

Facilitator

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GARRISON COMMANDER VIGNETTES

Instructional Overview

Facilitator
Guide

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Table of Contents

Introduction	1
Vignette #1 – Train Derailment	2
▪ Section 1	3
▪ Section 2	4
▪ Section 3	5
▪ Section 4	8
▪ Section 5	9
▪ Section 6	10
Vignette #2 – Tornado Disaster	12
▪ Section 1	13
▪ Section 2	15
▪ Section 3	16
▪ Section 4	20
Vignette #3 – Terrorist Bombing	21
▪ Section 1	22
▪ Section 2	23
▪ Section 3	25
General Facilitation Tips	28
Appendix A	33
Appendix B	40



Introduction to the Facilitator Guide

The purpose of these exercises is to train new Garrison Commanders to make decisions in ambiguous situations by sorting through information, prioritizing tasks, gathering and allocating resources, coordinating with other agencies, and predicting outcomes. The key to successful learning in these tasks is the facilitation of questions and discussions. As the facilitator, you should ask questions and follow-up questions in a manner that challenges students to think analytically about multiple courses of actions and to weigh the risks and benefits of decisions while considering situational factors and unexpected events. Students should place themselves into the role of Garrison Commander as they hear about the event and answer questions. They should respond by giving guidance, making requests, etc as if they were actually talking to someone under their command.

This guide is structured the same for each of the three exercises. A scene description provides a high-level account of the scenario. This is followed by a discussion about the major themes addressed in the exercises. These exercises focus on theme-based learning. Refer to the Themes document for definitions of each process and theme (Appendix A). Each exercise and each set of questions within each exercise highlight particular themes. Tasks rarely address only one theme, instead they form the complexities present in most emergency environments. Many themes, such as “maintain mission priorities” cross over most or all segments. Each exercise is broken down into segments that present information to the students about the event. Following each segment are questions with a variety of discussion points. Facilitators should encourage students to take notes as you present information so they can answer questions later. This will teach students what information to listen for and remember during events. Many discussion points are presented in this guide. Facilitators can pick from the discussion points, or pick their own, based on the material they want to highlight. Appendix B is a printable copy of the questions and discussion points with space for facilitators to write their own questions or notes.

Scene Background Information

The purpose of the background information presented at the beginning of each vignette is to familiarize students with the setting in which they will make decisions.

This information begins to immerse students in the scenario as they begin to think like the Garrison Commander of Ft. Knox. Students should keep these details in mind as they discuss various actions within the scenarios. The background information, such as demographics, resources, locations of buildings and gates etc is the same in all scenarios.

Vignette #1 – Train Derailment

In this exercise, a train going through Ft. Knox derails from a track next to the Child Development Center (CDC) and Johnson Housing Area. The derailment occurs while the Garrison Commander (GC) and most of the IOC personnel are at lunch. The train is leaking the hazardous chemical butyl acetate. The chemical is initially unknown because the railway manifest does not show any scheduled trains carrying hazardous chemicals. The IOC watch officer notifies the GC of the derailment. The GC goes to the IOC and continually receives updates from the Battle Captain. As the situation progresses, responders begin to run out of resources, parents become upset that they cannot reach their children in the CDC, and the media threatens to release negative reports about the military's handling of the situation

Major themes addressed: The focus of this scenario is on uncertainty after an unexpected event. The major themes students will address in this scenario are “collect and assess information and understand the situation” and “recognize decision points.” The process of assessment involves analyzing and processing relevant information in order to develop a situational understanding and take appropriate action. In an unexpected emergency such as a train derailment with a chemical spill, the GC must place him/herself in a position to obtain optimal situational awareness. This place is not at the scene, but in the IOC where he can see the situation above the tactical/field level. The GC must know who to ask for information and where to go to get the answers they need. It is important for the GC to recognize when he/she has enough information to make a decision. There are times when it is okay to seek out further information before taking action, but during emergencies, these times are rare. Instead, GCs need to form a coherent picture from the information that is available and act while still uncertain. The process of execution involves knowing when to take appropriate action in order to achieve a positive outcome. Recognizing decision points also includes shaping the future by taking actions that influence the course of events. GCs should be able to predict future events and understand how their decisions will shape those events.

