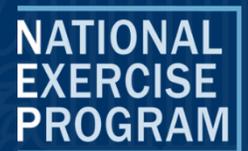


2018 Oklahoma Regional Tabletop Exercise for Institutions of Higher Education

Situation Manual

October 11, 2018





HANDLING INSTRUCTIONS

This document is the *2018 Oklahoma Regional Tabletop Exercise (RTTX) for Institutions of Higher Education (IHEs) Situation Manual (SitMan)*. The SitMan reflects information provided to the Exercise Planning Team as of the date of publication and may be modified prior to execution at the direction of the Exercise Director.

This SitMan should be handled in accordance with appropriate directives as decided by the Exercise Sponsors. This document is **FOR DISCUSSION PURPOSES ONLY**. For permission to reproduce this document in whole or in part, or for more information on this exercise, please consult the following points of contact:

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OVERVIEW

| | |
|------------------------------------|--|
| Exercise Name | 2018 Oklahoma Regional Tabletop Exercise for Institutions of Higher Education |
| Exercise Date | Thursday, October 11, 2018 |
| Event Scope | <p>The 2018 Oklahoma Regional Tabletop Exercise for Institutions of Higher Education aims to empower the higher education community to improve preparedness and build resilience for the variety of threats and hazards that pose the greatest risk to campus communities across the nation. The 2018 Oklahoma RTTX includes the following components:</p> <ul style="list-style-type: none"> ▪ A Learning Session consisting of a weather briefing provided by two Warning Coordination Meteorologists ▪ A three-module Tabletop Exercise (TTX) consisting of scenario-driven facilitated discussion, associated polling questions, and visual aid activities designed to examine roles, responsibilities, authorities, and capabilities to enhance the resilience of IHEs |
| Mission Areas | Preparedness, Response, Recovery |
| Objectives | <ol style="list-style-type: none"> 1. Evaluate institutions’ quality of plans and preparation level for a tornado on campus. 2. Assess the quality, comprehensiveness, and level of campus stakeholder understanding of institutions’ emergency response plans to a tornado on campus. 3. Evaluate the reliability of information channels, and the effectiveness of institutions’ communications capabilities during a tornado during a campus event. 4. Assess processes for maintaining high-quality, accurate, and timely situational awareness while a tornado is occurring on campus. 5. Assess the quality and comprehensiveness of institutions’ plans to restore operations after a tornado. 6. Evaluate institutions’ knowledge of operational coordination plans with outside agencies/organizations. |
| Scenario | Tornado incident during commencement |
| Sponsors | The Department of Homeland Security (DHS) Office of Academic Engagement (OAE), the Federal Emergency Management Agency (FEMA) National Preparedness Directorate (NPD) National Exercise Division (NED), and the University of Central Oklahoma |
| Participating Organizations | Refer to <i>Appendix A</i> for participating organizations |



AGENDA

2018 Oklahoma Regional Tabletop Exercise for Institutions of Higher Education

Thursday, October 11, 2018

University of Central Oklahoma (UCO)
Nigh University Center – Ballroom C (3rd Floor)
100 N University Drive
Edmond, Oklahoma 73034

| Time (CST) | Activity | Presenter / Facilitator | Location |
|------------|------------------------------------|---|------------------------|
| 7:45 a.m. | Check-in Opens | | Nigh University Center |
| 8:30 a.m. | Welcome & Opening Remarks | <p>Trent Frazier <i>Executive Director</i> DHS OAE</p> <p>Don Betz <i>President</i> University of Central Oklahoma</p> <p>Michelann Ooten <i>Director</i> OK Dept. of Emergency Management</p> | Nigh University Center |
| 9:00 a.m. | Learning Session: Weather Briefing | <p>Patrick Marsh <i>Warning Coordination Meteorologist</i> Storm Prediction Center</p> <p>Rick Smith <i>Warning Coordination Meteorologist</i> Norman Forecast Office</p> | Nigh University Center |
| 9:30 a.m. | Break | | |
| 9:45 a.m. | Module 1: Preparedness | David Waldman <i>Facilitator</i> NED Support Team | Nigh University Center |
| 11:00 a.m. | Break | | |
| 11:15 a.m. | Module 2: Immediate Response | David Waldman <i>Facilitator</i> NED Support Team | Nigh University Center |
| 12:30 p.m. | Lunch | | |



| | | | |
|-----------|---------------------------------|--|---------------------------|
| 1:45 p.m. | Module 3: Response | David Waldman <i>Facilitator</i> NED Support Team | Nigh University Center |
| 3:00 p.m. | Exercise After-Action Review | David Waldman <i>Facilitator</i> NED Support Team | Nigh University Center |
| 3:30 p.m. | Closing Remarks | Trent Frazier <i>Executive Director</i> DHS OAE | Nigh University Center |



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PARTICIPANT INFORMATION AND GUIDANCE

Exercise Participant Roles and Responsibilities

The term *participant* encompasses many groups of people, not just those playing in the exercise portion of the event. Participant roles and responsibilities are provided below.

