-EXERCISE AND EVALUATION ACTIVITIES

Debriefings

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

Hot Wash

At the conclusion of exercise play, controllers facilitate a Hot Wash to allow players to discuss strengths and areas for improvement, and evaluators to seek clarification regarding player actions and decision-making processes. All participants may attend; however, observers are not encouraged to attend the meeting. The Hot Wash should not exceed 30 minutes.

Controller and Evaluator Debriefing

Controllers and evaluators attend a facilitated C/E Debriefing immediately following the exercise. During this debriefing, controllers and evaluators provide an overview of their observed functional areas and discuss strengths and areas for improvement.

Participant Feedback Forms

Participant Feedback Forms provide players with the opportunity to comment candidly on exercise activities and exercise design. Participant Feedback Forms should be collected at the conclusion of the Hot Wash.

Evaluation

Exercise Evaluation Guides

EEGs assist evaluators in collecting relevant exercise observations. EEGs document exercise objectives and aligned core capabilities, capability targets, and critical tasks. Each EEG provides evaluators with information on what they should expect to see demonstrated in their functional

area. The EEGs, coupled with Participant Feedback Forms and Hot Wash notes, are used to evaluate the exercise and compile the After-Action Report (AAR).

After-Action Report

The AAR summarizes key information related to evaluation. The AAR primarily focuses on the analysis of core capabilities, including capability performance, strengths, and areas for improvement. AARs also include basic exercise information, including the exercise name, type of exercise, dates, location, participating organizations, mission area(s), specific threat or hazard, a brief scenario description, and the name of the exercise sponsor and POC.

Improvement Planning

Improvement planning is the process by which the observations recorded in the AAR are resolved through development of concrete corrective actions, which are prioritized and tracked as a part of a continuous corrective action program.

After-Action Meeting

The After-Action Meeting (AAM) is a meeting held among decision- and policy-makers from the exercising organizations, as well as the Lead Evaluator and members of the Exercise Planning Team, to debrief the exercise and to review and refine the draft AAR and Improvement Plan (IP). The AAM should be an interactive session, providing attendees the opportunity to discuss and validate the observations and corrective actions in the draft AAR/IP.

Improvement Plan

The IP identifies specific corrective actions, assigns them to responsible parties, and establishes target dates for their completion. It is created by elected and appointed officials from the organizations participating in the exercise, and discussed and validated during the AAM.

PARTICIPANT INFORMATION AND GUIDANCE

Exercise Rules

The following general rules govern exercise play:

- Real-world emergency actions take priority over exercise actions.

- Exercise players will comply with real-world emergency procedures, unless otherwise directed by the control staff.

- All communications (including written, radio, telephone, and e-mail) during the exercise will begin and end with the statement **"This is an exercise."**

- Exercise players who place telephone calls or initiate radio communication with the SimCell must identify the organization or individual with whom they wish to speak.

Players Instructions

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

Before the Exercise

- Review appropriate organizational plans, procedures, and exercise support documents.

- Be at the appropriate site at least 30 minutes before the exercise starts. Wear the appropriate uniform and/or identification item(s).

- Sign in when you arrive.

- If you gain knowledge of the scenario before the exercise, notify a controller so that appropriate actions can be taken to ensure a valid evaluation.

- Read your Player Information Handout, which includes information on exercise safety.

During the Exercise

- Respond to exercise events and information as if the emergency were real, unless otherwise directed by an exercise controller.

- Controllers will give you only information they are specifically directed to disseminate. You are expected to obtain other necessary information through existing emergency information channels.

- If you do not understand the scope of the exercise, or if you are uncertain about an organization's participation in an exercise, ask a controller.

- Parts of the scenario may seem implausible. Recognize that the exercise has objectives to satisfy and may require incorporation of unrealistic aspects. Every effort has been made to balance realism with safety and to create an effective learning and evaluation environment.

- All exercise communications will begin and end with the statement **"This is an exercise."** This precaution is taken so that anyone who overhears the conversation will not mistake exercise play for a real-world emergency.

- Speak when you take an action. This procedure will ensure that evaluators are aware of critical actions as they occur.

- Maintain a log of your activities. Many times, this log may include documentation of activities that were missed by a controller or evaluator.

After the Exercise

- Participate in the Hot Wash at your venue with controllers and evaluators.

- Complete the Participant Feedback Form. This form allows you to comment candidly on emergency response activities and exercise effectiveness. Provide the completed form to a controller or evaluator.

- Provide any notes or materials generated from the exercise to your controller or evaluator for review and inclusion in the AAR.

