

Lifesaver 2004: Planning and Implementation of a Field Exercise

Satellite Conference
Thursday, September 30, 2004
12:00-1:30 p.m. (Central Time)

Produced by the Alabama Department of Public Health
Video Communications Division



Faculty

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Objectives

- Discuss the principles for designing effective consequence management against terrorist use of weapons of mass destruction (WMD).
- Discuss the challenges and elements of command and control during terrorist WMD events.
- Describe the elements of planning for broadly based WMD exercises.

Objectives

- Discuss the most important aspects of exercise execution in broadly based WMD exercises.
- Describe the purposes, players and processes for evaluation of WMD exercises.
- Discuss the importance and methodology for effective exploitation of exercises.

Overview

- Principles
- Command
- Planning
- Execution
- Evaluation
- Exploitation



Overview: Planning

- Authority
- Doctrine
- Organization
- Players
 - Goals
 - Assets
- Design
 - Purpose
 - Scope
 - Resources
 - Coordination



Overview: Execution

- Scenario
- Intelligence
- Communications
- Personnel
 - Exercise Cadre
 - Operational Units
 - Observers
- Public Affairs
- Follow Through
 - Reimbursement
 - Recognition



Overview: Evaluation

- What
 - Plans
 - Actions
 - Leaders
 - Coordinators
 - Responders
 - Communication
- Who
 - Evaluators
 - Operational Units

Overview: Evaluation

- How
 - Observation
 - Hotwash
 - Standards
 - Operational Outcomes
 - Timeline
 - Safety



Overview: Evaluation

- Where
- When
- Why
- OPSEC
- Coordination
- Compilation
- Interpretation

Overview: Exploitation

- Conflict Resolution
- Virtual Plan
- IOC Plan
- Delta Analysis
- Establishment of Standards
- Coordination with Senior Officials
- Revision of General Plan
- Revision of Agency Plans
- Retry



Principles

- Keep the science straight
- Realistically evaluate threats and assets
- Rationally develop specific plans
- Identify needs
 - Doctrine
 - Organization
 - Communications
 - Equipment
 - Training
- Philosophy is OK. . .But
- Speak with one voice



Command and Control

- Three Tyrannies
 - Time
 - Communications
 - Logistics
- Authority
 - Legality & Jurisdiction



COMMANDER IN CHIEF AT THE
COMMAND POST 2001 FDNY
PHOTO UNIT



PARAMEDIC & DOCTOR 2001
FDNY PHOTO UNIT

Command and Control

- Leadership
 - Realistic practical planning
 - Capability of execution
 - Concepts of Operation
 - Manning
 - Equipment
 - Training
- Practice, Evaluation & Process Improvement

Command and Control

- Accountability
 - Who
 - Doing What
 - For Which Population
 - With What Assets
 - For How Long



STILL STANDING WITH OUR SPIRITS
2001 FDNY PHOTO UNIT

Command and Control

- Integrity
 - Begin with the end in mind
 - Realistic evaluation of capability
 - Reporting to established authorities
- Credibility
 - Channeled into effective community action

Planning

- Authority
- Doctrine
- Organization
- Players
 - Goals
 - Assets
- Design
 - Purpose
 - Scope
 - Resources
- Coordination



Authority Federal Agencies

- Department of Justice (DOJ)
 - Federal Bureau of Investigation (FBI) *
- Homeland Security
 - Federal Emergency Management Agency (FEMA) **
- Department of Defense (DOD)
- Department of Energy (DOE)

Authority Federal Agencies

- Department of Health and Human Services (DHHS)
 - * Lead Agency for Crisis Management
 - ** Lead Agency for Consequence Management

Authority State Agencies

- Office of the Governor
- National Guard, Adjutant General
- Department of Health
- Emergency Management
- Public Safety/State Police
- Homeland Security
- Agriculture
- Transportation
- Marine
- Wildlife and Conservation



Authority Local Agencies

- County
- City
- Township
- Village
- Port
- Tribe
- Special Jurisdiction



Hospital Players

- Biloxi Local NDMS Hospitals
- Mobile Local NDMS Hospitals
- New Orleans NDMS Hospitals
- Hattiesburg NDMS Hospitals
- Pensacola NDMS Hospitals
- Jackson NDMS Hospitals
- Houston NDMS Hospitals
- Little Rock NDMS Hospitals
- Oklahoma City NDMS Hospitals
- Shreveport NDMS Hospitals

