

INTRODUCTION

Purpose

The purpose of this Tabletop Exercise is to observe how State Fire Officials utilize their statewide Emergency Response Plan (SERP) in large scale emergencies where local resources are disabled due to the disaster or are otherwise unavailable and statewide resources must be summoned to assist in the mitigation of the incident.

Scope

This exercise will focus on < insert state name here> role in response to the potential consequences of a large scale natural or technological disaster located somewhere in <insert state name here>. **Processes and decision-making are more important than minute details.** The emphasis is on coordination, integration of capabilities, problem identification, and resolution.

Exercise Objectives

- Activate the Statewide Emergency Response Plan (SERP) per the local protocols;
- Be knowledgeable of the plan components and their relationship to other components within the plan;
- Others?

Exercise Structure

Module 1 – Scenario Begins

Module 2 – Incident Continues

Module 3 – Response Expands

Module 4 – Continued Response

The lead controller may be assisted by supporting evaluators to keep the discussion focused on stated objectives of the exercise, as these serve as the foundation for exercise evaluation.

Roles and Responsibilities

Participants respond to the situation presented based on expert knowledge of response procedures, current plans, and insights derived from training and experience.

Observers (if present) do not participate in the moderated discussion period.

Evaluators will not participate in the discussion periods. They will be present for the duration of the discussions and hot wash, gathering data and writing notes about the players' responses in order to provide feedback for the exercise After Action Report (AAR).

Invited Participants

<List participants here>

Assumptions and Artificialities

To support conduct of any exercise, a number of assumptions and artificialities may be necessary to complete play in the allotted time and to portray evolving challenges and response progress. Additionally, these artificialities are necessary to present situations that drive participants to address issues that are key to achieving the exercise objectives. For this TTX, the following will apply:

- The scenario is plausible, and events occur as they are presented.
- There are no “hidden agendas” or trick questions.
- All participants receive information at the same time

Exercise Guidelines

The following exercise rules apply to this TTX:

- There is no single correct solution. Discussion should be based on knowledge of current plans, capabilities (i.e., use only existing assets) and insights derived from training.
- Think outside the box—organizational positions and policies are not limiting. Make the best decision based on the circumstances presented.
- Decisions are not precedent setting, and may not reflect the state's final position on any given issue. This exercise is an opportunity to discuss all options and possible solutions.
- Assume your state would receive cooperation and support from other responders and agencies in this scenario, if such support would be normally available.
- **Fight the problem, not the exercise!**

Additional Resources

The following material is provided for use during the exercise and may be referenced in the appendices found in the back of this manual.

Incident Site A-1

Assessment MethodologyB-1

EXERCISE SCHEDULE

0800	Registration
0830	Introduction and Overview
0845	Scenario Begins (Module 1) Situation Presentation Facilitated Discussion
0915	Incident Continues (Module 2) Situation Update Facilitated Discussion
0945	Response Expands (Module 3) Situation Update Facilitated Discussion
1015	Continued Response (Module 4) Situation Termination Facilitated Discussion

NARRATIVE

General Scenario

Homeland Security Advisory System (HSAS) Condition Yellow (Elevated) is in effect. Non-specific terrorist threats to government facilities and buildings have been identified. Weather conditions are normal for this time of year and no environmental anomalies have been noted. There are no unusual events occurring in other states and all response agencies are at a stable state.

Background Information

<Insert city name here> has a population of <insert number here> and is located <insert geographical location here> in <insert state name here>. <Insert city name here> has experienced only <insert number here> large scale disasters in the past <insert number here>. Weather conditions are generally normal for each season. <Add additional background information here>.

MODULE 1 – SCENARIO BEGINS

It is a clear balmy day in <insert city name> with temperatures in the high 80⁰'s and winds calm (1 – 2 mph). It is a great day for football! The <insert team name here> are favored against the <insert team name here> who's record is 1 win less than the <insert first team name here>.

<insert appropriate number here> fans are expected to attend today's gala event at the <insert appropriate venue here>.

