

AD-751 095

DEVELOPMENT OF A COMPREHENSIVE EXERCISE
PROGRAM

Roger D. Gibbons

System Development Corporation

Prepared for:

Defense Civil Preparedness Agency

October 1972

DISTRIBUTED BY:

NTIS

National Technical Information Service
U. S. DEPARTMENT OF COMMERCE
5285 Port Royal Road, Springfield Va. 22151

AD 751095

TM-WD-5510

FINAL SUMMARY REPORT

DEVELOPMENT OF A COMPREHENSIVE EXERCISE PROGRAM

CONTRACT
DAHC20-71-C-0281
PHASE I W.U.4415A
PHASE II W.U.4432A

OCTOBER 1972

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SDC

SYSTEM DEVELOPMENT CORPORATION

UNCLASSIFIED

Security Classification

DOCUMENT CONTROL DATA - R & D

(Security classification of title, body of abstract and indexing annotation must be entered when the overall report is classified)

1. ORIGINATING ACTIVITY (Corporate author)

System Development Corporation
5827 Columbia Pike
Falls Church, Virginia 22041

2a. REPORT SECURITY CLASSIFICATION

UNCLASSIFIED

2b. GROUP

N/A

3. REPORT TITLE

FINAL SUMMARY REPORT: DEVELOPMENT OF A COMPREHENSIVE EXERCISE PROGRAM

4. DESCRIPTIVE NOTES (Type of report and inclusive dates)

Final Summary Report

5. AUTHOR(S) (First name, middle initial, last name)

Roger D. Gibbons

6. REPORT DATE

October 1972

7a. TOTAL NO. OF PAGES

28

7b. NO. OF REFS

8

8a. CONTRACT OR GRANT NO.

DAHC20-71-C-0281

b. PROJECT NO.

DCPA Work Units 4415A & 4432A

c.

d.

9a. ORIGINATOR'S REPORT NUMBER(S)

TM-WD-5510

9b. OTHER REPORT NO(S) (Any other numbers that may be assigned this report)

10. DISTRIBUTION STATEMENT

APPROVED FOR PUBLIC RELEASE: DISTRIBUTION UNLIMITED

11. SUPPLEMENTARY NOTES

12. SPONSORING MILITARY ACTIVITY

Defense Civil Preparedness Agency
Washington, D.C. 20301

13. ABSTRACT

This summary outlines the development of an emergency readiness program consisting of methods for surveying and improving local government operational readiness through a program of on-site assistance. It discusses the need for a comprehensive exercise program and methods for determining local exercise requirements. Lesson plans and instructional aids developed for teaching courses in the on-site assistance process and in exercising local government emergency operations are also summarized.

IC

DD FORM 1473
1 NOV 65

REPLACES DD FORM 1473, 1 JAN 64, WHICH IS OBSOLETE FOR ARMY USE.

UNCLASSIFIED

Security Classification

14. KEY WORDS	LINK A		LINK B		LINK C	
	ROLE	WT	ROLE	WT	ROLE	WT
Emergency Readiness Program Surveying Operational Readiness Improving Operational Readiness On-Site Assistance Comprehensive Exercise Program Local Exercise Requirements Lesson Plans Instructional Aids On-Site Assistance Process Exercising Local Government Emergency Operations						
<i>Ib</i>						

TM-WD-5510

DETACHABLE SUMMARY

DEVELOPMENT OF A COMPREHENSIVE EXERCISE PROGRAM

By
Roger D. Gibbons

Prepared For
DEFENSE CIVIL PREPAREDNESS AGENCY
WASHINGTON, D.C. 20301

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II

DETACHABLE SUMMARY

The research effort described in this report was conducted in two phases. The objectives of Phase I were: (1) to develop a method for assessing local government exercising requirements; (2) to recommend a comprehensive program for exercising emergency operations at the state and local government levels; and (3) to develop exercising methods, techniques, and procedures required to conduct an exercise based upon a local government's existing emergency operations plan.

Data collected during the project, and the results of previous field experience, indicated that exercising requirements could be determined most accurately if the determination were based upon a survey of the local government's current capability to conduct disaster operations. The study also pointed out that an exercise program should be designed as part of an overall program to develop local emergency operating capability. Twenty-one recommendations were made concerning the objectives, content, and administration of such a program. The recommended program is based on the concept of providing on-site assistance to local governments that is tailored to the specific needs of that government; these needs having first been determined by an on-site survey of current capabilities with respect to possible threats.

Exercises were designed and conducted in Winston-Salem, North Carolina, and Great Falls, Montana, for the purpose of developing and refining exercising methods, techniques, and procedures. The need for flexibility in exercise design, preparation, and conduct, when basing the exercise on local plans and local capabilities, is stressed in the guidance. The importance of local government support, pre-exercise training, facility

preparation, and an appropriate simulation model, is discussed; effective approaches, outlines, schedules, and formats are presented.