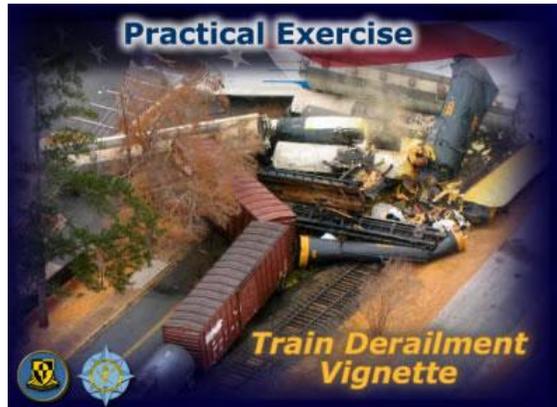


FIGURE 1 - Opening scene of the train derailment vignette.

Section 1 (page 5 – 9)

At 1245, the IOC watch officer receives news of the train derailment and contacts the GC at the dining facility. He relates the following details:

- ✓ 100-car train crashed near the CDC and Johnson housing area
- ✓ The derailment is blocking the major east-west routes through post
- ✓ Fire and MPs are in route
- ✓ No one has reported any casualties
- ✓ It is unknown if the train was carrying hazardous materials
- ✓ Details of the derailment are sketchy at this point
- ✓ The watch officer initiates the contact procedures to notify key personnel



Question Set 1 (page 10)

1. You have just received this information from the watch officer. You leave the dining facility, but where do you go? Why?

Discussion points:

Do you go to the incident site? The IOC? Your office? What are the pros and cons of each?

Discuss the importance of information flow – which location would provide better information flow and provide the GC with the greatest situational awareness

The Incident Commander (IC) is responsible for actions on the scene, how will the presence of the GC at the scene influence operations?

The goal of this question is to discuss the pros and cons of going to each location during an incident. If students want to go to the incident site, the facilitator should discuss the GC role in command rather than at the tactical response level.

Themes addressed: Assess – see the big picture and predict events.
Synchronize - establish chain-of-command

Section 2 (page 11)

The time is 1315 and the GC is now at the IOC coordinating with his staff. The GC requests an update from the Battle Captain who provides details about the train derailment and informs him that all members of the IOC are present except the Director of Public Works (DPW) who is stuck on the other side of the derailment site.



Question Set 2 (page 12)

1. What information do you need at this point? What questions do you most want answered? Why?

Discussion points:

Consider gathering information regarding the train, evacuations, hazards, personnel on scene

Possible questions students should ask include:

Did anyone contact the railroad?

What chemicals are on board the train?

Do we have a manifest? Does it list the hazardous materials?

How would the GC or staff obtain the manifest or other sources of information about the hazardous materials?

Are you equipped to handle a chemical spill? What resources do you need that you do not have?

The goal of this question is to increase awareness about the information requirements during emergency incidents. It is important to teach students what information to ask for, how to ask for that information, and who to ask for each piece of information.

Themes addressed: Assess – collect and assess information and understand the situation

2. What are the implications of having the DPW director unavailable in the IOC?

Discussion points:

Can the DPW director accomplish his tasks by phone?

Who else in the IOC can manage DPW tasks?

What if the DPW cannot be reached by phone (cell phone dead, all lines busy, etc)

The goal of this question is to provide opportunity for students to think about the implications of specific circumstances and to consider both implications and multiple work-arounds to overcome complications and unexpected events. The facilitator should ask “what-if” questions throughout the exercise to enhance these skills further.

Themes addressed: Execute – recognize decision points. Assess – see the big picture and predict events

Section 3 (page 13-14)

At the 1315 IOC update brief, the GC requests information about the chemicals on the train. He asks if anyone has contacted the railroad company and asks if any of the train operators can provide information. The Battle Captain informs the GC that:

- ✓ HAZMAT is on scene and attempting to determine if toxic chemicals are leaking
- ✓ Responders are attempting to gather information from the train operators
- ✓ The MPs have closed the main gain and set up roadblocks around the crash site
- ✓ Fire and EMS are on the scene
- ✓ The Fire Chief is the IC and recommends evacuation of the CDC
- ✓ The phone lines are down at the CDC



Question Set 3 (page 15)

1. What actions should the GC initiate? Prioritize these actions.

Discussion points:

Name the specific people the GC should ask to do each task

How do you determine whether resources are available to accomplish each task?

How do you notify base residents and staff about the incident? What do you tell them?

