



FEMA Continuity of Operations Prolonged Power Outage Workshop #2

Participant Guide

March 29, 2018



FEMA

This Participant Guide provides exercise participants with all the necessary tools to understand their roles in the exercise. Some exercise material in the Situation Manual is intended for the exclusive use of exercise planners, facilitators, and evaluators, but players may view other materials that are necessary to their performance. All exercise participants may view the Participant Guide.

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EXERCISE OVERVIEW

Exercise Name	FEMA (Federal Emergency Management Agency) Prolonged Power Outage Workshop #2
Exercise Dates	March 29, 2018
Scope	This exercise is a workshop planned for six hours at The John W. McCormack Post Office and Courthouse, 5 Post Office Square, Boston, MA 02109. Exercise play is limited to the scenario provided based on current plans, policies and procedures.
Mission Area(s)	Protection, Response, and Recovery
Core Capabilities	Planning, Operational Coordination, Operational Communications
Objectives	<ul style="list-style-type: none">• Review, update and revise current continuity plans when faced with a prolonged power outage affecting the jurisdiction prior to the restoration of power.• Facilitate active learning opportunities and peer-to-peer exchanges, highlighting beneficial redundancies and identifying potential gaps in long term continuity plans.• Determine how information will be shared and gathered based on current plans.• Contribute to the development of a “best practices” report to support all partner agencies in the advancement of long-term continuity planning.
Threat or Hazard	Winter weather and cyber attack
Scenario	Due to a cyber event after a brutal winter storm, the Boston area finds itself without power for a period of weeks.
Sponsor	FEMA Regions I and II
Participating Organizations	FEMA Public and private sector partners
Points of Contact	Nate Spada Regional Continuity Manager DHS/FEMA Region I 617-832-4745 nathan.spada@fema.dhs.gov

GENERAL INFORMATION

Exercise Objectives and Core Capabilities

The following exercise objectives in Table 1 describe the expected outcomes for the exercise. The objectives are linked to core capabilities, which are distinct critical elements necessary to achieve the specific mission areas. The objectives and aligned core capabilities are guided by elected and appointed officials and selected by the exercise planning team.

Exercise Objective	Core Capability
Review, update and revise current continuity plans when faced with a prolonged power outage affecting the jurisdiction prior to the restoration of power.	Planning
Contribute to the development of a “best practices” report to support all partner agencies in the advancement of long-term continuity planning.	
Facilitate active learning opportunities and peer-to-peer exchanges, highlighting beneficial redundancies and identifying potential gaps in long term continuity plans	Operational Coordination
Determine how information will be shared and gathered based on current plans	Operational Communications

Table 1. Exercise Objectives and Associated Core Capabilities

Participant Roles and Responsibilities

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

- **Players.** Players are personnel who have an active role in discussing or performing their regular roles and responsibilities during the exercise. Players discuss or initiate actions in response to the simulated emergency.
- **Observers.** Observers do not directly participate in the exercise. However, they may support the development of player responses to the situation during the discussion by asking relevant questions or providing subject matter expertise.
- **Facilitators.** Facilitators provide situation updates and moderate discussions. They also provide additional information or resolve questions as required. Key exercise planning team members also may assist with facilitation as subject matter experts during the exercise.
- **Evaluators.** Evaluators are assigned to observe and document certain objectives during the exercise. Their primary role is to document player discussions, including how and if those discussions conform to plans, policies, and procedures.

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Exercise Structure

This exercise will be a multimedia, facilitated exercise. Players will participate in the following three modules:

- Module 1: Introduction; 24–48 Hours After Initial Power Loss
- Module 2: 48 Hours–Two Weeks
- Module 3: Two Weeks +

Each module begins with a multimedia update that summarizes key events occurring within that time period. After the updates, participants review the situation and engage in functional group discussions of appropriate recovery issues. For this exercise, the functional groups are as follows:

- Private Sector/Finance
- Mass Care/Human Services
- Government
- Emergency Services

After these functional group discussions, participants will engage in a moderated plenary discussion in which a spokesperson from each group will present a synopsis of the group's actions, based on the scenario.

Exercise Guidelines

- This exercise will be held in an open, low-stress, no-fault environment. Varying viewpoints, even disagreements, are expected.
- Respond to the scenario using your knowledge of current plans and capabilities (i.e., you may use only existing assets) and insights derived from your training.
- Decisions are not precedent setting and may not reflect your organization's final position on a given issue. This exercise is an opportunity to discuss and present multiple options and possible solutions.
- Issue identification is not as valuable as suggestions and recommended actions that could improve response and recovery efforts. Problem-solving efforts should be the focus.

Exercise Assumptions and Artificialities

In any exercise, assumptions and artificialities may be necessary to complete play in the time allotted and/or 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. During this exercise, the following apply:

- The workshop is conducted in a no-fault learning environment wherein capabilities, plans, systems, and processes will be evaluated.
- The workshop scenario is plausible, and events occur as they are presented.
- All players receive information at the same time.

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Exercise Evaluation

Evaluation of the exercise is based on the exercise objectives and aligned capabilities, capability targets, and critical tasks. Additionally, players will be asked to complete participant feedback forms. These documents, coupled with facilitator observations and notes, will be used to evaluate the exercise and compile the After Action Report.

MODULE 1: 24–48 HOURS AFTER INITIAL POWER LOSS

Scenario

A recent winter Nor'easter has left buildup of ice on a high voltage feeder causing a blackout across much of Boston. Trains are not operating, and traffic is at a standstill across the city. Similar situations exist throughout the Northeast. Fire and police are responding to numerous calls for assistance.

Key Issues

- Communications
- Accountability
- Sustainability

MODULE 2: 48 HOURS–TWO WEEKS

Scenario

While utility crews worked to restore power, the grid came under a cyber-attack. Power remains off and currently there is no information as to when it will be restored. Fuel and resources are becoming increasingly difficult to obtain.

Key Issues

- Communications
- Sustainability
- Continuity

MODULE 3: TWO WEEKS +

Scenario

The source of the cyber interruption has been neutralized and power is returning sporadically. It is anticipated that full power will be restored shortly.

Key Issues

- Continuity
- Communications
- Restoration/Reconstitution

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APPENDIX A: EXERCISE SCHEDULE

Time	Activity
March 29, 2018	
9:30 am	Registration
10:00 am	Welcome and opening remarks
10:00 am	Presentation of case study
10:30 am	Workshop start
11:30 am	Lunch
12:30 pm	Resume workshop
2:00 pm	Workshop end and hot wash
3:00 pm	Player dismissal

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APPENDIX B: ACRONYMS

Acronym	Term
DHS	U.S. Department of Homeland Security
ERG	Emergency Relocation Group
FEMA	Federal Emergency Management Agency
HR	Human Resources
HSEEP	Homeland Security Exercise and Evaluation Program