Facilitators

Facilitators are responsible for guiding overall exercise play and ensuring that participant discussions remain focused on the exercise objectives during module discussions. They also provide additional information and resolve questions as required. They are responsible for making sure different viewpoints are recognized and discussed.

Players

Players have an active role in discussing their institution's activities during the exercise. Delegations of players discuss response actions to address the situation presented based on expert knowledge of procedures, as well as how they would perform their functions on their respective campuses.

Observers

While observers do not directly participate in the exercise, they may view selected segments of the exercise.

Support Staff

The exercise support staff performs administrative and logistical support tasks during the exercise (e.g., registration).

Note-Takers

Note-takers will be present during the module discussions and the learning session to assist with capturing exercise discussions to inform the After-Action Report (AAR).

Exercise Structure

The 2018 Oklahoma RTTX will consist of one 30-minute Learning Session, three 75-minute exercise modules, and a 30-minute after-action review session. Each exercise module consists of three separate activities: scenario update(s), polling question(s), and group-wide discussions.

During the Learning Session, two Warning Coordination Meteorologists will deliver a weather briefing to participants. The brief will provide insight and awareness into tornado threats, impacts, and complications.

Each exercise module consists of four separate activities: scenario update(s), small group discussions, polling question(s), and group-wide discussions. Participants will use visual aids throughout the exercise and will be asked to answer polling questions using their mobile devices.

The after-action review session will summarize key takeaways and best practices discussed throughout the exercise.

Exercise Guidelines

This event will incorporate a scenario-based format that is informed and guided by exercise objectives. The modules and discussion questions support the achievement of the exercise objectives by initiating discussions, facilitating decision-making, and examining appropriate response outcomes based on the exercise scenario.



Participants are expected to act as they would in their real-world roles for their home institutions when considering the scenario, offering observations and discussing strategic and tactical decisions. This approach allows the discussion to focus on situations within a moving timeline and for participants to contribute to the discussion from the perspective of their role in this scenario. The facilitator will ensure that the scenario progresses at an appropriate pace and that all participants have an opportunity to contribute.

The 2018 Oklahoma RTTX will be held in an open, low-stress, no-fault, and non-attribution environment. Varying viewpoints and disagreements are expected. **Decisions are not precedent-setting and may not reflect your organization's final position on an issue.** The exercise is exploratory and serves to identify issues, as well as multiple options and possible solutions.

Assumptions and Artificialities

In any exercise, assumptions and artificialities are necessary to complete play in the time allotted and/or to account for logistical limitations. Exercise participants should accept that assumptions and artificialities are inherent in any exercise and should not allow these considerations to negatively impact their participation.

Assumptions

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

- The exercise scenario is plausible, and events occur as they are presented;
- **Players are to respond to the scenario as if events were taking place on their campus;** and,
- Exercise players will use their existing plans, policies, procedures, and resources to conduct response planning and recovery operations.

Artificialities

During this exercise, the following artificialities apply:

- There is no “hidden agenda” nor are there any trick questions; and
- The scenario assumes certain player actions throughout each of the modules, so players should first discuss the actions stipulated by the scenario; however, players are welcome to engage in “what if” discussions of alternative scenario conditions.

Exercise Evaluation

Following this event, an AAR will be developed to evaluate exercise objectives and document strengths and areas for improvement. Exercise discussion will inform AAR content; **information in the AAR will not be attributed to any particular IHE.**



LEARNING SESSION

During the Learning Session, two Warning Coordination Meteorologists will deliver a weather briefing to participants. The brief will provide insight and awareness into tornado threats, impacts, and complications. Patrick Marsh, Warning Coordination Meteorologist for the Storm Prediction Center and Rick Smith, Warning Coordination Meteorologist for the Norman Forecast Office will provide their expertise on tornado threats, discuss how institutions can prepare for severe weather, and be available for questions from participants.