The goal of this question is to discuss the factors to consider when making decisions about course of action. The students should be aware of who they need to talk to in a variety of situations and in order to accomplish their goals. They also need to consider whether the required assets are available prior to settling on a course of action. If assets are not available, they should know how to acquire those assets.

Themes addressed: Synchronize – coordinate and communicate internally and externally across all agencies. Synchronize – acquire, prioritize, and allocate assets

2. What are the pros and cons to closing the main gate?

Discussion points:

Consider traffic back up off post. Who do you inform? What might be the consequences? (drain on civilian responders and resources, angry commuters, upset community leaders)

What are the advantages on base? (less security worries, less congestion)

What issues might arise because people cannot get on post? (necessary staff, responders cannot get through the main gain, increased time to get to site)

The goal of this question is to explore the factors surrounding a decision that will affect agencies and communities off post. They should discuss the political, economic, and social consequences of their actions.

Themes addressed: Respond – address public and responder needs.
Synchronize – coordinate and communicate internally and externally across all agencies.

3. What actions do you take regarding the CDC?

Discussion points:

How can you get information about the CDC with the phone lines down?

How do you determine how many children and families are affected?

How do you notify parents? What do you tell them?

Discuss the pros and cons of evacuating the CDC (get away from a possible explosion or fire, exposure to unknown toxic chemicals). Consider locations for the evacuees and how you would transport them

Possible actions:

Send MP's or other responders/staff to CDC to do a head count and check welfare

Call MWR director and get a list of children and workers at the CDC

Order busses to evacuate personnel (what if no busses are available or the roads are inaccessible?)

Put a call via radio/TV for parents to pick up children (where?)

The goal of this question is to address the many consequences surrounding actions when not enough information is available to ascertain which course of action is best. This discussion should make clear to students that there are benefits and drawbacks to every action. The challenge is to weight information appropriately and take the action that has fewer unwanted consequences and that allows for corrective action of any negative consequences.

Themes addressed: Assess – see the big picture and predict events.
Respond – recognize decision points.

Section 4 (page 16)

It is now 1400. The Battle Captain provides the GC with more information:

- ✓ HAZMAT is on scene and reporting a chemical leak
- ✓ The chemical is buytl acetate, a highly toxic and flammable liquid.
- ✓ HAZMAT is spraying foam on the car but they have not contained the leak
- ✓ Three more tanker cars are smoldering, these may contain buytl acetate
- ✓ The fire department is requesting more resources
- ✓ Guards turned away railroad representatives attempting to get on post



Question Set 4 (page 17)

1. What are your biggest concerns regarding the chemical spill? What issues should you address first? Second? Etc.

Discussion points:

Should you recommend evacuating personnel near the leaking tankers? What factors should you consider?

What information about buytl acetate do you need in order to make decisions?

What hazards should you consider? What proactive steps might you take to reduce the risk?

The goal of these questions is to allow students opportunity to explore all possible concerns and determine the proactive steps they can take to reduce risks to the rescue operation. Students should be able to prioritize their tasks to reduce risk. If possible, get students to think outside the box and come up with novel and creative solutions to protect responders and residents and to deal with the chemical spill. What-if questions are a great way to spur creative problem solving.

Themes addressed: Respond – recognize decision points. Respond – address public and responder needs. Assess – see the big picture and predict events

2. What steps should the GC take to answer requests for more resources?

Discussion points:

What agencies/persons do you coordinate with to get assistance from local fire departments? (discuss legal issues, procedures, cooperative agreements, etc)

The fire team is experiencing fatigue. How could this affect safety? What can you do to prevent fatigue related accidents?

How do you insure that key personnel and responders get onto post?

What guidance do you issue guards and responders?

The goal of this question is to evaluate asset availability and discuss multi-agency agreements and legal issues surrounding use of active duty personnel, contractors, civilian agencies and resources. Students should consider responder needs, including their health, welfare and family concerns. They should discuss actions they can take to assist responders.

Themes addressed: Synchronize – acquire, prioritize, and allocate assets. Synchronize – coordinate internally and externally across all agencies. Respond – address public and responder needs.

Section 5 (page 18)

At 1500, the Battle Captain informs the GC that the local media is requesting information about the incident:

- ✓ Public affairs is requesting permission to release a statement to the media and to escort media onto post



Question Set 5 (page 19)

1. What factors should you consider regarding the media? What information do you release? Should you allow the media on post? Discuss the pros and cons.