The objective of Phase II was to develop prototype course material for training civil defense personnel in providing assistance to state and local governments in developing and exercising their emergency operations capability. Lesson plans and instructional aids were developed for two courses--one entitled, "On-Site Assistance"; the other, "Exercising In The Local Community." A textbook was also developed describing the On-Site Assistance Program and providing detailed explanations of the community readiness survey, the resulting action plan, likely follow-up activities, and the identification of exercise requirements.

Following is a list of the working papers delivered to DCPA during the course of this contract. These working papers are not included as part of this final report.

- (1) Development of A Comprehensive Exercise Program: Part 1 - Program Definition, 4 June 1971, 58 pages
- (2) Development of A Comprehensive Exercise Program: Part 2 - Prototype Exercising Methods, Techniques, and Procedures, 4 June 1971, 28 pages
- (3) Developing Civil Defense In The Local Community, September 1971, 28 pages
- (4) EOSt In Perspective, 5 November 1971, 4 pages
- (5) A Guide For Appraising and Developing Community Readiness, 10 April 1972, 91 pages
- (6) A Comprehensive Approach To Operational Readiness Assistance (Lesson Plans), 10 April 1972, 45 pages
- (7) Exercising In the Local Community (Lesson Plans), 10 April 1972, 57 pages; revised August 1972, 114 pages
- (8) Instructional Aids, 10 April 1972, 117 pages

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FINAL SUMMARY REPORT

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INTRODUCTION

Contract DAHC20-71-C-0281 was awarded to the System Development Corporation (SDC) in February 1971. The objective of this contract was to define a comprehensive exercise program for state and local government emergency operations, and to perform certain initial developmental tasks. Work was completed on the first phase of this contract in June 1971 and a working paper containing 21 recommendations and outlining a new approach toward developing and maintaining emergency readiness at the state and local levels was submitted to the Defense Civil Preparedness Agency. Although the importance of exercising was stressed, it was viewed as an integral part of a bigger program concerning a jurisdiction's total capability to conduct emergency operations. This was the inception of the On-Site Assistance Program. In addition, local government exercising methods, techniques, and procedures were developed and submitted to the Agency in a separate working paper.

The second phase of this contract began in July 1971 and was coordinated with work being performed concurrently by SDC (contract DAHC20-72-C-0173) directed toward providing on-the-job training to a limited number of DCPA regional staff members in the techniques of conducting local government surveys as part of the On-Site Assistance Program. The objective of the Phase II effort was to develop a prototype course designed to train several hundred regional and state civil defense personnel in the fundamentals of assisting local governments to increase and maintain their emergency operating capabilities.

This final summary report presents background information supporting each phase of the contract and briefly describes the scope, method of approach, and the results of both phases of the total effort. The working papers produced under this contract will be described and referenced in this final summary but are not included as part of this report. A list of these working papers may be found on page 28.

A description of the activities and findings of each phase is presented separately followed by a brief report on the impact the project has had on the overall civil defense program.

The work described herein was performed by SDC's Public Safety and Civil Systems Department, Public Systems Division. General project management was provided by John J. Mecozzi, Director of Projects. Project performance was under the direct supervision of Roger D. Gibbons, Project Leader. Members of the project team were:

Jack D. Richardson
David L. Hunter
Edward M. Meyer
Howard R. Flint
Richard W. Brown

The members of the project team express their appreciation for the guidance provided by James W. Kerr, Staff Director, Support Systems Research Division, and William K. Chipman, Deputy Assistant Director, Plans, who served as DCPA's contracting officer's technical representatives throughout both phases of the project.

PHASE I
PROGRAM DEFINITION AND INITIAL DEVELOPMENT

BACKGROUND

Assisting state and local governments develop their emergency operating capabilities has been the underlying mission of all federal civil defense organizations since the passage of the Federal Civil Defense Act of 1950 through the present time. Consistent with the fulfillment of this mission, there has been continuing interest in emergency operations exercising and exercise programs. Probably the most effective of these programs, and the program having the greatest impact on local emergency operations, has been the emergency operations simulation (EOS) program.

The EOS program has evolved in recent years to meet a variety of local exercising needs. However, in its purest form, as ECS exercise is best-suited for the purpose it was designed--to motivate local officials by demonstrating one method of conducting emergency operations from a central facility.

While appreciating the value of the EOS program, DCPA has also recognized the need for a broader-scope program offering additional types of exercises. Such exercises would be designed to assist state and local governments develop and maintain specific aspects of their total emergency capability, and would enable them to exercise their own operating methods and procedures rather than providing the participants only a role playing experience as in a demonstration exercise. Realizing this need, DCPA prepared a scope of work statement outlining a research project to investigate the magnitude of the need and to recommend a prototype program to meet this need.

SCOPE OF WORK

The scope of work for Phase I, Program Definition and Initial Development, stated that the contract effort should result in:

- (a) a recommended state and local exercise program that could be tailored to meet the specific needs of individual jurisdictions;
- (b) the development of a method for assessing local government exercising requirements; and
- (c) the development of exercising methods, techniques, and procedures required to conduct an exercise based upon a local government's existing emergency operations plan.

While these specific tasks formed the basis of all subsequent contract activities, the overall objective of the project, as described in the general statement of work, was to develop a program that would, ". . . enable state and local governments to achieve suitable emergency operational capability."

