

2023 Service Denied-DRAFT

Exercise Plan
April 22, 2023

The Exercise Plan (ExPlan) gives senior leaders, observers, media personnel, and players from participating organizations information they need to observe or participate in the exercise. It includes an exercise overview, objectives and aligned capabilities, roles and responsibilities, logistics, schedule, and communications plan. Some exercise material is intended for the exclusive use of exercise planners, controllers, and evaluators, but players may view other materials that are necessary to their performance. All exercise participants may view the ExPlan.

EXERCISE OVERVIEW

Exercise Name	2023 Service Denied
Exercise Dates	Saturday April 22, 2023 (9A EDT/8A CDT until 11:30A EDT/10:30A CDT)
Scope	<p>This exercise is a deployment, full scale exercise, planned for 2 hours at multiple locations throughout northern Florida and including participants throughout the southeastern United States.</p> <p>Exercise play is open to various volunteer and agency communications teams including:</p> <ul style="list-style-type: none"> • ARES Volunteer Teams & Individual Participants • AUXCOMM Volunteer Teams & Individual Participants • CISA SHARES personnel (federal, state, local, or volunteer) • National Traffic System Volunteers • RACES Volunteer Teams • Radio Relay International Volunteers • State of Florida Division of Emergency Management • State of Florida county Departments of Emergency Management • Any additional licensed amateur radio operator¹
Focus Area(s)	Response
Capabilities	Operational Communications Mass Care Services
Objectives	<ol style="list-style-type: none"> 1. Ability to activate communication resources without traditional methods such as phone, text, or email 2. Ability to communicate with state and other agency Departments of Emergency Management using only amateur or SHARES radio 3. Ability to send structured messages by one or more techniques <ol style="list-style-type: none"> a. Ability to correctly utilize ICS forms for official messaging b. Ability to provide health and welfare messaging to public 4. Ability to gather and report situational utility reports from both agencies and individuals 5. Ability to withstand loss of electricity 6. Interoperability <p>Ability to withstand damages to radio assets such as antennas</p>
Threat/Hazard	A statewide cyber attack that has brought down all traditional communications methods within the state further complicated by civil unrest.

¹ This exercise will include opportunities for individual participation. A resource net will be available for individual participants. Pre-registration is not required for individual participants.

Exercise Name	2023 Service Denied
Scenario	Tensions have continued to rise between the United States and nation states that have adversarial relationships with us. Over the last few months, the state of Florida has seen a rise in cyber based attacks targeting various telecommunications and infrastructure services throughout its counties. See appendix E for full scenario details.
Sponsor	State of Florida and various Florida county Departments/Divisions of Emergency Management
Participating Organizations	<p>We encourage our volunteer teams to involve their local served agencies in their exercise process where applicable. As an example, your served agency may be able to provide a WebEOC incident for your team to utilize during the exercise.</p> <p>Participating organizations as of August 12, 2022</p> <ul style="list-style-type: none"> • Florida Division of Emergency Management (Robert Little) • ARES Teams • Municipality Emergency Management • Traffic Nets <ul style="list-style-type: none"> ○ Northern Florida ARRL Section ○ Florida Traffic Net • Radio Relay International
Point of Contact	<ul style="list-style-type: none"> • Exercise Director <ul style="list-style-type: none"> ○ Arc J. Thames Northern Florida ARES Section Emergency Coordinator Santa Rosa County Florida Emergency Coordinator arc.thames@srcares.org (850) 889-3767 • Assistant Exercise Directors <ul style="list-style-type: none"> ○

GENERAL INFORMATION

Exercise Objectives and Capabilities

The following exercise objectives in Table 1 describe the expected outcomes for the exercise. The objectives are linked to capabilities, which are distinct critical elements necessary to achieve the specific mission area(s). The objectives and aligned capabilities are guided by senior leaders and selected by the Exercise Planning Team.

We are writing this exercise in a manner that you can participate on a small or a large scale. For example, if you don't have the resources or availability of operating from a shelter, you don't have to attempt that portion of the exercise. This exercise provides your team the ability to practice on whatever level you would like to for your team. All participants are welcome on whatever level you can.