By kickoff time the stands are full. The teams take the field and the contest begins. At about 45 minutes into the game many fans in sections 235 - 237 began feeling nauseous and have difficulty breathing. Some are choking and coughing. Many state that their eyes hurt, as if they had sand or grit in them. As their symptoms get worse, they begin exiting the stadium. As unaffected fans in the area see what is happening, they too begin exiting the stadium, but in a much less organized manner. Within a few moments, people are pushing and shoving each other in an effort to get out and away from the unknown substance. As the panic grows larger, people begin to fall and trip over one another causing many injuries and slowing the exodus. Within 15 minutes there is a general panic and an uncontrollable flow of crazed fans.

Stadium guards and ushers attempt to gain control of the stampeding herd, to no avail. Several are caught up in the panic and are severely injured as they got trampled. As the unruly exodus continues, the substance begins wafting out of the stadium and toward a residential area approximately 1300' distant. Security guards call 9-11 and explain what is happening. Emergency response vehicles and haz-mat units are dispatched to the scene. Since the town does not have their own haz-mat team, the regional team is summoned, but will take between 45-60 minutes to arrive.

Task

Consider the issues in this Module. You should also identify any additional requirements, critical issues, decisions, and questions you believe should be addressed at this point in the scenario.

Note: *These questions are divided by functional area and should be used to stimulate issues and discussion. Neither facilitators nor participants should read off each question and answer them; these are only provided as guides for discussion.*

What actions are being taken in consideration of the possibility that the local jurisdiction may request state assistance?

What actions does the statewide emergency response plan (SERP) allow at this stage of an incident?

MODULE 2 – INCIDENT CONTINUES

By 2:20 PM there are approximately 550 – 600 victims laying in the adjacent parking lot, many with serious traumatic injuries and the majority still coughing, gagging and vomiting. Responders arrive on the scene, but are reluctant to begin treatment until the haz-mat team identifies the unknown substance. Victims that are mobile move toward the responders calling out for help, but are told to stay back. Additional victims continue to pile out of the stadium. The Incident Commander realizes that this will be a huge incident and requests additional HazMat teams. He needs responders that can corral victims and guide them into decon corridors, triage deconned victims and assist in getting victims into ambulances for transport to medical facilities.

Meanwhile, across town in a prominent church, an old fashioned revival is taking place. Nearly 300 churchgoers are attending. At exactly 2:15 PM an explosion occurs in the church narthex, killing 200 and injuring the remainder. Most of the front half of the church is destroyed while the rear half, where many of the victims are, is severely damaged. About 50 - 75 victims are buried or trapped in the debris. Additional emergency units are dispatched, but due to the town's size, the fire department is limited in its emergency response capabilities.

As additional response units head toward the stadium, traffic on the highways leading to the stadium becomes jammed making it difficult for responders to get in and exiting victims to get out which is delaying life saving measures. Mutual aid units responding to the church are unsure of the exact location and make several wrong turns delaying their response as well.

By 2:45 the victim toll at the stadium has risen to 750 victims. Whatever the substance is, it continues to waft toward the nearby residential area and begins affecting the citizens there. First indications of this are from the children playing in the park at the edge of the community. Their eyes begin to water, and they too start coughing and choking. As they run to their homes a few fall down and are unable to get up. Parents observing this hurry to their aid only to be overcome by the fumes.

Task

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What actions would be taken at this stage of the incident?

Which, if any, sections of your SERP have been initiated?

Does the SERP allow state officials to "reach out" to local jurisdictions to offer assistance?

MODULE 3 – RESPONSE EXPANDS

The Incident Commander at the Church requests a team that can get into the debris and begin rescuing trapped persons. He is getting reports that there may have been as many as 400 people in the church at the time the explosion occurred. He is also requesting the FBI as this may have been an intentional occurrence which would indicate a possible act of terrorism.

At 3 PM the Incident Commander at the church requests another 50-60 firefighter to relieve the current firefighters who are working ferociously to find and rescue as many victims as possible. It is evident that heavy rescue and debris moving equipment will be needed.

The situation at the stadium has worsened over the last 30 minutes. The mysterious substance has moved further into the adjacent neighborhood and more and more citizens are being affected. Some are closing their windows and doors only to pass out inside their closed up homes. Others are attempting to drive from the neighborhood which is causing multiple vehicle accidents, primarily contact with poles, signs, and homes. The neighborhood resembles a "bumper car" game at a carnival.