Exercising was first considered as the most likely vehicle for attaining this objective. However, further consideration of other methods and techniques, and the use of exercising as an integral part of a more comprehensive program for developing local operational capability, indicated that a program offering in-depth developmental assistance as well as aid in exercising would be a more balanced program and would have a greater probability of producing lasting results. The original scope of work was sufficiently broad to allow this approach to the basic problem of developing local emergency operational capability without requiring contract modification.

METHOD OF APPROACH

An attempt to involve state and local civil defense personnel in defining the comprehensive exercise program was basic to the research approach. Two states were selected by DCPA to serve as sources for the collection of field data at both the state and local government levels. A local government within each state was then selected by the State Civil Defense Director to participate in the development and verification of the exercising methods, techniques, and procedures. The states and the respective local governments selected were North Carolina, Winston-Salem; and Montana, Great Falls.

The project activities in North Carolina began with a meeting of the project team and the North Carolina State Civil Defense Director and Assistant Director. The purpose of this meeting was to discuss the research objectives and approach, and to ensure that the project purpose, activities, schedule, and the involvement required of state and local personnel, were understood by the State Director. A second briefing was held for the state civil defense staff to present a detailed description of the project and to discuss the type of data to be collected. After eliciting responses from the group, individual interviews were conducted with key state civil defense staff members to gather their ideas, opinions, requirements, and concerns regarding the development of a comprehensive state and local exercise program. Similar individual interviews were conducted with appropriate staff members of five North Carolina state agencies after a detailed briefing and discussion session had been held for representatives from seventeen state agencies.

The final data collection activity at the state level was the exercise program conference attended by the State CD Director, five state civil defense staff members, four state-area coordinators, and eight local

civil defense directors. The purpose of this conference was to explain the objectives of the project to the intended beneficiaries of the exercise program, and to obtain from them their desires and expectations of the program.

Local data collection within Winston-Salem was directed toward the development of a method for determining local government exercise requirements, and the development of prototype exercising methods, techniques, and procedures required to conduct an exercise based upon a local government's existing emergency operations plan.

The project activities conducted in Montana paralleled those described above for North Carolina. An initial briefing was given to the State Civil Defense Director and his staff outlining the project objectives and schedule of activities. Individual interviews were then conducted with representatives of 12 state agencies to determine their requirements and thoughts concerning the development of an exercise program. Fifteen local civil defense directors from Montana were also interviewed in an attempt to determine their individual needs for an exercise program and the type of assistance they would like to see provided by the program.

Data collection efforts within Great Falls, Montana, as in Winston-Salem, North Carolina, were directed toward developing a method for determining local government exercise requirements, and toward the design and conduct of an exercise based upon a local government's existing emergency operations plan.

SUMMARY OF RESULTS

The initial field work conducted in North Carolina and Montana substantiated data collected previously under other DCPA contracts concerning programs for exercising local government emergency operations. The

points discussed below were recurrent throughout the study and were believed to have significant implications for the future development of a comprehensive exercise program.

Everyone who attended briefings or conferences concerning the proposed exercise program, or who was interviewed individually, indicated a belief in the need for a comprehensive exercise program. Periodic exercising is considered a valuable activity in the maintenance of operational readiness. However, it is difficult for most civil defense people to discuss exercising in terms of a comprehensive, nationwide program. When questioned about their thoughts concerning the objectives, content, and administration of such a program, their comments generally were applicable to the objectives, content, and administrator of a specific exercise. Even when discussing their requirements for specific types of exercises, their desires for a non-war exercise environment seemed to take precedence over what the exercises should accomplish.

Although the sample was small, all local directors participating in the study definitely preferred, or at least wanted the option of using, a natural disaster scenario as the basis for exercising. While all of the directors recognized the need for exercising in a simulated nuclear war environment, they stated that greater and more enthusiastic local support could be obtained if a more meaningful peacetime emergency situation formed the basis of the exercise.

Comments from local civil defense directors indicated that their desire for natural disaster or non-war disaster-based exercises, was an attempt to make their civil defense programs more relevant to the rest of local government. There is no question in the minds of most local government officials that the threat of nuclear war is less imminent than the threat of flood, tornado, earthquake, hurricane, or civil disorder, depending upon their geographical location and local situation. Although there are similarities in the conduct of emergency operations regardless of

the nature of the threat, the majority of local civil defense directors and other local government officials believed it to be more practical to exercise and train for the more imminent threat. They realize that there is a transference of training to all emergency operations regardless of the scenario; however, they prefer the peacetime disaster exercise environment and are satisfied that sufficient spin-off benefits will accrue to their nuclear war operations.

The observations expressed here indicate the difficulty encountered in obtaining specific exercise program requirements from the potential program users. The inability of state and local civil defense personnel to make specific program recommendations may have its basis in one of the following facts:

- (1) that the need for an exercise program is unquestioned, but has been given only superficial consideration;
- (2) that the types of exercises required to increase operational readiness are numerous; and
- (3) that specific exercise objectives, techniques, and procedures must be determined on an individual basis, and then only after consideration is given to the jurisdiction's existing state of operational readiness.

