



National Level Exercise 2011 (NLE 11) Quick Look Report (QLR)

June 14, 2011



FEMA

National Exercise Program (NEP)

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EXECUTIVE SUMMARY

On Monday, May 16, 2011, thousands of participants across the United States received notification of a simulated catastrophic earthquake in the New Madrid Seismic Zone (NMSZ), officially kicking off the National Level Exercise 2011 (NLE 11) functional exercise. From May 16–19, 2011, Federal, State, regional, local, international, non-governmental, and private sector partners participated in the exercise, the capstone event of a White House-directed, Congressionally mandated cycle of planning and preparedness events. The exercise series focused on evaluating catastrophic event preparedness by assessing the ability of the Nation’s incident management systems to:

- Respond to and stabilize areas impacted by a catastrophic earthquake incident within the initial 72 hours;
- Implement critical decisions to ensure effective conduct of lifesaving and life-sustaining mission essential functions;
- Engage the NMSZ “Whole Community” response methodology—including citizen volunteers from the impacted communities—in immediate catastrophic earthquake response;
- Identify mission critical capability and resource gaps;
- Identify alternative resource solutions; and
- Conduct NMSZ recovery planning activities and tabletop exercises (TTXs).¹

NLE 11 was designed and conducted by the Department of Homeland Security (DHS)/ Federal Emergency Management Agency (FEMA)/National Exercise Division (NED), with input from the participating Federal and State interagency planners. The exercise took place at venues in the National Capital Region and across the Central United States, with over 10,000 Federal, State, regional, local, international, non-governmental, and private sector players at more than 135 sites across the country. In addition, over 7,800 individuals from the private sector community participated virtually. Specifically, participation included Federal departments and agencies (D/As), four FEMA regions (IV, V, VI, and VII), and eight States (Alabama, Arkansas, Illinois, Indiana, Kentucky, Mississippi, Missouri, and Tennessee), international, private sector, and non-governmental partners. The purpose of the functional exercise was to prepare and coordinate a multijurisdictional integrated response to a national catastrophic earthquake event with an emphasis on lifesaving and life-sustaining missions in the initial 72 hours of the event.

The NLE 11 exercise series was a follow-on effort to the FEMA Catastrophic Planning Initiative. In accordance with guidance from DHS and FEMA senior leadership to exercise against a scenario that would realistically stress responding D/As to the breaking point, experts developed a maximum credible scenario that simulated a sequence of catastrophic earthquakes in the Central United States. In the exercise scenario, the southwestern segment of the NMSZ ruptured at a magnitude of 7.7. This rupture—which extended from Marked Tree, Arkansas, to Ridgley,

¹ These focus areas are outlined in the NLE 11 Exercise Directive, signed and dated September 23, 2010.

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Tennessee—triggered a secondary earthquake (magnitude 6.0) along the Wabash Valley Seismic Zone (WVSZ) near Mt. Carmel, Illinois. The earthquake and aftershocks resulted in thousands of casualties and major damage and destruction throughout the Central United States, including direct impacts to the eight States.

Notably, exercise activities were carefully balanced with ongoing efforts to respond to and recover from recent flooding and tornado-related disasters in the southern and Central United States. Although some partners, including the four States in FEMA Region IV (Alabama, Kentucky, Mississippi, and Tennessee), had to scale back their participation in NLE 11 due to real-world events, their actions, requests, and decisions were simulated to allow for robust and realistic exercise play. The conduct of NLE 11 while simultaneously managing real-world disasters resulted in a realistic “worst-case scenario.”



Missouri State EOC

Consequently, participants were able to test the Nation’s ability to respond to several devastating events, strengthening the country’s preparedness through their efforts.

The value of these efforts was quickly realized in Missouri, where emergency management officials were forced to rapidly shift from exercise to real-world response operations following a deadly tornado in Joplin on May 22, 2011, just days after the conclusion of NLE 11 play. Officials reported that their participation in the exercise directly contributed to the increased capability of the State of Missouri and FEMA Region VII to

respond to the tornado in an effective, organized manner. As the following examples demonstrate, new plans, procedures, and technologies tested during NLE 11 were implemented during tornado response operations, supporting communications, incident management, situational awareness, and medical services:

- **Communications:** The Missouri State Highway Patrol increased their awareness and use of private sector mobile communication technologies during NLE 11. This technology became a very valuable asset during the tornado response, when all communications were damaged.
- **Incident Management:** Through their participation in the exercise, the Missouri Department of Health and Human Services (DHSS) increased their capability to work within the Incident Command System (ICS) and developed a better understanding of how to coordinate with local, State, and Federal agencies during a disaster.

- **Medical Surge:** The Mobile Medical Unit (MMU)—exercised for the first time during NLE 11 in Branson, MO—was deployed to Joplin, MO, immediately following the tornado with the support of Taney County and Greene County Emergency Management Agencies.
- **Federal Support to Local and State Response:** Federal assets deployed to Missouri as part of the exercise were activated to respond, including teams from the U.S. Environmental Protection Agency (EPA), the Region VII Incident Management Assistance Team (IMAT), Disaster Medical Assistance Teams (DMATs), and a Disaster Mortuary Operational Response Team (DMORT).

Drawing on their recent exercise experience, these State and Federal assets quickly delivered enhanced mass care, medical, and other emergency response services to the impacted population. As Missouri continues to respond and recover from these tragic events, their efforts highlight the importance of exercises such as NLE 11 to further enhance emergency preparedness.

Report Purpose and Selected Preliminary Observations

The purpose of this report is to summarize preliminary exercise observations. Over the course of the exercise, evaluators were deployed to Federal, State, and regional locations to observe the exercise, document play, and collect data (including hotwash discussions and feedback forms). For this quick look, evaluators collected participant feedback from multiple sources to gather both strengths and areas for improvement. Exercise participants provided the following key strengths observed in the exercise²:

- Federal and regional earthquake plans that have been developed to ensure a coordinated response to an earthquake in the NMSZ were effectively exercised.
- The “Whole Community” concept, including examples such as Search and Rescue just-in-time training and social messaging was effectively exercised.
- The declaration of a national emergency resulted in the mandatory call up and deployment of Title 10 forces. In addition dual status command was granted in eight States to facilitate the coordination of Title 32 and Title 10 forces in support of the State Governors.
- The U.S. Department of Justice worked with the affected States to facilitate executive orders that deputized Federal law enforcement personnel, allowing them to enforce State and local laws.
- Incident information was disseminated to private sector partners through two daily conference calls, with participation from approximately 200 private sector organizations.
- The National Response Coordination Staff (NRCS) developed an effective National Advanced Operational Plan (N-AOP) to help project shortfalls and inform resource prioritization and allocation decisions.

² A complete list of preliminary strengths and areas for improvement is found in the body of this report.

Participants also noted the following issues as some of the areas for improvement:

- Existing processes to request, activate, deploy, and track lifesaving/life-sustaining resources did not meet the requirements of the Federal “push” strategy.
- Liability and licensure issues delayed international Urban Search and Rescue and medical teams from supporting the response.
- There were not enough resources or facilities available to support mass care requirements.
- While redundant communications and Federal communication assets supported the response, there were critical gaps in achieving communications after a catastrophic event and ensuring that the Federal Government can effectively communicate with populations without power.