The Incident Commander has his staff plot the downwind hazard and realizes that it could affect more than 1500 people in this neighborhood. The decision must be made whether to shelter in place or evacuate. He chooses to evacuate. This will require at least an additional 150 firefighters. That request is made to the local 9-1-1 center.

Firefighters from other jurisdictions that see the incidents on television, grab their response gear and head to both scenes. This makes personnel accountability difficult for the Incident Commanders.

Task

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With the need for all of these resources, what other steps must be taken?

How are these resources being tracked?

What specific forms are being used?

What support is necessary for the deployed resources?

What about 'force protection' for these resources?

Does the SERP address the issue of self-dispatching? How is this handled?

Does the SERP spell out inter-agency coordination?

MODULE 4 – CONTINUED RESPONSE

By 5 PM all of the rescued moveable victims have left the incident scene at the church. Local hospitals, clinics and other medical facilities are filled to capacity. Estimates still indicate that there may be as many 100 victims still unaccounted for in the rubble or that have left the scene unnoticed. Phone calls have been pouring in to the Governor's Office asking what he/she intends to do about this potential terrorist incident.

At the stadium and adjacent neighborhood, approximately 1000 victims are lying on the ground, with 250 of them deceased. In the nearby neighborhood, exact fatality totals have not been determined because a house to house search will be necessary. However, 200 citizens escaped the airborne vapors and completely left the area. It is assumed that many reported to medical facilities nearby.

The Incident Commander recognizes that morgue facilities and shelters will be needed for the deceased and evacuees. He makes those requests through the 9-1-1 center.

The following morning brings these statistics:

- 275 deceased at the stadium
- 85 deceased at the church
- 400 with traumatic injuries at the stadium
- 300 with serious injuries at the church
- 6 firefighters from the church incident transported with physical injuries, ranging from minor to major
- 4 firefighters from the stadium transported with respiratory distress.

Both incidents last many more days as the recovery of bodies continues and Law Enforcement investigates the incidents.

Task

Consider the issues in this Module. You should also identify any additional requirements, critical issues, decisions, and questions you believe should be addressed at this point in the scenario

Note: *These questions are divided by functional area and should be used to stimulate issues and discussion. Neither facilitators nor participants should read off each question and answer them; these are only provided as guides for discussion.*

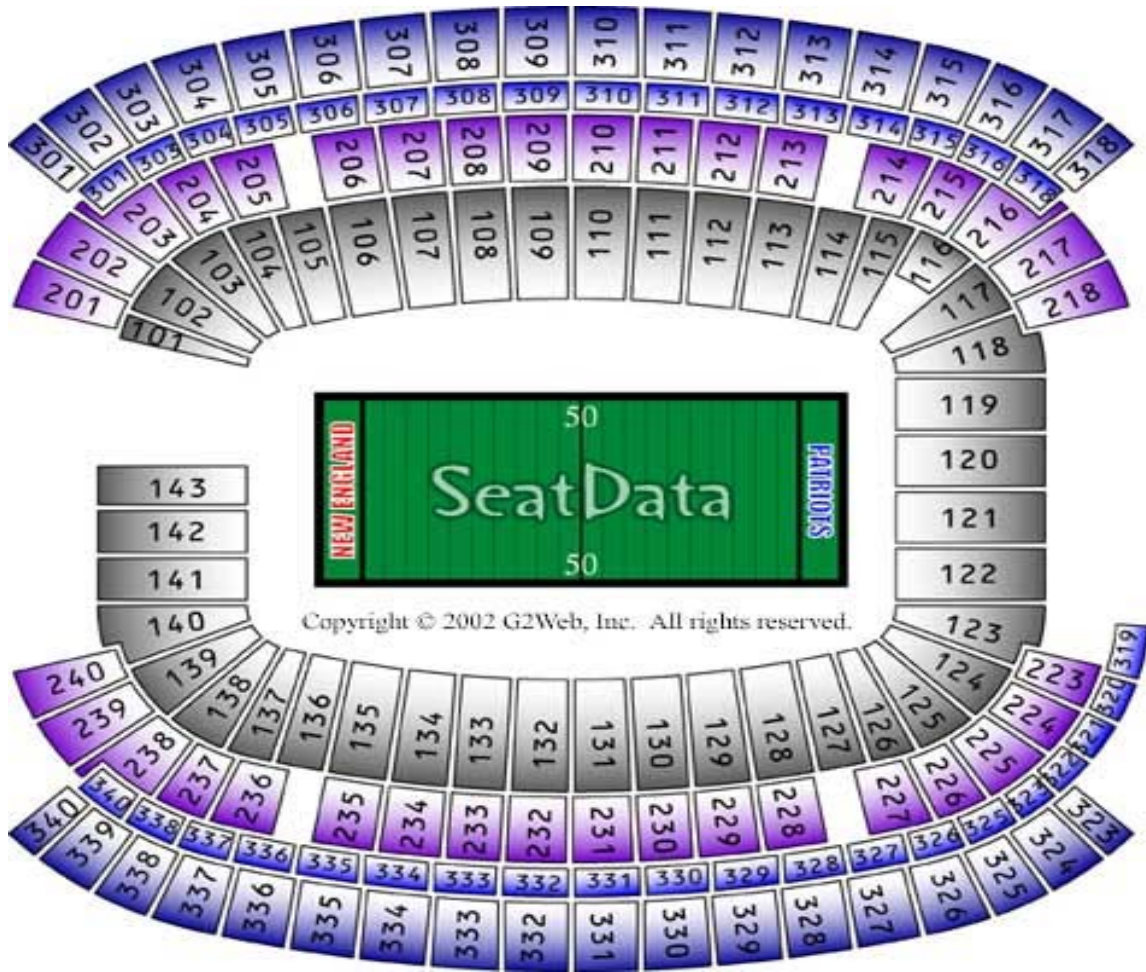
How does the SERP address the potential for incompatibilities in communications?