Exercise Objective	Core Capability
<p>1. Activate communications resources without traditional methods such as phone, text, or email</p> <p>Each applicable team’s ability to notify their volunteer or staff resources that their services are needed without using a phone, text, or email message. No method that relies on internet or telephone access may be used.</p> <p>GOAL: To have at least 50% of your badged communications resources or 25% of your volunteer roster check-in via a voice or digital method by the end of the exercise.</p>	<p>Operational Communications</p>
<p>2. Communicate with the state and other agency Departments of Emergency Management using amateur or SHARES radio only.</p> <p>Each applicable team’s ability to communicate with the state of Florida’s communications team and partner agencies using only amateur or SHARES radio equipment and frequencies.</p> <p>GOAL: Successfully communicate with the State EOC with a confirmed communication either via voice or data.</p>	<p>Operational Communications</p>

Exercise Objective	Core Capability
<p>3. Send structured messages by one or more techniques</p> <p>3A. Correctly utilize ICS forms for official messaging</p> <p>Each applicable team’s ability to correctly prepare and transmit official messaging with requests for resources.</p> <p>GOAL: Send at least 1 properly formatted ICS form either by voice or data to the State EOC.</p> <p>3B. Provide health and welfare messaging to the public</p> <p>Each applicable team’s ability to correctly prepare and transmit health and welfare messaging for public citizens.</p> <p>GOAL: Send at least 4 simulated health and welfare messages via voice or data.</p>	<p>Operational Communications</p> <p>Mass Care</p>
<p>4. Gather and report situational utility reports from both agencies and individuals</p> <p>Each applicable team and individual participants submitting situation reports using Winlink or over a voice net.</p> <p>GOAL: Transmit via voice or data at least 2 situational reports.</p>	<p>Operational Communications</p>
<p>5. Withstand the loss of electricity</p> <p>Ability to continue to operate necessary radio and computer equipment to transmit information via data or voice with no commercial power</p> <p>GOAL: Successfully communicate via voice or data while not operating on commercial power to the State or other county EOC.</p>	<p>Operational Communications</p>
<p>6. Interoperability</p> <p>Ability to communicate with various served and volunteer organizations throughout the state of Florida.</p> <p>GOAL: Complete at least 3 successful voice or data communications with a partner agency.²</p>	<p>Operational Communications</p>

² This list will be updated once other partner agencies have committed to participate (8/14/22)

Table 1. Exercise Objectives and Associated 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.
- **Controllers.** Controllers plan and manage exercise play, set up and operate the exercise site, and act in the roles of organizations or individuals that are not playing in the exercise. Controllers direct the pace of the exercise, provide key data to players, and may prompt or initiate certain player actions to ensure exercise continuity. In addition, they issue exercise material to players as required, monitor the exercise timeline, and supervise the safety of all exercise participants.
- **Simulators.** Simulators are control staff personnel who deliver scenario messages representing actions, activities, and conversations of an individual, agency, or organization that is not participating in the exercise. They most often operate out of the Simulation Cell (SimCell), but they may occasionally have face-to-face contact with players. Simulators function semi-independently under the supervision of SimCell controllers, enacting roles (e.g., media reporters or next of kin) in accordance with instructions provided in the Master Scenario Events List (MSEL). All simulators are ultimately accountable to the Exercise Director and Senior Controller.
- **Evaluators.** Evaluators evaluate and provide feedback on a designated functional area of the exercise. Evaluators observe and document performance against established capability targets and critical tasks, in accordance with the Exercise Evaluation Guides (EEGs).
- **Observers.** Observers visit or view selected segments of the exercise. Observers do not play in the exercise, nor do they perform any control or evaluation functions. Observers view the exercise from a designated observation area and must remain within the observation area during the exercise. Very Important Persons (VIPs) are also observers, but they frequently are grouped separately.
- **Media Personnel.** Some media personnel may be present as observers, pending approval by the sponsor organization and the Exercise Planning Team.
- **Support Staff.** The exercise support staff includes individuals who perform administrative and logistical support tasks during the exercise (e.g., registration, catering).

