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Integrating Community Emergency Response Teams (A-CERTs) at Airports

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AIRPORT COOPERATIVE RESEARCH PROGRAM

ACRP REPORT 95

Integrating Community Emergency Response Teams (A-CERTs) at Airports

What Is CERT and How Do I Use It?

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AIRPORT COOPERATIVE RESEARCH PROGRAM

Airports are vital national resources. They serve a key role in transportation of people and goods and in regional, national, and international commerce. They are where the nation's aviation system connects with other modes of transportation and where federal responsibility for managing and regulating air traffic operations intersects with the role of state and local governments that own and operate most airports. Research is necessary to solve common operating problems, to adapt appropriate new technologies from other industries, and to introduce innovations into the airport industry. The Airport Cooperative Research Program (ACRP) serves as one of the principal means by which the airport industry can develop innovative near-term solutions to meet demands placed on it.

The need for ACRP was identified in *TRB Special Report 272: Airport Research Needs: Cooperative Solutions* in 2003, based on a study sponsored by the Federal Aviation Administration (FAA). The ACRP carries out applied research on problems that are shared by airport operating agencies and are not being adequately addressed by existing federal research programs. It is modeled after the successful National Cooperative Highway Research Program and Transit Cooperative Research Program. The ACRP undertakes research and other technical activities in a variety of airport subject areas, including design, construction, maintenance, operations, safety, security, policy, planning, human resources, and administration. The ACRP provides a forum where airport operators can cooperatively address common operational problems.

The ACRP was authorized in December 2003 as part of the Vision 100-Century of Aviation Reauthorization Act. The primary participants in the ACRP are (1) an independent governing board, the ACRP Oversight Committee (AOC), appointed by the Secretary of the U.S. Department of Transportation with representation from airport operating agencies, other stakeholders, and relevant industry organizations such as the Airports Council International-North America (ACI-NA), the American Association of Airport Executives (AAAE), the National Association of State Aviation Officials (NASAO), Airlines for America (A4A), and the Airport Consultants Council (ACC) as vital links to the airport community; (2) the TRB as program manager and secretariat for the governing board; and (3) the FAA as program sponsor. In October 2005, the FAA executed a contract with the National Academies formally initiating the program.

The ACRP benefits from the cooperation and participation of airport professionals, air carriers, shippers, state and local government officials, equipment and service suppliers, other airport users, and research organizations. Each of these participants has different interests and responsibilities, and each is an integral part of this cooperative research effort.

Research problem statements for the ACRP are solicited periodically but may be submitted to the TRB by anyone at any time. It is the responsibility of the AOC to formulate the research program by identifying the highest priority projects and defining funding levels and expected products.

Once selected, each ACRP project is assigned to an expert panel, appointed by the TRB. Panels include experienced practitioners and research specialists; heavy emphasis is placed on including airport professionals, the intended users of the research products. The panels prepare project statements (requests for proposals), select contractors, and provide technical guidance and counsel throughout the life of the project. The process for developing research problem statements and selecting research agencies has been used by TRB in managing cooperative research programs since 1962. As in other TRB activities, ACRP project panels serve voluntarily without compensation.

Primary emphasis is placed on disseminating ACRP results to the intended end-users of the research: airport operating agencies, service providers, and suppliers. The ACRP produces a series of research reports for use by airport operators, local agencies, the FAA, and other interested parties, and industry associations may arrange for workshops, training aids, field visits, and other activities to ensure that results are implemented by airport-industry practitioners.

NOTICE

The project that is the subject of this report was a part of the Airport Cooperative Research Program, conducted by the Transportation Research Board with the approval of the Governing Board of the National Research Council.

The members of the technical panel selected to monitor this project and to review this report were chosen for their special competencies and with regard for appropriate balance. The report was reviewed by the technical panel and accepted for publication according to procedures established and overseen by the Transportation Research Board and approved by the Governing Board of the National Research Council.

The opinions and conclusions expressed or implied in this report are those of the researchers who performed the research and are not necessarily those of the Transportation Research Board, the National Research Council, or the program sponsors.

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COOPERATIVE RESEARCH PROGRAMS

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FOREWORD

By Marci A. Greenberger
Staff Officer
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ACRP Report 95: Integrating Community Emergency Response Teams (A-CERT) at Airports provides guidance and the necessary tools to organize and operate a citizen volunteer program to assist airport staff in emergency events or disasters. The guidance explains what a CERT program is and how it can be used in the airport environment. It also includes the different ways in which a CERT can be organized, how to maintain the program, and other considerations. The tools include a student guide, and an instructor guide with a customizable PowerPoint presentation. In addition, you can download a video that an airport can use to educate the community and solicit A-CERT volunteers. A link to the video can be found on the TRB website at http://www.trb.org/Main/Blurbs/169905.aspx.

Community Emergency Response Teams (CERTs) have been developed in many communities to help respond to major disasters and emergencies where first responders are unable to meet the immediate demands of the community. Minimum training standards are outlined by the Federal Emergency Management Agency (FEMA), but each community utilizes their CERT volunteers as they deem most appropriate and provide additional training as applicable.

Airports of all sizes can quickly need additional assistance when responding to an aircraft incident or to a natural disaster, and it is natural for members of the community to want to provide such assistance. Volunteers can be a valuable resource to an airport, but during a disaster or emergency is not the time to determine the qualifications, provide training, and obtain any necessary security checks. Airports have emergency plans and review those plans once a year, so integrating community volunteers into emergency response plans can be done thoughtfully.

Innovative Emergency Management (IEM), as part of ACRP Project 04-13, researched the various types of CERTS that exist, including those few airports that in some way use volunteers to assist them, as well as other organizations, and of course, other communities, and how it can be applicable in an airport environment. Through their research, they developed guidance for airports seeking to utilize their community's existing CERT or develop their own. Included are an instructor guide with a customizable PowerPoint presentation, student guide, and a video that can be used to educate the community and solicit volunteers. Airport staff members with any responsibility in planning for or responding to an emergency situation at an airport will be interested to read how an A-CERT can enhance their response.

CONTENTS

Note: Many of the photographs, figures, and tables in this report have been converted from color to grayscale for printing. The electronic version of the report (posted on the Web at www.trb.org) retains the color versions.

CHAPTER 1

Introduction: What Is CERT and How Do I Use It?

Community Emergency Response Teams (CERTs) have been developed around the country to assist professional emergency management personnel and first responders in responding to disasters and emergencies. The Federal Emergency Management Agency (FEMA), under its Citizens Corps program, has established minimum training standards; however, each community uses its CERT volunteers as it deems most appropriate and provides additional training as applicable. While many communities, including some with airports, have established CERTs, program guidance is needed to assist in developing and integrating CERTs into airport emergency response plans.

Airports of all sizes may quickly exhaust their emergency response capabilities and become overwhelmed in a natural disaster or aircraft incident and may use community members who want to provide assistance. Although smaller airports tend to have more limited staff, they may become the community rallying point in a disaster recovery plan in the same way as larger airports. As such, volunteers can be a valuable resource to an airport. However, it is not the time during a disaster or emergency to determine qualifications, provide training, and obtain necessary security checks to enlist or use assisting volunteers.

Developing a guidebook to address every airport becomes challenging because airports vary in size, levels of operations, security requirements, and levels of available resources. This guidance is designed to assist airport management with the initiation of a program while remaining flexible and user friendly. Airport management will determine their desired levels of training and participation for CERT volunteers. They will also determine which activities and events fit their operational needs, from basic informational airport tour guides to highly trained responses in a large scale aircraft accident or natural disaster.

The objective of this guidebook is to assist an airport community in developing an Airport CERT (A-CERT) program that includes the following:

- An awareness plan and description of benefits,
- Implementation guidance, and
- Steps for integrating into airport emergency response planning.

The airport community should expect to benefit from area volunteers who have a response interest and who possess various skills to supplement the airport staff in time of need. This will allow airport staff the ability to focus on prioritized needs and ensure a more efficient response.

This guidebook is designed to assist airport communities with the initial development of an A-CERT. The success of the A-CERT program will depend on your airport's input, development, volunteer training, and community dedication.

1

About Airport CERT[1]

The following information will introduce the airport manager to the Basic CERT Training program and thus provide the airport manager with a general overview to initiate the development of an A-CERT program.

Introduction

It is very likely that, following a major incident at the airport, the airport's emergency response resources will be exhausted. Therefore, it is important for airport managers to develop plans for additional assistance. This assistance can be found in volunteer groups of trained individuals known as CERTs. As the research for this guidebook has revealed, several cities, counties, and airports have built their own CERT teams in the last few years.

Following a major disaster, first responders who provide fire and medical services may not be able to meet the demand for these services. Trained emergency medical services (EMS) workers will likely be tending to those people who are critically injured or may be attempting to return the facilities back to normal operations. A large number of other patrons of the airport will need to be attended to and may require additional services that will likely not be available. This gap represents a unique opportunity to engage a volunteer cadre of pre-trained people to assist the airport in their quest for normal operations.

If it is predicted that emergency services will not meet immediate needs following a major disaster, especially if there is no warning as in an earthquake, and people will spontaneously volunteer, what can government do to prepare citizens for this eventuality?

The creation of a CERT for the airport may be the stopgap measure that is needed for the airport to remain functional in time of need. Training programs have been designed to initiate, develop, market, and train volunteers for assistance as "near first responders." It is important that this group be identified and properly educated on the intricacies that exist on an airport.

There are three models of A-CERT teams that have been successful:

1. Use of airport employees who do not usually have a direct role in emergency or disaster response such as administrative, engineering, planning, etc.;
2. Use of existing outside CERT teams or recruiting outside volunteers; or
3. A combination of the above.

Once a model has been selected, airport-specific CERT training may be conducted for the group that follows a standardized national curriculum.

First, present the team the facts about what to expect following a major disaster in terms of immediate services. Second, give the message about their responsibility for mitigation and preparedness. Third, train them in needed lifesaving skills with emphasis on decision-making skills, rescuer safety, and doing the greatest good for the greatest number. Fourth, organize teams so that they are an extension of first responder services offering immediate help to victims until professional services arrive or filling the gaps that need to be covered at an airport when the normal public safety response is fully tasked.

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[1] Adapted from *About CERT*. http://www.citizencorps.gov/cert/about.shtm.

Maintaining Involvement

When participants have completed this training, it is important to keep them connected to the airport and allow for practice of their newly developed skills. Trainers should offer periodic refresher sessions to reinforce basic training. CERT teams can sponsor events such as drills, air shows, special ceremonies, and traveler's aid to elicit engagement in the program.

CERT members should receive recognition for completing their training. Airports and/or their communities may issue identification cards, vests, and helmets to graduates as credentials to allow them on scene.

First responders will need to join the process so that they are aware of CERT members and their value on scene. Using CERT as a component of the response system when there are exercises for potential disasters can reinforce this idea.

List of CERT Uses at Airports

The following list contains some reported and potential uses for and benefits of CERT volunteers at airports. Although some of these items are not strictly emergency-related, they represent good ways to engage volunteers and keep them interested in the airport. This approach addresses one of the challenges airports have experienced and allows them to have flexibility in using their A-CERT.

Reported Uses

- General
  - Staff family support centers.
  - Staff informational centers during high traffic periods such as holidays.
  - Provide assistance with parking, including special event parking.
  - Provide traffic control support.
  - Provide evacuation assistance by leading evacuees to marshaling points.
  - Assist in management of marshaling points.
  - Provide food and water to airport responders.
  - Assist first responders during special events.
  - Act as victims for drills and exercises.
- Air shows
  - Assist with parking and traffic control.
  - Assist with crowd control.
  - Provide first aid assistance.
  - Provide food and water to workers.
  - Assist with clean-up efforts.
- Natural disaster response and recovery
  - Flooding
    - Provide sandbagging assistance.
    - Augment evacuation efforts.
  - Tornado
    - Secure loose items, aircraft, and equipment.
    - Augment evacuation efforts.
  - Earthquake response
    - Conduct damage assessment of airport facilities.
    - Provide glass and debris clean-up.

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- Augment evacuation efforts.
- Assist with first aid and triage.

