Overview

Alexander Yesnik
Subcommittee on Disaster Reduction
Thursday, July 12, 2018
The National Preparedness System
The National Exercise Program (NEP)

- National-level mechanism for validating core capabilities across all mission areas; consists of a two-year cycle of selected exercises that culminates in a National Level Exercise.

- Each cycle is guided by Principals’ Objectives, established by the Principals Committee of the National Security Council.

- These objectives are driven by data through the National Preparedness System, including the National Preparedness Report (NPR), State Preparedness Reports (SPRs), Threat and Hazard Identification and Risk Assessments (THIRAs), After-Action Reports (AARs), and other preparedness data.
The National Exercise Program (NEP)

- Aligns common challenges and emerging issues identified by states, local jurisdictions, tribes, and territories into national strategic goals called **Principals’ Objectives**, issued by the Principals Committee of the National Security Council at the White House.

- Provides a means to **assess the ability to build, sustain, and deliver core capabilities** of national focus; validate plans, training, and equipment; draw out resource gaps; and identify areas for improvement.

- Provides **exercise design and delivery assistance** for exercises that align to the Principals’ Objectives.

- Integrates evaluation results from each exercise into an overall **analysis of the nation’s readiness** and informs the National Preparedness Report.
The Two-Year NEP Cycle

Exercises inform preparedness analysis

### National Exercise Program
- Develop after-action reports and improvement plans
- Identify lessons learned
- Validate core capabilities
- Engage the whole community

### National Preparedness Analysis
- Extract trends from SPR, THIRA, and NPR data
- Distill insights from intelligence and risk assessments
- Examine real-world events for emerging threats
- Generate key analytical findings

Preparedness analysis informs focus of NEP

Principals’ Objectives
2017 NEP Exercises by State

101 exercises total in CY 2017
National Exercise Program

2017-2018 Principals’ Objectives
Principals’ Objective #1

Intelligence and Information Sharing

“Examine and validate core capabilities and processes to rapidly exchange and analyze appropriate classified and unclassified information among federal, state, local, tribal, territorial, private sector and international partners prior to and during an incident that threatens the security of the nation.”
Principals’ Objective #1

Intelligence & Information Sharing

Why is this important?

National Preparedness Report

- The 2017 NPR reported that the nation has developed a limited number of assets and partnerships to support intelligence and information sharing
- 2016 NPR reported government agencies are expanding partnerships to improve capabilities needed to prevent terrorist attacks

State Preparedness Report

- 85% of states and territories identified Intelligence & Information Sharing as a “High Priority”
- States and territories reported gaps in developing reports and disseminating information
- Exercises highlighted fusion centers must build stronger two-way information sharing partnerships
An analysis of real-world and exercise after-action reports (AARs) across the country revealed common challenges:

- Disseminating restricted or limited-distribution information
- Using plain language and avoiding acronyms
- Ensuring intelligence centers have actionable intelligence policies
- Providing key communications links to increase awareness and expand outreach capabilities
- Developing more sophisticated intelligence processing systems for law enforcement
Principals’ Objective #2

Lead Federal Agency Coordination

“Examine the ability of departments and agencies to identify and validate appropriate authorities and roles, lead federal agency responsibilities, incident management resources, and organizational and operational structures to prepare for, respond to, and recover from incidents where there is no clear lead federal agency identified in statute or regulation.”
Principals’ Objective #2

Lead Federal Agency Coordination

Why is this important?

National Preparedness Report
- Highlighted uncertainty regarding **multi-agency coordination and authorities** during incidents in which a disaster declaration under the Stafford Act is not likely
- Highlighted challenges of placing agencies previously unaccustomed to **coordinating multiple agencies** into that role

State Preparedness Report
- States and territories reported gaps in **decontamination and responder safety**

Threat and Hazard Identification and Risk Assessment
- States identified incidents with different lead agencies among the top 10 most frequently cited hazards, including **cyber attacks, pandemic incidents, explosive devices, and chemical hazmat release**
What are the major challenges?