The research conducted during Phase I of this project indicated that a comprehensive exercise program should not be considered apart from the development of a program to assist state and local governments develop their overall capability to conduct effective emergency operations. In view of this finding, the remaining project effort was directed toward defining the content and outlining a method of administering a combined operational readiness and exercise program.

The working paper entitled, Development of A Comprehensive Exercise Program: Part 1 - Program Definition,* presents detailed discussions on the scope and objectives of the program, methodologies for assessing operational readiness and determining exercise requirements, and on program organization and administration. The final chapter of the paper contains four basic conclusions and 21 specific program recommendations which are quoted below without the accompanying explanations presented in the original working paper.

- CONCLUSION 1 A PROGRAM THAT WILL PROVIDE EXERCISING ASSISTANCE
 TO STATE AND LOCAL GOVERNMENTS IS NEEDED AND WANTED.
- CONCLUSION 2 HOW-TO-DO-IT GUIDANCE AND EXERCISE "PACKAGES" HAVE
 LIMITED APPEAL AT THE STATE AND LOCAL LEVEL.
- CONCLUSION 3 A PROGRAM THAT DOES NOT PROVIDE ASSISTANCE IN NATURAL
 DISASTER EXERCISING WILL NOT BE FULLY RESPONSIVE TO
 THE DESIRES OF MANY STATE AND LOCAL GOVERNMENT OFFICIALS.
- CONCLUSION 4 THE TASK OF DEVELOPING OPERATIONAL READINESS CANNOT BE
 ACCOMPLISHED BY A PROGRAM THAT PROVIDES ONLY EXERCISING
 ASSISTANCE.

* This working paper has been published and distributed internally by DCPA under the same title.

- RECOMMENDATION 1
SCOPE THE PROGRAM SHOULD BE DIRECTED TOWARD STATE AND LOCAL CIVIL DEFENSE ORGANIZATIONS NATIONWIDE, REGARDLESS OF THEIR SIZE OR CURRENT READINESS.
- RECOMMENDATION 2
OBJECTIVE THE OBJECTIVE OF THE PROGRAM SHOULD BE TO PROVIDE STATE AND LOCAL GOVERNMENTS THE ASSISTANCE THEY REQUIRE TO DEVELOP AND MAINTAIN EMERGENCY OPERATIONAL READINESS.
- RECOMMENDATION 3
PROGRAM NAME THE TITLE OF THE PROGRAM SHOULD CONTAIN THE WORD "EXERCISE" OR "EXERCISING" AND SHOULD AVOID THE USE OF THE WORD "ASSISTANCE" IN CONJUNCTION WITH OPERATIONAL READINESS.
- RECOMMENDATION 4
APPROACH THE BASIC APPROACH TOWARD ACHIEVING THE PROGRAM OBJECTIVE SHOULD BE TO MAKE AVAILABLE TRAINED PERSONNEL WHO CAN PROVIDE, ON-SITE, WHATEVER ASSISTANCE IS REQUIRED.
- RECOMMENDATION 5
APPROACH INITIAL ON-SITE ASSISTANCE SHOULD BE PROVIDED ONLY AT THE REQUEST OF A STATE OR LOCAL CIVIL DEFENSE DIRECTOR; FOLLOW-UP VISITS SHOULD BE PERIODIC AND ASSISTANCE AVAILABLE AS REQUIRED.
- RECOMMENDATION 6
APPROACH WORD-OF-MOUTH, STATE CIVIL DEFENSE NEWSLETTER AND USCDC REPORTS OF ACTUAL BENEFITS OBTAINED FROM THE PROGRAM, SHOULD BE THE PRIMARY MEANS OF EXPANDING PROGRAM PARTICIPATION.
- RECOMMENDATION 7
ASSESSMENT THE PROGRAM SHOULD PROVIDE A METHOD FOR ASSESSING WHAT ASSISTANCE IS REQUIRED.
- RECOMMENDATION 8
ASSISTANCE THE PROGRAM SHOULD PROVIDE ASSISTANCE TO CIVIL DEFENSE DIRECTORS IN OBTAINING LOCAL GOVERNMENT SUPPORT.