Other Potential Uses

- Serve as training instructors for other CERT volunteers.
- Provide National Incident Management System (NIMS)/Incident Command System (ICS) training for airport personnel.
- Conduct damage assessments.
- Conduct perimeter/fence inspections.
- Conduct airport debris inspections and removal.
- Provide shelter management, especially shelter-in-place following flight cancellations due to storms, volcanic ash, or other hazards.
- Assist law enforcement in conducting bomb searches.
- Serve as scribes for command posts using web-based systems.
- Serve as observers, evaluators, or safety officers for drills and exercises.
- Recruit additional CERT members.
- Serve as tour guides for school or civic groups.
- Serve as drivers.
- Assist airport law enforcement and security personnel by serving as escorts for special events or construction projects.
- Provide security when airport perimeter is breached by a disaster or accident.
- Provide scene security assistance.
- Provide coordination of emergency vehicles/staging officers.
- Assist with triage in mass casualty events.
- Provide record keeping.
- Provide maintenance assistance (e.g., snow removal, debris removal, electrical, plumbing, heating and air conditioning).
- Provide Americans with Disabilities Act (ADA)-compliance assessment and recommendations.
- Assist with search and rescue.
- Provide human resources for situational long term recovery efforts.
- Staff phone banks.
- Provide communications assistance (i.e., act as runners).
- Provide secondary communications capabilities (e.g., amateur radio).
- Provide assistance with mass casualty patient transport.
- Coordinate untrained volunteers.
- Provide assistance responding to or recovering from acts of terrorism, vandalism, or criminal activity.

CHAPTER 2

Airport CERT Training Program

Rationale

CERTs have the potential to positively contribute to the airport community's ability to respond to airport-related disasters, such as an aircraft incident or accident, on- or off-airport, that may have multiple fatalities, or natural disasters that damage airport facilities. These teams provide invaluable manpower to airports that have exhausted their resources following a disaster when first responders are not yet on scene or are overwhelmed. Providing airport-specific CERT training would dramatically increase the resources available to airport management, which may operate with reduced resources and a limited number of staff. Each airport should determine its own highest and best use of a volunteer cadre.

Audience

A-CERT training is supplemental training of existing CERT volunteers. Working with the CERT team's sponsoring agency from the local jurisdiction, the airport manager can establish a partnership for the coordination of training and use of CERT volunteers.

Should the airport manager choose to sponsor his or her own CERT team or start new volunteer training from the beginning, the CERT basic training class is a required prerequisite to delivery of the A-CERT Annex. Contact the local jurisdiction's CERT sponsor or Citizen Corps to coordinate the basic training. Airports may also wish to conduct background checks on any potential A-CERT volunteers.

Implementation Timeline

Table 1 presents a sample implementation timeline for A-CERT training. The Phase Tasks column includes the action to be taken along with an estimated number of days needed to complete each task.

Estimated Resource Requirements

Whether you choose to start and maintain an independent A-CERT or use the local community CERT at your airport, some personnel, funding, and/or other resources may be necessary. The CERT National program offers guidance for identifying resources requirements. Depending on how you tailor your program, many of these suggestions may apply to you. The following information was taken from the CERT National website article entitled "Starting a CERT Program: Identifying Resources."[2]

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[2] *Starting a CERT Program, Step 2: Identifying Resources.* http://www.citizencorps.gov/cert/start-1-2.shtm.

Table 1.   Implementation timeline template.

Phase Tasks, Milestones and/or Deliverables	Estimated Duration (days)
Establish Training Date with Partners	1
Create/Distribute Marketing Materials	4
Schedule Facilities, Instructors, and Local CERT Sponsor	4
Register Participants (Note: Background Checks Required Before Registration)	30
Prepare Instructors, Airport, and Local CERT Sponsor	7
Create Logistics Schedule and Reservations	7
Volunteer Background Verification Submitted to Airport Manager	1
Print Training Materials and Create Rosters, Tent Cards, etc.	1
Hold Training Session	2
Evaluate Training	1

Depending on an airport's intended use of the A-CERT, trained volunteers may need to be given identification, accountability tags, a laminated map or drawing of the airport showing key locations and reporting sites, basic contact information, and a communications cheat sheet to use as a quick reference on communications requirements such as frequencies.

CERT Program Personnel Resources[3]

A CERT program will not be successful without help. To run a healthy, growing CERT program, you will need the following:

- Administrative assistance (check with groups such as Senior Corps or AmeriCorps for volunteers).
- A cadre of well-qualified instructors from professional responders and airport personnel.
- Volunteers who take responsibility for parts of the program from civic groups, local CERTs, airport personnel, off-duty pilots, flight attendants, and ground crew.

CERT Program Coordinator

As the CERT Program Coordinator, you are responsible for the overall success of the program in your community. But what does a Program Coordinator do? Some key responsibilities are listed herein. As you progress through program development and introduce program maintenance, you will identify other responsibilities. When you do, add them to this list as a reminder of what it takes to run a CERT program.

General Management
- Develop the initial plan for implementing a CERT program in the community.
- Develop forms and records or a database to track training, program participation, exercises, mailings, etc.
- Develop a budget and obtain funding or in-kind donations.
- Maintain records (financial, inventory, database of CERT members, etc.).
- Coordinate a CERT electronic newsletter or other mailings to maintain contact with current CERT volunteers.

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[3] *Starting a CERT Program, Step 2: Identifying Resources.* http://www.citizencorps.gov/cert/start-1-2c.shtm.

- Establish standard operating procedures (SOPs) for the use of CERTs in disaster and non-disaster situations.
- Evaluate the overall program.

Marketing

- Gain support by marketing the plan to airport management, local leaders, unions, first responders, citizens, employers, and potential partners.
- Pitch to the media to gain public recognition of CERT capabilities and accomplishments.

Training

- Train administrative staff to handle public inquiries by phone and email about the program.
- Schedule training, follow-up training, exercises, special events, etc.
- Arrange all program logistics, including classroom setup.
- Identify, recruit, train, and schedule instructors.
- Recruit class participants.
- Maintain the course content.
- Provide an orientation at the beginning of each course (very important for new programs, less important in well-established programs).
- Monitor classroom delivery.
- Evaluate training and results.
- Arrange for speakers at graduation.
- Develop supplemental classes, exercises, and projects to keep CERT members involved and improve their skills.

Administrative Assistance (Paid or Volunteer)

Development and ongoing administration of CERTs come with a host of administrative duties. While you are marketing the program to key stakeholders and running classes, you will need someone reliable to assist you by doing the following:

- Answering telephone calls and responding to routine inquiries.
- Processing mailings.
- Processing registrations.
- Arranging the training logistics.
- Maintaining the CERT member database.
- Arranging for the printing of course materials, flyers, brochures, and other CERT materials.
- Helping with a newsletter and/or website.

You may be able to delegate other responsibilities. CERT members may have leadership, administrative, and creative talents that can help you.

Ideas for Obtaining CERT Resources[4]

This following list includes some sources of funding or in-kind contributions, in addition to agency support, that have been successful for CERT Program Coordinators. As you review the list, consider your airport and your community. You may identify other sources for the resources you need.

- **Request a line item in the airport budget.** Airports that are committed to emergency preparedness and response may be able to support at least part of your program costs on a continuing basis.

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[4] *Starting a CERT Program, Step 2: Identifying Resources.* http://www.citizencorps.gov/cert/start-1-2b.shtm.

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- **Apply for a grant.** FEMA, through the states, makes grant funding available for local CERT training. In addition, some corporations also offer grants for specific causes, including emergency preparedness. Remember, though, that grant funding is temporary. Even if you get a grant to get your program started, you will have to find a permanent source of funding for program maintenance.
- **Solicit donations.** Some corporations, businesses, and service clubs have a history of supporting community programs and include it in their donations plan. Businesses located at the airport may be particularly willing to both offer their employees and support the program with funding. Try to determine how CERT can benefit them and can fit into their donations plan before you approach them. The worst thing that can happen is that they will say no. When soliciting donations, ensure that you recognize business contributions on your website or in your newsletter. Talk with your budget person to see if monetary donations can be managed as a separate account for CERT within your department.
- **Solicit in-kind contributions.** Corporations may be more willing to donate materials or supplies for CERTs than money. If this is the case, try to gain donations for items that are critical to the program. You will need hardhats, flashlights, batteries, rope, printing services, recharging of fire extinguishers, and a lot more. Offer attribution as a sponsor of CERT programs in exchange for the donation, and follow up with a formal thank you.

  Furthermore, utility companies have a track record for providing the mockups you will need to demonstrate how to turn off gas and electrical utilities. Approach your local utilities to explain your program. You might be surprised at what they will offer. They may also have supplemental training programs to offer your CERT graduates.
- **Charge a fee.** Some communities charge a fee to CERT students to cover costs of their materials and equipment. While this is not the preferred method for funding CERT programs, it is a viable alternative in some communities. Be careful if you plan to develop CERTs in low-income areas. Many residents in low-income areas cannot afford to pay for a CERT program and will not be able to attend if there are out-of-pocket costs involved.

  Businesses may be more willing to pay for CERT training because they can show a direct benefit to their operations. One community charged businesses for the training, explaining that this money would be used to support neighborhood training.
- **Establish a not-for-profit organization.** Some CERTs have established themselves as not-for-profit organizations, which are also called 501c(3) organizations. Organizations need to complete and submit an application for 501c(3) status and, typically, CERTs that have done so are well established rather than startup groups. However, if CERTs can be organized as 501c(3) organizations, they are able to raise funds through tax-deductible contributions from donors.

Airport Resources

Table 2 lists some of the key human resource requirements for training an A-CERT.

Table 3 shows the estimated material resources that may be required to train A-CERT volunteers.

Training Management

Instructor Selection and Preparation Plan

Instructors can be selected by the airport manager, airport emergency services, airport security, local public safety agencies, and the local CERT sponsor agency and should have requisite skills established by this group. Conduct a planning meeting to prepare each instructor before the class. Typically, each instructor will be discussing their areas of expertise as related to their specific airport.

Table 2.   Estimated human resource requirements.

Role	Duration	Effort	Estimated Total Hours
Establish Training Date with Partners	1 day	2 hours	2
Create and Distribute Marketing Materials	4 days	1 hour per day	4
Schedule Facilities, Instructors and Local CERT Sponsor	4 days	3 hours per day	12
Register Participants	1 month	6 hours per month	6
Prepare Instructors, Airport, and CERT	1 week	5 hours per week	5
Create Logistics Schedule and Reservations	1 week	4 hours per week	4
Student Background Check Submitted	1 day	2 hours per day	2
Print Training Material, Rosters, Tent Cards, etc.	1 day	8 hours per day	8
Hold Training Session	2 days	24 hours per day	48
Evaluate Training	1 days	12 hours per day	12

Training Facilities Plan

Training rooms at the airport or other local establishments can be used for the training sessions; they will need to be reserved ahead of time. CERTs may wish to partner with law enforcement officer training programs at local community colleges. Airports may consider student and instructor access to the aircraft movement area, which is normally restricted for security and safety reasons. Airports may grant CERT students and instructors access during the orientation tour according to their TSA-approved airport security plan (ASP).

If the airport does not plan to use CERT members in the aircraft movement area, escorts will still need to be provided and coordinated by the airport. The airport may still choose to require CERT members, students, and instructors to successfully complete appropriate credentialing training to comply with their ASP. Credentialing and preparation may take several weeks to schedule prior to the training.

Advance Awareness and Marketing Plan

Advance awareness activities should be discussed with all partners and the local CERT sponsor agencies:

- Discuss the CERT training with airport management, instructors, and local CERT sponsors to prepare them for training availability, work process changes, and impacts.

Table 3.   Estimated material resource requirements.

Tools and Other Resources	Number/Amount
Student Manuals	30
PowerPoint	1
Instructor Manuals	1
Tables and Chairs in Classroom (Per Person)	38
Exercise Victims	TBD
Total Resources	

- Conduct staff and instructor meetings to discuss the CERT training as needed as the date of training date approaches, two weeks prior, and finally one week prior to the class.
- Announce changes via email and website.

Session Scheduling Plan

For CERT volunteers from the community, training sessions are usually scheduled for a Friday evening and all day Saturday. If you are using airport employees or employees of businesses at the airport, you may wish to use a workday schedule. A contingency date should be scheduled should absences or scheduling issues arise.

Participant Registration Plan

Participants can register through their normal CERT training process with the local CERT sponsor agency or through the airport manager. Background check verification should be provided to the airport manager two weeks in advance of the class. There will be no continuing education credits that might require communications with certifying bodies.

Training Sessions Plan

If an airport will be using outside CERT volunteers who normally work during the week, the training session can be held from 6 to 9 p.m. on Friday evening and 8 a.m. to 4 p.m. on Saturday, outside of normal business hours. The class concludes with an exercise, usually an hour long, followed by a 10-minute debrief. If an airport is using internal employees then alternate training schedules may be used.

See the suggested time plan in the Instructor Guidance for further details.