An analysis of real-world and exercise after-action reports (AARs) across the country revealed common challenges:

- Understanding availability and need for specialized resources
- Clarifying an operational lead during disasters with multiple operations centers
- Developing a uniform multi-jurisdictional system for coordinating triage, patient tracking, and fatality management that includes the nonmedical community
- Providing coordinated public information in different languages and leveraging statewide unified call centers
Examine the ability of federal, state, local, tribal, and territorial jurisdictions to conduct integrated multi-jurisdictional and multi-disciplinary response planning, and to coordinate operations among law enforcement, fire and medical services, emergency management, and other whole community stakeholders for incidents with crisis and consequence management components such as complex terrorist attacks.
Principals’ Objective #3
Multidisciplinary Response Options

Why is this important?

National Preparedness Report
- Identified challenges addressing complex terrorist attacks, including:
  - Improving response coordination
  - Conducting exercises that test coordination between Incident Command Posts and Emergency Operations Centers
  - Medical training to handle complex injuries

Threat and Hazard Identification and Risk Assessment
- States and territories identified explosive devices more frequently than any other threat or hazard
- Active shooter threats had the greatest increase (32%) over 2014

Past NEP Exercises
- Highlighted need for local law enforcement to improve response plans to address attacks against soft targets
An analysis of real-world and exercise after-action reports (AARs) across the country revealed common challenges:

- Establishing and maintaining unified coordination across multiple command posts
- Coordinating and integrating plans across multiple agencies
- Establishing unified response plans with command, control, and communications protocols
- Implementing information sharing plans and protocols between incident commands at different attack sites
- Developing personnel plans to protect a large, geographically dispersed area
- Leveraging social media
Principals’ Objective #4

Cyber Coordination

“Examine the ability of whole community stakeholders to implement national policy, frameworks, and guidance, and to apply relevant authorities, plans, procedures, and available resources to achieve a coordinated response to significant cyber incidents.”
Principals’ Objective #4

Cyber Coordination

Why is this important?

Threat and Hazard Identification and Risk Assessment

- 80% of states and territories identified “Cyber Attack” as a primary threat of concern—more common than any other threat or hazard

National Preparedness Report

- Continuity of Operations for information technology systems and networks identified as the largest functional area gap
An analysis of real-world and exercise after-action reports (AARs) across the country revealed common challenges:

- Understanding agency capabilities, responsibilities, and authorities during a cyber intrusion
- Developing a common operating picture
- Prioritizing response actions and managing collateral damage on secondary systems
- Reducing risk from the interconnected nature of IT systems, including reliance on cellular networks
- Linking cyber-specific plans to other relevant plans
- Overcoming legal restrictions on information sharing
Principals’ Objective #5

Recovery Coordination

“Demonstrate the ability of the whole community, especially state, territorial, tribal, and local governments, to perform effective recovery coordination and planning in parallel with response operations to achieve long-term community recovery objectives.”
Principals’ Objective #5

Recovery Coordination

Why is this important?

National Preparedness Report
- Only 27% of states and territories indicated proficiency in Recovery core capabilities
- Identified Economic Recovery, Housing, and Infrastructure Systems as national areas for improvement
- NEP exercises highlighted integration of long-term recovery considerations into response operations as areas for improvement

State Preparedness Report
- Since 2012, states and territories have consistently reported lower levels of proficiency in Recovery core capabilities than in any other Mission Area
- Identified Economic Recovery, Health and Social Services, Housing, and Natural and Cultural Resources among the eight lowest-rated capabilities
An analysis of real-world and exercise after-action reports (AARs) across the country revealed common challenges:

- Ensuring businesses and jurisdictions have comprehensive recovery plans
- Improving collaboration and coordination between economic and community recovery activities
- Developing economic impact assessments with inconsistent or incomplete data
- Communicating proactively with businesses during recovery
- Sharing information among agencies
- Prioritizing recovery actions across a region
“Examine the ability of federal, state, local, tribal, and territorial jurisdictions to implement coordinated, integrated response structures and strategies; detect and categorize disease threats; address domestic and international public health implications; control and contain disease outbreaks; deliver public health and medical services; and communicate with external partners and the public during infectious disease pandemics and biological incidents.”
Principals’ Objective #6
Infectious Disease and Biological Incidents

Why is this important?