Initial Responders

- MS Gulf Coast
 - Law Enforcement
 - Fire/Rescue
 - EMS
 - Emergency Management
- MS Area Regional Response Teams
- USAF & VA Federal Coordinating Centers (FCCs)
- City/County/Parish Emergency Operations Centers (EOCs) in involved exercise areas, Keesler AFB and SCVAHCN-VISN 16

VA Players

- S. Central VA Health Care Network-VISN 16
- VA Gulf Coast Veterans HCS – Biloxi, MS
- Michael E. DeBakley - VAMC Houston, TX
- VA Medical Center - New Orleans, LA
- Central Arkansas System, Little Rock, AR

VA Players

- G.V. Montgomery VAMC
Jackson, MS
- VA Medical Center
Oklahoma City, OK
- Overton Brooks VAMC
Shreveport, LA

Uniformed Services

- 81 Training Wing, Keesler AFB, MS
- Keesler Medical Center (USAF)
- 403 Wing (USAFR)
 - 53 Weather Recon Squadron
(Hurricane Hunters)
 - 815 Airlift Squadron
(Flying Jennies)
- Hurlburt Field, FL

Uniformed Services

- USCG New Orleans, LA
- USCG Mobile, AL
- USA Ft. Rucker, AL
- USN Navy Pensacola, FL
- NASA-Ellington Field, TX
- Little Rock AFB, AR
- Eglin AFB, FL

State Players

- MS Department of Health (MSDH)
- MS Emergency Mgt. Agency (MEMA)
- AL State Department of Health
- AL Emergency Mgt. Agency
- AR State Department of Health
- AR Emergency Mgt. Agency

State Players

- LA Dept. of Health and Hosp.
- LA Emergency Mgt. Agency
- FL State Department of Health
- FL Escambia County Emergency
Services

DECON Unit Players MS Gulf Coast

- MS Department of Health - DECON
- Singing River Hospital –
Pascagoula, MS
- Gulfport Memorial Hospital,
Gulfport, MS
- Hancock Medical Center, Bay St.
Louis, MS

DECON Unit Players MS Gulf Coast

- Garden Park Medical Center, Gulfport, MS
- USAF Keesler Medical Center
- South MS 6-County Region Response Team
(Biloxi and Gulfport Fire Department Decon Units)

Community Participants

- MS Six Southern Counties Regional Response Team
George County, MS -
Hancock County, MS -
Harrison County, MS -
Jackson County, MS -
Pearl River County, MS -
Stone County, MS
- Forrest County, MS
- Hines County, MS

Community Participants

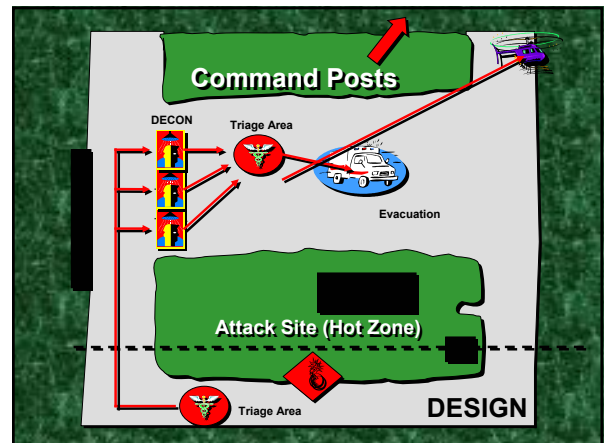
- Escambia County Public Safety
- City of New Orleans and Orleans Parish, LA
- City of Mobile and Mobile County, AL
- City of Pensacola and Escambia County, FL
- City of Houston and Harris County, TX
- City of Little Rock and Pulaski/Faulkner Counties, AR
- City of Shreveport and Caddo Parish, LA

Other Players

- Department of Homeland Security
 - FEMA
 - National Disaster Medical System (NDMS)
 - USCG
- US Public Health Service (PHS), DHHS
- SE Regional Medical Cmd, Ft. Gordon

Other Players

- AL 3 DMAT (Duty at Gulfport and Mobile)
- FL 1 DMAT (Duty at Pensacola)
- TX 1 DMAT (Duty at Houston)
- AR 1 DMAT (Duty at Little Rock)
- Salvation Army and Red Cross