MODULE 1: PREPAREDNESS

Scenario Update

Monday, May 20, 2019

Your institution is preparing to host the graduation **Commencement Ceremony scheduled for this Saturday, May 25, 2019 at 3:00 PM (CST)**. Students have just finished spring semester final exams and graduating students remain in town to attend the Commencement Ceremony on Saturday, as well as other graduation events and parties throughout the week. Graduating students' families and friends are expected to arrive in town over the next five days, dramatically increasing the on-campus population and that of the surrounding area.

Your institution and the surrounding area are experiencing above-average temperatures and frequent rain and thunderstorms; excess rainfall in the area has saturated the ground. Local five-day forecasts indicate increased rainfall throughout the remainder of the week with thunderstorms likely Friday through Sunday.

In light of the severe weather expected through Sunday, your institution's emergency management personnel have developed and are considering implementing contingency plans for the Commencement Ceremony being held on Saturday.

Discussion Questions

Information Sharing and Situational Awareness

1. What information is most critical to your institution's event planning team at this point of the pre-event timeline?
 - a. What stakeholders, internal and external, does your institution coordinate with to collect this information on a rolling basis? What information does each of those stakeholders provide?
2. When, if at all, would your institution disseminate pre-event weather forecast information to students and their visitors, faculty, and staff?
 - a. What information would you provide, and through what communication channel(s)? Who is responsible for coordinating communication?
 - b. What information, other than weather forecasts, would your institution be disseminating?
3. What communication channels, incoming and outgoing, does your institution utilize to request, collect, and share critical information with both internal and external stakeholders?
 - a. Who has primary responsibility for managing these communications?
4. What stakeholders, both internal and external, are involved in planning discussions?

Contingency Planning

1. What plans, policies, and procedures guide your institution's contingency planning activities?
 - a. What internal and/or external factors would your institution consider in developing Commencement contingency plans (e.g., venue constraints, existing reservations, resource allocation, community shelter designations, security, parking, building safety/emergency protocol, transportation logistics, access and entry, etc.)?
 - b. How would these considerations vary depending on whether the contingency venue is on-campus versus off-campus?



2. When during the pre-event planning timeline would your institution officially approve and implement contingency plans?
 - a. Who has primary responsibility for making this decision?
 - b. When, and through which medium, would your institution communicate contingency plans with faculty, staff, students and their visitors, and the surrounding community?
3. How often does your institution conduct structural stress-tests for on-campus buildings to assess potential weather-related risks/threats, including for the building(s) that could serve as your institution's Commencement contingency venue?
 - a. Who has primary responsibility for these risk/threat assessments?
 - b. What steps does your institution take to inspect and assess the venue prior to a major event?
4. What steps, if any, does your institution take to address safety concerns for contingency plans that will include external vendors and/or community members?
5. What assets and resources are at your institution's disposal, both internally and in the surrounding community, to prepare for a major event such as Commencement?
 - a. Who has primary responsibility for managing and coordinating these processes?

Community Preparedness

1. What pre-event actions and safety precautions can your institution take to mitigate threats and risks associated with severe weather?
2. What roles and responsibilities does your institution have in contributing to community-wide preparedness activities?
3. What policies, plans, and procedures guide your institutions campus communications and emergency notification plans for large, on-campus events that coincide with severe weather?
 - a. How do these policies, plans, and procedures overlap, or integrate with community-wide communications and emergency notification plans?
 - b. Who are the key stakeholders from both the community and your institution that are critical to the success of these communication and emergency notification plans?



MODULE 2: IMMEDIATE RESPONSE

Scenario Update

Saturday, May 25, 2019 – 9:00 AM (CST)

It is the day of your institution’s graduation Commencement Ceremony. At 12:00 PM (CST), the National Weather Service (NWS) issues a **Tornado Watch** for the county, city, and surrounding areas. The watch encompasses portions of your institution’s campus and the Commencement location, where many guests have already arrived to attend the ceremony. Visiting families and friends are contacting your institution in high volumes to express their concerns regarding the Tornado Watch and its potential impact on the Commencement Ceremony.

Discussion Questions

Threat Assessment

1. How integrated are threat assessments into pre-event plans and contingency plans?
 - a. What university element(s) is/are responsible for assembling an immediate threat assessment for the institution based on the Tornado Watch?
 - b. What standing or historical assessments and data are available for immediate reference?
2. To what extent are external stakeholders involved in developing your institution’s threat assessments?
 - a. What information-sharing challenges (including tornado projections) exist with external stakeholders for collaboration on threat assessments?
3. Who are the critical decision-makers for activating any contingency plans? What information beyond the initial threat assessment is necessary for them to make decisions?