The observations presented in this report will undergo further analysis to help clarify these observations, assess their root causes, and develop findings and recommendations to be presented in the NLE 11 functional exercise After Action Report (AAR). The contents of this Quick Look Report are based on initial exercise feedback from participants, and the report is not intended to serve as the official draft or final AAR/Improvement Plan (IP).

Conclusion

Over the course of NLE 11 planning efforts, real-world events have provided a continuous reminder of the value of this exercise series. Devastating earthquakes in Haiti, Chile, and Japan vividly and tragically illustrated the population, economic, and social impacts of such a large-scale disaster, and underscored the importance of enhancing preparedness for such an event in the United States.

The NLE 11 functional exercise successfully highlighted improvements made since previous exercises and real-world responses, demonstrating the Nation’s progress in strengthening its emergency preparedness and disaster response capabilities. NLE 11 participants accomplished a number of “firsts” during this exercise series, including:

- Developed and successfully exercised catastrophic event plans, including pre-scripted response checklists and catastrophic earthquake response plans (e.g., *Federal Interagency Response Plan – Earthquake 2011* [FIRP-EQ 2011], *Joint Region-State Operations Plans* [OPLANs], etc.);
- Collaborated with a wide range of private sector and non-governmental partners in accordance with the “Whole Community” response methodology, including the establishment of a Citizen and Community Preparedness Working Group;
- Initiated forward-leaning discussions regarding future planning and recovery within the initial response phase; and

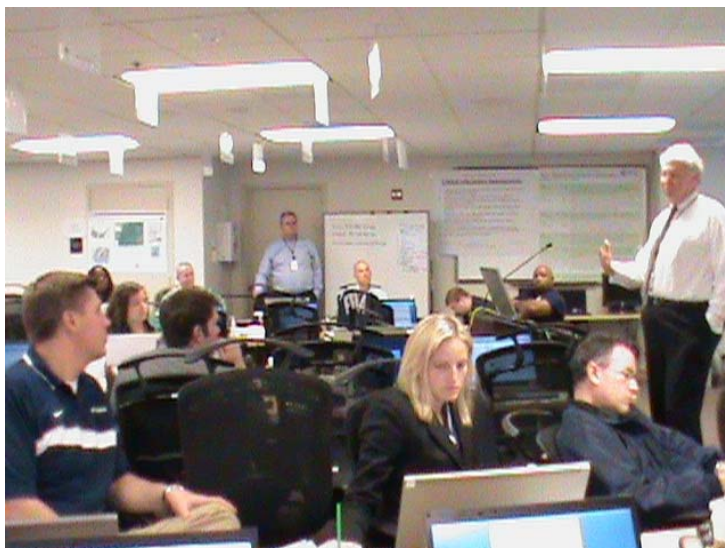
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- Built relationships through multiple NLE 11 building-block events, enabling a better understanding of how to coordinate response efforts with local, State, regional, Federal, international, non-governmental, and private sector partners.

In addition to illustrating these strengths, the exercise also drew attention to areas requiring further improvement. The next step in the after-action process is to analyze the exercise data further to clarify these observations and develop additional observations. The goal of this analysis is to support participating D/As in the development of recommendations and corrective actions, culminating in a National Lessons Learned Conference in the fall of 2011.



FEMA Deputy Administrator Richard Serino speaks to the National Response Coordination Staff

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EXERCISE DETAILS

Exercise Name

National Level Exercise 2011 (NLE 11)

Type of Exercise

Functional Exercise

Exercise Start Date

May 16, 2011

Exercise End Date

May 19, 2011

Duration

Four Days

Location

State and local elements in Arkansas, Indiana, and Missouri; Federal regional elements in FEMA Regions V, VI, and VII; Federal headquarters elements in the Washington, DC area

Sponsor

U.S. Department of Homeland Security (DHS)

Program

National Exercise Program (NEP)

Mission

Response and Recovery

Capabilities

Citizen Evacuation and Shelter-In-Place

Communications

Critical Resource Logistics and Distribution

Emergency Public Information and Warning

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Incident / Emergency Operations Center Management

Mass Care (Sheltering, Feeding, and Related Services)

Medical Surge

Recovery

Scenario Type

Major earthquake along the New Madrid Seismic Zone (NMSZ)

EXERCISE OVERVIEW

The NLE 11 functional exercise was the capstone event in an eighteen-month series of building-block events designed to evaluate the Nation's catastrophic-event preparedness. This multi-agency, multisite exercise employed the scenario of a catastrophic earthquake in the NMSZ to assess the ability of Federal, State, regional, local, and international governments and non-governmental and private sector partners to respond in a coordinated effort. The exercise was conducted May 16–19, 2011, with participation from players nationwide.

Purpose

NLE 11 was developed to establish a learning environment for Federal, State, regional, and local government agencies and non-governmental partners to exercise policies and plans and evaluate the integration of response capabilities both horizontally (across the Federal interagency) and vertically (across all levels of government). The exercise focused on the response to and stabilization of areas impacted by the incident within 72 hours. Overarching leadership objectives for the exercise emphasized the following:

- Validate National, Joint, Regional, and State operations planning objectives and courses of action, including *Joint Region-State Operations Plans* (OPLANs) and the *Federal Interagency Response Plan – Earthquake 2011* (FIRP-EQ 2011);
- Confirm the overarching intergovernmental Unified Area Command (UAC)/coordination, control, and communications (C3) unified decision-making and resource strategy;
- Test and evaluate the ability of senior intergovernmental officials, critical infrastructure owners and operators, and the “Whole Community” response methodology to effectively collaborate; and
- Identify a comprehensive national earthquake resource/capability inventory for prioritization and adjudication by unified decision makers.

In addition to the above, NLE 11 also focused on eight national objectives:

- **Citizen Evacuation & Shelter-In-Place:** Demonstrate the ability to ensure affected and at-risk populations (and companion/service animals) are safely sheltered-in-place and/or evacuated to safe refuge areas in order to obtain access to medical care, shelter, and other essential services, and are effectively and safely reentered into the affected area.
- **Communications:** Demonstrate the ability to maintain a continuous flow of critical information among multijurisdictional and multidisciplinary emergency responders, command posts, agencies, and governmental officials for the duration of the earthquake response operation.
- **Critical Resource Distribution and Logistics:** Demonstrate the ability to identify, inventory, dispatch, mobilize, transport, recover, demobilize, track, and record available human and material critical resources throughout all incident management phases.