Discussion points:

What information do you want to protect and what do you need to release?

The commander should review information prior to its release to the media and public. What type of information would raise a red flag? Consider the potential second and third order effects of information that is released.

Should you allow media on post? What are the risks and benefits?

The goal of these questions is to discuss considerations, procedures, and techniques for dealing with the media. The GC must balance security and premature release of information with the public's right to know. The GC must provide information to the media in order to control information flow. The challenge for the GC is to determine what information to release and assess whether that information might result in negative press.

Themes addressed: Respond – address public and responder needs

Section 6 (page 20-21)

This is the final section of the exercise. It is now 1600. The Battle Captain updates the GC on the current situation:

- ✓ Irate parents are at the scene demanding access to their children in the CDC
- ✓ The MPs placed some upset parents in custody and need guidance
- ✓ The media is going to run a news report about chaos at Ft. Knox and show footage of the angry parents
- ✓ DPW is on site and is requesting heavy lift equipment
- ✓ HAZMAT is treating increasing numbers of people exposed to toxic fumes
- ✓ The fire chief is requesting emergency transport vehicles for the casualties
- ✓ The PAO requests that the GC make comments to the press
- ✓ The Post Commanding General (CG) requests a SITREP in 30 minutes



Question Set 6 (page 22)

1. The following are suggested questions and considerations to discuss with the class.

Discussion points:

Describe how you would prioritize dealing with these events

What information should you release to the media at this point?

The media will report on the incident even if no information is provided

Consider whether release of information will assist in response to the incident

What is your guidance to the MPs regarding onlookers, parents, media?

Responders need guidance on what actions to take

Their actions or perceived lack of action may be reported or misconstrued

What might be the long-term consequences of placing parents under arrest?

What is the plan to notify parents and the community about the incident and response?

Should you find a location for displaced families? Where?

What is your plan to care for displaced families (food, sleep, bathrooms)?

What proactive steps might you take next time to deal with the consequences that have arisen due to actions taken thus far?

Other considerations

Medical evacuation and care plan (local community and notification plan)

Keeping higher HQ informed (IMCOM/TRADOC/FORSCOM/DA)

Legal and contractual considerations for using various military/civilian resources for recovery operations

Time management, IOC shifts and staffing

The goal of these questions is to teach students about all the factors they must consider during an incident. The facilitator should highlight that the GC must address multiple issues at (or around) the same time without much time for deliberation. To exercise these quick decision skills, the facilitator can give these questions to students and instruct them to write

their answers within a short time-limit (i.e., 1-2 min), to simulate making quick decisions in a fast-paced environment with conflicting goals/priorities and missing information.

Themes addressed: Respond – recognize decision points. Assess – see the big picture and predict events.

Vignette #2 – Tornado Disaster

In this exercise, a tornado hits Ft. Knox, damaging several areas on post, including the airfield, an elementary school, and a housing area. The Garrison Commander (GC) is off post at a meeting when the tornado touches down. As the incident unfolds, the GC makes his way back to the IOC, where he receives a situation report. The school roof collapsed and the students are still in the building, there were minor damages in the housing areas. The tornado damaged an airfield hangar and some helicopters. Roadways are blocked and there are power outages. The scene progresses to 48 hours when the GC and the IOC team are discussing consequent management. At this point, they know the extent of damages to base and know the number of casualties. The GC must make several decisions to rebuild structures and restore regular post operations.

Major Themes Addressed: This scenario focuses on preparing for an impending emergency event and managing the situation after the rescue phase is complete. Students must synchronize with other agencies in order to “acquire, prioritize, and allocate assets.” As resources and assets become scarce throughout the community, students must decide if they have enough assets to assist other agencies. They should discuss the legal, political, and procedural issues surrounding the sharing of resources. To make decisions, they need to “see the big picture and predict events.” Assessing the situation by seeing the big picture allows GCs to factor in their own objectives, the objectives of other agencies, and the interplay between these various objectives.



FIGURE 2 - Opening scene of the tornado disaster vignette .

Section 1 (page 5-6)

At 1400, the IOC watch officer receives a Tornado Warning for local areas including Ft. Knox. The National Weather Service is advising that residents seek immediate shelter. He initiates the post-wide siren system and notifies all tenant units through the voice communication alert system. The GC is off post at a meeting when he gets a call about the tornado warning and initiation of alert procedures. The tornados could hit within the hour.



