



## **ANNEX L: HURRICANE PHOENIX EXERCISE**

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# Hurricane Phoenix – A Storm Recovery Tabletop Exercise

August 5, 2010

EXERCISE PLAN

Tampa Bay Regional Planning Council

## PREFACE

The Hurricane Phoenix - A Storm Recovery Tabletop Exercise is sponsored by the Tampa Bay Regional Planning Council. This Exercise Plan was produced with input, advice, and assistance from the Hurricane Phoenix - A Storm Recovery Tabletop Exercise Planning Team, which followed guidance set forth in the U.S. Department of Homeland Security (DHS) Homeland Security Exercise and Evaluation Program (HSEEP).

This Exercise Plan gives officials, observers, media personnel and players from participating organizations information they need to observe or participate in a hurricane recovery exercise that focuses on participant's disaster plans, policies and procedures as they pertain to a hurricane. The information in this document is current at the date of publication, August 5 2010 and is subject to change as dictated by the Exercise Planning Team.

## ADMINISTRATIVE HANDLING INSTRUCTIONS

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2. The information gathered in this Exercise Plan is classified as For Official Use Only (FOUO) and should be handled as sensitive information not to be disclosed. This document should be safeguarded, handled, transmitted, and stored in accordance with appropriate security directives. Reproduction of this document, in whole or in part, without prior approval from Tampa Bay Regional Planning Council is prohibited.
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4. Points of Contact:

Project Phoenix Planning Team:

Betti Johnson  
Tampa Bay Regional Planning Council  
(Office) 727-570-5151 # 39  
(E-Mail) [betti@tbrpc.org](mailto:betti@tbrpc.org)

Exercise Director:

Chris Floyd  
Disaster Resistant Communities Group LLC  
(Office) 850-241-3565  
(E-Mail) [chrisfloyd@drc-group.com](mailto:chrisfloyd@drc-group.com)

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## GENERAL INFORMATION

### Introduction

The Hurricane Phoenix - A Storm Recovery Tabletop Exercise is designed to establish a learning environment for players to exercise disaster plans, policies and procedures as they pertain to a hurricane. A tabletop exercise is a complex event that requires detailed planning. To ensure an effective exercise, subject matter experts and local representatives from numerous agencies have taken part in the planning process and will take part in exercise conduct and evaluation.

This Exercise Plan was produced at the direction of the Tampa Bay Regional Planning Council with input, advice and assistance from Exercise Design Team. This exercise is evidence of the growing public safety partnership between State and local jurisdictions regarding the response to the threat of a hurricane that our Nation and communities face.

### Confidentiality

The Hurricane Phoenix - A Storm Recovery Tabletop Exercise is an unclassified exercise. Control of information is based on public sensitivity regarding the nature of the exercise rather than actual exercise content. Some exercise material is intended for the exclusive use of exercise planners, controllers and evaluators, but players may view other materials that are deemed necessary to their performance. All exercise participants may view this Exercise Plan. The Controller and Evaluator Handbook is a restricted document that is intended for controllers and evaluators only.

All exercise participants should use appropriate guidelines to ensure proper control of information within their areas of expertise and protect this material in accordance with current directives.

Public release of exercise materials to third parties is at the discretion of the U.S. Department of Homeland Security (DHS) and the Exercise Design Team.

### Purpose

The purpose of this exercise is to evaluate player actions against current disaster plans and capabilities for a hurricane recovery.

### Target Capabilities

The National Planning Scenarios and establishment of the National Preparedness Priorities have steered the focus of homeland security toward a capabilities-based

planning approach. Capabilities-based planning focuses on planning under uncertainty because the next danger or disaster can never be forecast with complete accuracy. Therefore, capabilities-based planning takes an all-hazards approach to planning and preparation that builds capabilities that can be applied to a wide variety of incidents. States and urban areas use capabilities-based planning to identify a baseline assessment of their homeland security efforts by comparing their current capabilities against the Target Capabilities List and the critical tasks of the Universal Task List. This approach identifies gaps in current capabilities and focuses efforts on identifying and developing priority capabilities and tasks for the jurisdiction. These priority capabilities are articulated in the jurisdiction’s homeland security strategy and Multiyear Training and Exercise Plan, of which this exercise is a component.