Simulation Guidelines

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

APPENDIX A: EXERCISE SCHEDULE

Time	Personnel	Activity	Location
[Date]			
0830	Controllers/Evaluators	Controller and Evaluator Briefing	OES
1000	Controllers and evaluators	Controllers and evaluators in starting positions	All Venues
1026	All	Exercise starts	All Venues
1430	All	Exercise ends	All Venues
1430	All	Venue Hot Washes/turn in all Participant Feedback Forms	All Venues
1530	Controllers/Evaluators	Controller/Evaluator After Action Review	OES

APPENDIX B: EXERCISE PARTICIPANTS

Participating Organizations
Federal
State
Montana Department of Transportation
Local
American Red Cross
Animal Response Team
Big Fork Fire Department
Flathead City County Health Department
Flathead Electric
Flathead OES
Flathead Road & Bridge
Kalispell Fire Department
Kalispell Regional Medical Center
North Valley Hospital
Northwest Montana Incident Management Team
Salvation Army

APPENDIX C: EXERCISE SITE MAPS

Figure D.1: Flathead County Fault Map
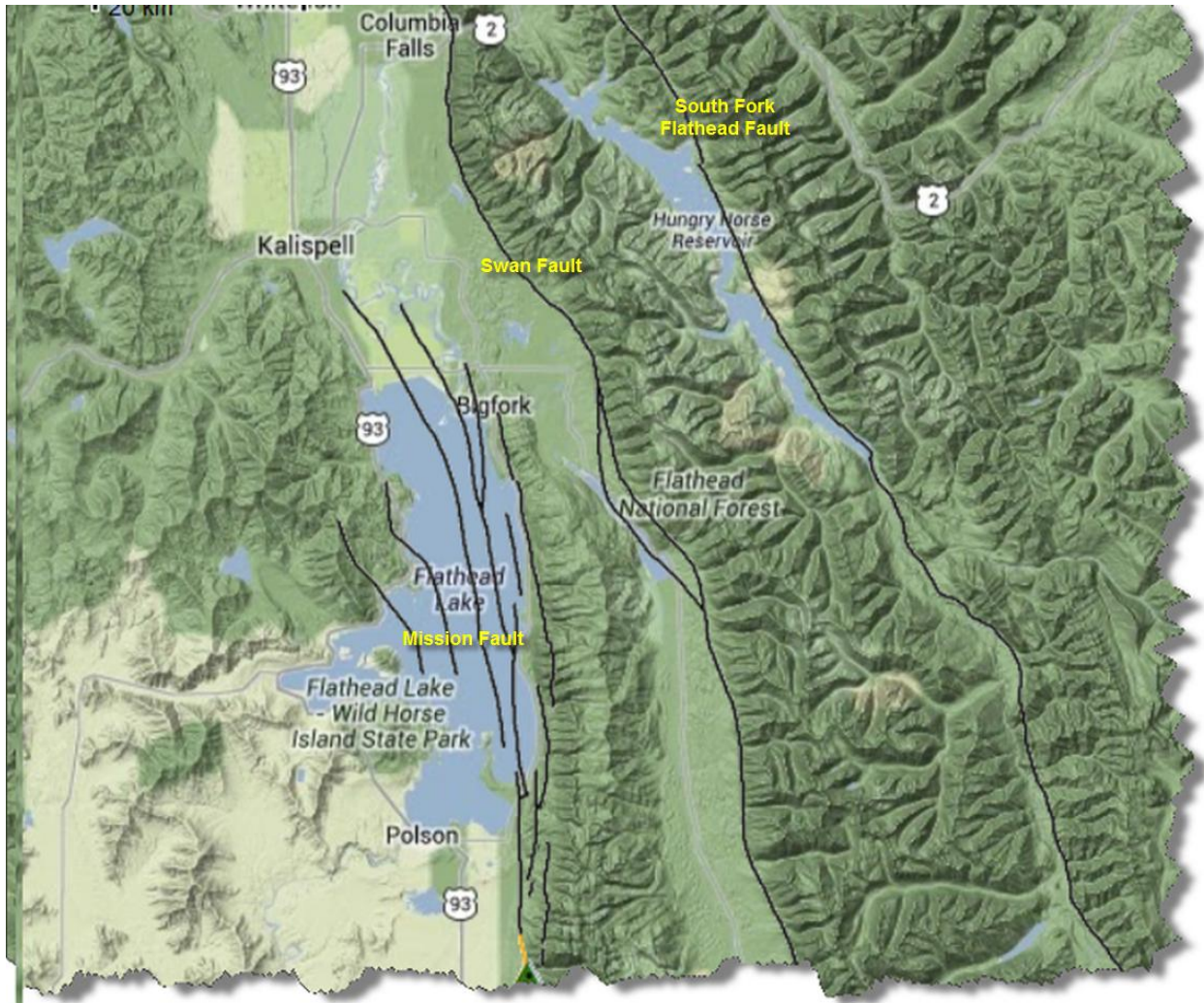
APPENDIX D: ACRONYMS

Acronym	Term
DHS	U.S. Department of Homeland Security
ExPlan	Exercise Plan
HSEEP	Homeland Security Exercise and Evaluation Program
SME	Subject Matter Expert