- RECOMMENDATION 9 THE PROGRAM SHOULD OFFER ASSISTANCE IN CONCEPT ASSISTANCE FORMULATION AND PLANNING.
- RECOMMENDATION 10 THE PROGRAM SHOULD PROVIDE ASSISTANCE IN DETERMINING ASSISTANCE AND FULFILLING PHYSICAL READINESS REQUIREMENTS.
- RECOMMENDATION 11 THE PROGRAM SHOULD PROVIDE ASSISTANCE IN DEVELOPING ASSISTANCE ORGANIZATIONAL AND PROCEDURAL READINESS.
- RECOMMENDATION 12 THE PROGRAM SHOULD PROVIDE ASSISTANCE IN CHECKING OUT ASSISTANCE ORGANIZATIONAL ASSIGNMENTS AND PROCEDURES AND IN FAMILIARIZING PERSONNEL WITH EMERGENCY OPERATIONS.
- RECOMMENDATION 13 THE PROGRAM SHOULD PROVIDE ASSISTANCE IN MAINTAINING, ASSISTANCE UPDATING, AND FURTHER DEVELOPING OPERATIONAL READINESS.
- RECOMMENDATION 14 PROGRAM CONTROL SHOULD BE RETAINED BY DCPA NATIONAL PROGRAM CONTROL HEADQUARTERS.
- RECOMMENDATION 15 THE DEFENSE CIVIL PREPAREDNESS AGENCY SHOULD CONSIDER CONTRACTOR THE USE OF CONTRACTOR ASSISTANCE IN THE IMPLEMENTATION ASSISTANCE OF THIS PROGRAM.
- RECOMMENDATION 16 THREE LEVELS OF ORGANIZATION WILL BE REQUIRED TO ORGANIZATION PROVIDE OVERALL PROGRAM DIRECTION AND MANAGEMENT, AND FUNCTION FIELD SUPERVISION, AND ON-SITE ASSISTANCE.
- RECOMMENDATION 17 A PROGRAM STAFF OF 34 SHOULD BE SELECTED AND STAFFING TRAINED DURING FY-72; ADDITIONAL STAFFING SHOULD BE BASED ON PROGRAM ACCEPTANCE AND AVAILABLE FUNDING.
- RECOMMENDATION 18 THE REDIRECTION OF EXISTING FUNDS SHOULD BE CONSIDERED FUNDING TO IMPLEMENT THIS PROGRAM IF NO OTHER ALTERNATIVE IS AVAILABLE.

- RECOMMENDATION 19
EVALUATION A METHOD FOR DETERMINING THE EFFECTIVENESS OF THE PROGRAM SHOULD BE DEVELOPED BEFORE OR SHORTLY AFTER THE PROGRAM IS IMPLEMENTED.
- RECOMMENDATION 20
PROGRAM
DEVELOPMENT FUTURE EFFORT SHOULD BE DIRECTED TOWARD DEVELOPING TRAINED PERSONNEL TO PROVIDE THE TYPE OF ASSISTANCE RECOMMENDED IN THIS REPORT.
- RECOMMENDATION 21
PROGRAM
DEVELOPMENT THE DEFENSE CIVIL PREPAREDNESS AGENCY SHOULD CONSIDER THE NEED FOR DEVELOPING POLICY GUIDANCE, AN IMPLEMENTATION PLAN, AND THE DETAILED ADMINISTRATIVE PROCEDURES NECESSARY TO SUPPORT THE RECOMMENDED PROGRAM.

A second working paper, Development of A Comprehensive Exercise Program: Part 2 - Prototype Exercising Methods, Techniques, and Procedures, describes the steps necessary to design and conduct an exercise based upon a local government's existing emergency operations plan. The paper discusses the need for flexibility on the part of the exercise designer in meeting the real needs of the local government, and suggests ways of ensuring the active participation of local officials. Chapters on training exercise participants and preparing the physical facility, and on designing a realistic simulation model are also included. Analysis of the exercise through the use of group debriefings and individual critique forms is discussed as a method of identifying areas requiring follow-up action.

In this working paper it is concluded that the task of exercising a local government's existing emergency operations capability often involves more than simply exercise design, preparation, and conduct. The exercise team is likely to encounter the additional tasks of gaining official support, designing displays, writing procedures, developing forms, and familiarizing assigned personnel with the operating process. The paper indicates the

range of these tasks, attempts to heighten the awareness of the exercise team to potential problem areas, and suggests methods, techniques, and procedures for the conduct of an effective local government emergency operations exercise.

PHASE II
FINAL PROGRAM DEVELOPMENT AND DOCUMENTATION

BACKGROUND

The basic recommendations resulting from the Phase I research effort began to be reflected in the redirection of DCPA programs by mid-1971. The On-Site Assistance Program, which emphasized developing as well as exercising local emergency operating capability, became a priority-one activity throughout DCPA for fiscal year 1972. Regional staffs received initial briefings concerning the program and its implementation, and the first local on-site assistance projects were begun during the latter part of 1971.

While the objectives of the On-Site Assistance Program did not reflect a change in DCPA's mission or policy, the methods and techniques of achieving these objectives represented a redirection of the agency's approach to providing assistance to local governments. The potential manpower requirements of the program dictated that a majority of the DCPA regional personnel, as well as members of the state civil defense staffs, become familiar with the methods and techniques of the new program. Realizing that the success of the On-Site Assistance Program depended heavily upon the availability of trained personnel in the field, DCPA allowed SDC to proceed on the Phase II research effort on 30 July 1971.

SCOPE OF WORK

Phase II of the contract was directed toward the development of a prototype training course designed to familiarize civil defense field personnel

with the methods, techniques, and procedures of the On-Site Assistance Program. Both developing and exercising local emergency operations capability were to be stressed. The specific tasks stated in the scope of work were as follows.

