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

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

Overview: Evaluation
- How
  - Observation
  - Hotwash
  - Standards
    - Operational Outcomes
    - Timeline
    - Safety

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

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

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

- 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 18  Day 2
- 158

Day 2 = May 11, 2004

**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 Locations**
- 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 100
- Total Patients 440

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

**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.

- **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.

- 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.

- 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.

- 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.

- 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.

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

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

• 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)

• 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

- 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

- 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

- 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

- 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

- 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

**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
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

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)

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)