Evaluation Plan

As a common best practice in emergency management, it is recommended that program evaluations be conducted. The suggested three perspectives are as follows:

- Evaluation of CERTs at airports.
- Evaluation of training.
- Evaluation of drills and exercises.

Evaluation of CERTs at Airports

As a CERT is established or when an existing CERT team in the community is trained to assist an airport, every step must be evaluated, and the results of the evaluations must be used in the continuous improvement process. The following activities must be evaluated during the initial stand-up of the CERT and periodically thereafter:

- Training courses.
- Drills.
- Exercises.
- Mobilization.
- Recruitment.
- The match between CERT capabilities and the airport's expectations.

Evaluation of Training

At a minimum, during the initial training and follow-up training, CERT members must be evaluated. At the very least, there should be a post-course written or practical quiz for each student, an evaluation of the course and instructor by every student, and an evaluation of the

course by the instructor or instructors. In addition, much can be gained by administering a pre-course quiz. There are ready-made quizzes for the standard CERT courses, but courses to prepare CERT members for assigned duties at an airport will require the CERT instructor and airport liaison or CERT leader to prepare site- and function-specific quizzes.

Evaluation of Drills and Exercises

Every drill and exercise in which CERT members participate as part of the CERT should be evaluated as part of a systematic after-action review (AAR). CERTs work best when their members are fully engaged in all aspects of the CERT, so CERT members should fill out evaluation forms as should the controllers of the drills and exercises. Sample forms are provided in Appendix A.

Evaluation of Deployment or Mobilization in Real Incident

As part of the AAR of an incident at an airport, any role or functions performed by the CERT should be evaluated. The evaluation should address both how well the CERT and its members functioned in CERT terms and how well the CERT's contributions met the airport's needs and expectations. The CERT should be represented in the debrief and in the full AAR meetings and reviews. For the CERT, the debrief and AAR should be learning opportunities and the occasion for the application of the continuous improvement process for the CERT's overall program and training procedures. Individual members of the CERT should fill out evaluation forms from their personal points of view.

The forms for evaluation of drills and exercises included in Appendix A can be adapted for use after a real incident, or the periodic evaluation form may be used.

Periodic Evaluation

Periodic evaluation and volunteer engagement are important for any CERT program. In fact, the longer a CERT program has been running, the more valuable and useful periodic evaluations can be. Periodic evaluations can accomplish the following:

- Identify if your volunteers are maintaining interest or if your program is growing stale.
- Provide input to help you identify additional training that would be useful.
- Identify new ways to use CERTs.
- Offer new recruiting ideas.

Periodic evaluations should be carried out for both individual CERT members and for the program. Both forms are included in Appendix A.

An airport's CERT or the part of a local government's CERT that serves an airport should be evaluated periodically. Such evaluation should take place at least annually. A useful time for the program evaluation would be the annual exercise required for a commercial airport to maintain its certification.

APPENDIX A

Tools for Implementation

The following tools are provided for use in preparing for training implementation.

- Training Implementation Overview

- Recruiting Overview

- Course Datasheet Example

- Course Marketing Example

- Pre-Training Checklists

- Training Roster/Sign-In Sheet

- Level One Course Evaluation Template

Training Implementation Overview

Recruiting Overview

Whether you choose to start and maintain an independent Airport CERT (A-CERT) or utilize the local community CERT at your airport, gaining support and recruiting for the A-CERT will be necessary. The CERT National program offers resources and guidance for starting and maintaining a CERT program. Depending on how you tailor your program, many of the following suggestions may apply to you. The following was adapted from the CERT National website.[5]

Marketing CERT

Once started, CERT has sold itself as a valuable program for airports. As a new CERT Program Coordinator, you need to determine how will you initially "sell" your program to airport management and personnel. As you consider the tips provided below, think about other ways that you might market the CERT program. For example, you should consider:

- What internal support from the airport is needed.

- What external support from area public safety is needed.

- Are there ready-made groups for this training.

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[5] *Starting a CERT Program.* http://www.citizencorps.gov/cert/start-1-3d.shtm.

Overall Marketing Steps

Listed herein are suggested steps for marketing your CERT program.

Step 1: Identify Potential CERT Partners

There are some "ready-made" partners for CERT in nearly every community. The groups listed herein are good examples of "ready-made" CERT partners.

- Airlines.
- Fixed base operators (FBOs).
- Airport vendors.
- Airport staff/employees.
- Private sector partners at the airport (e.g., rental car agencies, concessionaires, airlines personnel).
- Civil Air Patrol (CAP).
- Amateur Radio Emergency Service (ARES)/Radio Amateur Civil Emergency Service (RACES)/amateur radio associations.

Identify the "ready-made" partners in your community. They may be perfectly suited for development of an A-CERT.

Step 2: Develop an Outreach Program

After identifying audiences that could benefit from A-CERT training, figure out a way to reach them. Arrange to speak to potential audiences. Explain the issues involved in emergency response and explain how A-CERT training can improve preparedness at the airport.

Step 3: Develop and Disseminate Marketing Materials

Get your message out. Prepare media releases, distribute flyers to airport businesses, place articles in airport newsletters, or distribute information at airport events. Think creatively about how to let your potential audience know that CERTs exist, what they do, and how to participate. Include a contact phone number or email address in case people have questions—and respond to inquiries promptly. When you do this, make sure the people who will receive these inquires know about CERT. If they do not handle the inquiries deftly, it will reflect badly on your program.

Step 4: Pitch to the Media

Go public. Provide the media with footage or photo opportunities involving CERTs in action at your airport. Ask CERT volunteers to speak to the media about the benefits they have received through CERT training. Develop media releases that send the message about CERTs. Be prepared for the results of media coverage.

Marketing CERT to Airport Businesses

Employers at your airport can be a huge asset to your CERT program. (Your "white paper" will be a critical tool for gaining the support you need.) Aside from the benefit of increased preparedness to the entire community, employers are a major source of contributions to CERT programs nationwide. To gain the support of employers in your community, the following steps should be undertaken.

Arrange a Meeting

Meeting with airport business leaders face to face shows your commitment to the CERT program. It also provides you with an opportunity to accomplish the following:

- Identify potential threats to the airport, community, and business.

- Emphasize the benefits to the airport, community, and the business.

- Develop trust that a partnership with the CERT program will create benefits for them. For example, CERT may become part of their disaster recovery plan, business continuity plan, or may meet some of their Occupational Safety and Health Administration requirements for training employees.

Conduct the Meeting

When meeting with airport business leaders, do the following:

- Spell out what you can offer them and how they can assist you.

- Present a complete plan (your "white paper," including goals and objectives, the respective roles of all partners, your proposed timeline for implementing the program, and how business leaders can evaluate the benefits of the program).

- Stress what is in it for them. Emphasize the benefits of increased preparedness and of having trained response teams onsite. Point out the benefits to the larger community as well. Bring examples of how CERTs have been used in the workplace to demonstrate your points.

Remember, the end result must be tangible for you to gain corporate support.

Follow Up

Send a letter to thank the airport business leaders for allowing you to speak to them. Use the thank you as an opportunity to market your key points one more time. Indicate a timeframe when you will contact them again to see how you can work together.

Marketing CERT to Responders and Airport Employees

To ensure full understanding of the A-CERT program by area public safety responders and airport personnel the following tips are offered:

Early Involvement

- It is important for responders and other airport employees to understand the strengths and limitations of A-CERTs and to be reassured that A-CERTs are not intended to

take the place of trained first-response personnel. A-CERTs supplement their capability and can be a resource to them.

Continuous Involvement

Provide courtesy copies of the CERT curriculum for review. Ask airport managers and responders to provide feedback on the materials and solicit suggestions for customizing the program to better meet the airport's needs. Use airport managers and response personnel as trainers and coaches during the training. Feedback from many CERT programs indicates that department personnel involvement during training is a very positive experience for participants and responders.

Marketing A-CERT to the Community

If you have been approached by local employers or citizens' groups about establishing a CERT program, your marketing requirements may be limited. But if your airport or community has little experience with CERT and is unaware of the benefits that CERTs can provide, you will need to market the program more intensely to these potential stakeholders. To gain the support and involvement of local employers and citizens, the following steps should be undertaken.

Select "Pilot" Groups

Review the demographics of your airport community to identify the employers and citizens' groups that you think would serve as the best models for CERT. Then, limit your initial marketing (you can expand your marketing later) to the leaders of these groups, expanding within the groups after you get buy-in from the leaders. Members of these groups can join you after the training as spokespersons for the program.

Emphasize the Benefits of CERT

Enabling private citizens or airport teams to prepare for emergencies and take care of themselves is a powerful enticement for an A-CERT. You may also identify other benefits for initiating an A-CERT program based on how A-CERTs will be used in your area. Characteristics of A-CERT participants include the following:

- Maintain a high level of home and workplace preparedness.

- Are more informed about risks and vulnerabilities in the airport, community or workplace.

- Are committed to the safety and well-being of their neighbors or coworkers.

- Increase the credibility of neighbor-to-neighbor information, which helps to limit rumors and directs energy toward a positive response.

Be sure to stress that disasters can happen and that the government may not be able to meet their needs immediately, but that there is something that community members can do about it—they can become trained A-CERT volunteers.

Course Marketing Example

Training Title	*Airport CERT*
Length	9 Hours
Who Should Attend	All Airport CERT Members
Prerequisites	CERT Basic Training IS-317, Background Check Verification
Benefits	Surge Support for Airport
Overview	This training will orient existing CERT members to airport operations providing the airport with additional resources in a time of need.
Objectives	At the end of this series, participants learn to do the following: • Identify the functional areas of an airport. • Be familiar with various agencies within the airport community and their responsibilities. • Be aware of the natural and human-caused threats to airport operation. • Know the necessary airport security features and their purpose. • Understand the access requirements and who needs access. • Understand the dangers in an airport and safety procedures. • Know who needs an escort, know who is qualified to do the escorting, and be familiar with the appropriate procedures.
Topics Covered	Topics include: • Airport facilities (walking tour) • Roles and responsibilities • Threats • Security • Access • Safety • Escort procedures

Marketing Email Example

Subject: Airport CERT Training

Body: Your local airport, in conjunction with the local CERT sponsor agency, is working with the Airport Cooperative Research Program (ACRP) to implement a pilot program for Airport CERT training.

We need existing CERT volunteers to participate in the pilot class. Please follow the link to learn more.

[Insert link].

Checklists

Table 4. Pre-training checklist.

Course Title	Training Date Needed	Training Location	Instructors

Table 5. Training checklist.

Task	Date Complete
1. Identify required course(s)	
2. Identify class coordinator(s)	
3. Identify instructor(s)	
4. Identify potential date(s) for classes	
5. Identify number of students attending	
6. Identify course technical requirements	
7. Identify potential classroom(s)	
8. Contact classroom technical coordinator(s) and obtain complete specifications for each venue	
9. Select classroom for each training session	
10. Verify that all equipment and support are available at each location	
11. Create roster	
12. Register students	
13. Order or print materials for each registered student	
14. Send registration email to each student	
15. Send reminder email to each student	
16. Reserve staff car (if necessary)	
17. Obtain lodging for instructors (if necessary)	
18. Order refreshments	
19. Verify all checklists are complete	

Table 6. Facilities.

Needed Items	Special Requirements
Reserve appropriate room	
▪ Room capacity	
▪ Room window coverings?	
Procure equipment	
▪ Podium	
▪ Microphone(s) for presenter(s) – lavaliere	
▪ Microphone(s) for podium	
▪ Speaker table and chair(s)	
▪ Projector (with remote control, as required)	
▪ Projector screen	
▪ Instructor computer workstation	
▪ Instructor laptop	
▪ Instructor computer workstation software	
▪ Instructor computer workstation logon	
▪ Onsite computer support person name and number/onsite computer support person availability time	
▪ Instructors table and chairs	
▪ White board	
▪ Flip chart	
▪ Flip chart paper	
▪ White board markers	
▪ White board eraser	
▪ Overhead projector	
Refreshments	
Technical Support	
Tech support contact(s):	
Tech support availability:	

Notes on Facilities

Table 7. Lodging and transportation for instructor(s) and others.

Transportation
Staff car
Personal car
Train
Plane
Lodging
Number
Requirements
Special Needs

Notes on Lodging and Transportation

Table 8. Materials.

Materials
Printed roster
Course materials (title)
Date needed
Tent cards
Evaluations
Shipping

Notes on Materials

Table 9. Participants.