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.

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 is conducted in a no-fault learning environment wherein capabilities, plans, systems, and processes will be evaluated.
- The exercise scenario is plausible, and events occur as they are presented.
- Exercise simulation contains sufficient detail to allow players to react to information and situations as they are presented as if the simulated incident were real.
- Participating agencies may need to balance exercise play with real-world emergencies. Real-world emergencies take priority. Should a real-world situation occur day-of or week(s) leading up to this exercise, the exercise may be rescheduled.

Artificialities

During this exercise, the following artificialities apply:

- Exercise communication and coordination is limited to participating exercise organizations, venues, and the Control Cell.
- Only communication methods listed in the Communications Directory are available for players to use during the exercise. The assumption is that traditional communications methods such as landline, cellular, social media, internet, and email have been made unavailable by a cyber attack. You may simulate your loss of these capabilities by utilizing airplane mode on your cellular device and disabling local network connections on your computer systems.

EXERCISE LOGISTICS

Safety

Exercise participant safety takes priority over exercise events. The following general requirements apply to the exercise:

- A Safety Controller is responsible for ensuring the exercise is conducted in a safe environment; any safety concerns must be immediately reported to the Safety Controller. The Safety Controller and Exercise Director will determine if a real-world emergency warrants a pause in exercise play and when exercise play can be resumed.
- For an emergency that requires assistance, use the phrase **“real-world emergency.”** The following procedures should be used in case of a real emergency during the exercise:
 - Anyone who observes a participant who is seriously ill or injured will immediately notify emergency services by calling 911 and the closest controller, and, within reason and training, render aid.
 - The controller aware of a real emergency will initiate the **“real-world emergency”** broadcast and provide the Safety Controller, Lead Controller, and Exercise Director with the location of the emergency and resources needed, if any. The Lead Controller will notify the Control Cell as soon as possible if a real emergency occurs.

Fire Safety

Standard fire and safety regulations relevant to your local jurisdiction will be followed during the exercise. Participants are asked to maintain due care related to emergency power sources and related to installing emergency antennas. No such antennas will be installed near any power lines.

Emergency Medical Services

Dial 911

Electrical and Generating Device Hazards

All applicable electrical and generating device safety requirements should be documented prior to the start of the exercise. Each participant is asked to follow prudent safety procedures related to batteries and generators and any other alternative power systems.

Weapons Policy

Weapons are generally not permitted by non-agency personnel inside governmental facilities. Weapons are not a part of this exercise.

Site Access

Security

If entry control is required for the exercise venue(s), the sponsor organization is responsible for arranging appropriate security measures. To prevent interruption of the exercise, access to exercise sites is limited to exercise participants. Players should advise their venue’s controller or evaluator of any unauthorized persons.

Media/Observer Coordination

Organizations with media personnel and/or observers attending the event should coordinate with their local organization for access to the exercise site. Media/Observers are escorted to designated areas and always accompanied by an exercise controller. Identify a designated location for the media prior to the start of the exercise. Sponsor organization representatives and/or the observer controller may be present to explain exercise conduct and answer questions. Exercise participants should be advised of media and/or observer presence. Please advise the Exercise Director as well of any media related activities.

Exercise Identification

Exercise staff may be identified by badges, hats, and/or vests to clearly display exercise roles; additionally, uniform clothing may be worn to show agency affiliation. Table 2 describes these identification items.

Group	Color
Evaluators	Red
Players	Lime Green (where applicable) Agency ID card Professional attire
Observer	Gray
Media	Purple or proper media ID

Table 2. Exercise Identification

POST-EXERCISE ACTIVITIES

Debriefings

Post-exercise debriefings aim to collect sufficient relevant data to support effective evaluation and improvement planning.

Hotwash

At the conclusion of exercise play, a controller or evaluator will lead a Hot Wash to allow players to discuss strengths and areas for improvement, and evaluators to seek clarification regarding player actions and decision-making processes. All participants may attend; however, observers are not encouraged to attend the meeting. The information gathered during a hotwash contributes to the AAR/IP and any exercise suggestions can improve future exercises.