- **Emergency Public Information and Warning:** Demonstrate the ability of intergovernmental agencies and the private sector to execute an effective public official and national media strategy in response to a catastrophic earthquake through the effective receipt and transmission of coordinated, prompt, and reliable information regarding threats to public health, safety, and property through clear, consistent information-delivery systems. Assure this information is updated regularly and that it outlines the protective measures that can be taken by individuals and their communities during a catastrophic earthquake.
- **Incident Management/EOC Management:** Demonstrate the ability to effectively manage a catastrophic earthquake incident through multiagency unified coordination.
- **Mass Care (Sheltering, Feeding, and Related Services):** Demonstrate the ability to provide mass care services (sheltering, feeding, and bulk distribution) for the affected general population, individuals with disabilities and access and functional needs, service animals, companion animals, and household pets.
- **Medical Surge:** Demonstrate the ability to rapidly expand healthcare resources to provide medical personnel, support functions, physical space, and logistics support to deliver triage, treatment, and medical care to the affected and at-risk populations within sufficient time to achieve recovery and minimize medical complications.
- **Recovery:** Demonstrate the ability to implement recovery processes after a catastrophic earthquake, including the establishment of recovery priorities, the assessment of economic impact, and the coordination and implementation of recovery and relief plans to assure that individuals, families, businesses, and communities are provided with appropriate levels and types of relief with minimal delay.

The exercise series was designed to require critical decisions to ensure the effective conduct of lifesaving and life-sustaining mission essential functions. Through this approach, the exercise was intended to identify resource and capability gaps, as well as capture alternative resources and solutions developed by players during conduct.

NLE 11 Building-Block Events

While the functional exercise was the capstone event in the NLE 11 exercise series, several building-block events played a critical role in setting the stage for successful exercise conduct, including the Resource Allocation Workshop (RAW) and the National Tabletop Exercise (NTTX).

The RAW, held in Nashville, TN from November 30-December 3, 2010, provided Federal, regional, and State planners and operators the opportunity to assess resource capabilities and shortfalls, pre-identify potential resource allocation strategies, define and strengthen relationships, and establish a broad understanding of the Concept of Operations (CONOPS) for a national catastrophic event of this nature. The event was the first of its kind, with participation from all eight NMSZ States, primary and support agencies for all fifteen Emergency Support Functions (ESFs), and private sector and non-governmental partners.

Resource shortages and priorities identified during the RAW were then incorporated into the NTTX, held in Alexandria, VA, on April 13, 2011. This discussion-based exercise was conducted as a rehearsal of concept (ROC) drill, enabling participants to organize themselves as they would for an actual response to the NLE 11 catastrophic earthquake scenario (i.e., in coordination and/or operational nodes throughout the Federal, regional, and State levels of government). The purpose of the NTTX was to examine key policy, command, and operational activities associated with the execution of the Federal Interagency Response Plan – Earthquake 2011 (FIRP-EQ 2011) and Joint State-Regional Operational Plans for a NMSZ earthquake. Key issues identified during this event were captured in the *NLE 11 NTTX Mission Critical Findings* report, which highlights those essential issues whose failure or inadequate redress lessens or limits the ability to deliver lifesaving or life-sustaining support.

With robust participation from all key stakeholders, from senior officials at the White House to operators at the State level, these events highlighted current resource capabilities and shortfalls and raised major policy, command, and operational issues associated with a NMSZ catastrophic earthquake response, providing a foundation for functional exercise conduct. Moreover, these events gave participants the opportunity to interact with one another and build enduring relationships. Several participating States stressed the value of the planning process to their preparedness efforts, highlighting their improved understanding of the roles and responsibilities of response partners as one of the most important lessons learned from NLE 11.

Scenario Synopsis and Exercise Play Recap

The NLE 11 exercise series, which was a follow-on effort to the FEMA Catastrophic Planning Initiative, was the first NLE to focus on a natural hazard event. In accordance with guidance from DHS and FEMA senior leadership to exercise against a scenario that would realistically stress responding D/As to the breaking point, U.S. Geological Survey (USGS), national laboratories, and other subject matter experts were asked to develop a plausible worst-case scenario for NLE 11. Drawing on historical data and scientific modeling that accounted for population and economic impacts, experts developed a maximum credible scenario that simulated a sequence of catastrophic earthquakes in the Central United States.

In the scenario, the southwest segment of the NMSZ ruptured at a magnitude of 7.7 from near Marked Tree, AR, to near Ridgley, TN. The shaking from this event triggered a magnitude 6.0 event in the WVSZ near Mt. Carmel, IL. The event caused widespread casualties, displaced households, and damage to major infrastructure across eight States—Alabama, Arkansas, Illinois, Indiana, Kentucky, Mississippi, Missouri, and Tennessee.³

In response to this scenario, participants implemented the following actions over the course of the exercise:

- **Monday, May 16:** Players focused on immediate lifesaving actions and mobilizing responders and resources to locations where critical damage occurred.

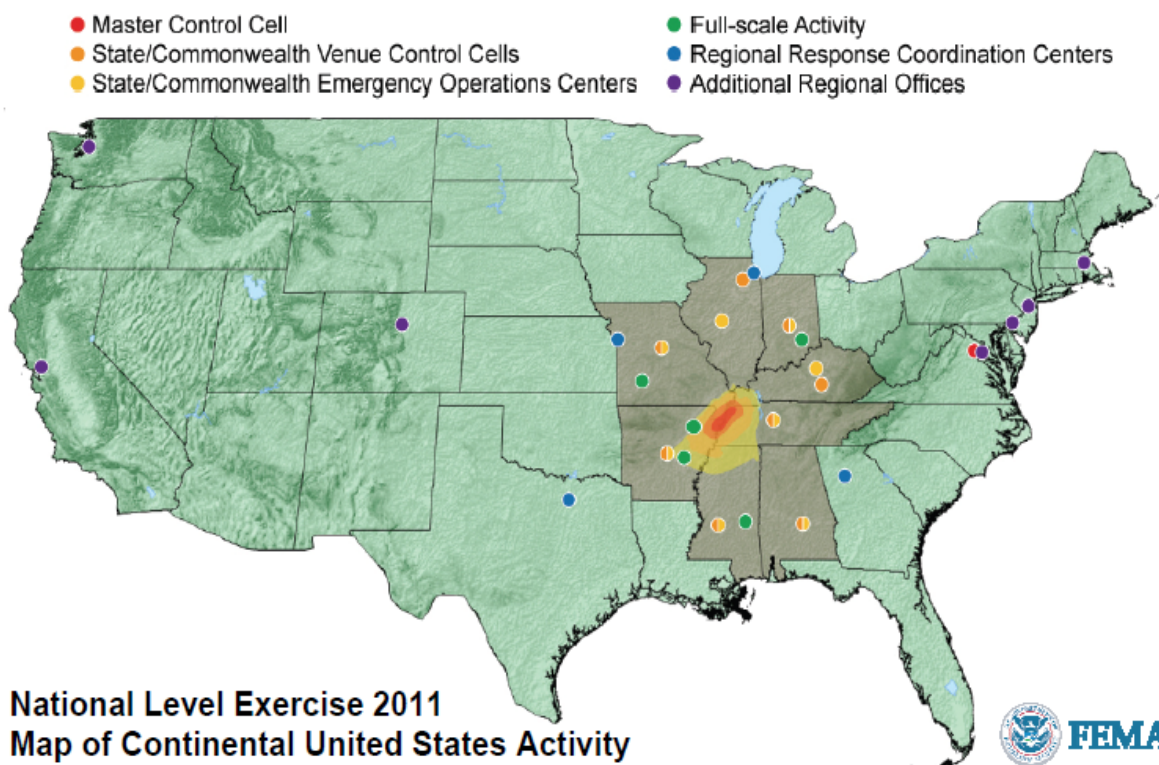
³ U.S. Geological Survey (USGS) scenario products, including shake maps and Prompt Assessment of Global Earthquakes for Response (PAGER) reports of the two simulated earthquakes, are included in Attachment B. Additional details are available in the NLE 11 Scenario Document.