Participant Information		
Additional personnel attending		
Attendee number (total)		
Attendee department/unit(s)		
Department/unit contact(s)		
Unit coordinator name		
	Date	By Whom, To Whom, or For Whom
Preliminary roster received		
Confirmed roster received		
Invitation sent		
Reminder sent		
Special needs		

Notes on Participants

Training Attendance Roster/Sign-In Sheet

Title	Presenter	Date	Campus	Location

Number	Attendee	Signature
1		
2		
3		
4		
5		
6		
7		
8		
9		
10		
11		
12		
13		
14		
15		
16		
17		
18		
19		
20		
21		
22		
23		
24		

Evaluation Forms

This section contains forms and templates that can be used to evaluate various aspects of the A-CERT program, including feedback on training and exercises from participants and controllers/evaluators and evaluation of the program as a whole.

Level One Course Evaluation Form Template

Please use your experience in this training to rate the following statements. Your feedback will help us to ensure that we continue to meet your training needs.					
INSTRUCTOR:		**DATE:**			
COURSE TITLE:					
	Agree				Disagree
OVERALL RATING					
The training was worth attending.	5	4	3	2	1
TRAINING DESIGN					
The objectives were clearly communicated and met to my satisfaction.	5	4	3	2	1
The topics were well organized and easy to understand.	5	4	3	2	1
The pace of the training was appropriate for the topics covered.	5	4	3	2	1
The level of difficulty of the content was appropriate for me.	5	4	3	2	1
INSTRUCTOR					
The instructor performed well overall.	5	4	3	2	1
The instructor is knowledgeable about the subject matter.	5	4	3	2	1
The instructor practiced effective time management.	5	4	3	2	1
The instructor answered my questions to my satisfaction.	5	4	3	2	1
TRAINING EXERCISES					
I found the exercises valuable in learning how to apply the concepts.	5	4	3	2	1
TRAINING APPLICATION					
I will apply what I learned to my job and/or other areas of my life.	5	4	3	2	1
I will recommend this training to others within my organization.	5	4	3	2	1
LOGISTICS					
The seating arrangements were appropriate for the session.	5	4	3	2	1
I was able to see and hear the presentation without distractions.	5	4	3	2	1
Ample breaks were provided without disrupting the flow of the session.	5	4	3	2	1
Adequate beverages and food were provided.	5	4	3	2	1
COMMENTS What topics would you have liked to have spent more or less time on?					

Please use your experience in this training to rate the following statements.
Your feedback will help us to ensure that we continue to meet your training needs.

What did the instructor do that worked well and what would you suggest to improve his or her effectiveness?

What was most useful about the exercises?

What changes would you recommend to improve the course and make it more effective?

If you need additional space for your comments, please write them in the space below.

Participant Feedback Form

Exercise Name: Exercise Date:

Name (Optional):

CERT/Organization:

1. Please rate, on a scale of 1 to 5, your overall assessment of the exercise relative to the statements provided below, with 1 indicating strong disagreement with the statement and 5 indicating strong agreement.

Assessment Factor	Strongly Disagree				Strongly Agree
The exercise was well structured and organized.	1	2	3	4	5
The exercise scenario(s) was plausible and realistic.	1	2	3	4	5
The exercise documentation provided to assist in preparing for and participating in the exercise was useful.	1	2	3	4	5
This exercise allowed me to practice and improve priority capabilities.	1	2	3	4	5
This exercise helped my CERT identify strengths and weaknesses in the execution of plans, protocols, and procedures.	1	2	3	4	5
After this exercise, I believe my CERT is better prepared to deal successfully with the scenario(s) that was exercised.	1	2	3	4	5

2. Based on today's exercise, list observed key strengths and/or areas that need improvement.

Strengths:

_____
_____
_____

Areas for Improvement:

_____
_____
_____

3. Please provide recommendations on how this exercise or future exercises could be improved or enhanced.

_____
_____
_____

Controller/Evaluator Feedback Form

Exercise Name: Exercise Date:

Name (Optional):   Role (Optional):

CERT/Organization:

1. Please rate, on a scale of 1 to 5, your overall assessment of the exercise relative to the following statements, with 1 indicating strong disagreement with the statement and 5 indicating strong agreement.

Assessment Factor	Strongly Disagree				Strongly Agree
The exercise was well structured and organized.	1	2	3	4	5
The exercise scenario(s) was plausible and realistic.	1	2	3	4	5
The Controller(s) was knowledgeable about the area of play and kept the exercise on target.	1	2	3	4	5
The exercise documentation provided to assist in preparing for and participating in the exercise was useful.	1	2	3	4	5
This exercise allowed the CERT to practice and improve priority capabilities.	1	2	3	4	5
This exercise helped the CERT identify strengths and weaknesses in the execution of plans, protocols, and procedures.	1	2	3	4	5

2. Based on today's exercise, list observed key strengths and/or areas that need improvement.

Strengths:

_____
_____

Areas for Improvement:

_____
_____

3. Please provide recommendations on how this exercise or future exercises could be improved or enhanced.

_____
_____
_____

Sample CERT Volunteer Periodic Evaluation Form[6]

Instructions: Please complete all questions. Your comments are very important.

Neighborhood/Workplace: _____

1. How long have you been active in the CERT program? _____ Years _____ Months

2. How would you rate your current interest level in the CERT program?

    High   Moderate   Low

3. If your current interest level is moderate or low, what types of activities would increase your interest?

4. What types of additional training do you think would be helpful for you to maintain or improve your skills?

5. When would you be most available for additional training?

    Weekday evenings   Saturday   Sunday

6. Has your CERT team been deployed during your period of involvement?

    Yes   No

    If your team has not been deployed, SKIP to question 12.

7. If your team has been deployed, please describe the nature of the deployment.

8. What was your role in the deployment?

9. How confident did you feel in your ability to perform the duties assigned to you during the deployment?

    Very confident   Somewhat confident   Not confident

10. If you felt less than confident about your ability to perform the duties assigned to you, what would improve your confidence level in the future?

11. How would you rate your performance on your last deployment?

    Excellent   Good   Poor

12. If you have other suggestions that you believe would help us to improve the CERT program, please write them in the space below.

---

[6] http://www.cert-la.com/manuals/Planning-Continuing-Training.pdf.

Sample CERT Program Periodic Evaluation Form

Instructions: The chief executive officer or chief operating officer of the airport should complete this form.

Name of Airport: _____

Name of CERT: _____

1. Total number of volunteers in CERT: _____

2. Total number of volunteers who worked at airport during year: _____

3. What functions is the CERT expected to perform at or for the airport?

   Emergency response

   _____

   _____

   _____

   Special events or other non-emergency functions

   _____

   _____

   _____

4. What training activities did the CERT participate in at or with the airport?

   _____

   _____

   _____

5. What drills and exercises did the CERT participate in at or with the airport?

   _____

   _____

   _____

6. Was an after-action review performed for all training, drills, exercises, and activations involving the CERT?

   Always   Sometimes   Never

7. What worked well? (Please list.)

   _____

   _____

   _____

8. What needs improvement? (Please list.)

_____

_____

_____

9. What functions should be added? (Please list.)

_____

_____

_____

10. What functions should be deleted? (Please list.)

_____

_____

_____

APPENDIX B

CERT Overview

Background

The CERT concept was developed and implemented by the Los Angeles City Fire Department (LAFD) in 1985. The Whittier Narrows earthquake in 1987 underscored the area-wide threat of a major disaster in California. Furthermore, it confirmed the need for training civilians to meet their immediate needs. As a result, the LAFD created the Disaster Preparedness Division with the purpose of training citizens and private and government employees.

The training program that LAFD initiated makes good sense and furthers the process of citizens understanding their responsibility in preparing for disaster. It also increases their ability to safely help themselves, their family and their neighbors. The FEMA recognizes the importance of preparing citizens. The Emergency Management Institute (EMI) and the National Fire Academy adopted and expanded the CERT materials believing them applicable to all hazards.

The CERT or Airport CERT (A-CERT) course will benefit any citizen who takes it. This individual will be better prepared to respond to and cope with the aftermath of a disaster. In addition, if a community wants to supplement its response capability after a disaster, civilians can be recruited and trained as neighborhood, business, and government teams that, in essence, will be auxiliary responders. These groups can provide immediate assistance to victims in their area, organize spontaneous volunteers who have not had the training, and collect disaster intelligence that will assist professional responders with prioritization and allocation of resources following a disaster. Since 1993 when this training was made available nationally by FEMA, communities in 28 States and Puerto Rico have conducted CERT training.

The majority of CERTs are formed by members of an organization, neighborhood watch, or workplace who want to be better prepared for the hazards that threaten their communities or companies.

Beyond Disaster Response[7]

The initial CERT programs were developed to assist communities in taking care of themselves in the aftermath of a major disaster when first responders are overwhelmed or unable to respond because of communication or transportation difficulties. As the CERT concept has taken hold across the country, however, CERTs have become much more than originally envisioned. CERTs have proven themselves to be an active and vital part of their communities' preparedness and response capability, which makes them ideal for inclusion into an airport emergency situation. For example, CERTs have been used to:

- Distribute and/or install smoke alarms and batteries to the elderly and disabled.

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[7] *CERT Background Information*. http://www.citizencorps.gov/cert/start-0-1.shtm.

- Assist with evacuations and traffic control.
- Promote community awareness of potential hazards and preparedness measures.
- Supplement staffing at special events, such as parades.
- Act as victims in training exercises.

CERTs are an investment of local government's time and resources. To capitalize on this investment, program sponsors can view CERT members as a volunteer resource that can assist with public safety activities. Such an approach will actively involve members in serving their communities beyond disaster response and add value to the CERT program. This investment of time and training by an airport could benefit the organization in a myriad of ways. Examples include traffic control on the landside of the airport, providing directions in the terminal in the event of an evacuation, searching buildings following an evacuation, as well as assistance with parking and patrons during an air show or holiday rush periods.

Getting Started

The following steps are recommended to start a CERT:

- Identify the program goals that CERT will meet and the resources available to conduct the program in your area.
- Gain approval from airport management and oversight boards to use CERT as a means to prepare citizens to assist the airport in response and recovery actions when services may not be adequate. This is an excellent opportunity to be proactive in working with its community.
- Identify and recruit potential participants for CERT such as airport stakeholders, community groups, business and industry workers, and local government workers.
- Train CERT core instructor group.
- Conduct CERT training sessions.
- Conduct refresher training and exercises with CERTs.

Delivery

The basic CERT course is generally delivered in the community by a team of first responders who have the requisite knowledge and skills to instruct the sessions. It is suggested that the instructors complete a CERT Train-the-Trainer (TTT) conducted by their State Training Office for Emergency Management or the EMI in order to learn appropriate training techniques.

CERT training for volunteers who normally work during the week is usually delivered in 2-and-a-half-hour sessions, one evening a week over a 7-week period or Friday evening and all day Saturday and Sunday. Airports using internal staff may elect to use an alternate training schedule. The training consists of the following for a total of 20–24 hours of contact time. Topics included are:

- Session I, DISASTER PREPAREDNESS: Addresses hazards to which people are vulnerable in their community. Materials cover actions that participants and their families take before, during, and after a disaster. As the session progresses, the instructor begins to explore an expanded response role for civilians in that they should begin to consider themselves disaster workers. Since they will want to help their family members and neighbors, this training can help them operate in a safe and appropriate manner. The CERT concept and organization are discussed as well as applicable laws governing volunteers in that jurisdiction.

- Session II, DISASTER FIRE SUPPRESSION: Briefly covers fire chemistry, hazardous materials, fire hazards, and fire suppression strategies. However, the thrust of this session is the safe use of fire extinguishers, sizing up the situation, controlling utilities, and extinguishing a small fire.

- Session III, DISASTER MEDICAL OPERATIONS PART I: Participants practice diagnosing and treating airway obstruction, bleeding, and shock by using simple triage and rapid treatment techniques.

- Session IV, DISASTER MEDICAL OPERATIONS, PART II: Covers evaluating patients by doing a head to toe assessment, establishing a medical treatment area, performing basic first aid, and practicing in a safe and sanitary manner.

- Session V, LIGHT SEARCH AND RESCUE OPERATIONS: Participants learn about search and rescue planning, size-up, search techniques, rescue techniques, and most important, rescuer safety.

- Session VI, DISASTER PSYCHOLOGY AND TEAM ORGANIZATION: Covers signs and symptoms that might be experienced by the disaster victim and worker. It addresses CERT organization and management principles and the need for documentation.

- Session VII, COURSE REVIEW AND DISASTER SIMULATION: Participants review their answers from a take home examination. Finally, they practice the skills that they have learned during the previous six sessions in disaster activity.