National Preparedness Report
- Reported that in 2016, response and recovery during the Zika virus outbreak highlighted progress among federal agencies in improving coordination

State Preparedness Report
- Public Health, Healthcare, and Emergency Medical Services core capability experienced one of the largest one-year declines in self assessments
- 89% of states and territories identified the same core capability as a “High Priority”
- 70% of states and territories identified medical surge as a gap in preparedness

Threat and Hazard Identification and Risk Assessment
- Pandemic was the second most frequently cited threat or hazard
Principals’ Objective #6
Infectious Disease and Biological Incidents

What are the major challenges?

An analysis of real-world and exercise after-action reports (AARs) across the country revealed common challenges:

- Planning for timely vaccine distribution and allocation among multiple sites
- Developing continuity plans to address staffing shortages
- Ensuring responders attend refresher training on mass casualty incidents
- Prioritizing and providing like resources across multiple incident sites
- Identifying and training dedicated Public Information Officers on biological incidents
- Coordinating timely public information regarding medical countermeasures
Principals’ Objective #7

Catastrophic Incidents

“Examine the ability of the whole community to deliver life-saving and life-sustaining capabilities to survivors following a catastrophic incident that severely affects communities and critical infrastructure.”
Principals’ Objective #7

Catastrophic Incidents

Why is this important?

- The Hurricane Sandy After-Action Report included areas for improvement for large-scale incidents, including:
  - Senior leadership coordination
  - Incident management structures
  - Continuity of operations
  - Coordination with local, state, and tribal partners

- Earthquakes, hurricanes, typhoons, and wildfires were among the threats and hazards most frequently identified by jurisdictions (these all have the potential to become catastrophic)
  - Earthquakes: 39 of the 50 states have a moderate to high seismic hazard risk
  - Hurricanes: NOAA and NASA predict future hurricanes and tropical cyclones may have higher wind speeds and increase in intensity
Principals’ Objective #7

Catastrophic Incidents

What are the major challenges?

An analysis of real-world and exercise after-action reports (AARs) across the country revealed common challenges:

- **Tracking and accepting shipments** of resources
- **Maintaining situational awareness** of resource and staffing needs
- Developing doctrine or standard practices for **data collection and analysis**
- Coordinating **information sharing and reporting**
- Understanding **legal authorities**
- Standardizing protocols for **integrating partners across the whole community**
- Synchronizing **operational tempos** and reporting schedules
2017 Exercises By Principals’ Objectives

Number of Exercises Aligned with Principals’ Objectives

- Intelligence and Information Sharing: 17
- Lead Federal Agency Coordination: 31
- Multidisciplinary Response Operations: 15
- Cyber Coordination: 15
- Recovery Coordination: 16
- Infectious Disease and Biological Incidents: 3
- Catastrophic Incidents: 25
National Exercise Program

National Level Exercise
The Post-Katrina Emergency Management Reform Act of 2006 states that the FEMA Administrator shall conduct national level exercises biennially to:

- “test and evaluate the capability of Federal, State, local, and tribal governments to detect, disrupt, and prevent threatened or actual catastrophic acts of terrorism, especially those involving weapons of mass destruction” (as the Capstone 2016 exercise did last year), and
- “test and evaluate the readiness of Federal, State, local, and tribal governments to respond and recover in a coordinated and unified manner to catastrophic incidents.”

United States Code, Title 6, Chapter 2, Subchapter II, Part A, Section 748(b)(3)
**Planning Considerations**

1. Principals’ Objectives
2. NEP Exercises and Real-World Incidents
3. Operational Plans
4. Whole Community Opportunities
5. Integration of Existing Exercises

A number of important **planning considerations** were taken into account when developing the concept for NLE 2018.
National Level Exercise (NLE) 2018 examined the ability of all levels of government, private industry, and nongovernmental organizations to protect against, respond to, and recover from a major Mid-Atlantic hurricane.
The NLE 2018 scenario included a **major hurricane that made landfall near Hampton Roads**, Virginia, causing severe damage to residences, businesses, and critical infrastructure throughout the Mid-Atlantic region.