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- **Tuesday, May 17:** Response activities focused on meeting the health and safety needs of those affected by the simulated catastrophic earthquake.
- **Wednesday, May 18:** In addition to lifesaving activities, players focused on life-sustaining activities and addressed needs related to infrastructure and housing damage.
- **Thursday, May 19:** On the final day of NLE 11, players focused on life-sustaining actions and started shifting to the recovery process.



Participation

More than 10,000 Federal, State, regional, local, and non-governmental players participated from over 135 player sites nationwide from May 16–19, 2011. In addition, over 7,800 individuals from the private sector community participated virtually. Player sites included county and State Emergency Operations Centers (EOCs) and incident sites in Arkansas, Indiana, and Missouri; and Federal sites in Washington, DC, and in FEMA Regions V, VI, and VII. At the Federal level, over 4,000 individuals from over 43 agencies participated in the exercise by activating the following response components:⁴

⁴ These figures are included in the total number of participants (10,000 total participants and 135 player sites).

- FEMA NRCC⁵
- FEMA Regional Response Coordination Centers (RRCCs) in Regions V, VI, VII
- FEMA Unified Area Coordination Group (UACG)
- National and regional Incident Management Assistance Teams (IMATs)
- Mobile Emergency Response Support (MERS)
- Federal Urban Search and Rescue (US&R) Teams
- U.S. Military Joint Force Operations
- Federal D/As operations and coordination centers

International participants included Russia, Israel, Chile, Sweden, Mexico, Canada, and the European Union.

Full-Scale Elements and Linked Exercises

NLE 11 was a functional exercise with several full-scale elements. Examples included the following:

- Deployment of FEMA assets, including IMATs, MERS, and the UACG, which traveled downrange to Arkansas, Missouri, and Indiana;
- Arkansas School Collapse Earthquake event: a full-scale rescue mission; and
- State, Federal, and international US&R missions at Muscatatuck Urban Training Center (MUTC) in Indiana.

In addition, the U.S. Department of Defense (DoD) sponsored Ardent Sentry 11 exercise, which focused on Defense Support of Civil Authorities (DSCA), included several components linked to NLE 11:

- Vigilant Guard: A National Guard exercise conducted in multiple States;
- Noble Lifesaver/Ultimate Caduceus: A joint U.S. Department of Health and Human Services (HHS) and U.S. Transportation Command (USTRANSCOM) full-scale patient movement and tracking exercise in Missouri; and
- Turbo Challenge: A USTRANSCOM field training and command post exercise conducted in Missouri in coordination with DHS, the U.S. Joint Chiefs of Staff, and U.S. Northern Command (USNORTHCOM).

⁵ NRCC players used the FEMA National Exercise Simulation Center because the NRCC facilities were being used for real-world responses.

Functional Exercise Constructs

The physical description of a catastrophic NMSZ earthquake was relayed to the players by controllers and simulators. Controllers “painted the picture” for players—verbally or with limited written materials—of what was happening. Furthermore, because not all government departments, agencies, and field assets actually played during NLE 11, certain communications and decisions were made by a Simulation Cell (SimCell). Additionally, in the functional exercise environment, field assets reporting and movement may have represented exercise artificialities due to their simulated nature.



Master Control Cell

To support these constructs and drive exercise play, over 500 controllers and simulators participated in the exercise from the Master Control Cell (MCC) in Herndon, Virginia; and in Venue Control Cells (VCCs) in Arkansas, Indiana, and Missouri. The MCC simulated operations for Illinois, Mississippi, Alabama, Kentucky, and Tennessee, which were unable to participate due to real-world emergencies. In total, more than 13,000 injects were released from the MCC.

Exercise Evaluation and After Action

To document play and collect data, evaluators were deployed to State, regional, and Federal locations to observe the exercise. Evaluators also collected player feedback through Hot Wash meetings and feedback forms as an additional source of data. An initial review of issues highlighted by players and evaluators is shown in Table 1 (below), which lists strengths to be maintained and built upon, as well as areas for further improvement (grouped by exercise objective). Some of these observations will undergo further analysis to help clarify these observations, assess their root causes, and develop findings and recommendations to be presented in the NLE 11 Functional Exercise AAR.

Table 1: Preliminary Observations

Communications
Strengths
Within a few hours of the event, States impacted by power and communications outages established satellite phone communications with their counties and their FEMA regional offices.
The interpretation of the Stafford Act to allow funding for private sector partners enabled them to provide communications support.
Areas for Improvement
While redundant communications and Federal communication assets supported the response, there are still critical gaps in the ability to achieve communications after a catastrophic event and ensure that the Federal government can communicate with populations without power.
Information technology (IT) problems—such as e-mail capacity limitations and non-standardized e-mail conventions—created significant delays in submitting and processing requests for lifesaving and life-sustaining resources.
Incident Management/EOC Management
Strengths
The exercise successfully utilized the Federal and regional earthquake plans that were developed to ensure a coordinated response to an earthquake in the NMSZ.
The exercise incorporated “Whole Community” concepts such as just-in-time training to expand Search and Rescue capabilities and social messaging to exchange information with citizens.
The declaration of a national emergency resulted in the mandatory call up and deployment of Title 10 forces. In addition dual status command was granted in eight States to facilitate the coordination of Title 32 and Title 10 forces in support of the State Governors.
The Department of Justice worked with the affected States to facilitate executive orders that deputized Federal law enforcement personnel.
The NRCS developed an effective National Advanced Operational Plan (N-AOP) to help project shortfalls and inform resource prioritization and allocation decisions.
Areas for Improvement
Existing processes to request, activate, deploy, and track lifesaving/life-sustaining resources did not meet the requirements of the Federal “push” strategy.
Federal D/As did not have a clear understanding of the duties of the UACG and its role relative to other existing National Response Framework (NRF) structures, particularly with respect to critical resource allocation and communications.