During each session participants are required to bring safety equipment (gloves, goggles, mask) and disaster supplies (bandages, flashlight, dressings) which will be used during the session. By doing this for each session, participants are building a personal disaster response kit of items that they will need during a disaster. However, the airport may want to invest in kits that are stored at the airport for responders.

Resources

FEMA supports CERT by conducting or sponsoring TTT's for members of the fire, medical, and emergency management community. The objectives of the TTT are to prepare attendees to promote this training in their community; conduct TTT's at their

location; conduct training sessions for neighborhood, business and industry, and government groups; and organize teams with which first responders can interface following a major disaster.

CERT Standards and Protocols

The best source of help in an emergency or disaster is the paid professional responder. But, if they are not sufficient in number to address immediate needs or to protect property, CERT members can help. CERTs are not intended to replace a community's response capability, but rather, to serve as an important supplementary role.

The agency or airport that sponsors the CERT program is creating a volunteer resource that is a vital part of the community's operational capability following a disaster. That agency should develop training standards for CERT personnel and general protocols for their individual activation and use.

CERT members must keep their own personal safety in mind as a first priority. CERT volunteers must know their personal capabilities and the limitations and work within those limitations.

CERTs do NOT:

- Suppress large fires.
- Enter structures that they consider heavily damaged and dangerous (e.g., leaning or moved from foundation).
- Perform hazardous materials clean-up or respond to incidents involving radiological, chemical, or biological agents.
- Perform medical, fire, or search and rescue operations beyond their level of training.
- Activate or deploy unless called for in their procedures.

CERTs are considered "Good Samaritans" and covered under the Volunteer Protection Act. CERT volunteers do not have any authority beyond serving as "Good Samaritans" when helping others.

When deployed appropriately, however, CERTs can complement and enhance first-response capability in neighborhoods and workplaces by ensuring the safety of themselves and their families working outward to the neighborhood or office and beyond until first responders arrive. CERTs can then assist first-response personnel as directed.

CERT Roles[8]

This section discusses the roles that A-CERTs can play to augment emergency management and response capability within their community. Following a major disaster,

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[8] *CERT Roles*. http://www.citizencorps.gov/cert/start-0-2.shtm.

first responders who provide fire and medical services will not be able to meet the demand for these services.

CERT Training: Preparing for Emergency Response

Using the basic CERT curriculum, CERT personnel train to prepare for a disaster or overwhelming event by:

- Identifying and mitigating potential hazards in the terminal or unsecure side of an airport.

- Assisting in the facilitation of passengers and other terminal employees in the safe transition away from the affected areas. Learning basic skills to assist injured passengers and employees of the airport until professional resources arrive.

- Working cooperatively as a team within the airport and local EMS/Public Safety for an orderly response or evacuation from the affected area.

- Maintaining a relationship with the agency that sponsors the CERT program.

- Participating in continuing education and training.

- Volunteering for projects to enhance the public safety of their communities.

During airport training, CERTs learn to:

- Prepare for the specific known hazards that threaten the airport.

- Apply size-up and safety principles.

- Assist the trades personnel in terminating utilities.

- Extinguish small fires.

- Set up a medical treatment area.

- Conduct searches and rescues in lightly and moderately damaged structures.

- Understand the psychological impact of a disaster on themselves and others.

- Organize CERT members and spontaneous volunteers for an effective and safe response.

- Assist in pedestrian and vehicle traffic control.

- Apply response skills in a disaster simulation.

Following initial training, the sponsoring agency has the challenge of helping CERT members maintain and improve their skills through a variety of training programs, exercises, and special projects, all tailored at the local level to meet local needs.

CERT Roles During Emergencies

When a disaster or overwhelming event occurs and responders are not immediately available, CERTs can assist by:

- Conducting an initial size-up in their homes or workplaces.
- Reducing immediate dangers, evacuating the area, and helping others.
- Working with people in the immediate area.
- Working with CERT members and volunteers to establish a Command Post, staging area, and medical triage and treatment areas.
- Collecting damage information and developing a plan of operation based on lifesaving priorities and available resources.
- Applying their training to situations where CERT members can make a difference.
- Establishing and maintaining communication with responders.

Other CERT Roles

Depending on your plan for CERTs, the teams may fill other roles as well. For more information about CERTs and how they are used throughout the country, see the following articles from the electronic newsletter, "The Connection":

- Portland NETs Bigger Than Disaster Response. All around the United States, fire departments, emergency management professionals and some law enforcement agencies are getting on board with CERTs training. In Portland, Oregon, CERT members (called Neighborhood Emergency Teams (NETs)) staff first aid booths at neighborhood fairs and parades; speak at PTA meetings, neighborhood association meetings, and service clubs; and assist Fire Bureau staff at community safety fairs (http://www.naem.com/connection/articles/portland.html).

- Mitigation Actions by the CERT Team. These two mitigation actions were organized and completed by the CERT members of Edgewater. The fire department supplied the blue hydrant markers and glue, and CERT did the rest. They asked the homeowners permission to mark their home address on the street curb and for a voluntary donation, and received 100% cooperation. Both these mitigation actions were well received by the residents of Edgewater (http://www.naem.com/connection/5/edgewater5.html).

- CERT Proves to Be Valuable During the Florida Wildfires. CERT members in the Edgewater area staffed fire stations to answer incoming phone calls, disseminate public information, handle donations, and prepare meals for line personnel (http://www.naem.com/connection/articles1/edgewater.html).

- Partnership for Preparedness Semper Paratus. In a day of shrinking budgets and small staffs, it is difficult for any public safety agency to maintain a high level of preparedness. Detection of wildfires in rural areas still relies on a person scaling a 100-foot tower in the heat of the day to watch for smoke. Alachua County CERTs are used to supplement fire tower staff during fire season (http://www.naem.com/connection/4/partnership4.html).

Summary

CERTs have the potential to contribute to an airport's ability to respond to airport-related disasters providing invaluable manpower following a disaster when first responders are not yet on scene or are overwhelmed. Providing airport-specific CERT training would dramatically increase the resources available to airport management, which may operate with reduced resources and a limited number of staff.

As a supplement to an existing and successful program, this Airport CERT training annex incorporates the many aspects of well-established community and airport programs and resources.
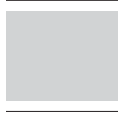
APPENDIX C

Frequently Asked Questions[9]

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[9] *Frequently Asked Questions.* http://www.citizencorps.gov/cert/faq.shtm.

Q: What is an Airport CERT?

A: An Airport CERT (A-CERT) program is developed to assist airports in responding to threats and emergencies including natural disasters or manmade events that can quickly overwhelm airport personnel and first responders. The CERT program educates and organizes community volunteers that can be an extremely beneficial resource for airports dealing with emergency response and recovery operations. Airports are diverse and all have unique operating characteristics depending on the community that they serve. An A-CERT, therefore may be developed as part of an existing community CERT program or as an independent airport dedicated A-CERT program.

Q: How does an Airport CERT benefit the airport?

A: There are many ways that an airport may potentially benefit from the development of an A-CERT program. Airports vary in terms of governance, facilities, security needs, and staffing available for response to emergency situations. An A-CERT may prove to be useful in assisting airports with limited resources or as a supplement to community response capabilities. Depending on the nature of the threat, a wide range of potential resources and manpower may be required to help respond to and recover from situations that may overwhelm first responders. An A-CERT provides a trained cadre of community responders that are familiar with individual airport needs and operational procedures to assist in better and more sustained response.

Q: How do we start an Airport CERT program?

A: A-CERT requires a partnership between community members and airport staff as well as agencies tasked with emergency response as provided for each airport's emergency plan. Airports must carefully evaluate needs on a case-by-case basis to determine resources that will be required to address threats identified in individual airport hazard analysis. This evaluation may also include discussion with local emergency management agencies to determine whether a dedicated A-CERT or use of an existing community CERT program would best support airport needs and operations. The program does take a commitment of time and resources from all parties.

Q: How can an Airport CERT be funded?

A: Congress has provided funds through the Citizen Corps program to the States and Territories. Grants from these funds may be available to local communities to start CERT programs. Contact your State Citizen Corps point of contact to learn more about grant possibilities.

Also, there are a variety of local approaches to funding. Some communities build costs into their local budget while others charge participants to attend training to cover costs for instructors and course materials. In a few communities, CERT organizations have

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[9] *Frequently Asked Questions.* http://www.citizencorps.gov/cert/faq.shtm.

Integrating Community Emergency Response Teams (A-CERTs) at Airports

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formed 501(c)3 for non-profit status to allow them to do fundraising and seek corporate donations.

Q: Can airport improvement funds (AIP) be used to fund an Airport CERT?

A: Not at this time.

Q: Is there any Federal Aviation Administration (FAA) funding available to support an Airport CERT?

A: Not at this time.

Q: Why take specific Airport CERT training?

A: A-CERT training is an essential component of any Airport CERT program. Because each airport has varying threats, procedures, security requirements, response structures, and operating characteristics, it is important that a CERT responder becomes familiar with working in an airport environment.

Q: How do I take Airport CERT training?

A: A-CERT training is coordinated through a sponsoring airport, or community emergency management agency responsible for serving the airport. To become an A-CERT member, you will be required to take the CERT training from a sponsoring agency such as a local fire department, police department, or airport. Contact the airport manager or emergency manager where you live to inquire about the opportunities to serve where you live.

Q: How do Airport CERT members maintain their skills?

A: A-CERT members and the local sponsoring agency work together to maintain team skills and the working partnership. It is suggested that the sponsor conduct refresher classes and an annual exercise where all CERT members are invited to participate. Some response agencies have conducted joint exercises with CERT teams and operate as they would during an actual disaster. The last point does bring up a lesson learned. Besides training CERT members, it is also important to educate members of response agencies in the community about CERTs, the skills that team members have learned during training and the role that they will have during a major disaster. One way to develop trust between CERT and responders is by encouraging agency personnel to participate in classes as instructors and coaches and in activities with CERT members.

Understand that CERTs may operate independently following a disaster. CERTs can practice this independence by taking some responsibility for their own training. Teams can design activities and exercises for themselves and with other teams. Some members can be rescuers, some victims, and some evaluators. After the event, there can be a social so that community teams can discuss the exercise and get to know each other.

Q: Is a criminal background check required to be a part of an Airport CERT?

A: This depends on whether the airport wishes to use volunteers in the aircraft movement area or just in the public areas. TSA may require a criminal background check, depending on access granted to the A-CERT members.

Q: Can someone under age 18 participate?

A: This is a local decision. Someone under 18 should be with a parent or have permission to attend. Some communities have reached out specifically to young people. Winter Springs High School in Florida offers the training to high school students. You can read an article about this. CERT is a great way to address the community service requirements for high school students and provides students with useful skills. CERT also fits nicely with training given to Boy and Girl Scouts and the Civil Air patrol.

Q: What about liability?

A: The text of the Volunteer Protection Act of 1997 is available for viewing. Also there is information about State Liability Laws located on the Citizen Corps website. During training, each sponsoring agency should brief its CERT members about their responsibilities as a CERT member and volunteer. Finally, there is a job aid on liability for you to review in our Start a CERT program section.

The CERT material was developed by the Los Angeles City Fire Department and adopted by FEMA in 1993. The CERT manual contains basic and straightforward material that has been accepted by those using it as the standard for training.

It is important to remember that the best sources of help in emergencies are professional responders. However, in situations when they are not immediately available, people will want to act and help. CERT training teaches skills that people can use to safely help while waiting for responders. The alternate is to do nothing and that is not in our nature.

APPENDIX D

A-CERT Exercise Plan

To ensure the effective execution of an exercise, it is recommended that the proposed Lead Controller of the exercise complete the following minimum training courses from the FEMA and the U.S. Department of Homeland Security (DHS):

- FEMA IS-120a–An Introduction to Exercises.
- FEMA IS-139–Exercise Design and Development.
- FEMA IS-130–Exercise Evaluation and Improvement Planning.
- DHS–Homeland Security Exercise and Evaluation Program (HSEEP) Training Course.

This Appendix provides information and reference materials needed to plan, conduct, and evaluate an exercise. The following are critical tasks the Lead Controller will need to do in order to properly conduct an Airport Community Emergency Response Team (A-CERT) exercise:

- Review CERT and HSEEP exercise and supporting materials.
- Decide how to customize the scenario and objectives in a way that reflects the target airport's specific needs and tests the A-CERT members' skills and techniques to be applied in the target airport.
- Carefully plan the conduct and flow of the exercise. The Lead Controller must be able to develop a realistic timeline for the exercise conduct, and be able to appropriately control the exercise.
- Use the guidance provided by HSEEP to create the necessary supporting documents for participants and Controllers/Evaluators.
- Be sure to query participant feedback after each exercise by capturing verbal post exercise responses, and/or by handing-out a Participant Feedback Form following conduct.
- Complete an After-Action Report after every exercise.