The capabilities listed here have been selected by the Exercise Design Team from the priority capabilities identified in Tampa Bay Region’s Multiyear Training and Exercise Plan. These capabilities provide the foundation for development of the exercise objectives and scenario. The purpose of this exercise is to measure and validate performance of these capabilities and their associated critical tasks. The selected capabilities are:

|  |
|--|
| <b>Economic &amp; Community Recovery</b>       |
| <b>Disaster Housing Coordination</b>           |
| <b>Public Information Coordination</b>         |
| <b>Volunteers &amp; Donations Coordination</b> |

### Exercise Objectives

The Exercise Design Team selected objectives that focus on evaluating emergency response procedures, identifying areas for improvement and achieving a collaborative attitude. This exercise will focus on the following objectives:

| <b>Disaster Housing Coordination</b> |                   |
|--------------------------------------|-------------------|
| Activity                             | Target Capability |
| # 1                                  | Under Development |

| <b>Economic &amp; Community Recovery</b> |                   |
|--|-------------------|
| Activity                                 | Target Capability |
| # 1                                      | Under Development |

| <b>Public Information Coordination</b> |                          |
|--|--------------------------|
| <b>Activity</b>                        | <b>Target Capability</b> |
| # 1                                    | Under Development        |

| <b>Volunteers &amp; Dontations Coordination</b> |                          |
|---|--------------------------|
| <b>Activity</b>                                 | <b>Target Capability</b> |
| # 1   | Under Development        |

# EXERCISE SUMMARY

## General

The Hurricane Phoenix - A Storm Recovery Tabletop Exercise is designed to establish a learning environment for players to exercise their plans and procedures for recovering from a hurricane. The Hurricane Phoenix - A Storm Recovery Tabletop Exercise will be conducted on August 5 2010, beginning at 9:00AM EDT. Exercise play is scheduled for three hours or until the Exercise Director and Senior Controller determine that the exercise objectives have been met at each venue.

## Assumptions

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

- The exercise will be conducted in a no-fault learning environment wherein systems and processes, not individuals, will be evaluated.
- Exercise simulation will be realistic and plausible and will contain sufficient detail from which players can respond.
- Exercise players will react to information and situations as they are presented, in the same manner as if the simulated incident were real.

## Constructs and Constraints

Constructs are exercise devices that are designed to enhance or improve exercise realism. Constraints are exercise limitations that may detract from exercise realism. Constraints may be the inadvertent result of a faulty construct, or they may pertain to financial and staffing issues. Although there are constructs and constraints (also known as exercise artificialities) for any exercise, the Exercise Design Team recognizes and accepts the following as necessary:

- Exercise communication and coordination will be limited to participating exercise venues and the Simulation Cell.
- Only communication methods listed in the Communications Directory will be available for players to use during the exercise.
- Participating agencies may need to balance exercise play with real-world emergencies. Real-world emergencies will take priority.

## Exercise Participants

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

- **Players.** Players are agency personnel who have an active role in responding to the simulated emergency and perform their regular roles and responsibilities during the exercise. Players initiate actions that will respond to and mitigate the simulated emergency.
- **Controllers.** Controllers set up and operate the exercise site, plan and manage exercise play, and act in the roles of response individuals and agencies that are not playing in the exercise. Controllers direct the pace of exercise play; they routinely include members of the Exercise Design Team. They provide key data to players and may prompt or initiate certain player actions to ensure exercise continuity.
- **Evaluators.** Evaluators evaluate and provide feedback on a designated functional area of the exercise. They are chosen on the basis of their expertise in the functional area(s) they have been assigned to review during the exercise and their familiarity with local emergency response procedures. Evaluators assess and document participants' performance against established emergency plans and exercise evaluation criteria, in accordance with Homeland Security Exercise and Evaluation Program (HSEEP) standards. They typically are chosen from planning committee members or agencies or organizations that are participating in the exercise.
- **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. VIPs are also observers, but they frequently are grouped separately. A dedicated group of exercise controllers will be assigned to manage these groups.
- **Media Personnel.** Some media personnel may be present as observers, pending approval by Tampa Bay Regional Planning Council personnel and individual county emergency management departments. Media interaction also may be simulated by the Simulation Cell to enhance realism and meet related exercise objectives. A dedicated group of exercise controllers will be assigned to manage these groups.
- **Support Staff.** The exercise support staff includes individuals who are assigned administrative and logistical support tasks during the exercise (e.g., registration, catering).