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<p>There was not a national strategy or supporting technologies to address the significant, anticipated need for damage assessment.</p>
<p>There was not a clear strategy to catalogue, deploy, or track registered NGO and private search, rescue, recovery, and disaster medical assets that are available to assist during the time of a large-scale emergency or catastrophic event.</p>
<p>Responding Federal D/As did not have a single technological solution to gather, disseminate, and maintain situational awareness during a catastrophic event, preventing the development of a common operating picture (COP).</p>
<p>Differing assumptions by Federal D/As about which Federal plans and annexes required activation led to uncertainty about the specific response actions that could be taken and the authorities in place.</p>
Citizen Evacuation and Shelter-in-Place
Strengths
<p>The U.S. Department of State (DOS) identified foreign consular facilities in the impacted area and established plans to stand up teams to assist foreign nationals. DOS also determined and communicated the evacuation status of foreign nationals to their home countries.</p>
Mass Care (Sheltering, Feeding, and Related Services)
Strengths
<p>The exercise validated strong partnership agreements between national non-governmental organizations (NGOs) and Federal D/As to maximize capabilities (NGO and Federal contract resources) to provide mass care assistance.</p>
Areas for Improvement
<p>There were not enough available resources, facilities, or trained personnel to support mass care services for the general population, individuals with disabilities and access and functional needs, medical needs (physical/psychological) population, and pet sheltering.</p>
<p>Although there was a large amount of reporting on damaged or destroyed hospitals, schools, and facilities, insufficient information was available regarding alternate operational facilities, their locations, and available resources for mass care and sheltering needs.</p>
Critical Resource Distribution and Logistics
Strengths
<p>The NRCS set up an interagency task force, with representation from the U.S. Army Corps of Engineers (USACE), U.S. Department of Transportation (DOT), EPA, DoD, and other Federal D/As, to address the need to create an air/water bridge to move commodities into Memphis, TN.</p>
<p>Representatives at the NRCC set up a task force consisting of NGOs and faith-based organizations to develop resource distribution plans that did not rely on government assets.</p>
Areas for Improvement
<p>Existing plans and coordination mechanisms did not fully support the transportation and distribution of lifesaving and life-sustaining personnel and resources.</p>

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Liability and licensure issues delayed international Urban Search and Rescue and medical teams from supporting the response.
Planning decisions did not always take into account key gaps and shortages in resources.
Plans or standard operating procedures (SOPs) were not in place to determine how resources obtained from non-traditional sources (including private sector and volunteer organizations) would be distributed.
There was not a national distribution strategy to address the significant, anticipated shortages of gasoline and diesel fuel.
Emergency Public Information and Warning
Strengths
Incident information was disseminated to private sector partners through two daily conference calls, with participation from approximately 200 private sector organizations.
National Incident Communications Conference Line (NICCL) calls were informative and helpful to participants, providing them with situational awareness of earthquake impacts and response efforts across the Federal interagency and impacted States.
The exercise validated Federal, regional and State government efforts to use social messaging to exchange information with citizens.
Areas for Improvement
The integration of social media monitoring and reporting into the overall COP needs further refinement if it is to be a primary method of survivor communication and assistance requests.
Medical Surge
Strengths
The exercise validated joint HHS-DoD patient movement plans.
Areas for Improvement
The HHS Strategic National Stockpile (SNS) does not appear to have the types or quantities of supplies needed for an event of this type and magnitude.
It is unclear whether sufficient patient movement capacity exists to support an event of this magnitude.
Recovery
Strengths
Private sector participants discussed supply chain restoration in the impacted area, with an emphasis on medical and pharmaceutical supplies.
The FEMA Public Assistance Branch was able to establish a relationship with the National Geospatial Intelligence Agency (NGA) in order to resolve issues regarding eligibility, as related to removing extensive debris damage from commercial properties.

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Areas for Improvement
After the event, there will be supply chain issues for important goods, such as pharmaceuticals and medical supplies. It is unclear from where these goods will be obtained and transported and distributed.
Current policy does not allow for reimbursement for household pet sheltering after emergency human sheltering ends. As displaced individuals are transitioned to interim or temporary housing options (e.g., motel, hotel, and apartments) there may be a need for continued assistance for sheltering household pets in locations close to the housing options.
“Transitional Sheltering Assistance” became the “one size fits all solution” for evacuated survivors. While Transitional Sheltering Assistance can support some types of survivors, it may not meet the multiple and varying recovery requirements of disaster survivors and impacted communities.
A formalized Concept of Operations (CONOP) plan and fact sheet is needed to implement Operation Clean Sweep, which focuses on clearing and removing debris from residential and commercial properties in areas with extensive debris damage.

Conclusion

Over the course of NLE 11 planning efforts, real-world events have provided a continuous reminder of the value of this exercise series. Devastating earthquakes in Haiti, Chile, and Japan vividly and tragically illustrated the population, economic, and social impacts of such a large-scale disaster, and underscored the importance of enhancing preparedness for such an event in the United States.

The NLE 11 functional exercise successfully highlighted improvements from previous exercises and real-world responses and demonstrated the Nation’s progress in strengthening its emergency preparedness and disaster response capabilities. NLE 11 participants accomplished a number of “firsts” during this exercise series, including:

- Developed and validated catastrophic event plans, including pre-scripted response checklists to more readily respond to such disasters;
- Testing plans developed specifically to guide catastrophic earthquake response (e.g., FIRP-EQ 2011, Joint Region-State OPLANs, etc.);
- Worked with a wide range of private sector and non-governmental partners in accordance with the “Whole Community” response methodology, including setting up a Citizen and Community Preparedness Working Group;
- Initiated forward-leaning discussions regarding future planning and recovery within the initial response phase; and
- Built relationships through multiple NLE 11 building-block events, enabling a better understanding of how to coordinate response efforts with local, State, regional, Federal, international, non-governmental, and private sector partners.

In addition to illustrating these strengths, the exercise also drew attention to areas requiring

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further improvement. The next step in the after-action process is to analyze the exercise data further to clarify these observations and develop additional observations. The goal of this analysis is to support participating D/As in the development of recommendations and corrective actions, culminating in a National Lessons Learned Conference in the fall of 2011.