CERT Drills and Exercises

The original CERT program educated ordinary people from all walks of life about disaster preparedness and weapons of mass destruction and trained them in basic disaster response skills, such as fire safety, light search and rescue, and disaster medical operation. The A-CERT program takes the original CERT purpose of citizen support, and focuses the concept on disaster preparedness and response on airport property. Using a more "airport operations"-focused training, A-CERT members can assist airport staff, emergency responders, and persons in transit following an event and can take a more active role in preparing the airport.

The National CERT Program has developed a library of drills and exercises.[10] These exercises have been designed in a ready-for-use format and include complete instructions, detailed lists of materials, and all supporting forms.

At the time of this implementation plan, there is not yet an "Airport Disaster" scenario in the library of CERT exercise materials, however, the materials available are correctly formatted for use, and are useful templates for scenario and objective customization to fit the operational specifics of the target airport. The sample exercise given later in this Appendix is just one example of how the Lead Controller may modify the exercise content in order to meet the Scope, Objectives, and Capability Evaluation of the target Airport CERT.

The Building-Block Approach to Preparedness

Like any other operational skill-set, CERT operations and procedures must first be learned and validated, beginning at the "novice level" before more complex CERT operations and member skills can be added to team members. The safest and most effective way to create an effective CERT is to use the "Building-Block Approach" as recommended by HSEEP.

The first step in the building-block approach is always **training**. Team members should learn the new skill and understand their role in the operation(s) before being tested on it. Also in that first step is **planning**. There should be emergency plans in place for the operation(s), which specifically identify the responsibilities and organization of CERT during crisis operations.

Once CERT members have been trained, and they know their responsibilities in the operations plan, their skills and responsible tasks should be evaluated with an exercise.

Exercises are broken into two types: Discussion-Based and Operations Based.

Discussion-based exercises are normally used as a starting point in the building-block approach of escalating exercise complexity. Discussion-based exercises include seminars, workshops, tabletop exercises, and games. These types of exercises typically highlight existing plans, policies, and procedures. Discussion-based exercises are valuable tools for familiarizing agencies and personnel with current or expected capabilities of an entity.

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[10] http://www.citizencorps.gov/cert/exercises.shtm

Discussion-based exercises typically focus on strategic, policy-oriented issues. Facilitators and/or presenters usually lead the discussion, keeping participants on track toward meeting exercise objectives.[11]

Operations-based exercises represent the next level of the exercise cycle. They are used to validate the plans, policies, agreements, and procedures solidified in discussion-based exercises. Operations-based exercises include drills, functional exercises (FEs), and full-scale exercises (FSEs). They can clarify roles and responsibilities, identify gaps in resources needed to implement plans and procedures, and improve individual and team performance. Operations-based exercises are characterized by actual response to emergency conditions; mobilization of teams/resources; and commitment of personnel, usually over an extended period of time.[12]

CERT leaders must follow the building-block approach when creating and maintaining a CERT and its staff. Training and planning would be followed by a low-complexity validation tool, such as a tabletop exercise, or a "single-operation" drill. That exercise would be evaluated, and improvement recommendations would follow (such as more training or additional plan amendments). Once the improvements have been completed, another more complex validation tool may be conducted, such as a FE or FSE. And again, that exercise would be evaluated and improvement recommendations would follow.

This planning, training, exercise, and corrective actions process is called the preparedness cycle, and it is continuously ongoing. The CERT leader of every team should involve the CERT in the target airport's preparedness efforts so that they may stay ready and able to carry-out their respective tasks should a disaster occur.

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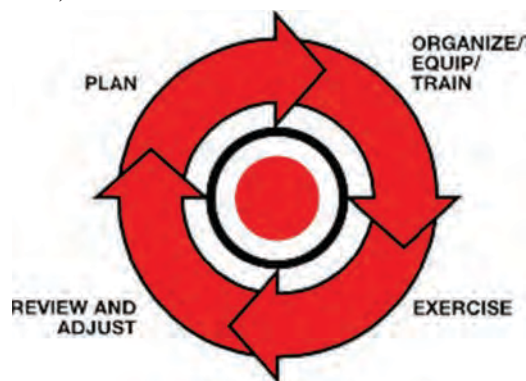
[11] https://hseep.dhs.gov/support/volumeI.pdf
[12] *Ibid.*

Sample Airport CERT Full-Scale Exercise

The FSE example given below is just one approach to the modification of CERT exercise material to be applicable as an Airport CERT validation tool. As already mentioned herein, be sure to use the building-block approach when choosing the type of exercise to conduct for the target Airport CERT.

Exercise Overview

Hazard:	Severe storm
Location:	Airport
Duration:	1-2 hours

Capabilities Exercised

- Incident Command System
- Communications
- Search techniques—interior
- Patient transport
- Size-up

Exercise Objectives

- During the course of the exercise, A-CERT members will operate within and properly communicate through the incident command structure.

- Within the first 10 minutes of the incident onset, A-CERT members will assemble in their functional groups and be ready for assignment from the CERT liaison in the Airport Emergency Operations Center.

- Within the first 15 minutes of the incident onset, A-CERT members will quickly and thoroughly report damage assessment and area status for which they are assigned, back to the Airport Emergency Operations Center.

- During the course of the exercise, A-CERT members will remain accounted for by their functional group leaders, and ultimately to the CERT liaison in the Airport Emergency Operations Center.

Scenario

At 13:30 on a Saturday afternoon the airport is struck by high winds from a tornado (or severe thunderstorm). As the storm hit, visitors, travelers in transit, and airport personnel scattered and ran for shelter. Some were able to make it to designated storm shelter areas in the terminals and outside buildings; others were not.

A 50-seat regional jet that had just landed and arrived at the gate was also caught by the tornadic winds before it could de-plane its passengers. The Embracer was picked up and thrown into the terminal where the gate seating area is located. A fueling truck was also

pushed across the runway by high winds and wedged underneath the now upside-down plane and the gate overhang, There is no fire at the time, but the truck is leaking fuel from somewhere.

The storm damaged many buildings and caused injuries to individuals in the airport terminal and other buildings, as well as those around the airfield and on roadways. People have been injured by flying debris and trapped under fallen debris. Passengers in the wrecked plane are unable to remove themselves from the aircraft due to its precarious position, height, and the leaking fuel underneath. The fire department is responding to other areas and has requested that the local CERT help with searching the airport, reporting damage and status of areas searched, locating and providing first aid to victims, and assisting in directing travelers as well as "walking-wounded" to proper areas of safety and/or treatment.

For Exercise Staff

Exercise Synopsis

The exercise begins with a description of the emergency situation. Following this, the A-CERT proceeds through a complete scenario, which involves integrating into the incident command structure. The team organizes into functional groups to carry-out the tasks they are responsible for in the Airport Emergency Operations Plan (EOP), to include immediate basic first aid to casualties, search and status report, escort, and patron and patient triage coordination support. The search and status report groups search outdoor parking areas, off-runway structures (e.g., rental car kiosks, outside vendors, onsite hotels), and all terminals. They are assigned by the command staff to identify hazards, triage victims, and apply basic first aid.

These activities are performed in a scenario where buildings at the airport have been damaged and people injured as the result of a severe storm.

Planning Considerations

Table 10 describes the factors that will need to be considered when planning the exercise.

Table 10. Planning considerations.

Item	Factors to Consider
Time of year	■ What is the weather and temperature likely to be? ■ How many hours of daylight will you have?
Number of teams/people participating	■ How many team members do you have? Are there enough for a good exercise? ■ How many functional groups do you want and how many people should be in each group?
Exercise site	You will need an airfield or other area with both indoor and outdoor areas that can be used to simulate the disaster. ■ Does it have space for a Command Post, a medical treatment area,

(continued on next page)

Table 10. Continued.

Item	Factors to Consider
	and one location for each functional group? [NOTE: There should be 3-4 functional group locations, as well as people wandering around who will need to be evacuated]. • 1 area loaded with victims • 1 area with just a few victims • 1-2 areas with a moderate number of victims ▪ Is there a place to set up food and water? ▪ Is there a need for portable toilets? ▪ Will you need security at the site?
Parking	▪ Where will participants park? ▪ Is there adequate capacity? ▪ Do you need parking lot assistants?
Food and water	You will need food and water for all players, victims, actors, and exercise staff. ▪ What will be provided and where? ▪ Who will provide it? ▪ Who will set it up, distribute it, and clean it up?
Exercise staff	▪ Can you get enough Controllers, Evaluators, and Safety Officers to have one of each at each location (Command Post, medical treatment area, and functional group locations)? You should have the following exercise staff: • Lead Controller (1) • Controllers (1 per location: Command Post, medical treatment area, tactical group locations) • Evaluators (1 per location: Command Post, medical treatment area, tactical group locations) • Safety Officers (1 per location: Command Post, medical treatment area, tactical group locations) • CERT Public Information Officer to handle media, if invited. [NOTE: This exercise takes place at the airport and possibly in open public space. This will give your team great public exposure. Consider appointing a Public Information Officer to handle media and public inquiries]. ▪ Who is responsible for planning and coordinating what tasks? ▪ Who will serve what roles during the exercise? ▪ When will you schedule a pre-meeting with the Controllers, Evaluators, and Safety Officers to brief them?
Victims and actors	▪ How many volunteers do you need? (see Exercise Site above for recommendations) ▪ Can you get enough volunteers, or will you have to substitute some mannequins or cutouts? ▪ Who will do moulage for the volunteer victims?
Exercise materials	▪ Clipboards: one for each Controller and Evaluator

Item	Factors to Consider

	▪ Materials for use in the medical treatment area:
	  • Splinting
	  • Bandaging
	▪ Materials for use in rescue operations:
	  • Blankets or stretchers
	  • Chairs
	  • Levers and cribbing material
	▪ Wood, furniture, and other materials to simulate interior damage to the buildings and trapped victims
	▪ A cable to simulate a downed electrical wire
	▪ Small (5x7 inches) printed sign saying "This victim has died"
	▪ Portable toilets

Exercise documents	Make copies of the following (all except the map are included in the Appendix): ▪ Controller/Evaluator Briefing: 1 copy per Controller and Evaluator ▪ Exercise Overview: 1 copy per participant ▪ *CERT Member and Volunteer Victims and Actors Sign-In Sheets* ▪ Map of the airport (optional) ▪ *Sample Victim Injury Cards*: 1 card per victim volunteer ▪ *Incident/Assignment Tracking Log*: 3-4 copies, used at the Command Post ▪ *Victim Treatment Area Record*: 8-10 copies, for the medical treatment area ▪ *Damage Assessment Form*: 2-3 copies per tactical group ▪ *General Message Form*: 2-3 copies per tactical group ▪ *Events and Evaluation Form for Lead Facilitator and Evaluator*: 1 copy per Command Post Facilitator and Evaluator ▪ *Events and Evaluation Form for Other Facilitator(s) and Evaluator(s)*: 1 copy per Facilitator and Evaluator ▪ *Events and Evaluation Form for Medical Treatment Area Facilitator and Evaluator*: 1 copy per medical treatment area Facilitator and Evaluator ▪ *Controller/Evaluator Feedback Form*: 1 copy per Facilitator and Evaluator ▪ *Participant Feedback Form*: 1 copy per participant ▪ *After-Action Report Form*: 1 copy per Facilitator
Event clean-up	▪ Who will do it? ▪ Where will trash be taken?

Exercise Staff Roles

NOTE: Separate descriptions are provided for Controller, Evaluator, and Safety Officer. Manpower constraints may require that two of the roles be combined at a location. One person should NOT do all three roles.

There are two types of Facilitators:

- The Lead Controller will stay at the Command Post.
- Other Controllers will monitor the other exercise locations (e.g., medical treatment area, tactical group locations).

Lead Controller

The Lead Controller will have several key responsibilities during the exercise. The Lead Controller will play five roles.

- First, the Lead Controller will **assign roles** to exercise staff and **brief** them on the details of the exercise.

- Second, the Lead Controller will **lead and guide** the exercise by presenting information at the Command Post. He or she will follow the Lead Controller Guidelines to keep the exercise moving forward. He or she will provide messages to the exercise participants to ensure key decision points in the exercise are reached.