Immediately following the exercise, all participants are invited to join a Zoom call for a brief hotwash session. Please register for the Zoom call [using this link](#) and join immediately following the exercise.

An exercise coordinator and controller hotwash link will be sent to relevant participants following the exercise.

Participant Feedback Forms

Participant Feedback Forms provide players with the opportunity to comment candidly on exercise activities and exercise design, and to share their observed strengths and areas for improvement. Participant Feedback Forms may be filled out online via [this link](#).

PARTICIPANT INFORMATION AND GUIDANCE

Exercise Rules

The following general rules govern exercise play:

- Real-world emergency actions take priority over exercise actions.
- Exercise players will comply with real-world emergency procedures, unless otherwise directed by the control staff.
- **All communications** (including written, radio, telephone, and e-mail) during the exercise will begin and end with the statement **“This is an exercise.”**

Players Instructions

Players should follow certain guidelines before, during, and after the exercise to ensure a safe and effective exercise.

Before the Exercise

- Review appropriate organizational plans, procedures, and exercise support documents.
- Be at the appropriate site at least 30 minutes before the exercise starts. Wear the appropriate uniform and/or identification item(s).
- Sign in when you arrive.
- If you gain knowledge of the scenario before the exercise, notify a controller so that appropriate actions can be taken to ensure a valid evaluation.
- Read your Exercise Information Handout located at arri-nfl.org/set
- As internet access is technically “not available” during this exercise, please have a locally downloaded or printed copy of any relevant exercise documents.
- Leadership for each participating group should provide The Controllers with information on proposed frequency assignments or corrections to suggested ICS-205 entries. (Please carefully study Appendix A, Exercise Schedule)

During the Exercise

- Respond to exercise events and information as if the emergency were real, unless otherwise directed by an exercise controller.
- Controllers will give you only information they are specifically directed to disseminate. You are expected to obtain other necessary information through existing emergency information channels.
- Do not engage in personal conversations with controllers, evaluators, observers, or media personnel. If you are asked an exercise-related question, give a short, concise answer. If you are busy and cannot immediately respond, indicate that, but report back with an answer as soon as possible.

- If you do not understand the scope of the exercise, or if you are uncertain about an organization's participation in an exercise, ask a controller.
- Parts of the scenario may seem implausible. Recognize that the exercise has objectives to satisfy and may require incorporation of unrealistic aspects. Every effort has been made by the exercise's trusted agents to balance realism with safety and to create an effective learning and evaluation environment.
- **All exercise communications will begin and end with the statement "This is an exercise."** This precaution is taken so that anyone who overhears the conversation will not mistake exercise play for a real-world emergency.
- Speak when you take an action. This procedure will ensure that evaluators are aware of critical actions as they occur.
- **Maintain a log of your activities** using an ICS-214 form for your team. Many times, this log may include documentation of activities that were missed by a controller or evaluator.
- **Maintain a log of all official messages sent or received** using an ICS-309 form.

After the Exercise

- Participate in the Hotwash at your venue with controllers and evaluators.
- Complete the Participant Feedback Form. This form allows you to comment candidly on emergency response activities and exercise effectiveness. Provide the completed form to a controller or evaluator.
- Provide any notes or materials generated from the exercise to your controller or evaluator for review and inclusion in the AAR.
- Leadership, please provide a digital copy of your AAR and ICS forms to the Exercise Director.

Simulation Guidelines

Because the exercise is of limited duration and scope, certain details will be simulated. The physical description of what would fully occur at the incident sites and surrounding areas will be relayed to players by simulators or controllers. A SimCell may be used to simulate the roles and interactions of nonparticipating organizations or individuals.