## EXERCISE TOOLS

### Controller and Evaluator Handbook

The Hurricane Phoenix - A Storm Recovery Tabletop Exercise Controller and Evaluator Handbook is designed to help exercise controllers and evaluators conduct and evaluate an effective exercise. The handbook also enables controllers and evaluators to understand their roles and responsibilities in exercise execution and evaluation. If a player, observer, or media representative finds an unattended handbook, he or she should give it to the nearest controller or evaluator.

### Master Scenario Events List

The Master Scenario Events List outlines benchmarks and injects that drive exercise play. It also details realistic input to exercise players, as well as information expected to emanate from simulated organizations (i.e., nonparticipating organizations, agencies, and individuals who usually would respond to the situation). An inject includes several items of information, such as inject time, intended recipient, responsible controller, inject type, a short description of the event, and the expected player action.

# EXERCISE IMPLEMENTATION

## Exercise Play

Exercise play will begin at 9:00AM EDST, with a situation update for each participating venue. Play will proceed according to events outlined in the Master Scenario Events List, in accordance with established plans and procedures. The exercise will conclude after completion of operations and attainment of exercise objectives, as determined by the Exercise Director. The exercise is expected to end at 12:00PM EDST.

## Exercise Rules

The following general rules govern exercise play:

- Real-world emergency actions take priority over exercise actions.
- Exercise participants will comply with real-world response procedures, unless otherwise directed by the control staff.
- All communications (e.g., written, radio, telephone) during the exercise will begin and end with the statement **“This is an exercise.”**
- Exercise participants who place telephone calls or initiate radio communication with the Simulation Cell must identify the organization, agency, office, or individual with whom they wish to speak.

## Safety Requirements

Exercise participant safety takes priority over exercise events. Although the participants involved in the Hurricane Phoenix - A Storm Recovery Tabletop Exercise come from various response agencies, they share the basic responsibility for ensuring a safe environment for all personnel involved in the exercise. The following general requirements apply to the exercise:

- A Safety Controller will be identified and will be responsible for participant safety.
- All controllers, evaluators and exercise staff members will serve as safety observers while exercise activities are underway. Any safety concerns must be immediately reported to the Safety Controller.
- Participants will be responsible for their own and each other’s safety during the exercise. All persons associated with the exercise must stop play if, in their opinion, a real safety problem exists. After the problem is corrected, exercise play can be resumed.
- All organizations will comply with their respective environmental, health, and safety plans and procedures, as well as appropriate Federal, State, and local environmental health and safety regulations.

## Exercise Setup

Exercise setup involves pre-staging and dispersal of exercise materials, including registration materials, documentation, signage, and other equipment as appropriate.

## Accident Reporting and Real Emergencies

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 first advise the nearest controller and then, if possible, render aid, provided the aid does not exceed his or her training.
- The controller who is made aware of a real emergency will initiate the “real-world emergency” broadcast on the controller radio network and provide the following information to the Senior Controller and Exercise Director:
  - Venue and function
  - Location within the venue and function
  - Condition
  - Requirements
- The Simulation Cell will be notified as soon as possible if a real emergency occurs.
- If the nature of the emergency requires suspension of the exercise at the venue or function, all exercise activities at that facility will immediately cease. Exercise play may resume at that venue or function after the situation has been addressed.
- Exercise play at other venues and functions should not cease if one venue or function has declared a real-world emergency, unless they rely on the affected venue.
- If a real emergency occurs that affects the entire exercise, the exercise may be suspended or terminated at the discretion of the Exercise Director and Senior Controller. Notification will be made from the Simulation Cell.

## **EXERCISE SITE ACCESS**

### **Observer Coordination**

Each organization with observers will coordinate with individual county emergency management departments for access to the exercise site. Observers will be escorted to an observation area for orientation and conduct of the exercise. All observers must remain within the designated observation area during the exercise. County emergency management department representatives and / or the observer controller will be present to explain the exercise program and answer questions for observers during the exercise.