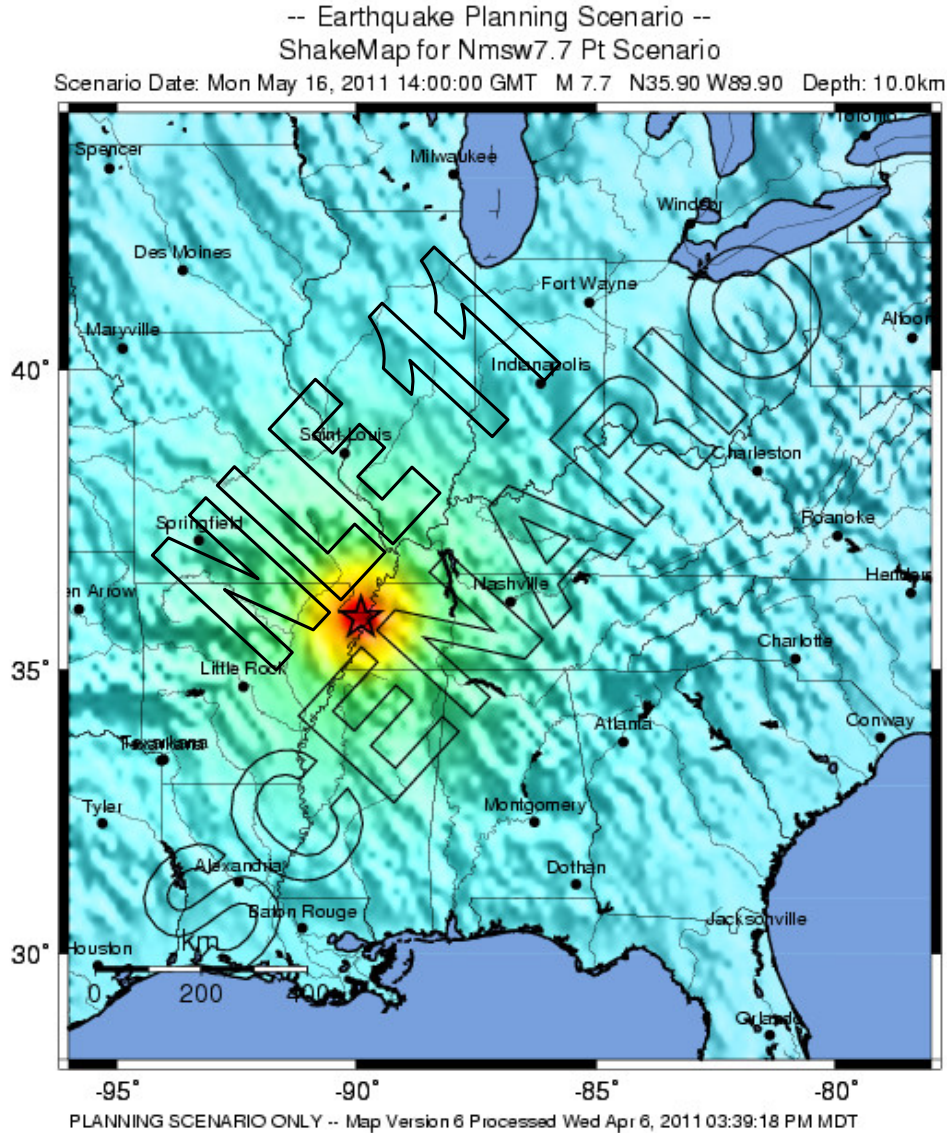
As the Indiana Department of Homeland Security (IDHS) highlighted in its recent newsletter, NLE 11 “offered agencies and jurisdictions a way to test their plans and skills in a real-time, realistic environment and to gain the in-depth knowledge that only experience can provide. Participants exercised response and recovery functions that are critical to responding to a catastrophic event. The lessons learned from the exercise will provide valuable insights to guide future planning for disasters and other emergencies.”⁶

⁶ The IDHS Newsletter, the “Hoosier Responder,” is available at http://www.in.gov/dhs/files/HR_June_2011.pdf.

ATTACHMENT A: USGS NLE 11 SCENARIO PRODUCTS

Figure 1. NMSZ M7.7 Earthquake Shake Map

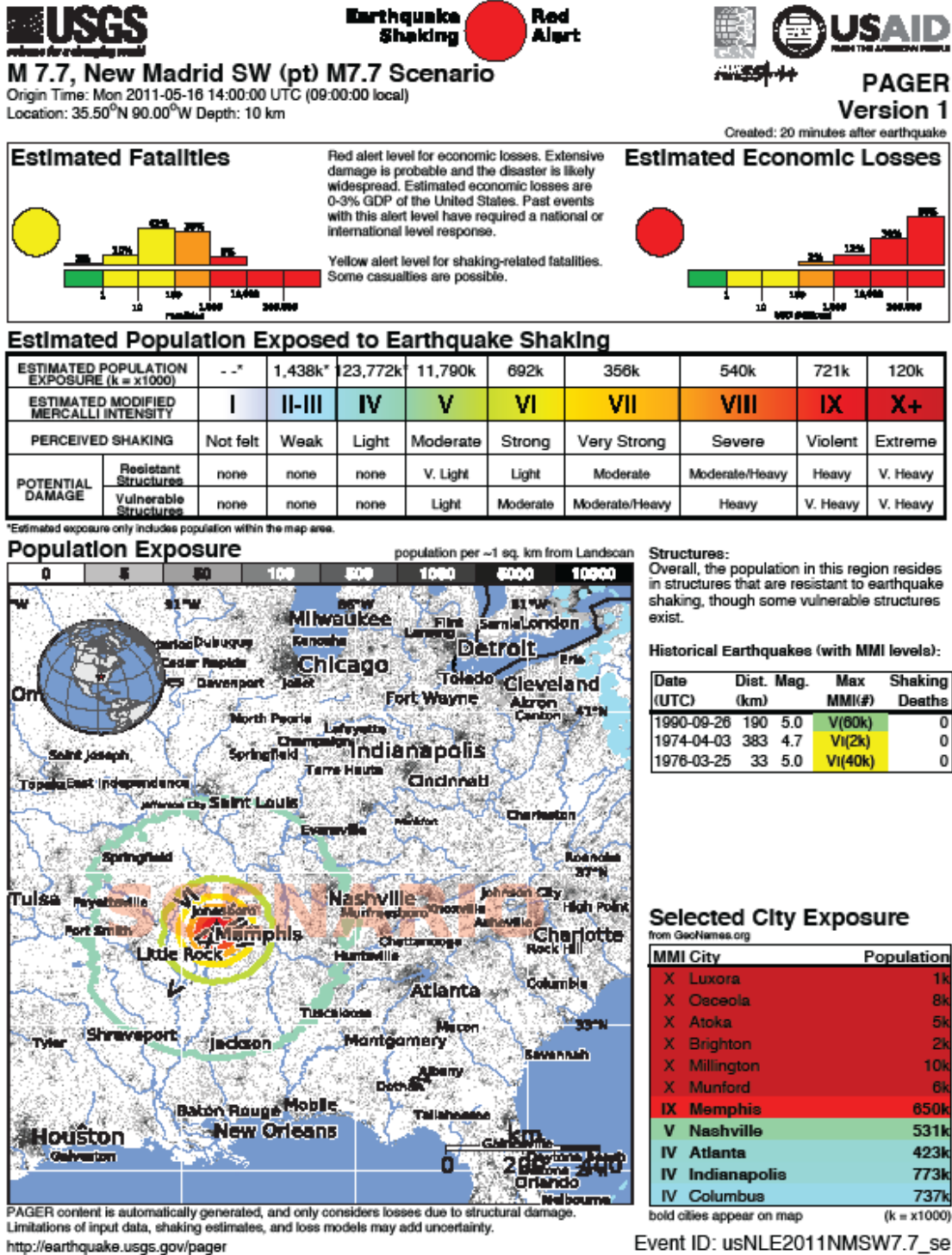
Exercise **Exercise** **Exercise**



PERCEIVED SHAKING	Not felt	Weak	Light	Moderate	Strong	Very strong	Severe	Violent	Extreme
POTENTIAL DAMAGE	none	none	none	Very light	Light	Moderate	Moderate/Heavy	Heavy	Very Heavy
PEAK ACC.(%g)	<.17	.17-1.4	1.4-3.9	3.9-9.2	9.2-18	18-34	34-65	65-124	>124
PEAK VEL.(cm/s)	<0.1	0.1-1.1	1.1-3.4	3.4-8.1	8.1-16	16-31	31-60	60-116	>116
INSTRUMENTAL INTENSITY	I	II-III	IV	V	VI	VII	VIII	IX	X+