- Third, the Lead Controller will **observe and coach.** In this role, he or she will observe the actions of exercise participants and be on the alert for potential safety issues. If the Lead Controller observes a safety concern, he or she may need to intervene and stop the exercise. If a group is struggling to make a decision or making numerous incorrect decisions, then the Controller may provide coaching tips.

  The Lead Controller may also intervene to help the team members at the Command Post clarify their decision making by asking questions about their thought process and the factors they considered in making choices.

- Fourth, the Lead Controller will **conduct a hot wash** (debrief). The purpose of the hot wash is to reinforce learning by helping participants evaluate their own decision making. It is a balance between:

  - Asking participants why they made the choices they did and what they learned.
  - Providing additional information and coaching.

  Bear in mind that, although the Lead Controller may have more experience and knowledge, participants will likely learn more if coached through their decision-making process than if they are told what they should have done.

  During the hot wash and after the exercise, the Lead Controller has additional responsibilities including collecting feedback on the exercise and how beneficial it was for CERT participants, and providing input to improve future CERT exercises.

- Fifth, the Lead Controller will wrap up the exercise, overseeing clean-up and ensuring that all players and volunteers are accounted for.

Controllers

Two of the Controller's roles are similar to those of the Lead Controller, but they are carried out at the location of one of the tactical groups.

- First, the Controller will **set up his or her location**. This includes placing the victims.

- Second, the Controller will **lead and guide** the exercise by presenting information at the tactical group location. He or she will provide messages to the exercise participants to ensure key decision points in the exercise are reached.

- Third, the Controller will **observe and coach**. In this role, he or she will observe the actions of exercise participants and be on the alert for potential safety issues. If the Controller observes a safety concern, he or she may need to intervene and stop the exercise. If a group is struggling to make a decision or making numerous incorrect decisions, then the Controller may provide coaching tips.

  The Controller may also intervene to help the team members at the tactical group location clarify their decision making by asking questions about their thought process and the factors they considered in making choices.

- Fourth, the Controller will **collect any victim and actor volunteers** at the conclusion of the exercise and invite them to attend the hot wash.

Evaluator

The primary responsibility of the Evaluator is to assess the exercise based on the events and expected actions listed on the *Events and Evaluation Form* for his or her area. The Evaluator typically has a passive role and does not interfere with the exercise unless he or she is also playing the role of Controller.

Safety Officer

Every location (Command Post, medical treatment area, tactical group location) should have a Safety Officer. This role may be performed by a Controller or Evaluator if staff is limited.

Victim and Actor Volunteers

Victim volunteers are needed. They should be placed throughout the park and the building. The number of victim volunteers will vary depending on the size of your group. A recommended ratio is 15-20 victim volunteers to a group of 30 CERT members.

In addition, you will need three actors.

- A person in a car

- An insistent mother

- A seriously injured victim who dies

Be sure to account for all victim and actor volunteers at the end of the exercise.

Integrating Community Emergency Response Teams (A-CERTs) at Airports

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Suggested Exercise Schedule

A blank Exercise Schedule Template is included in the Controller/Evaluator Briefing in the Appendix.

Table 11: Suggested Exercise Schedule

Time	Personnel MM/DD/YYYY	Activity
1000	Controllers/Evaluators	Arrive on site and participate in briefing
1015	Selected Controllers and exercise staff members	Exercise site setup
1030	Participants (players, victims, actors, other volunteers)	Registration, roles assignment, and moulage
1230	Controllers	Communications check
1245	Participants	Player briefing
1300	All	Report to various locations
1330	**All**	**Start of exercise**
1430	**All**	**End of exercise**
Immediately after the exercise	Participants, Controllers, Evaluators	Hot wash
1500	Controllers/Evaluators	Event debriefing

Player Briefing

The following information should be provided to participants prior to the start of the exercise. The goal of the briefing is to ensure that participants are comfortable and prepared for a safe, instructive, and enjoyable learning experience.

- Welcome

- Review scenario

- At 13:30 on a Saturday afternoon the airport is struck by high winds from a tornado (or severe thunderstorm). As the storm hit, visitors, travelers in transit, and airport personnel scattered and ran for shelter. Some were able to make it to designated storm shelter areas in the terminals and outside buildings; others were not.

  A 50-seat regional jet that had just landed and arrived at the gate was also caught by the tornadic winds before it could de-plane its passengers. The Embracer was picked up and thrown into the terminal where the gate seating area is located. A fueling truck was also pushed across the runway by high winds and wedged underneath the now upside-down plane and the gate overhang, There is no fire at the time, but the truck is leaking fuel from somewhere.

  The storm damaged many buildings and caused injuries to individuals in the airport terminal and other buildings, as well as those around the airfield and on roadways.

People have been injured by flying debris and trapped under fallen debris. Passengers in the wrecked plane are unable to remove themselves from the aircraft due to its precarious position, height, and the leaking fuel underneath. The fire department is responding to other areas and has requested that the local CERT help with searching the airport, reporting damage and status of areas searched, locating and providing first aid to victims, and assist in directing travelers as well as "walking-wounded" to proper areas of safety and/or treatment.

- Review rules of play

  - Safety is our paramount concern. Follow your CERT training and remember that this is just an exercise. Be safe at all times. If you have questions about the exercise or potential actions, ask a Controller or Evaluator. These will be people wearing (*insert appropriate information here*).

  - The exercise will take place (*Insert a description of the boundaries of the exercise area. Be very clear about what is in-bounds and what is out-of-bounds.*)

  - The exercise will begin shortly and will continue until either all victims have been rescued or time is up.

  - The exercise will be terminated by THREE LONG WHISTLE BLASTS.

  - The same signal will be used if we need to terminate the exercise early.

  - Return to the (*insert location)* at the end of the exercise.

- Review communications protocols

  - Use the procedures you learned during your training to communicate with each other during the exercise.

  - If you need to communicate with staff, find a Controller or Evaluator.

  - Should you need to communicate something outside the scope of the exercise, preface your statement with "Real world . . ." So, for example, if you have twisted your ankle, say "Real world . . . I've twisted my ankle and need medical attention."

  - If a Controller or Evaluator needs to communicate with you outside the scope of the exercise, he or she will say "Real world: Controller says . . ." So, for example, if the Controller or Evaluator observed an unsafe carry technique, he or she would say "Real world: Controller says STOP."

  - If the exercise needs to be called off, the signal will be THREE LONG BLASTS on a whistle. At this point, all players would return to the (*insert proper location*).

Lead Controller Guidelines

Step	Action	What to Say/Do
1	Prepare for the exercise.	■ See the Planning Considerations section for details. ■ Have victims and disaster props in place. ■ Prepare role-players.

Lead Controller Guidelines Continued

Step	Action	What to Say/Do
		• Prepare one role-player to play the role of a distraught mother. When told to by the Controller, she should approach the Command Post Team and be very insistent about sending someone to look for her child.
2	Introduce the exercise to all participants.	Distribute the two-page Exercise Overview to all participants. Explain that the purpose of the exercise is: ■ To provide an opportunity for the team to practice most of the skills covered in *CERT Basic Training* in a realistic environment. ■ To improve CERT's operational performance by practicing and validating policies, plans, procedures, and training in the risk-free environment of an exercise.
3	Review the objectives of the exercise with all participants.	Explain the objectives of the exercise. ■ During the course of the exercise, A-CERT members will operate within and properly communicate through the incident command structure. ■ Within the first 15 minutes of the incident onset, A-CERT members will quickly and thoroughly report damage assessment and area status for which they are assigned, back to the Airport Emergency Operations Center. Within the first 10 minutes of the incident onset, A-CERT members will assemble in their functional groups and be ready for assignment from the CERT liaison in the Airport Emergency Operations Center. ■ During the course of the exercise, A-CERT members will remain accounted for by their functional group leaders, and ultimately to the CERT liaison in the Airport Emergency Operations Center.
4	Review safety protocols with all participants. (See Player Briefing: rules of play and communications protocols).	Ask the participants: ■ Does everyone have the appropriate equipment they need to participate (e.g., goggles, N95 dust mask, medical gloves, work gloves, boots, etc.)? Explain the protocols to communicate safety issues during the exercise. ■ "REAL WORLD: CONTROLLER SAYS STOP" is how the Controller or other exercise staff may stop the exercise. ■ For example, if staff were to observe players carrying a victim in an unsafe manner, the exercise would be stopped temporarily and the safety issue would be addressed. ■ If the exercise needs to be called off due to an emergency, the signal will be THREE LONG WHISTLE BLASTS. ■ The Controller may also stop the exercise for the purpose of coaching the participants. For example, if team members placed a high priority on helping a victim who was probably dying, or if they decided to enter a building

Step	Action	What to Say/Do
		that was clearly too dangerous, the Controller may coach the team to work through the decision-making process with the members.
5	Control the exercise at the Command Post.	Your role in this exercise will be as Controller, observer, and coach. ▪ Control by providing messages that require the Incident Commander (IC) to take action. ▪ Observe to ensure safety for both victims and team members. ▪ Coach when necessary. ▪ Take notes on decisions made and actions taken so you can refer to them later.
6	Present the scenario to all participants.	▪ At 13:30 on a Saturday afternoon, during an airshow with many spectators in attendance, the airport is struck by high winds from a tornado (or severe thunderstorm). As the storm hit, spectators and airport personnel scattered and ran for shelter. Some made it to nearby buildings; others did not. ▪ The storm damaged many buildings and caused injuries to individuals in the airport terminal and other buildings, as well as those around the airfield and on roadways. People have been injured by flying debris and trapped under fallen debris. The fire department is responding to other areas and has requested that the local CERT help with searching the airport, reporting damage and status of areas searched, locating and providing first aid to victims, and assist in directing patrons as well as "walking-wounded" to proper areas of safety and/or treatment.
7	Provide initial instructions and distribute the following forms: ▪ Incident/Assignment Tracking Log ▪ Victim Treatment Area Record ▪ Damage Assessment Form ▪ General Message Form	Instruct the group to: ▪ Establish a command structure. ▪ Choose the location for the medical treatment area. Distribute the forms: ▪ Incident/Assignment Tracking Log to the IC. ▪ Victim Treatment Area Record to the medical treatment area Team Leader. ▪ Blank Damage Assessment Forms and General Message Forms to the tactical groups.
8	Hand out a local map to participants.	If a map was prepared in advance, hand it out. If not, the team may want to construct a map of its own.
9	Provide "injects" to the IC as appropriate. Time and pace your injects to complement the flow of the exercise. Observe and evaluate the exercise.	▪ The purpose of injects is to provide a simulated event that forces the team to make decisions that test objectives. ▪ Be alert for potential safety issues, and be prepared to step in if necessary.

NOTE: "Injects" are what drive play in an operations-based exercise. Injects are typically managed on a spreadsheet called a Master Scenario Events List (MSEL). A **MSEL** is a

chronological timeline of expected actions and scripted events (i.e., injects) to be inserted into exercise play by controllers in order to generate or prompt player activity. It ensures necessary events happen so that all exercise objectives are met.[13]

A-CERT Full-Scale Exercise Sample Master Scenario Events List (MSEL)

MSEL #	Inject Time	Inject Mode	Send To	Inject	Expected Action
1	1330	Radio	All Participants	STARTEX	Exercise Begins
2	1331	Direct	Incident Commander	I am the fire department Special Ops Battalion Chief. Say: *I need a damage assessment report as soon as possible. Find out the number of injured victims and the general extent of their injuries.*	The IC should develop a plan to conduct an initial damage assessment and find and triage victims. The IC should then dispatch functional groups to conduct initial damage assessments and ask them to report back quickly.
3	1340	Actor	Command Post	Actor playing the insistent, distraught mother to begin her role.	The Command Post Team responds appropriately to the mother by addressing her concerns and perhaps asking her to help out in the medical treatment area.
4	1345	Terminal Controller	A-CERT Triage member in the Terminal	After CERT members have begun assessing and treating the seriously injured victims, volunteers at the medical treatment area place the small sign that says "This victim has died." Explain to the actor that he or she should play dead.	The medical treatment area team should notice that a victim has died, cease treatment, remove the body from the medical treatment area, and place it in the morgue area.
5	1400	Direct	Incident Commander	Tell the IC that a message has come from the Battalion Chief that the National Weather Service has issued a warning of a second severe storm approaching the area. It is expected to arrive within 20 minutes.	The IC issues the command to recall all search teams. Teams should bring as many remaining victims as they can bring to the medical treatment area. The medical treatment area should be relocated if it is not a sheltered area that can handle the storm.