Flying Activities Rotary Wing



• GPT-NEW ORLEANS	70	Day 2
• GPT-MOB	70	Day 2
• GPT-HATTIESBURG	<u>18</u>	Day 2
	158	

Day 2 = May 11, 2004

Flying Activities Fixed Wing



• GPT-PENSACOLA		
• DAY	50	Day 3
• NIGHT	50	Day 2
• GPT-JACKSON	80	Day 3
• GPT-NEW ORLEANS	40	Day 3
• GPT-MOBILE NIGHT	40	Day 2
• GPT-HOUSTON	45	Day 3, AM

Flying Activities Fixed Wing

• GPT-Little Rock	45	Day 3, AM
• HOUSTON-SHREVEPORT	45	Day 3, PM
• LITTLE ROCK-OK CITY	45	Day 3, PM
	Total Patients 440	

Day 2 = May 11, 2004

Day 3 = May 12, 2004

Patients = 90

Patients = 350

Flying Activities Locations



COORDINATION

Total Patients

• GULFPORT- Above Sites	508
• HOUSTON to Shreveport	45
• LITTLE ROCK to OKC	45
• HUNTER AAF to Ft. Gordon, GA	100
• BUSH FIELD to Ft. Jackson, SC	<u>100</u>
Total Patients to be moved by air	798
for Lifesaver 2004 (rotary/fixed)	

Schedule

Monday, May 10, 2004

(Day 1- Pre-Event/position)

- Intelligence Input & Alert Status
- Mobile Exercise
- Build up of Forces

Tuesday, May 11, 2004 (Day 2)

- 0900 Exercise Start
- Event-response-decon-triage-air and ground patient movement (CCP, Hospitals & REP)

Schedule

Wednesday, May 12, 2004 (Day 3)

- Patient Movement REP to NDMS Sites

Thursday, May 13, 2004 (Day 4)

- SE AMEDD Patient Movement
Hunter AAF, GA-Bush Field, GA-Columbia, SC

Execution

- Scenario
- Intelligence
- Communications
- Personnel
 - Exercise Cadre
 - Operational Units
 - Observers



Execution

- Public Affairs
- Follow Through
 - Reimbursement
 - Recognition

Attack Sites

- GULFPORT
- HOUSTON
- LITTLE ROCK
- MOBILE

Intelligence

- FLASH TRAFFIC:
- Al Qaida operation underway to attack Gulf coast ports and targets in the South Central US.
- Source: friendly intelligence services moving against a third world vendor of chemical weapons.

Intelligence

- FLASH TRAFFIC:
- Chemical weapons, probably containing nerve agent, were delivered several weeks ago to smuggler vessels off the coast of Central America.
- Al Qaida elements are receiving cooperation from organized crime drug smugglers.
- Operation is in the execution phase, attack is imminent.

Scenario

- At 0900 Tuesday, May 11, 2004, through the 911 network, Gulfport Police and Fire receive a report that a large explosion has occurred at a shipyard complex on Cowan-Lorraine Road where a company picnic is underway including a live band.

Scenario

- Large explosion in main band area.
- The roof has collapsed and buildings are on fire.
- The company has several thousand employees and family members who were expected to attend.
- Weather forecast is for continuation of present conditions. Partly cloudy 75 degrees humidity 90% wind southwest at 10 mph.

Scenario

- Delivery truck crashed through the crowd in front of the band stand and detonated in a huge explosion.
- Fire Chief estimates 500-600 individuals in and around the site at the time of attack.
- Hundreds of dead and wounded.
- Trouble seeing and breathing.
- Convulsions.
- Fire Chief concerned about chemical weapon or poison.

Scenario

- Fire Chief declares major disaster.
- Establishes Unified Command.
- Requests additional emergency fire units, police units in the surrounding area & assistance from County EMA, MSDH, MEMA.
- Requests mutual support from local agencies and local federal entities.

Scenario

- Positioning responders and evacuating persons in the area to an upwind position
- Cordon Established
- Businesses in area evacuated. "We need to get those people out of there."

Scenario

- Incident commander notes that the event site is just north of the intercoastal seaway and that water contamination could occur.
- Ambulances must be supplemented by buses and other vehicles of opportunity to move patients to CCPs, hospitals, and REP if required.
- The county work farm and prison are nearby.

Scenario

- Unified commander requests sensors for detection of chemical agents.
- Requests estimates on plume size.
- Requests Keesler AFB and the Gulfport CB Base to provide assistance.
- Directs law enforcement to evacuate personnel 1 mile downwind.
- Directs local business to shut down their HVAC system and evacuate as possible.