Fictional Hurricane Cora caused **power outages and cascading effects** to interdependent systems, including communications, transportation, water, and public health.
Region-wide and County-level Participation
NLE 2018 Partner & Community Engagement

- 12,000+ individuals participated in NLE 2018, including:
  - 67 local jurisdictions
  - 5 states and the District of Columbia
  - 160 private sector organizations
  - 91 Federal departments and agencies

- Building a culture of preparedness through NLE 2018

- 180,000+ clicks to hurricane preparedness resources*

- 1,000+ registrants for FEMA’s Helping Your Community Get Ready for Hurricanes webinar

- 450,000 individuals reached through U.S. Coast Guard, Ardent Sentry, and Citadel Gale accountability drills

- 38,000+ FEMA App downloads*

*March 26 - May 11, 2018
NLE 2020 Concept

- Involves a complex, adversary-based multidimensional attack that reflects the evolving threat environment.

- Begins with a threat that originates overseas by an ambiguous actor, presented initially as a non-state threat, and includes cyberattacks resulting in a domestic national security emergency with significant impacts to critical infrastructure.

- Also includes an option for a weapon of mass destruction (WMD)-based threat and the execution of continuity plans with an emphasis on devolution.
NLE 2020 Key Planning Milestones

- Domestic Resilience Group Briefing: June 19, 2018
- NLE 2020 Stakeholder Engagement Begins: January 1, 2019
- NLE 2020 C&O: September 2018
- NLE 2020 IPM: March 2019
- NLE 2020 MPM: June/July 2019
- NLE 2020 MSEL Sync: February 2020
- NLE 2020 FPM: March 2020
- NLE 2018: May 2018
- NLE 2020/2022 Concept Meeting: February 23, 2018

Time Periods:
- Winter 2018
- Spring 2018
- Summer 2018
- Fall 2018
- Winter 2019
- Spring 2019
- Summer 2019
- Fall 2019
- Winter 2020
- Spring 2020
- Summer 2020
National Exercise Program

Exercise Starter Kits
Exercise Starter Kits

Exercise Starter Kits are pre-packaged sets of guides and templates to help exercise planners develop tabletop exercises that can be tailored to specific threats, resources, and operational plans of their community.

Each Exercise Starter Kit:

- Includes ready-to-use materials and templates for developing, conducting, and evaluating an exercise
- Incorporates sample scenarios and discussion questions reviewed by experts
- Is flexible and adaptable to meet the needs of individual jurisdictions

Access the Exercise Starter Kits now at http://preptoolkit.fema.gov/
Participating in the National Exercise Program
Benefits of Participating in the NEP

Receive technical assistance and support for your exercises from dedicated exercise design and delivery experts.

Access exercise templates, tools, and other resources to help you design, conduct, and evaluate your exercises.

Pursue new exercise ideas and broaden the impact of your exercises to a wider group of stakeholders.

Influence national preparedness policy and resource allocation decisions at all levels by contributing exercise evaluation data.

Visit www.fema.gov/nep to learn more about the 2017-2018 cycle

Download and complete the Exercise Nomination Form

Submit the Exercise Nomination Form to nep@fema.dhs.gov

The National Exercise Division at FEMA will respond to discuss your exercise
## Potential Focus of 2019-2020 Cycle

<table>
<thead>
<tr>
<th>Focus Area</th>
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<tbody>
<tr>
<td>Operational Coordination and Communications</td>
</tr>
<tr>
<td>Cybersecurity</td>
</tr>
<tr>
<td>Protection and Restoration of Critical Services</td>
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<tr>
<td>National Security Emergencies</td>
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<tr>
<td>Public Health Emergencies</td>
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<tr>
<td>Community Recovery and Economic Resilience</td>
</tr>
<tr>
<td>Mass Care and Housing</td>
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<tr>
<td>Safety of Schools and Other Soft Targets</td>
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<tr>
<td>Operational Resilience</td>
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</table>
Backup Slides
Authorities

- The NEP is established by United States Code, Title 6, Chapter 2, Subchapter II, Part A, Section 748(b)(1), which directs that:
  - “The Federal Emergency Management Agency [FEMA] Administrator, in coordination with the heads of appropriate Federal agencies, the National Council on Disability, and the National Advisory Council, shall carry out a national exercise program to test and evaluate the national preparedness goal, National Incident Management System, National Response Plan [now the National Response Framework], and other related plans and strategies.”

- The Post-Katrina Emergency Management Reform Act of 2006 states that the FEMA Administrator shall conduct national level exercises biennially to:
  - “test and evaluate the capability of Federal, State, local, and tribal governments to detect, disrupt, and prevent threatened or actual catastrophic acts of terrorism, especially those involving weapons of mass destruction,” and
  - “to test and evaluate the readiness of Federal, State, local, and tribal governments to respond and recover in a coordinated and unified manner to catastrophic incidents.”

United States Code, Title 6, Chapter 2, Subchapter II, Part A, Section 748(b)(3)

- 6 U.S.C. § 1136 (d) directs that security exercises for public transportation agencies be a component of the NEP

- 6 U.S.C. § 1166 (d) directs that security exercises for railroad carriers be a component of the NEP

- Public Law 111-353, Section 208 directs that food safety exercises to evaluate and identify weaknesses in the decontamination and disposal model plans be a component of the NEP
National Themes with Focus Areas

<table>
<thead>
<tr>
<th>Pre-Landfall Protective Actions</th>
<th>Sustained Response in Parallel with Recovery Planning</th>
<th>Continuity in a Natural Disaster (Focus on NEF #6)</th>
<th>Power Outages and Critical Interdependencies</th>
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<tbody>
<tr>
<td>Pre-Staging Resources</td>
<td>Mass Care</td>
<td>Decision-Making and Implementation</td>
<td>Public-Private Coordination</td>
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<tr>
<td>Evacuation Decision-Making</td>
<td>Initiation of Housing</td>
<td>Reporting and Situational Awareness</td>
<td>Supply Chain Restoration</td>
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<td>Catastrophic Planning</td>
<td>ESF and RSF Integration</td>
<td>Inter- and Intra-Agency Coordination</td>
<td>Prioritization of Resources</td>
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<td>Leveraging Preparedness Data</td>
<td>EMAC and Mutual Aid</td>
<td>Resilience of Communications and Information Systems</td>
<td>Mutual Assistance</td>
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<tr>
<td>Private Sector Information Sharing</td>
<td>Distribution of Staff</td>
<td>Public/Private Sector Interdependencies</td>
<td>Prioritization of Infrastructure Restoration</td>
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<td>Mission Assignments</td>
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<td>Strategic Messaging</td>
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<td>Private Sector Engagement</td>
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<td>Philanthropic and Volunteer Engagement</td>
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NLE 2018: Integrating Critical Infrastructure

NLE 2018 leveraged the **modeling capabilities** of Clear Path to present realistic impacts to electric, natural gas, and telecommunications infrastructure

- NLE 2018, through Clear Path, integrated multiple **private sector** companies and **utility partners**
- **Argonne National Laboratory** expanded upon modeling work done for Clear Path to define infrastructure impacts
- Long-duration power outages and **cascading impacts** to critical infrastructure systems
NLE 2018: Integrating the Private Sector & Communities

Private sector and critical infrastructure owners/operators were actively engaged in functional play

- National Business Emergency Operations Center (NBEOC) calls held May 2-4 and May 7-9
- Private sector participation focused on testing and evaluating:
  - Information Sharing
  - Request, Acquisition, and Movement of Resources
  - Business Emergency Operations Center (BEOC) Capabilities
- Lead-up events included workshops on information sharing and supply chain

Companies and community organizations leveraged the NLE as an opportunity to engage employees and customers on preparedness

- FEMA hosted a national webinar on hurricane preparedness during NLE 2018
- Organizations conducted their own exercise using an Exercise Starter Kit
The FEMA Administrator approved several performance measures to gauge the impact of NLE 2018 community engagement:

- **Flood Insurance**: Increase the number of flood insurance policies purchased by 10,000 nationwide (April 1 – August 30)
- **FEMA App**: Increase by 10% the average downloads of the FEMA App to 31,000 over the NLE campaign timeframe (April 1 – August 30)
- **Private Sector**: 70% of National Business Emergency Operations Center (NBEOC) organizations within the affected area participate during the NLE
- **Voluntary/Community Organizations**: At least 1,000 registrants participate in the NLE Hurricane Preparedness webinar on May 8, with at least 40% representing non-government sectors
- **Online Engagement**: Increase web traffic to campaign-promoted hurricane preparedness resources, including:
  - [Financial Preparedness Toolkit](#)
  - [You are the Help until Help Arrives](#)
  - [Creating a Family Communications Plan](#)
  - [NLE 2018 Exercise Starter Kit](#) for organizations to conduct internal exercises
Building upon our efforts to incorporate the whole community into NLE 2018, FEMA developed fact sheets tailored to individuals, the private sector, and community organizations on how to get involved in the NLE and prepare for the 2018 hurricane season.

The fact sheets provide calls to action that outline how different groups can get engaged:

- **Individual calls to action** focus on ways to build resilience without any exercise play.

- **The private sector and community organization** calls to action include options for playing in NLE or holding their own activities.

Campaign links were included in all fact sheets to capture the reach of these resources.
NLE 2018: FEMA Gets Social with Hurricane Preparedness

FEMA promoted hurricane preparedness messaging on Twitter and Facebook in advance of NLE 2018, focusing on the five calls to action for individuals.

Overall, hurricane preparedness social media content shared by FEMA on Twitter and Facebook garnered above average engagement, with a total of over 180,000 impressions on Twitter and reached almost 150,000 on Facebook.

<table>
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<tr>
<th>@FEMA Twitter</th>
<th>Impressions</th>
<th>Total Engagements</th>
<th>Likes</th>
<th>RTs</th>
<th>Replies</th>
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<td>Until Help Arrives 4/26</td>
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*Social media analytics pulled on 5/21/18.*
“Further, I recognize the ongoing National Level Exercise 2018, in which more than 250 organizations are participating to examine the ability of all levels of government, private industry, and nongovernmental organizations to protect against, respond to, and recover from a major mid-Atlantic hurricane.”

- President Donald J. Trump

Source: https://www.whitehouse.gov/presidential-actions/president-donald-j-trump-proclaims-may-6-may-12-2018-national-hurricane-preparedness-week/
NLE 2018: Planning

- **April**: Initial Planning Meeting
- **May**: Concept and Objectives Meeting
- **June**: In-Progress Review
- **July**: Harvey Irma
- **August**: Integration with After-Action Efforts
- **September**: Maria
- **October**: Midterm Planning Meeting
- **November**: Final Planning Meeting
- **December**: Planning Meeting

Harvey, Irma, Maria
NLE 2018: State and Local Coordination

- **FEMA Region III** served as the coordination point for state and local integration into NLE 2018
- The District of Columbia and **all states in FEMA Region III**—Virginia, Maryland, Delaware, Pennsylvania, and West Virginia—were critical exercise partners and participants
- **67 local jurisdictions** participated in the exercise
SimulationDeck was an innovative use of technology that added realism and created a more engaging exercise environment.

- SimulationDeck served as the player portal for the simulated information environment of NLE 2018:
  - **Added realism** and built out the scenario environment
  - **Drove exercise play** and exercise objectives
  - **Implemented injects** and conveyed scenario details
  - **Housed key exercise information**, documents, and the Player Directory

- SimulationDeck provided an outlet for mock interviews and public information exercise play.
NLE 2018 included participation from mayors, governors, and senior federal officials, including the Secretary of Homeland Security and FEMA Administrator.