### **Parking and Directions**

Parking information and directions to each venue area are available from individual county emergency management departments.

### **Restroom Facilities**

Restroom facilities will be available at each venue.

# COMMUNICATIONS PLAN

## Exercise Start, Suspension and Termination Instructions

The exercise is scheduled to run for three hours or until the Exercise Director and Senior Controller determines that exercise objectives have been met. From the Simulation Cell, the Exercise Director will announce the start of the exercise and exercise suspension or termination through the controller communications network.

**All spoken and written communication will start and end with the statement  
“THIS IS AN EXERCISE”**

## Player Communications

Players will use routine, in-place agency communication systems. Additional communication assets may be made available as the exercise progresses. The need to maintain capability for a real-world response may preclude the use of certain communication channels or systems that usually would be available for an actual emergency. In no instance will exercise communications interfere with real-world emergency communications. Each venue will coordinate its own internal communication networks and channels.

The primary means of communication among the Simulation Cell, controllers and venues will be telephone and the internet. If one is needed, a list of key telephone and fax numbers will be available as a Communications Directory before the exercise starts.

## Communications Check

Before the exercise starts, the Simulation Cell will conduct a communications check with all interfacing communication means to ensure redundancy and uninterrupted flow of control information.

## Player Briefing

Controllers may be required to read specific scenario details to participants to begin exercise play. They may also have technical handouts or other materials to give to players to better orient them to the exercise environment.

## Public Affairs

This exercise enables players to demonstrate increased readiness to deal with a hurricane. Any public safety exercise may be a newsworthy event. Special attention must be given to the needs of media representatives, allowing them to get as complete

and accurate a story as possible; however, their activities must not compromise exercise realism, safety, or objectives.

Individual county emergency management departments and participating agencies are responsible for disseminating public information before the Hurricane Phoenix - A Storm Recovery Tabletop Exercise.

# PLAYER INFORMATION AND GUIDANCE

## Exercise Staff

### *Exercise Director*

The Exercise Director has overall responsibility for planning, coordinating, and overseeing all exercise functions. The Exercise Director also manages exercise activities and maintains close dialogue with the Senior Controller about the status of play and achievement of exercise objectives.

### *Senior Controller*

The Senior Controller is responsible for overall organization of the exercise and takes direction from the Exercise Director. The Senior Controller monitors exercise progress and coordinates decisions regarding deviations or significant changes to the scenario caused by unexpected developments during play. The Senior Controller monitors actions by individual controllers and ensures that they implement all designated and modified actions at the appropriate time. The Senior Controller debriefs controllers and evaluators after the exercise and oversees setup and takedown of the exercise.

### *Safety Controller*

The Safety Controller is responsible for monitoring exercise safety during setup, conduct, and cleanup of the exercise. All exercise participants will assist the Safety Controller by reporting any safety concerns.

### *Controllers*

Individual controllers issue exercise materials to players as required, monitor the exercise timeline, and monitor the safety of all exercise participants. Controllers also provide injects to players, as described in the Master Scenario Events List. Specific controller responsibilities are addressed in the Controller and Evaluator Handbook.

### *Evaluators*

Evaluators work as a team with controllers. Evaluators are SMEs who record events that take place in their assigned location and submit documentation for review and inclusion in the After Action Report. Evaluators should not have any direct interaction with players. Specific evaluator responsibilities are addressed in the Controller and Evaluator Handbook.

## Player Instructions

### *Before the Exercise*

- Review appropriate emergency plans, procedures, and exercise support documents.
- Be at the appropriate site at least 30 minutes before the exercise starts. Wear the appropriate uniform and 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.
- Do not engage in personal conversations with controllers, evaluators, observers, or media personnel. If you are asked an exercise-related question, give a short, concise answer. If you are busy and cannot immediately respond, indicate that, but report back with an answer as soon as possible.
- If you do not understand the scope of the exercise, or if you are uncertain about an organization's or agency'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 by the exercise's trusted agents 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.
- When you communicate with the Simulation Cell, identify the organization, agency, office, or individual with whom you wish to speak.
- 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 Hotwash at your facility with controllers and evaluators.
- Complete the Hotwash 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 Hurricane Phoenix - A Storm Recovery Tabletop Exercise is of limited duration and scope, the physical description of what would fully occur at the incident sites and surrounding areas will be relayed to players by simulators or controllers.