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[13] https://hseep.dhs.gov/support/volumeI.pdf

Sample Victim Injury Cards

These cards are intended to simplify the process of creating volunteer victims. They can be used in two ways.

1. If you have volunteer victims, use these descriptions to create roles for them. Brief the volunteers on the nature of their injuries, how they might behave, and any information you want them to share with search and rescue (SAR) staff.

2. If you are using simulated victims, such as gingerbread cutouts, you can attach a label to each with one of the descriptions.

NOTE: Injury classification (e.g., immediate, delayed, minor, dead) is for your planning purposes. This information should not be shared with volunteer victims or included with the descriptions placed on simulated victims.

VICTIM #1—Minor Compound Fracture, Right Forearm Breathing once every 3 seconds Color returns to finger tips in less than 2 seconds Responds to verbal commands	**VICTIM #2—Minor** Facial injuries Knows name, date, and what happened Color returns to finger tips in 2 seconds Breathing once every 4 seconds
VICTIM #3—Minor Visibly pregnant (about 5 months), cuts on right arm Color returns to finger tips in 1 second Breathing once every 5 seconds Note: This victim has first aid training.	**VICTIM #4—Minor** Numerous cuts and abrasions Responds to verbal commands Color returns to finger tips in 1 second Breathing once every 3 seconds
VICTIM #5—Minor Bleeding from a scalp wound Knows name, date, and what happened Color returns to finger tips in less than 2 seconds Breathing once every 4 seconds	**VICTIM #6—Minor** Right arm is deformed Alert Color returns to finger tips in 1 second Breathing once every 5 seconds
VICTIM #7—Delayed Large piece of wood in left thigh Breathing once every 3 seconds Color returns to finger tips in less than 2 seconds Alert	**VICTIM #8—Delayed** Bone projecting from right leg Breathing once every 4 seconds Knows name, date, and what happened Color returns to finger tips in 2 seconds
VICTIM #9—Delayed Both legs deformed Breathing once every 5 seconds Knows name, date, and what happened Color returns to finger tips in 1 second	**VICTIM #10—Delayed** Left ankle swollen and deformed Breathing once every 4 seconds Knows name, date, and what happened Color returns to finger tips in 2 seconds

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VICTIM #11—Delayed	VICTIM #12—Delayed
Both feet crushed by concrete block Breathing once every 3 seconds Knows name, date, and what happened Color returns to finger tips in 1 second	Back injury, unable to move Breathing once every 4 seconds Knows name, date, and what happened Color returns to finger tips in 2 seconds
VICTIM #13—Delayed	VICTIM #14—Immediate
Right arm and leg are deformed Breathing once every 3 seconds Knows name, date, and what happened Color returns to finger tips in 4 seconds	Large piece of wood in left thigh Breathing once every 2 seconds Alert and responsive Color returns to finger tips in 3 seconds
VICTIM #15—Immediate	VICTIM #16—Immediate
Severe cut on right thigh, heavy bleeding Breathing once every 5 seconds Knows name, date, and what happened Color returns to finger tips in 3 seconds	Both legs deformed Breathing once every second Not responsive to questions Color returns to finger tips in 3 seconds
VICTIM #17—Immediate	VICTIM #18—Immediate
Impaled object in abdomen; breathing difficulties Breathing once every 3 seconds Cannot remember what happened Color returns to finger tips in 5 seconds	Amputated left arm, bleeding controlled Breathing once every 4 seconds Knows name, date, and what happened Color returns to finger tips in 4 seconds
VICTIM #19—Immediate	VICTIM #20—Immediate
Severe bleeding from head wound Breathing once every 2 seconds Not responsive to questions Color returns to finger tips in 4 seconds	Chest pain with possible broken ribs Breathing once every second Knows name, date, and what happened Color returns to finger tips in 2 seconds
VICTIM #21—Immediate	VICTIM #22—Dead
Severe head injury Not breathing Not responsive to questions Color returns to finger tips in 4 seconds	Massive head injury Not breathing Unresponsive Color does not return to finger tips
VICTIM #23—Dead	VICTIM #24—Dead
Blood oozing from head wound Chest is not rising Finger tips blue/grey	No visible injury, blank stare Cannot feel air movement Color does not return to finger tips
VICTIM #25—Dead	
Wood impaled in neck Breathing once every second Not responsive Color returns to finger tips in 4 seconds	

Forms and Materials

Index of Forms and Materials

- Controller/Evaluator Briefing: 1 copy per Controller and Evaluator is distributed before the exercise

- Exercise Overview: 1 copy per participant is distributed at the beginning of the exercise

- CERT Member and Volunteer Victims and Actors Sign-In Sheets (2 pages each): 1 copy of each is distributed to the sign-in area before the exercise

- Sample Victim Injury Cards: 1 card per victim volunteer is used to prepare victims prior to the exercise

- Incident/Assignment Tracking Log: 3-4 copies are used at the Command Post and distributed during the exercise

- Victim Treatment Area Record: 8-10 copies are used at the medical treatment area during the exercise

- Damage Assessment Form: 2-3 copies per tactical group are distributed during the exercise

- General Message Form: 2-3 copies per tactical group are distributed during the exercise

- Events and Evaluation Form for Lead Controller and Evaluator: 1 copy per Command Post Controller and Evaluator is distributed before the exercise

- Events and Evaluation Form for Controller(s) and Evaluator(s): 1 copy per Controller and Evaluator is distributed before the exercise

- Events and Evaluation Form for Medical Treatment Area Controller and Evaluator: 1 copy per medical treatment area Controller and Evaluator is distributed before the exercise

- Controller/Evaluator Feedback Form: 1 copy per Controller and Evaluator is distributed after the exercise

- Participant Feedback Form: 1 copy per participant is distributed after the exercise

- After-Action Report Form: 1 copy per Controller is distributed after the exercise

All of these forms can be found on the National CERT Program library of drills and exercises.[14] Keep in mind, when modifying exercise scenario information on one document, you will need to modify the same material on each supporting exercise document.

The exercise material provided here is just a partial example of how an A-CERT is able to develop exercise material to fit the needs of the target airport and the team's capabilities to be evaluated at that airport.

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[14] http://www.citizencorps.gov/cert/exercises.shtm

APPENDIX E

Acronym List

AAAE	American Association of Airport Executives
AAR	After-Action Review
A-CERT	Airport Community Emergency Response Team
ACRP	Airport Cooperative Research Program
ADA	Americans with Disabilities Act
AEP	Airport Emergency Plan
AMA	Aircraft Movement Area (FAA term)
AOA	Air Operating Area (TSA term)
ARES	Amateur Radio Emergency Service
ASP	Airport Security Plan
CERT	Community Emergency Response Team
CPR	Cardiopulmonary Resuscitation
DHS	Department of Homeland Security
EMI	Emergency Management Institute
EMS	Emergency Medical Services
FAA	Federal Aviation Administration
FAMS	Federal Air Marshal Service
FAR	Federal Aviation Regulation
FBI	Federal Bureau of Investigation
FE	Functional Exercise
FEMA	Federal Emergency Management Agency
FSE	Full-Scale Exercise
HHS	U.S. Department of Health and Human Services
IC	Incident Commander
ICS	Incident Command System
LAFD	Los Angeles Fire Department
LEO	Law Enforcement Officer
NET	Neighborhood Emergency Team
NIMS	National Incident Management System
Part 139	FAR pertaining to commercial service airports service aircraft with at least nine seats on board
PSO	Public Safety Official
PTA	Parent-Teacher Association
RACES	Radio Amateur Civil Emergency Service
SAR	Search and Rescue
SIDA	Security Identification Display Area
TSA	Transportation Security Administration
TSO	Transportation Security Officer
TTT	Train-the-Trainer

APPENDIX F

Definitions

Air Carrier Operation: The takeoff or landing of an air carrier aircraft and includes the period of time from 15 minutes before until 15 minutes after the takeoff or landing.[15]

Airport Operating Certificate: A certificate, issued under 14 CFR Part 139, for operation of a Class I, II, III, or IV airport.[16]

Air Operations Area (AOA): Geographic location that includes aircraft movement area, aircraft parking areas, loading ramps, safety areas, and any adjacent areas (such as general aviation areas) that are not separated by adequate security systems, measures or procedures. This area does not include the secured area.[17]

Airport: An area of land or other hard surface, excluding water that is used or intended to be used for the landing and takeoff of aircraft, including any buildings and facilities.[18]

Airside: The portion of an airport that contains the facilities necessary for the operation of aircraft. Airside involves a system of aircraft movement areas (e.g., runways, taxiways, ramps) associated with activities in support of aircraft operations, access to which is controlled.[19]

FAR Part 139: FAR pertaining to commercial service airports service aircraft with at least nine seats on board.

Landside: The portion of an airport that provides the facilities for the processing of passengers, cargo, freight, and ground transportation vehicles. Landside areas include public parking areas, walkways, ground transportation facilities, and all other non-airside areas.[20]

Movement Area: The runways, taxiways, and other areas of an airport that are used for taxiing, takeoff, and landing of aircraft, exclusive of loading ramps and aircraft parking areas.[21]

Non-movement Area: Areas of an airport where airlines park or stage their airplanes for service, refueling, and passenger boarding and deboarding.

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[15] http://www.ecfr.gov/cgi-bin/text-idx?c=ecfr&SID=ec6249cd7a6be8e994005a3da6f0704e&rgn=div8&view=text&node=14:3.0.1.1.14.1.3.3&idno=14

[16] *Ibid.*

[17] Pg 1, http://www.faa.gov/documentLibrary/media/Advisory_Circular/150_5210_5d.pdf.

[18] Pg A-7, http://www.faa.gov/air_traffic/publications/ATPubs/AIM/aim.pdf.

[19] Price, Jeffrey C. *Planning, Construction and Environmental*. American Association of Airport Executives, 2011, p 3.

[20] *Ibid.*

[21] Pg M-6, http://www.faa.gov/air_traffic/publications/ATPubs/AIM/aim.pdf.

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Secured Area: A portion of an airport where aircraft operators have a security plan for enplaning and deplaning passengers and sorting and loading baggage and any adjacent areas that are not separated by adequate security measures.[22]

Security Identification Display Area (SIDA): Limited access areas of an airport that require a badge issued in accordance with procedures in CFR 49 Part 1542.[23]

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[22] http://www.ecfr.gov/cgi-bin/text-idx?c=ecfr&SID=160b3e3570409844752123d9bead6123&rgn=div5&view=text&node=14:3.0.1.3.24&idno=14#14:3.0.1.3.24.1.3.2

[23] Pg 2-3-31, http://www.faa.gov/air_traffic/publications/ATPubs/AIM/aim.pdf

Abbreviations and acronyms used without definitions in TRB publications:

A4A	Airlines for America
AAAE	American Association of Airport Executives
AASHO	American Association of State Highway Officials
AASHTO	American Association of State Highway and Transportation Officials
ACI–NA	Airports Council International–North America
ACRP	Airport Cooperative Research Program
ADA	Americans with Disabilities Act
APTA	American Public Transportation Association
ASCE	American Society of Civil Engineers
ASME	American Society of Mechanical Engineers
ASTM	American Society for Testing and Materials
ATA	American Trucking Associations
CTAA	Community Transportation Association of America
CTBSSP	Commercial Truck and Bus Safety Synthesis Program
DHS	Department of Homeland Security
DOE	Department of Energy
EPA	Environmental Protection Agency
FAA	Federal Aviation Administration
FHWA	Federal Highway Administration
FMCSA	Federal Motor Carrier Safety Administration
FRA	Federal Railroad Administration
FTA	Federal Transit Administration
HMCRP	Hazardous Materials Cooperative Research Program
IEEE	Institute of Electrical and Electronics Engineers
ISTEA	Intermodal Surface Transportation Efficiency Act of 1991
ITE	Institute of Transportation Engineers
MAP-21	Moving Ahead for Progress in the 21st Century Act (2012)
NASA	National Aeronautics and Space Administration
NASAO	National Association of State Aviation Officials
NCFRP	National Cooperative Freight Research Program
NCHRP	National Cooperative Highway Research Program
NHTSA	National Highway Traffic Safety Administration
NTSB	National Transportation Safety Board
PHMSA	Pipeline and Hazardous Materials Safety Administration
RITA	Research and Innovative Technology Administration
SAE	Society of Automotive Engineers
SAFETEA-LU	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (2005)
TCRP	Transit Cooperative Research Program
TEA-21	Transportation Equity Act for the 21st Century (1998)
TRB	Transportation Research Board
TSA	Transportation Security Administration
U.S.DOT	United States Department of Transportation