Scenario

- Hot zone established and mobile decontamination units established upwind.
- Unified Commander requests urgent evacuation of 250 patients, 150 which have surgical injuries.

Scenario

- CCP established upwind of decon units and casualty evacuation site established at Gulfport Airport-ANG site.
- Patients to be transported by ambulance and vehicles of opportunity.

Scenario

- Rotary Wing assets evacuate;
 - 70 Patients to New Orleans Superdome Helicopter Landing Site
 - 70 Patients to Mobile Regional Airport
 - 18 patients to Hattiesburg – two helicopter LZ at Forest General Hospital
- Movement to occur that day, Tuesday, May 11th

Scenario

- At patient arrival areas, FCC will regulate patients to local NDMS hospitals.
- Ground and local rotary air transportation will be provided from airhead to receiving hospital by exercise participants.

Scenario

- Liquid SOMAN dispersed by explosive.
- Contaminated casualties left attack scene before cordon established.
- Victims crowded into the Garden Park Medical Center Emergency Room.
- ER grossly contaminated.
- Staff members contaminated and ill.

Scenario

- Local hospitals assist in care of decontaminated casualties.
- Receiving transfers from Garden Park, now out of action.
- Weeks before they can re-open.
- Unified Commander requests urgent NDMS assistance to move another 280 patients from the overwhelmed local hospital network.

Scenario

- FBI reports that two additional quasi-simultaneous attacks in Houston, TX, & Little Rock, Arkansas.
- NDMS requested to assist with casualty evacuations of patients.
- Little Rock AR requests the movement of 45 patients to Oklahoma City, OK.
- Houston, TX requests the movement of 45 patients to Shreveport, LA.

Execution

- Personnel
 - Exercise Cadre
 - Operational Units
 - Observers
- Selection
- Training
- Equipment
- Coordination
- Safety & support



Execution

- Public Affairs
 - Real World
 - Reporters
 - Releases
 - OPSEC
 - Exercise Play
 - Participation of Govt. Officials
 - JIC

Execution

- Public Relations -Visitors & Observers
 - Selection, Location, Identification, Safety

Execution: Follow Through

- Return of Personnel
- Return of Equipment
- Cleanup
- Damages
- Reimbursement
- Recognition
 - Authorities, Agencies and Participants
- Positive & Constructive Feedback

Evaluation & Exploitation



“What is history but a fantasy mutually agreed upon?” - Napoleon I

Evaluation

- What
 - Plans
 - Actions
 - Leaders
 - Coordinators
 - Responders
 - Communication
- Who
 - Evaluators
 - Operational Units



Evaluation

- How
 - Observation
 - Hotwash
 - Standards
 - Operational Outcomes
 - Timeline
 - Safety
- Where
 - When
 - Why
 - OPSEC
 - Coordination
 - Compilation
 - Interpretation

Focus Areas

- Initial Response
 - Fire and Police Initial Response
 - Cordon Establishment and Maintenance
- DECON
 - Hazardous Chemical Identification and Procedures
 - Patient and Responder DECON

Focus Areas

- Exercise Support
 - Site Layout
 - Exercise Process
 - Public Affairs



Focus Areas

- Command, Control and Communications
 - Command and Control
 - Communications
 - EOC Operations
 - Transition to Investigative Activities



Focus Areas

- Patient Management and Movement
 - Hot Zone Retrieval, Triage and Treatment
 - Cold Zone Triage and Treatment
 - FCC
 - PRA Gulfport and Keesler
 - PRA – Other Sites
 - SERMC



Initial Response



- A. FIRE/POLICE INITIAL RESPONSE
 - Identification of a Hot Zone
 - Procedures for Hot Zone entry and operations
 - Secondary devices

Initial Response

- B. CORDON ESTABLISHMENT and MAINTENANCE
 - Mounted units for cordon
 - Hot Zone crowd control
 - Barriers
 - Communication
 - PPE



DECON



- C. HAZARDOUS CHEMICAL IDENTIFICATION and PROCEDURES
 - The Unknown
 - Standard procedures for identification of hazardous material
 - Standard procedures for PPE

DECON

- D. PATIENT and RESPONDER DECON
 - Standardized DECON procedures
 - Management of rinse water
 - Assessing effectiveness of DECON
 - Personal effects and evidence
 - Monitoring of workers in PPE