How would GIS be used to help manage these events?

As resources are no longer needed, how are they demobilized and returned to their respective jurisdictions?

Additional Resources- Appendices

TTX Incident Site(s) A-1
Assessment MethodologyB-1



IMAS TABLETOP EVALUATION FORM

RATED BY:

STATE:

This form is used to evaluate the tabletop exercise for <state name>. Evaluators should be familiar with the state's Fire Statewide Emergency Response Plan (SERP).

The evaluation boxes listed below are used to evaluate the TTX exercise. One of three letters is placed in the second to last column: **S** for Satisfactory, **P** for Partially Satisfactory and **N** for Not Satisfactory. Evaluators will have some latitude in evaluating plan components.

Satisfactory- There is definitive evidence that the plan addresses the specific issue being evaluated, e.g., "Communications Plan Activated". If the plan fully addresses the communications plan, how it is activated and spells out how communications are accomplished in the event normal communications are disabled (i.e., phone lines are down).

Partially Satisfactory- There is limited evidence that the plan addresses the specific issue being evaluated, e.g., "Communications Plan Activated". If the plan partially addresses the communications plan, or only briefly states how it is activated and spells out only briefly without specifics how communications are accomplished in the event normal communications are disabled (i.e., phone lines are down).

Not Satisfactory- There is no evidence that the plan addresses the specific issue being evaluated, e.g., "Communications Plan Activated". If the plan does not address the communications plan, or does not states how it is activated or does not spell out how communications are accomplished in the event normal communications are disabled (i.e., phone lines are down), or there is no plan component evident at all.

1. ACTIVATION OF PLAN COMPONENTS

	S =	0%	
	P =	0%	
	N =	0%	COMMENTS
a. Plan activation per plan procedures I. Appropriate people II. Appropriate documents			
b. Preparation activities (if applicable)			
c. Notifications to appropriate ESFs			
d. Communication/notification systems activated			
e. Resource inventory and definitions (per NIMS)			

2. DEPLOYMENT OF RESOURCES

	S =	0%	
	P =	0%	
	N =	0%	COMMENTS
a. Proper processing of resource requests			
b. Identification of staging area(s)			
c. Resource tracking plan to include: I. Resource request completed II. Resource dispatched III. Resource E.T.A. IV. Resources on scene			
d. Policy and Procedures for dealing with self-dispatch			
e. Resource reassessment I. Reserve capacity in state II. Plans to obtain additional resources			
f. Demobilization protocols			

3. LOGISTICAL SUPPORT

	S =	0%	
	P =	0%	
	N =	0%	COMMENTS
a. Resource support beyond 72 hours			
b. GIS (if available)			
c. Communication plan followed			
e. Force Protection			

GENERAL COMMENTS:
