

# Off-The-Rail

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## Exercise Plan August 23, 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

<b>Exercise Name</b>	Off-The-Rail
<b>Exercise Date</b>	<b>August 23, 2023</b>
<b>Scope</b>	<p>This exercise is a workshop, planned for 3.5-hours at 571 E. Bordman Rd., Imlay City, MI 48444.</p> <p>Exercise play is limited to a discussion-based exercise as part the Lapeer County EOP review, Emergency Operations Center (EOC) implementation, operational coordination, and communications during a train derailment incident.</p>
<b>Focus Area(s)</b>	Response
<b>Capabilities</b>	<p>Operational Coordination</p> <p>Public Health, Healthcare, and Medical Services</p> <p>Environmental Response/Health and Safety</p> <p>Public Information and Warning</p> <p>Planning</p>
<b>Objectives</b>	<p>Objective 1: Identify strategies to establish and maintain a command structure and process that integrates all critical stakeholders, in accordance with current plans, policies, and procedures.</p> <p>Objective 2: Discuss strategy to provide lifesaving medical treatment, transport, and mental health services during mass casualty and/or fatality events in accordance with the CEMP Health and EMS Annex.</p> <p>Objective 3: Discuss the process for communications interoperability and redundancy among all participating agencies and organizations, in accordance with current communications protocols.</p> <p>Objective 4: Assess and manage consequences of a hazmat release and mitigate effects of hazardous materials.</p> <p>Objective 5: Evaluate and discuss the adequacy of existing CEMP Annexes, policies and procedures, and mutual aid in the assessment, management, and mitigation of the consequences of a HAZMAT release.</p>
<b>Threat/Hazard</b>	Hazardous Materials Incident
<b>Scenario</b>	At 06:45, a freight-train of 100 cars is involved in a crossing impact that results in a derailment of 5 railcars with 2 identified as carrying HAZMAT materials. Both the rail-crossing impact and the derailment location require response and an evacuation due to HAZMAT is being considered.

<b>Exercise Name</b>	Off-The-Rail
<b>Sponsor</b>	Lapeer County Office of Emergency Management Imlay City Fire and Rescue CN Railroad
<b>Participating Organizations</b>	Participating agencies will include local, state and federal stakeholders with an identified role in the response to a potential train-derailment that includes a HAZMAT aspect to the incident.
<b>Point of Contact</b>	Sarah Whaley, PEM Lapeer County Emergency Management Coordinator 255 Clay St., #303 Lapeer, MI 48446 <a href="mailto:swhaley@lapeercounty.org">swhaley@lapeercounty.org</a> (810)245-4762

## 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.

Exercise Objective	Core Capability
Identify strategies to establish and maintain a command structure and process that integrates all critical stakeholders, in accordance with current plans, policies, and procedures.	Operational Coordination
Discuss strategy to provide lifesaving medical treatment, transport, and mental health services during mass casualty and/or fatality events in accordance with the CEMP Health and EMS Annex, and within agency policies and procedures.	Public Health, Healthcare, and Emergency Medical Services
Discuss the process for communications interoperability and redundancy among all participating agencies and organizations, in accordance with current communications protocols.	Operational Communications
Assess and manage consequences of a hazmat release and mitigate effects of hazardous materials	Environmental Response / Health and Safety; Situational Assessment
Evaluate and discuss the adequacy of existing CEMP Annexes, policies and procedures, and mutual aid in the assessment, management, and mitigation of the consequences of a HAZMAT release.	Planning

**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.

- **Facilitators:** Facilitators provide situation updates and moderate discussions. They also provide additional information or resolve questions as required. Key Exercise Planning Team members also may assist with facilitation as subject matter experts (SMEs) during the exercise.
- **Observers.** While observers do not directly participate in the exercise, they may view selected segments of the exercise.
- **Support Staff.** The exercise support staff includes individuals who perform administrative and logistical support tasks during the exercise (e.g., registration).
- **Note-Takers.** Note-takers will be present during the module discussions as well as the learning session to assist with capturing exercise discussions for the After-Action Report (AAR).

## Exercise Structure

This exercise will be a multimedia, facilitated exercise. Players will participate in three modules and an exercise hot wash:

- Module 1: Response- Tigger Events
- Module 2: Response
- Module 3: Response to Demobilization and Recovery
- Hot Wash
- Participant Evaluation Form

After the updates, participants review the situation and engage in group discussions of appropriate Prevention, Protection, and Response issues. Participants will engage in a moderated plenary discussion based on the scenario.

## Exercise Guidelines

- This exercise will be held in an open, low-stress, no-fault environment. Varying viewpoints, even disagreements, are expected.
- Respond to the scenario using your knowledge of current plans and capabilities (i.e., you may use only existing assets) and insights derived from your training.
- Decisions are not precedent setting and may not reflect your organization's final position on a given issue. This exercise is an opportunity to discuss and present multiple options and possible solutions.
- Issue identification is not as valuable as suggestions and recommended actions that could improve prevention, protection and response efforts. Problem-solving efforts should be the focus.
- Not every inject can be discussed exhaustively. In order to meet the overall objectives, the facilitators may move the group to subsequent questions once the key points have been covered. Please, trust your facilitator.

- Respect for each agency's response is required for a successful discussion. Accepting diversity is often the key to addressing complex response challenges.

## 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.

- The exercise scenario is plausible and events occur as they are presented.
- The exercise is conducted in a no-fault learning environment wherein capabilities, plans, systems, and processes will be evaluated.
- 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.
- The goals and objectives of the exercise are consistent with functional area operations and technical plans and procedures, whenever possible.
- Participating agencies may need to balance exercise play with real-world emergencies. Real-world emergencies take priority.
- There is no hidden agenda and there are no trick questions.

## Exercise Evaluation

Evaluation of the exercise is based on the exercise objectives and aligned capabilities. Additionally, players will be asked to complete Participant Feedback Forms. These documents, coupled with facilitator observations and notes, will be used to evaluate the exercise and compile the After-Action Report (AAR).

## BACKGROUND INFORMATION

At 06:45, a freight-train of 100 cars was involved in a crossing impact with a commercial truck that resulted in a derailment of 5 railcars, 2 of which are identified as carrying HAZMAT material. The initial impact was at the Blacks Corners rail crossing, with the derailment occurring between Handley St. and S. Almont Ave. in downtown Imlay City.

Due to the time of day, staff is occupying the Imlay City High School, but students are enroute to school still. Vlassic is occupied by their staff on shift. Residences in the area are in various states of occupancy as people leave for work. The business in downtown are not generally open this time of day.

Here other impacts to expect:

**CASUALTIES:** The commercial truck that was involved in the initial impact was occupied by the driver and no passengers. He has been determined to be deceased. There are approximately 75 staff at Vlassic, 50 at the Imlay City High School, and there are an unknown number of residents in the area.

**INFRASTRUCTURE DAMAGE:** Fire damage to the DTE Substation causing power outage.

**EVACUATIONS/DISPLACED PERSONS:** There is potential that hundreds of persons will need to be evacuated due to the hazardous materials.

**ECONOMIC IMPACT:** Estimated well over \$1,000,000.

## MODULE 1: RESPONSE- TRIGGER EVENTS

**Scenario:** A freight train has collided with a commercial truck at the Blacks Corners Crossing in Imlay Township. The impact, along with the stopping of the train, has resulting a 5-rail cars coming off the rail in the area east of Almont Avenue and the M-53 Rail Bridge.

August 23, 2023 at 6:45 am

Initial call came into Lapeer County Central Dispatch for the sound of an explosion. Additional calls reporting the same followed. The initial responding officer from Imlay City PD responded to the Blacks Corners crossing and identified that a freight train had impacted what appeared to be a box-truck type vehicle. The officer identified that the train had cleared the Blacks Corners crossing, but looking down the rail, can see that it has come to a stop and possibly come off the rail. The truck that was struck is in such shape that the officer doesn't believe the impact was survivable by the truck operator(s).

### Key Issues:

- Notification of key individuals
- Identification of response needs
- Identification of Incident Command Needs

### Questions:

- 1) How does your institution maintain awareness of hazardous materials that routinely travel through or near the community?

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- 2) How does your institution prepare for incidents related to these hazardous materials?

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- 3) Do your formal response plans assist you in determining immediate response priorities and leveraging resources readily accessible to assist in addressing these priorities?

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- 4) Who is responsible for your plans in this scenario, and have you had training, if so, how recent?

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- 5) What are your initial concerns from your agency or organizations stand point?

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- 6) Would business continuity, emergency management or your incident command team be notified at this point, if so, who would notify them?

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- 7) Who (if applicable) will you notify in the beginning of the incident? Do you have the name of the organization/department contacts readily handy, and who are they (Name, Phone, E-Mail, alternate contacts, etc.)?

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## MODULE 2: RESPONSE

August 23, 2023 at 6:55 am

The initial officer requested additional units to respond, as well as the Fire Department. A responder reports that a placard is showing a flammable hazard (as below) on two of the cars that they can see that have derailed.



The cars derailed are just to the west of the rail bridge on M-53. It has been noted that the railcars on the bridge have remained upright at this time and that the responders can't see the Engine for the train, but noted the train was eastbound towards St. Clair County. Responders are noting an odor in the air and advise they see smoke and fire at the scene.

The first fire unit from Imlay City checks on scene and advises that the tankers that are derailed have been punctured in the derailment and confirm there is active fire in the area of the Imlay City Self-Storage (325 E. Second St.) and the DTE substation. As other units are arriving, they advise over the radio that traffic lights are out in town.

### Key Issues:

- Situational Awareness
- Identification of response needs
- Information Sharing and Management

### Questions:

- 1) How do you obtain essential information about the incident for key decisions related to your response priorities? What are some of these pieces of information?

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- 2) What protective measures would you implement to control access to dangerous areas?

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- 3) What, if any, secondary threats or cascading impacts of the initial HAZMAT incident need to be addressed?

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4) How will medical emergencies and casualties be identified and managed? What resources are available locally to handle the care associated with this type of incident?

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5) How does your institution augment your response capabilities and address gaps or shortages (if any) for an incident of this scale, to include leveraging local responders and resources?

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6) What is your decision making process on any evacuations, if necessary?

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7) Does your organization or agency have plans or processes in place for providing information to the public and communicating with staff? How are these executed? Coordinated with other organizations and agencies?

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8) How are you monitoring and responding to social media activity, to include potentially false or misleading information?

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9) What community services may need to be paused or relocated? How do you coordinate within your organization to execute continuity plans?

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## MODULE 3: RESPONSE TO DEBOBILZATION AND RECOVERY

August 23, 2023 at 5:30 PM

The fire that ensued from the derailment has been extinguished. Damage from the fire was contained to the area of the self-storage and the DTE-substation, although both properties suffered damage from the fire. It was identified that both of the rail cars containing the Liquefied Petroleum Gas were carrying the material at the authorized capacity at the time of the derailment. Any leaks have been contained.

Businesses are expressing concerns as to when they can re-open and who is paying for the lost revenues and damages from the power-outages and any contaminants. Traffic is congested on M-53 and commuters are being impatient with the detours, leading to a number of property damage accidents leading into the evening commute.

### Key Issues:

- Restoration Priorities
- Continuity Plans
- Information Sharing and Management

### Questions:

- 1) How does your institution address requests for assistance (from residents, business owners, schools) following the incident?

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- 2) How does your institution determine the financial impact of this incident?

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- 3) What are the primary areas of legal liability? Does your organization or institution have regulatory or reporting responsibilities following the incident?

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- 4) How do you determine restoration priorities? Who is involved in these discussions?

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5) How does your organization or agency manage public relations and external media messaging? Which person(s) within your institution will be the public face(s) for messaging and with whom do you coordinate?

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6) How does your institution address inquiries about how this incident was handled? Negative press? Social Media?

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7) What applicable organizational or agency plans support local, state, or private sector response and recovery plans?

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8) What opportunities could your organization or agency pursue to improve mitigation, response, and recovery coordination efforts for future hazardous material incidents (e.g. regional coordination, outreach, resource sharing, training, etc.)?

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9) A Federal Disaster Declaration is denied. How will your organization recoup costs associated with the impacts of the incident?

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## APPENDIX A: EXERCISE PARTICIPANTS

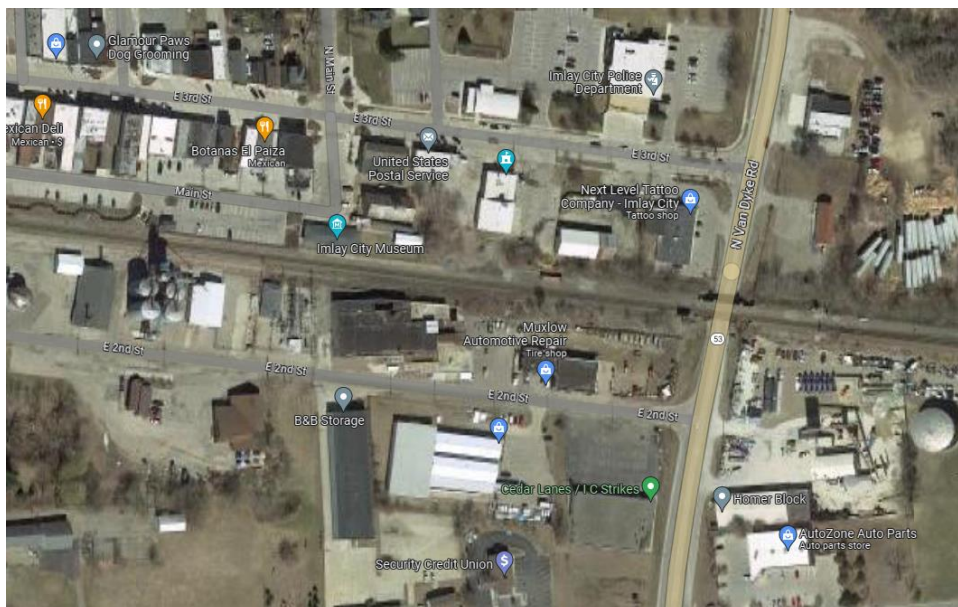
<b>Participating Organizations</b>
<b>State</b>
Michigan State Police
Michigan State Police Emergency Management and Homeland Security Division
Dept. of Environment, Great Lakes, and Energy
MDOT
<b>Lapeer County</b>
Lapeer County Office of Emergency Management
Lapeer County Sheriff's Office
Lapeer County Road Commission
Lapeer County Commissioners
<b>Imlay City</b>
Imlay City Fire and Rescue
Imlay City Police Department
Imlay City Officials
Department of Public Works
Waste Water Treatment
Downtown Development Authority
<b>St. Clair County Office of Emergency Management</b>
<b>Oakland County Emergency Management</b>
<b>Lapeer City Fire and Rescue</b>
<b>Lapeer County EMS</b>
<b>Private/Public Sector Stakeholders</b>
DTE Energy
CN Railway

## APPENDIX B: EXERCISE SITE MAPS

Figure D.1: Blacks Corners Rd. Crossing- Initial Impact with a Semi-Truck



Figure D.2: Area of Derailment- West of M-53 Rail Bridge



## APPENDIX C: EXERCISE SCENARIO

At 06:45, Central Dispatch receives a call from a cell-phone caller on Metcalf Dr. in Imlay City reporting that they felt an explosion they believe, coming from the west of them. They report not seeing anything but wanted a police officer to check to see what was going on. As this call is coming in, other phones in dispatch start ringing with similar reports. Another call comes in that the traffic lights are not working in downtown Imlay City.

The initial responding officer from Imlay City PD responded to the Blacks Corners crossing and identified that a freight train had impacted what appeared to be a box-truck type vehicle. The officer identified that the train had cleared the Blacks Corners crossing, but looking down the rail, can see that it has come to a stop and possibly come off the rail. The truck that was struck is in such shape that the officer doesn't believe the impact was survivable by the truck operator(s).

The impact has resulted in a derailment of 5 railcars, 2 of which are identified as carrying HAZMAT material. The initial impact was at the Blacks Corners rail crossing, with the derailment occurring between Handley St. and S. Almont Ave. in downtown Imlay City. The initial officer requested additional units to respond, as well as the Fire Department. A responder reports that a placard is showing a flammable hazard (as below) on two of the cars that have derailed.

The cars derailed are just to the west of the rail bridge on M-53. It has been noted that the railcars on the bridge have remained upright at this time and that the responders can't see the Engine for the train, but noted the train was eastbound towards St. Clair County. Responders are noting an odor in the air and advise they see smoke and fire at the scene.

The first fire unit from Imlay City checks on scene and advises that the tankers that are derailed have been punctured in the derailment and confirm there is active fire in the area of the Imlay City Self-Storage (325 E. Second St.) and the DTE substation. As other units are arriving, they advise over the radio that traffic lights are out in town.

By 5 pm on the day of the derailment, the fire that ensued from the derailment has been extinguished. Damage from the fire was contained to the area of the self-storage and the DTE-substation, although both properties suffered damage from the fire. It was identified that both of the rail cars containing the Liquefied Petroleum Gas were carrying the material at the authorized capacity at the time of the derailment. Any leaks have been contained.

Businesses are expressing concerns as to when they can re-open and who is paying for the lost revenues and damages from the power-outages and any contaminants. Traffic is congested on M-53 and commuters are being impatient with the detours, leading to a number of property damage accidents leading into the evening commute.

### Weather

6:45 AM: 67 Degrees, 84% Humidity, Winds from SW at 8 mph, scattered showers

11:30 AM: 76 Degrees, 87% Humidity, Winds from W at 10 mph, showers

5:30 PM: 86 Degrees, Sunny to partly cloudy, 85% Humidity, Winds from SW at 6 mph

## APPENDIX E: ACRONYMS

Acronym	Term
AAR	After-Action Report
CEMP	Comprehensive Emergency Management Plan
DHS	U.S. Department of Homeland Security
EMS	Emergency Medical Service
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ExPlan	Exercise Plan
FEMA	The Federal Emergency Management Agency
HAZMAT	Hazardous Material
HSEEP	Homeland Security Exercise and Evaluation Program
OEM	Office of Emergency Management
PIO	Public Information Officer
SitMan	Situation Manual
SME	Subject Matter Expert
TTX	Tabletop Exercise