DECON

- D. PATIENT and RESPONDER DECON
 - DECON throughput appropriate to needs for patient survival
 - Crowd control at DECON stations
 - Adequacy of DECON supplies
 - DECON of PPE and other equipment

Exercise Support

- E. SITE LAYOUT
 - Ingress, egress, waiting and loading areas
 - Model templates for field operations
 - Location and setup of DECON stations
 - Upwind/downwind

Exercise Support

- F. EXERCISE PROCESS
 - Exercise management control cell
 - “Victim support”
 - Structured preparation process
 - Federal, state and local participation
 - Early identification and participation of players

Exercise Support

- F. EXERCISE PROCESS
 - Clarification of player roles and commitments
 - Web site for planning and contact information
 - Budgeting
 - Activation of 81TRW CAT
 - Flying of non-military exercise participants

Exercise Support



- G. PUBLIC AFFAIRS
 - Exercise play (Joint Information Center)
 - Exercise coverage and support

Command, Control and Communications

- H. COMMAND and CONTROL
 - Additional training and utilization of ICS
 - Integration of “Command Posts”
 - Military liaison at Unified Command
 - Military liaison at Operations Section
 - Military liaison at EOC
 - Identifying clothing (vests, armbands)

Command, Control and Communications



- I. COMMUNICATIONS
 - Coordination of radio frequencies
 - Compatibility of equipment
 - Communications Working Group

Command, Control and Communications

- J. EOC OPERATIONS
 - Military liaison at EOC
 - National Guard representation
 - Communication with FCC
 - Participation of elected officials
 - Separate medical functions
 - Public health
 - Patient management

Command, Control and Communications

- K. TRANSITION TO INVESTIGATIVE ACTIVITIES
 - Handling of evidence
 - Decontamination
 - Identification with victim
 - Management of persons of interest

Patient Management and Movement

- L. HOT ZONE RETRIEVAL, TRIAGE, and TREATMENT
 - Triage
 - Marking
 - Transport
 - CCP
 - Crowd Control
 - Hot Zone stabilization & triage team
 - Homeland Defense UTC



Patient Management and Movement

- M. COLD ZONE TRIAGE and TREATMENT
 - Triage and treatment team
 - Homeland Security UTC
 - Local stockpile of equipment and supplies
 - Standardized procedures
 - Patient regulation function
 - Continuum of patient assessment/care

Patient Management and Movement

- N. Federal Coordinating Center (FCC)
 - Coordination with military air assets
 - Realism of planning timelines
 - Transmission of patient data from REP to PRA
 - Compatibility of Mirror Force procedures

Patient Management and Movement

- Responsibility at PRA sites
 - Leadership
 - Training
 - Equipment
 - Procedures
- Use of safety equipment
- Standardized patient tracking system

Patient Management and Movement

- O. PRA GULFPORT and KEESLER
 - Coordination with NGOs
 - Salvation Army
 - Red Cross
 - Ground transportation of victims



Patient Management and Movement

- O. PRA GULFPORT and KEESLER
 - Coordination of DMAT responsibilities
 - Safety procedures
 - Vehicle safety procedures
 - Patient handling and movement

Patient Management and Movement

- P. PRA – OTHER SITES
 - Sufficient litter bearers
 - Patient tracking and patient admin. capability
 - AELT augmentation
 - Task-specific training of personnel
 - Equipment and supplies
 - Robust role for county EOCs

Patient Management and Movement



- Q. SERMC
 - Continued coordination with Southeast Regional Medical Command

Exploitation

- Conflict Resolution
- Virtual Plan
- IOC Plan
- Delta Analysis
- Focus on Outcomes
- Establishment of Standards
- Coordination with Senior Officials
- Revision of General Plan
- Revision of Agency Plans
- Retry



Validation and Coordination

- DOD
- VA
- MEMA
- MSDH
- AMR
- Police
- Fire
- County
 - Sheriff
 - Emergency Management



Senior Officer Coordination

- USAF
 - 81TRW
 - 2 AF
 - AETC
- DHS
 - USCG 8th District
- Adjutants General
 - MS
 - AL, AR, LA



Delta Analysis

- Virtual Plan
- IOC should be defined by casualty outcomes
 - Deliberate planning
 - Standards of care for consequence mgmt
 - Acceptance of costs and consequences by flag officers and elected officials