Protective Measures and Public Alert

1. What protective measures relevant to this incident are detailed in your institution’s emergency plans and procedures?
 - a. What is the most likely protective measure(s) that your institution would implement at this point of the incident?
 - b. How familiar are your institution’s staff with these protective measures? How often does your institution practice/exercise these protective measures?
2. What resources (including personnel) are available for providing assistance (i.e., crowd management, physical assistance for persons with disabilities)?
 - a. How would your institution continually organize and track these resources?
 - b. How would your institution prioritize scarce resources?
 - c. What kinds of supplies are stocked at shelter locations (if any)? How long are they expected to last?
3. How would your institution communicate directions and guidance to the campus and greater community?
 - a. Who is responsible for overseeing proper messaging? What coordination is necessary for crafting messaging content?
 - b. What is the process for deconflicting any incorrect information or rumors?



4. What alert systems and technology are available to your institution? Are there any system gaps that need updates or renewals?
 - a. How would your institution ensure that all campus guests receive directions and guidance?

Scenario Update

Saturday, May 25, 2019 – 2:40 PM (CST)

At **2:40 PM (CST)**, approximately 20 minutes prior to the start of the Commencement Ceremony, the NWS issues a **Tornado Warning** and the county activates its alert system and siren. At this time, a large number of students, faculty, staff, and guest attendees are on-site at the Commencement location and require sheltering assistance. In addition to the large number of Commencement attendees, several community members and their families, pets included, have arrived at the ceremony venue seeking refuge, as your contingency location is a designated community shelter site.

As the shelter population increases, your emergency management personnel are faced with over-crowding, which increases organizational complexities and confusion. Shelter complications are exacerbated by mass panic and the limited timeframe prior to the projected time of tornado touch down.

At 3:00 PM (CST) the tornado touches down on campus with a wind speed range of **140-160 miles per-hour (MPH)**. After the tornado dissipates, wind, rain, and lightning continue to impact the area.

Initial damage assessments indicate that several on-campus buildings have sustained damage. Debris, downed trees, and flooding are blocking access routes to the Commencement venue and impacted areas on campus, delaying emergency and medical personnel response timelines. In addition, the storm knocked out power and telephone lines and high demand on critical lines are further impacting communication.

There are unconfirmed reports of injuries sustained during the tornado at both the Commencement venue shelter and throughout the impacted area of campus. Students and attendees are posting on social media that they have been separated from family members during sheltering processes; at this time your institution is unable to determine the number of individuals that have not been accounted for.

Discussion Questions

Protective Measures and Public Alert

1. What backup protective measures could your institution implement to compensate for overcrowding?
2. How would your institution prioritize segments of the community (e.g., children, families, elderly, persons with functional and access needs)?
 - a. Is there any point at which your institution would have to defer community members to a different shelter location? Who would be responsible for making these decisions?
3. What backup communication methods exist if there is a power outage?
4. What operational communication systems exist to coordinate with external stakeholders?

Initial Response Priorities

1. What are your institution's immediate response priorities at this stage?
2. How would your institution coordinate and/or defer to local law enforcement/emergency management? Would this change based on the severity of the incident as it progresses?
3. How would your institution prioritize response activities if there were personnel shortages?



4. What would your institution's messaging priorities be at this point of the incident?
5. Are there any legal or liability issues that would prevent your institution from conducting any response activities?



MODULE 3: CONTINUED RESPONSE AND RECOVERY

Scenario Update

Saturday, May 25 – 4:00 PM (CST)

Once access routes are cleared of debris and downed power and telephone lines, emergency response and medical teams arrive on-scene at the Commencement venue and impacted area of campus and begin assessing injuries; the number of injuries is undetermined at this time.

The tornado left a path of destruction through your institution's campus spanning approximately one-half mile wide and two miles long. The impacted area of campus has been cordoned off. While first responder activities are underway, visitors and students continue having difficulty reuniting. Reunification efforts are exacerbated largely due to degraded communications infrastructure.

Discussion Questions

Operational Coordination

1. What is your institution's protocol for establishing incident command during this type of incident?
 - a. Whose responsibility is it to decide on establishing incident command, and how do they make that decision?
 - b. Which department/organization is primarily responsible for coordinating response efforts?
 - c. How would your institution support response activities that might be led by external partners?
 - d. What mechanisms are in place to integrate external partners into response efforts, if necessary?
2. What relevant plans, policies, and procedures would guide response efforts for this type of incident?
3. What vehicle access tracking systems does your institution use normally? Would these be plausibly accessible without power or Internet?
4. How would your institution communicate amongst its own staff? With external partners?