- (a) Identification of the subject areas to be covered in a course designed to train personnel in providing assistance to state and local governments in developing and exercising their emergency operations capability, assuming the personnel are experienced in civil defense operations.
- (b) Development of the methods, techniques, and procedures required to provide this assistance, not previously developed in Phase I.
- (c) Development of a prototype course outline, including tentative lesson plans.
- (d) Development of prototype instructor guidance and student training material necessary to support the individual lesson plans.
- (d) Recommendation of additional courses of instruction required, assuming the personnel are unfamiliar with civil defense operations.
- (f) Conducting a prototype course for the purpose of demonstrating the course content and instructional techniques developed.

In May 1972 the scope of work was amended by the addition of the following task.

- (g) After modifying the course material to incorporate the recommendations resulting from Item (f) above, conduct a workshop for the purpose of training 25-30 DCPA national

and regional personnel in the steps and techniques of providing on-site readiness assistance to local governments.

METHOD OF APPROACH

The tasks outlined in the scope of work dealt with two substantially different though related subject areas--developing and exercising the capability of local governments to conduct emergency operations. While exercising could be thought of as simply one method of developing emergency operations capability, the quantity of material to be covered on the subjects of exercise design, preparation, conduct, and debriefing, appeared to warrant a separate course. Also, the On-Site Assistance Program was still in its formative stages and initial field experiences indicated that the breadth and depth of the program required field personnel with special skills in other areas in addition to exercising. For these reasons, the approach taken was to consider the scope of work statements in light of their impact on each of two courses--one designed to teach the methods and techniques pertinent to the conduct of an on-site assistance project; the other focusing on local government emergency operations exercising.

Data and experience gained from performance under contract DAHC20-72-C-0173, Local Operations Readiness Assistance, was used as a basis for developing the on-site assistance course, as were the results from Phase I of this contract. A working paper entitled, "Developing Civil Defense In the Local Community", was prepared and made available to all DCPA regions. This paper described various methods and techniques that could be used to determine a community's existing emergency operating capability, and to identify what could be done to improve it.

The final course material reflected many man-years of field experience on the part of DCPA regional personnel, state and local civil defense

personnel, and SDC staff members. Data were collected from all eight DCPA regions concerning their interpretation of, and experiences in implementing, the On-Site Assistance Program. Detailed lesson plans and instructional aids were then developed based upon this collective field experience. A four-day prototype course was conducted at which time the material was reviewed by a group of representatives from the DCPA national and regional offices, state and local civil defense organizations, and the OEP national office.

Lesson plans and instructional aids for the local exercising course were developed concurrently with the material for the on-site assistance course. The methods, techniques, and procedures used in the local exercises conducted under Phase I of this contract served as the basis for developing a course outline and draft lesson plans which were reviewed by the contracting officer's technical representatives. The results of previous contract work concerning local government emergency operations exercising was reviewed and incorporated as appropriate into the final course lesson plans and instructional aids. These lesson plans and supporting materials were also reviewed during the four-day prototype course mentioned above.

SUMMARY OF RESULTS

The Phase II effort resulted in the development of lesson plans and supporting materials for two separate courses--one in the methods and techniques of providing on-site assistance; the other in exercising emergency operations in the local community. The materials developed are contained in the following publications.

(1) On-Site Assistance--A Guide for Surveying And Developing Community Readiness, MP 63, Defense Civil Preparedness Agency, May 1972, (55 pages)

This prototype manual was written as an aid to the instructor of on-site assistance. It can be used by the instructor to supplement the lesson plans and may also be provided to the students as a course textbook. The manual gives detailed guidance in the following areas:

CHAPTER ONE (INTRODUCTION)

Purpose of the Guide

Is There a Need for On-site Operational Readiness Assistance?

The Scope of On-site Assistance

CHAPTER TWO (THE COMMUNITY READINESS SURVEY)

Definition and Purpose of the Community Readiness Survey

Why the Readiness Survey Method?

Advance Preparations

The Preliminary Visit to the Community

Initiating the On-site Readiness Survey Activities

Interviews and Direct Observations

Interviewing Hints

The Interview Questions

The Survey Summary and Recommendations

A Summary of Activities Presented Thus Far

CHAPTER THREE (THE ACTION PLAN)

The Purpose of the Action Plan

Local Factors to Consider

Persons Involved in Preparing the Action Plan

Determining Operational Readiness Improvement Priorities

Preparing the Action Plan

Planning Schedule and Activity Checklist

CHAPTER FOUR (FOLLOW-UP)

Preparation for Follow-up Assistance

Types of Assistance Likely to be Requested

Detailed Hazard Analysis

Emergency Planning
Financial Assistance
Hardware Assessment, Procurement and Modification
EOC Software Development
Public Relations
Use of Experts

CHAPTER FIVE (IDENTIFYING EXERCISE REQUIREMENTS)

Introduction
Determining the Proper Exercise for the Community
EOST in Perspective
A Training and Exercise Spectrum
Translating the Survey Summary

CHAPTER SIX (SUMMARY)

(2) On-Site Assistance--A Guide for Surveying And Developing
Community Readiness (Appendices), MP 63-1, Defense Civil
Preparedness Agency, May 1972, (98 pages)