APPENDIX A: COMMUNICATIONS PLAN

Leadership/Controller Directory

Name	Agency	Phone	Email
Arc Thames	ARES	850-889-3767	arc.thames@srcares.org

Evaluator Directory – TBD as of 8/14/22

Name	Agency	Location	Phone	Email
Robert Little	State of FL DEM	Tallahassee, FL	[Phone]	[Email]
[Name]	[Agency]	[Location]	[Phone]	[Email]
[Name]	[Agency]	[Location]	[Phone]	[Email]
[Name]	[Agency]	[Location]	[Phone]	[Email]
[Name]	[Agency]	[Location]	[Phone]	[Email]
[Name]	[Agency]	[Location]	[Phone]	[Email]

APPENDIX B: EXERCISE PARTICIPANTS – TO BE FILLED IN FOLLOWING SIGNUP PERIOD 8/14/22

Participating Organizations
Federal
[Federal Participant]
[Federal Participant]
[Federal Participant]
State
Florida Division of Emergency Management
[State Participant]
[State Participant]
[Jurisdiction A]
[Jurisdiction A Participant]
[Jurisdiction A Participant]
[Jurisdiction A Participant]
[Jurisdiction B]
[Jurisdiction B Participant]
[Jurisdiction B Participant]
[Jurisdiction B Participant]

APPENDIX C: EXERCISE SCHEDULE

Note: Because this information is updated throughout the exercise planning process, appendices may be developed as stand-alone documents rather than part of the ExPlan.

Now	Personnel	Activity	Location
By August 26, 2022	Team Leaders	Register your communications team for the exercise.	Online
By September 19, 2022	Team Leaders	Each participant organized group (SHARES, FDEM, ARES® including county EC or other leadership, section NFL, etc) should plan their -frequency -advertisement -invitation -activation procedures Any local group deployments to shelter or county assets should be discussed, with your Emergency Manager if required. Be sure you and your team have reviewed the prerequisite activities on arrl-nfl.org/set	Locally
By September 26, 2022	Team Leaders	Develop an IAP for your local team. Overall exercise injects will be provided to team leaders and sample injects for deployment locations will be made available.	Locally

Preplanning/training	Personnel	Activity	Location
August 27 10A EDT/9A CDT	All participants	SET Overview & Initial Net Training	Please use this link to register to attend

Preplanning/training	Personnel	Activity	Location
September 7 6:30P EDT/5:30P CDT	All participants	Basic Telephone Net Procedures	Please use this link to register to attend
September 14 6:30P EDT/5:30P CDT	All participants	SET Training/Q&A	Please use this link to register to attend
September 30 6:30P EDT/5:30P CDT	All participants	SET Final Review/Q&A	Please use this link to register to attend

April 22, 2023	Personnel	Activity	Location
8:30A EDT/7:30A CDT	All participants	Check in to the NFL ARES Net if possible	On the air
9:00A EDT/8:00A CDT	State EOC Communicators	Exercise Begins State DEM interrupts morning net to advise of a statewide communications outage	On the air
9:05A EDT/8:05A CDT	All teams	Participate in the State EOC net	On the air (SARNET)
9:05A EDT/8:05A CDT	Team leaders	Initiate your team activation procedures. Use traditional and non-traditional communications methods as the internet, telephone lines, text messaging, and the internet may be unavailable.	Local municipality
9:15A EDT/8:15A CDT	Team leaders	Open EOC inject 01	Locally
9:20A EDT/8:20A CDT	Team leaders Deployed participants	Verify communications with your team members at shelters, hospitals, etc. if applicable.	Locally
9:30A EDT/8:30A CDT	State EOC Communications	State EOC asks ARES POC to activate nets to facilitate communications	On the air (SARNET)
9:30A EDT/8:30A CDT	ARES POC Net Controls	Activate command, resource, and traffic nets. Frequency of nets announced on SARNET.	On the air
9:35A EDT/8:35A CDT	Team leaders	Open inject 02	Locally
9:35A EDT/8:35A CDT through 12:30A EDT/11:30A CDT	State EOC Communications	Monitor command net, SARNET, and Winlink traffic.	State EOC