Exercise **Exercise** **Exercise**

Figure 2. NMSZ M7.7 Earthquake PAGER Report



Exercise

Exercise

Exercise

Figure 3. WVSZ M6.0 Earthquake Shake Map

Exercise

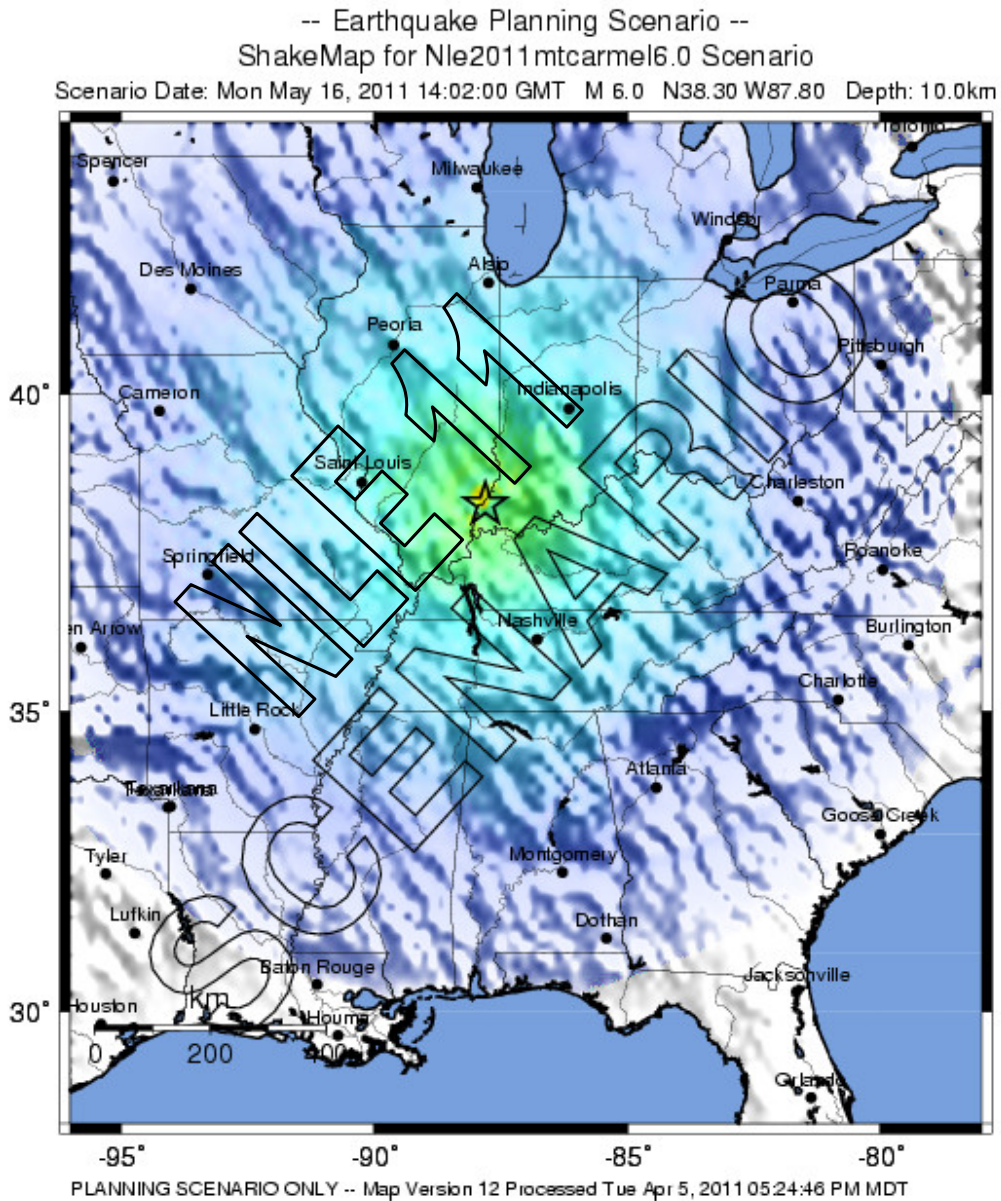
Exercise

Exercise

National Exercise Program (NEP)

National Level Exercise 2011 (NLE 11)

Quick Look Report



PERCEIVED SHAKINGS	Not felt	Weak	Light	Moderate	Strong	Very strong	Severe	Violent	Extreme
POTENTIAL DAMAGE	none	none	none	Very light	Light	Moderate	Moderate/Heavy	Heavy	Very Heavy
PEAK ACC (%g)	<.17	.17-1.4	1.4-3.9	3.9-9.2	9.2-18	18-34	34-65	65-124	>124
PEAK VEL (cm/s)	<0.1	0.1-1.1	1.1-3.4	3.4-8.1	8.1-16	16-31	31-60	60-116	>116
INSTRUMENTAL INTENSITY	I	II-III	IV	V	VI	VII	VIII	IX	X+