This document contains illustrative examples and sample of questions, forms, schedules, and plans described in MP 63. The appendices included are:

Appendix A (Sample Preliminary Hazard Analysis)
Appendix B (Detailed Interview Questions)
Appendix C (Survey Summary Format)
Appendix D (Sample Emergency Operational Readiness Summary and
Recommendations)
Appendix E (Sample Action Plan)
Appendix F (Sample On-Site Assistance Planning Schedule and Activity
Checklist)

(3) On-Site Assistance--A Guide For Surveying And Developing Community Readiness (Lesson Plans), MP 63-2, Defense Civil Preparedness Agency, May 1972, (76 pages)

This document contains individual lesson plans for each segment of the on-site assistance course. Charts and hand-out material that can be used to emphasize various points in the course are also included. Lesson plans are provided for each of the following subject areas:

- I Introduction to On-Site Assistance
- II The Community Readiness Survey Method
- III The Action Plan
- IV Follow-up Assistance
- V Identifying Training and Exercise Requirements
- VI Summary

(4) Exercising In the Local Community (Lesson Plans), TM-WD-5509, System Development Corporation, August 1972, (114 pages)

This volume provides a complete set of lesson plans and instructional aids for teaching a course in emergency operations exercising for a local community. It discusses various types of exercises that could be conducted to meet specific local government needs. A method for determining these needs is also presented. The course focuses on the planning, design, preparation, conduct, and debriefing phases of an exercise involving all emergency operations functions commonly found in a local jurisdiction. Lesson plans and supporting material are provided for the following course segments:

- I Course Introduction
- II The Community Readiness Survey
- III Introduction To Exercises
- IV Simulation Functions

- V Exercise Planning And Design
- VI Exercise Preparation
- VII Data Collection, Analysis and Debriefing
- VIII Exercise Workshop

Together, the contents of the four volumes described above provide the material needed to teach comprehensive courses both in understanding and implementing the On-Site Assistance Program, and in local community exercising. The material presented in both courses assumes that the students have a background in civil defense operations. If the On-Site Assistance Program is to be accelerated, it may become necessary to acquire and train field personnel from outside the civil defense family. One question that must be considered, as stated in the contract scope of work, is the importance of a background in "civil defense operations" to one's success as a member of an on-site assistance project.

In support of the belief that the more knowledgeable a person is in civil defense operations, the more help he can provide at the community level, every course offered from radiological monitoring and CD-USA through Career Development Phase IV, should be prerequisite to the on-site assistance course. While this belief may or may not be true, the time involved in receiving this training through the courses presently available would be prohibitive. Such extensive exposure to formal civil defense operations may not be necessary.

The On-Site Assistance Program currently consists of eight well-defined steps. The first six steps consist of general activities such as becoming familiar with the local situation, briefing on program objectives, interviewing, summarizing the results, and outlining actions to be taken to improve the emergency operating capability of the community. On the surface, it appears that these activities could be performed by any intelligent, personable professional having only a general knowledge of

civil defense and local government operations. Field experience indicates this is not true. The final steps in the eight-step process involve providing follow-up assistance in the areas identified during the data collection or survey phase. These activities unquestionably could require the skills of a specialist or technician in a particular field.

Being "familiar with civil defense operations" is not definitive of one's experience. The phrase "civil defense operations" has different meanings to different people. To the radiological defense officer, the phrase is likely to encompass the gathering of radiological readings and wind data, the plotting of fallout, the making of predictions, and the interpretation of this information to others. To the civil defense director, "operations" may be translated to mean "coordination." To the police chief, "civil defense operations" may have no meaning at all. However, what should be of unanimous concern to these people, and to the members of the on-site assistance team as well, is what can be expected to happen to the community as a result of a nuclear attack or natural disaster. It seems that the anticipated effects should form the basis of all planning for "civil defense operations", however they are defined. Most natural disaster-prone communities are aware of the effects of the disasters they are likely to experience. It is in the area of nuclear attack effects that adequate training is currently lacking.

Little is known, aside from general facts, about the effects of nuclear weapons even among DCPA field personnel. Although they may have been well-informed at one time, the more prevalent requirement to recite administrative and fiscal facts and figures has dulled their recall when it comes to roentgens and overpressures. Since lifesaving is the goal and planning assistance is one of the primary services offered in the On-Site Assistance Program, the team members should be able to present some facts when confronted with the question, "Planning for what?"

On-site assistance team members should also be familiar with existing federal civil defense guidance and the requirements for participation in financial assistance programs. They should be aware of the various forms of government found at the local level and be able to recognize the real power structure in a community. They should understand the relationships between federal, state, and local civil defense organizations. There are parts of existing courses that cover each of these areas; however, no single course covers all subjects at the proper level of detail for the on-site assistance team member. DCPA Staff College should be able to develop a special course for this purpose with little difficulty since much of the material currently exists in segments of other courses. As a minimum, it is recommended that a course for personnel unfamiliar with civil defense operations should cover the following topics.

BACKGROUND MATERIAL

History of Civil Defense in the U.S.

[Cover only in sufficient detail to provide the students a perspective from which to view current programs.]