# EVALUATION AND POSTEXERCISE ACTIVITIES

## Exercise Documentation

The goal of the Hurricane Phoenix - A Storm Recovery Tabletop Exercise is to comprehensively exercise and evaluate Tampa Bay Region's plans and capabilities as they pertain to a hurricane. After the exercise, data collected by controllers, evaluators, Simulation Cell personnel, and players will be used to identify strengths and areas for improvement in the context of the exercise objectives.

## Exercise Evaluation Guides

The Department of Homeland Security has developed Exercise Evaluation Guides that identify expected activities for evaluation, provide consistency across exercises, and link individual tasks to disciplines and expected outcomes.

The Exercise Evaluation Guides selected by the exercise's trusted agents are contained in the evaluator materials packet, along with the Controller and Evaluator Handbook. These Exercise Evaluation Guides have been selected because the activities they describe can be expected to be observed during the exercise. The Exercise Evaluation Guides will guide evaluation to match the exercise objectives. Supplemental evaluation materials designed for the Hurricane Phoenix - A Storm Recovery Tabletop Exercise may also be used.

## Hotwash

Immediately after completion of exercise play, controllers will facilitate a Hot Wash with players from their assigned location. The Hot Wash is an opportunity for players to express their opinions about the exercise and their own performance. At this time, evaluators can seek clarification regarding certain actions and what prompted players to take them. The Hot Wash should not last more than 30 minutes. Evaluators should take notes during the Hot Wash and include these observations in their analysis.

## Controller and Evaluator Debriefing

Controllers, evaluators, and selected exercise participants will attend a facilitated Controller and Evaluator Debriefing on August 5 2010 at each individual county's Emergenc Operations Center. During this debriefing, these individuals will discuss their observations of the exercise in an open environment to clarify actions taken during the exercise. Evaluators should take this opportunity to complete their Exercise Evaluation Guides for submission to the Lead Evaluator and begin the analysis process outlining issues to be included in the After Action Report.

## After Action Report

The After Action Report is the culmination of the Hurricane Phoenix - A Storm Recovery Tabletop Exercise. It is a written report that outlines strengths and areas for improvement identified during the exercise. The After Action Report will include the timeline, executive summary, scenario description, mission outcomes, and capability analysis. The After Action Report will be drafted by a core group of individuals from the Exercise Planning Team.

## **After Action Conference and Improvement Plan**

The improvement process represents the comprehensive, continuing preparedness effort of which the Hurricane Phoenix - A Storm Recovery Tabletop Exercise is a part. Lessons learned and recommendations from the After Action Report will be incorporated into an Improvement Plan.

### ***After Action Conference***

The After Action Conference is a forum for jurisdiction officials to hear the results of the evaluation analysis, validate findings and recommendations in the draft AAR, and begin development of the IP.

### ***Improvement Plan***

The Improvement Plan identifies how recommendations will be addressed, including what actions will be taken, who is responsible, and the timeline for completion. It is created by key stakeholders from the Hurricane Phoenix - A Storm Recovery Tabletop Exercise participating agencies during the After Action Conference.

## Appendix A: Exercise Schedule

| Time                           | Personnel                                | Activity  |
|--------------------------------|--|---|
| <b>August 5, 2010</b>          |  |   |
| 8:30AM EDST                    | Participants, controllers and evaluators | Arrive at pre-identified exercise locations                       |
| 8:30AM EDST                    | Participants                             | Log into ONX System to access Hurricane Phoenix Tabletop Exercise |
| 9:00AM EDST                    | Participants, controllers and evaluators | Participant in exercise briefing via conference call              |
| 9:10AM EDST                    | All                                      | Start of exercise   |
| 12:00PM EDST                   | All                                      | End of exercise   |
| Immediately after the exercise | Participants, controllers and evaluators | Hotwash via the ONX System  |