Exercise

Exercise

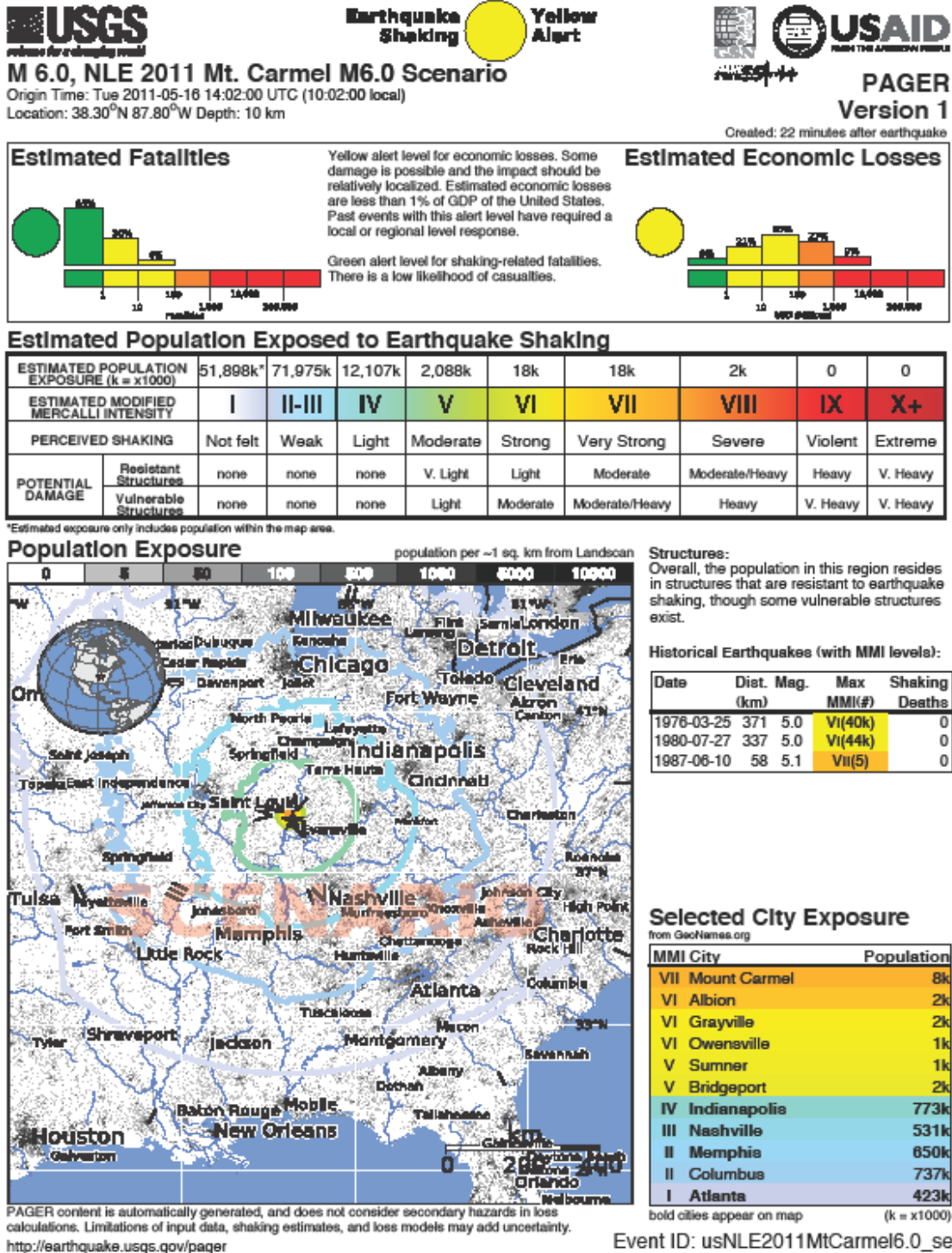
Exercise

Figure 4. WVSZ M6.0 Earthquake PAGER Report

Exercise

Exercise

Exercise



Exercise

Exercise

Exercise

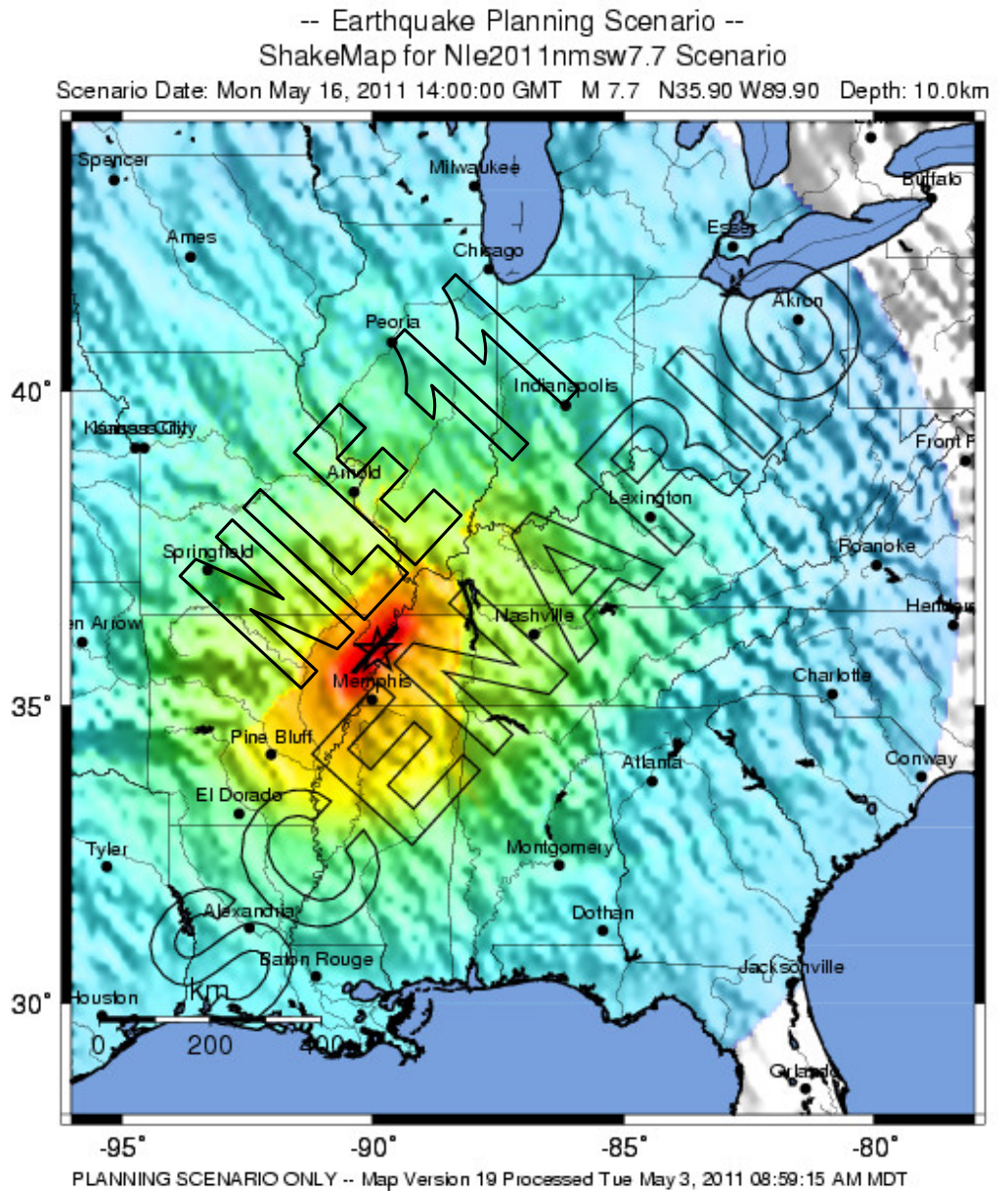
Figure 5. NMSZ M7.7 Earthquake Updated Shake Map

Exercise

Exercise

Exercise

National Exercise Program (NEP)



PERCEIVED SHAKING	Not felt	Weak	Light	Moderate	Strong	Very strong	Severe	Violent	Extreme
POTENTIAL DAMAGE	none	none	none	Very light	Light	Moderate	Moderate/Heavy	Heavy	Very Heavy
PEAK ACC. (%g)	<.17	.17-1.4	1.4-3.9	3.9-9.2	9.2-18	18-34	34-65	65-124	>124
PEAK VEL. (cm/s)	<0.1	0.1-1.1	1.1-3.4	3.4-8.1	8.1-16	16-31	31-60	60-116	>116
INSTRUMENTAL INTENSITY	I	II-III	IV	V	VI	VII	VIII	IX	X+

Exercise

Exercise

Exercise

Figure 6. NMSZ M7.7 Earthquake PAGER Report, Version 2