Incident Management and Public Messaging

1. How would your institution account for all guests and community members? What resources would be available to aid in family reunification?
2. What resource constraints exist for your institution at this point in the scenario?
 - a. How would your institution prioritize efforts and resources between the Commencement area and overall impacted areas of campus?
3. How would your institution decide to conclude the Commencement, and communicate guidance to those original guests?
4. What other high-level decisions would your institution's leadership need to make at this point? What kind of messaging priorities would they have?



Scenario Update

Sunday, May 26, 2019 – Through 2:00 AM (CST)

Initial damage assessments indicate that multiple on-campus buildings require extensive repairs and campus operations must be temporarily relocated for an indefinite period of time. Visitors and students continue to post on social media criticizing your institution's response operation. Additionally, visitors and students are being interviewed by media outlets that have since arrived on-scene.

Your institution's faculty and staff are requesting updates to actively assess how damages sustained during the storm will affect summer classes, camps, prospective student tours, and other on-campus activities.

Discussion Questions

Campus Recovery

1. How would your institution account for students, staff, guests, and other persons in affected buildings across the campus?
2. How would your institution prioritize campus recovery activities at this point?
 - a. What key elements of information would your institution be collecting for damage assessments?
 - b. Who is responsible for making prioritization determinations, particularly when there are conflicting recommendations?
3. What contingency plans does your institution have in place to temporarily relocate or adapt academic and campus activities to alternate or virtual locations? How long could your institution continue its mission without the use of certain campus facilities?

Public Information and Media Relations

1. What crisis communications capabilities exist for your institution?
 - a. How actively would your institution be monitoring and addressing social media posts?
 - b. What types of press releases and announcements would your institution post online?
 - c. What resources would be available to handle family reunification inquiries?
 - d. Would your institution's leadership plan for a press briefing?
2. How will your institution provide and unify all external media messaging and communications following the incident?
3. How would your institution's leadership prioritize external messaging and official statements? To student families? To community members?



APPENDIX A: PARTICIPATING ORGANIZATIONS

Institutions of Higher Education

| | |
|---|--|
| Cameron University | Oklahoma State University, Tulsa |
| Collin College | Oklahoma Wesleyan University |
| Connors State College | Pratt Community College |
| East Central University | Redlands Community College |
| Eastern Oklahoma State College | Seminole State College |
| Hutchinson Community College | Southeastern Oklahoma State University |
| John Brown University | Southern Nazarene University |
| Kansas State University | Southwestern Oklahoma State University |
| Langston University | University of Arkansas |
| Moore Norman Technology Center | University of Arkansas, Fort Smith |
| Neosho County Community College | University of Dallas |
| Northern Oklahoma College | University of Kentucky |
| Northwestern Oklahoma State University | University of North Texas |
| Oklahoma City Community College | University of Oklahoma |
| Oklahoma State University Institute of Technology | University of Oklahoma, Tulsa |
| Oklahoma State University, Oklahoma City | University of Tulsa |

Organizations & Associations (Observers)

| | |
|-------------------------------------|-------------------------------------|
| American Red Cross | Latimer County Emergency Management |
| City of Edmond Emergency Management | Oklahoma Information Fusion Center |

Government Partners (Observers)

| | |
|--|---|
| Federal Emergency Management Agency | U.S. Department of Homeland Security |
| National Exercise Division | Immigration & Customs Enforcement Agency |
| National Oceanic & Atmospheric Association/National Weather Service, Storm Prediction Center | U.S. Department of Homeland Security National Protection & Programs Directorate Office of Infrastructure Protection |
| Oklahoma Department of Emergency Management | U.S. Department of Homeland Security Office of Academic Engagement |
| Oklahoma Information Fusion Center | |



APPENDIX B: ACRONYMS

| | |
|------|-------------------------------------|
| AAR | After-Action Report |
| CST | Central Standard Time |
| DHS | Department of Homeland Security |
| FEMA | Federal Emergency Management Agency |
| IHE | Institution of Higher Education |
| MPH | Miles Per-Hour |
| NED | National Exercise Division |
| NPD | National Preparedness Directorate |
| NWS | National Weather Service |
| OK | Oklahoma |
| RTTX | Regional Tabletop Exercise |
| OAE | Office of Academic Engagement |
| TTX | Tabletop Exercise |
| UCO | University of Central Oklahoma |
| U.S. | United States |