April 22, 2023	Personnel	Activity	Location
9:45A EDT/8:45A CDT	Team leaders	Open inject 03	Locally
10:00A EDT/9:00A CDT	Exercise Director	Announces an inject on the command and SARNET	On the air
10:00A EDT/9:00A CDT	Team leaders	Open inject 04	Locally
10:15A EDT/9:15A CDT	Team leaders	Open inject 05	Locally
10:15A EDT/9:15A CDT	Net controls	Request that any monitoring amateur provide a situation report of the status of their power, cellular, internet, landline, and power utilities via the resource net or Winlink	On the air (Resource net)
10:45A EDT/9:45A CDT	Team leaders	Open inject 06	Locally
11:00A EDT/10:00A CDT	All Teams	Obtain "information bulletin Alpha" from a SHARES resource. This can be done directly on the SHARES net by SHARES capable stations, requesting the information from another station that does have SHARES, or using the SHARES interoperability channel. ³	On the air
11:15A EDT/10:15A CDT	All Teams	Obtain "information bulletin Bravo" from @FLEMCOMM JS8 station group information. This is a *bonus* activity for those wishing to test the capability	On the air
11:30A EDT/10:30A CDT	Controllers	End of exercise. Please join the hotwash Zoom session.	Please use this link to register for the meeting link.

Post Exercise Activities	Personnel	Activity	Location
By 10/07/2022	Team Leaders	Provide AAR, ICS-204, and ICS-309 forms digitally to Exercise Director.	arc.thames@srcare.org

³ This task is pending communication with the SHARES team to verify they can assist in this exercise.

APPENDIX D: EXERCISE SITE MAPS

Figure D.1: State of Florida



APPENDIX E: EXERCISE SCENARIO

Tensions have continued to rise between the United States and nation states that have adversarial relationships with us. Over the last few months, the state of Florida has seen a rise in cyber based attacks targeting various telecommunications and infrastructure services throughout its counties. To date the attacks have been benign and have only caused minor or brief outages of services including internet and cellular services.

Weather

Real world weather conditions will be utilized for this exercise.

Major Events

On April 22, 2023, at approximately 0900 EDT, news stations across the state have reported mass outages of all telecommunications services throughout the state of Florida. Service outages began with internet service being unavailable, but the outages have since spread to cellular and traditional voice communications methods. It is believed that Florida is being targeted due to its high volume of tourism.

As the minutes go by the situation continues to worsen with sweeping blackouts in various portions of the state. Panic is evident among the citizens as roads become gridlocked in an attempt to buy supplies, groceries, and fuel in fears that supply may not be available. Additionally, lines at banks begin to form due to fears that credit and debit cards may be unusable, and citizens begin withdrawing cash at an alarming rate.

Emergency Managers from many counties begin level 1 activation activities to open shelters for those in fear of widespread power outages and food shortages. Included in this level 1 activation for each county are amateur radio, SHARES, and AUXCOMM volunteers. County Emergency Managers have asked for these communicators to station at shelters, hospitals, and emergency operation centers due to a total loss of traditional communications methods. Additionally, they are asking for the capability to allow citizens to send messages outside of the state via amateur radio if capacity allows.

The Governor has declared a state of emergency in Florida. The Florida Division of Emergency Management broadcasts a message to any monitoring amateur radio operator asking them to send in situation reports from within the state to the State EOC via voice or the Winlink messaging system. Several nets are established to provide communication flow between local counties and the State Division of Emergency Management. Communicators should use any method available to assist in establishing and maintaining communications throughout the state.

Partner organizations such as XXX have contacted FDEM (Florida Division of Emergency Management) and offered their assistance providing communications. To help with radio communications in the southern part of the state, these resources are being used as relays to the FDEM.

APPENDIX F: ACRONYMS

Acronym	Term
DHS	U.S. Department of Homeland Security
ExPlan	Exercise Plan
HSEEP	Homeland Security Exercise and Evaluation Program
SME	Subject Matter Expert
ICS	Incident Command System

APPENDIX G: REVISION HISTORY

Version #	Date Changed	Change Summary
1.0	08/12/22	Initial version
1.0.1	08/12/22	Added revision history
1.0.2	08/14/22	Add goals to objectives. Added activities up to exercise end.
1.0.3	08/25/22	Adjusted inject numbers and timing. Updated participant list.
2.0.1	03/03/23	Began updating dates to 2023