Delta Analysis

- Modifications to achieve IOC
 - Policy/Law
 - Funding
 - Manpower
 - Training
 - Equipment



Focus on Outcomes Medical Issues

- Preparation (primary prevention)
 - Planning
 - Facilities
 - People
 - Training
 - Equipment
 - Communications
- Public Education
- Community Contacts



NYFD MARINE UNIT
SKIPPER 2001 FDNY
PHOTO UNIT

Focus on Outcomes Medical Issues

- Control of disease/injury
 - Limit exposure
 - Individual protective measures
 - Mass protective measures
 - Evacuation
 - Quarantine
 - Early identification of population at risk

Focus on Outcomes Medical Issues

- Effective communication
 - Population at large
 - Population at risk
 - Emergency workers
- Decontamination
- Isolation as indicated
- Prompt prophylaxis
- Engineering

Focus on Outcomes Medical Issues

- Treatment of Victims
 - Surgical and Medical Emergencies
 - Specific threat-related care
 - External and Internal Decontamination
 - Antidote/Medical therapy
 - Isolation
 - Medical Evacuation

Focus on Outcomes Medical Issues

- Care of Refugees
- Continuing care of emergency workers
- Continuing care of population at large
 - Ongoing Care
 - Preventive Measures
 - Psychological Consequences

Standards

- Outcome oriented
- Realistic and achievable
- Endorsed/accepted by responsible authorities
- Identify shortfalls
- Focus resources and effort
- Prioritization of actions

Standards

- Minimize bad surprises
 - Leadership
 - Operators
 - Public
- Maintain credibility

Joint Planning

- CONOPS
- Regionalization
 - 4 State Region?
 - MS, AL, AR, LA
- Command & Control
 - Initial
 - Transition to unified command



Joint Planning

- Agency Responsibilities
 - Mutual support
 - Sustained response
 - NORTHCOM, DOJ, FEMA, HHS, DHS, etc.



Tabletop

- November 2004
- Identify Players, Resources & Goals
- Exercise Plan
- Exercise Planning Cell
- Exercise Operational Element
- Elected Official Participation



Initial Operational Capability

- Spring 2005
 - Explosive/Nerve Agent
- Need full portfolio of plans & capabilities
 - Chemical
 - Radiological
 - Biological



Additional Exercises

- LIFESAVER 2005
 - WMD scenario
 - May
 - Crisis management
 - DOJ/FBI field response
 - Consequence management
 - MEMA/MSDH/VA/DHS/NG
- Other state & local exercises



General Issues

- Authority
- Priorities
- Law/Policy
- Responsibility
- Intelligence
- Logistics
- Funding
- Technical Oversight
- Preparation
- Mutual Support

General Issues

- Follow-On Response
- Civil Order
- Crisis Management
- Consequence Management
- Command & Control
- Communications
- Coordination
- Personnel

General Issues

- Equipment
- Training
- Evaluation
- Integration of Officials
- Special Cadres
- Volunteers
- Public Information



DoD Unit Issues

- Mutual Support under Unified Command
 - Civilian commander
 - Define 81TRW role
 - Homeland Security UTCs
 - Stand up CAT to support local operations
 - Plan and train for ICS
 - Designate military liaisons

DoD Unit Issues

- Regional Response Planning and Preparation
 - Develop MOUs with local agencies
 - Participate in local/regional working groups
 - Communications
 - Field triage and transport



DoD Unit Issues

- Participate in local/regional response plan development
 - Responsible for specific actions IAW capabilities
- Participate in the development and acceptance of consequence management outcomes
- Assist with local stockpile of equipment and supplies



Summary

- Principles
- Command
- Planning
- Execution
- Evaluation
- Exploitation

“Plans are Nothing,
Planning is Everything.”
- Gen. George Patton



GEN GEORGE PATTON



Upcoming Programs

Lactation and Contraception
Wednesday, October 6, 2004
2:00-4:00 p.m. (Central Time)

State Employee Injury Compensation
Trust Fund
Thursday, October 14, 2004
9:30-11:30 a.m. (Central Time)

Upcoming Programs

Pandemic Influenza Issues and
Avian Influenza
Friday, October 15, 2004
9:00-11:00 a.m. (Central Time)

Alabama's Early Intervention System
Friday, October 29, 2004
10:00 a.m.-12:00 p.m. (Central Time)