Civil Defense Organizational Levels and Relationships

[The objective should be to indicate the federal/state/local relationships and the lack of a true command structure.]

Civil Defense Mission and Functions

[What is the definition of civil defense and what are the functions at the federal, state and local levels?]

The National Civil Defense Program and Its Elements

[What is it? How does it work? How is it supported at the various levels?]

Getting Things Done Within Local Government

[What forms of government are most likely to be encountered? Who must be convinced?]

What is the On-Site Assistance Program?

[A general introduction showing how this program ties together all other civil defense programs.]

TECHNICAL MATERIAL

What Are the Threats to the Civilian Population?

[Discuss the probability of a nuclear attack on the U.S., the probability of a major natural disaster in various sections of the U.S., the probability of lesser peacetime disasters.]

What Effects Can Be Anticipated?

[What are the effects of a nuclear weapon? Compare and contrast with natural disaster effects. Material being developed by the DCPA Research Directorate would be ideally suited for use in this area.]

Physical Countermeasures

[What can be done to protect people and property from the effects?]

Preparedness As A Countermeasure

[The point to be made here is that more lives and property can be saved if a community is willing to plan for various contingencies and to take certain preparedness actions, and that this is true regardless of the nature of the threat.]

On-Site Assistance Course

[Based on the lesson plans and instructional material contained in MP 63-2, On-Site Assistance-- A Guide for Surveying And Developing Community Readiness (Lesson Plans).]

A course of the scope outlined above would provide an adequate understanding of the fundamentals of civil defense and the On-Site Assistance Program. The graduating student should then become a member of a team of experienced DCPA regional and state personnel and participate in several on-site assistance projects as a trainee before becoming a team leader. He should be encouraged to attend specialized Staff College courses and to broaden his background by reading pertinent material on all aspects of civil defense. He should be made aware that a variety of experts can be found within the state and regional civil defense organizations. Communications, warning, radiological defense, engineering--are areas requiring years of training and experience before one is qualified to give technical advice. Experts in these areas are available and should be called upon when the situation warrants. Admitting lack of knowledge in a subject and offering to seek out the answer is an acceptable response. Giving incorrect information or "bad advice" is an unacceptable alternative.

PROJECT IMPACT

The work performed under this contract was co-monitored by the DCPA Research Directorate and Plans and Operations. This close working relationship between those concerned with prototype program development and those interested in field application, provided the opportunity to check out the concepts developed during Phase I before completing the training course material required in Phase II. This made possible the development of a complete prototype program with considerable assurance that it would meet the needs of the user.

The resultant On-Site Assistance Program has already been started in more than 200 cities and counties nationwide. While objective measurements of program effectiveness are difficult to obtain, response to the program has been excellent and the comments of mayors, county commissioners, and local civil defense directors have indicated that the program is having a significant positive impact on the development of operational capability at the local level.

The involvement of state civil defense personnel in the program has been increasing to the point that several states are able to conduct the program with a minimum of DCPA regional assistance. Improved region/state relations have resulted in several instances. The Office of Emergency Preparedness and other federal agencies have indicated their desire to participate in the program and to make On-Site Assistance the "umbrella program" for all federal emergency preparedness assistance to local governments.

Probably of greatest importance is the fact that the On-Site Assistance Program has provided an improved channel of communications between federal, state, and local governments. It has greatly increased the amount of personal contact with local civil defense directors and government officials. These contacts, and the greater appreciation of local problems which has resulted, should facilitate the implementation of new civil defense concepts and programs in the future.

The impact of the Phase II effort has been significant though less dramatic. The first actual on-site assistance course was conducted on 23-25 May 1972. The class was composed of DCPA Regional Directors of Field Operations, Regional Field Officers, Regional Field Specialists, Regional Training and Education Directors and staff members, and several members from the DCPA National office. The purpose of the course was to achieve a commonality of approach among the regions. The course was well-received

and the lesson plans and instructional material were made available to each region for further training of regional and state civil defense personnel. The course material has been used extensively in all regions with little or no modification for training additional regional staff members and for indoctrination and training of state civil defense staffs.

The local exercising course material currently is under review by DCPA. No decision has been made concerning the prototype material and its future incorporation into the civil defense training program.

WORKING PAPERS

(Produced under contract DAHC20-71-C-0281)

- (1) Development of A Comprehensive Exercise Program: Part 1 - Program Definition, 4 June 1971, 58 pages
- (2) Development of A Comprehensive Exercise Program: Part 2 - Prototype Exercising Methods, Techniques, and Procedures, 4 June 1971, 28 pages
- (3) Developing Civil Defense In The Local Community, September 1971, 28 pages
- (4) EOST In Perspective, 5 November 1971, 4 pages
- (5) A Guide For Appraising and Developing Community Readiness, 10 April 1972, 91 pages
- (6) A Comprehensive Approach To Operational Readiness Assistance (Lesson Plans), 10 April 1972, 45 pages
- (7) Exercising In The Local Community (Lesson Plans), 10 April 1972, 57 pages; revised August 1972, 114 pages
- (8) Instructional Aids, 10 April 1972, 117 pages