Question Set 1 (page 7)

1. What are the major decisions the GC should make upon hearing this news. Why?

Discussion points:

Should you issue a release order for off-post personnel?

Is it better to have workers stay at work or be on the road?

Should you leave your meeting and return to post? What are the risks/benefits of staying vs. leaving?

If you stay: risk losing communication with post, less situational awareness, longer response time, but will be present to coordinate recovery operations with civilian leaders

If you leave: risk getting stranded on the road or injured, but if you make it to base will be able to take charge of the situation

Should you initiate the crisis action team? Why or why not?

Is it too early for the team?

What SOPs or procedures are in place for evacuation of the team?

Should you direct the school superintendent to delay release of schoolchildren?

What are the risks of keeping children at school vs. on the road?

What SOPs and procedures are in place for this type of action?

Should you recommend the suspension of unit training?

Do you have authority to suspend training for various units (TRADOC, FORSCOM, RC & NG)?

What SOPs and procedures are in place?

What are the command arrangements among tenant units?

What guidance should you give the IOC and deputy commander?

Preparation for the tornado, initiate siren, contact range control, safety and rescue procedures for the schoolchildren, assess evacuation logistics

The goal of this question is to increase awareness about the dynamic and complex issues that GCs must deal with prior to a major incident. The GC must make a variety of decisions and needs to know how to prioritize those decisions. He/she needs to know which decisions to make immediately and which can wait for more information. Many plans are in place for such emergencies. The GC should be familiar with these plans and know how to implement them. He should also know how to adjust the plan to fit novel aspects of the situation. Ask what-if questions that encourage students to adapt the plan to unexpected events (i.e., they decide to evacuate the school but the bus company refuses to operate; most MPs and the fire squads are out of state at an exercise; what if the tornado hits in the middle of the night).

Themes addressed: Assess – see the big picture and predict events.
Respond – recognize decision points

Section 2 (page 8)

At 1500, reports come into the IOC that a tornado touched down in several locations on post. The GC remained in place at his meeting, thus he is not present at the IOC. The watch officer calls the GC and informs him that:

- ✓ The tornado hit the Kingsolver Elementary School, the airfield, the ROTC HQ, and the Van Voorhis housing area near the highway
- ✓ The fire department is heading to the elementary school

The GC decides to head back to post and directs the IOC to have the deputy ready when he gets there.



Question Set 2 (page 9)

1. You have a twenty-minute ride back to Ft. Knox. How will you use this time? What are your considerations and priorities for action?

Discussion points:

What information do you seek from the deputy commander

What action do you expect he/she has already taken?

What information should he/she have gathered prior to your arrival?

Based on initial reports from the IOC, what guidance should you issue?

Do you direct the IOC to assemble the Crisis Action Team? Why/why not?

Do you direct the IOC to alert the Quick Reaction Force (QRF)? Why/why not?

Do you direct the IOC to alert the hospital of possible casualties?

Should you alert the senior mission commander and update him on the situation at this point? Why/why not?

The goal of these questions is to practice gathering information and giving guidance. GCs need to communicate their requests for information clearly and concisely. They need to provide clear guidance to staff. Students should practice giving guidance in class as if they are speaking to the IOC staff.

Themes addressed: Assess – see the big picture and predict events.
Respond – recognize decision point

Section 3 (page 10-11)

At 1600, the GC is at the IOC. The Battle Captain provides an update:

- The tornado touched down in three places on post
- The PAO is receiving calls from local media requesting information

- The elementary school roof collapses and the students have gathered in the inner hallways
- The ROTC HQ was heavily damaged
- Housing areas report damages and several houses were destroyed
- Debris is covering the roadways and several roads and highways are blocked
- The state highway department is requesting assistance
- A hangar roof was blown off at the airfield and several helicopters were damaged
- Most of the IOC staff were able to make it to the IOC
- There are power outages on post and the surrounding towns
- The surrounding towns received major damage.
- The volunteer fire station in Radcliff was demolished and the mayor is requesting assistance
- The Provost Marshall is assessing damage at the housing area. He reports onlookers gathering on Highway 60
- The Fire Chief is at the Elementary School. He reports that parents are gathering and is requesting help to prevent their interference in rescue operations
- The Post Chief of Staff wants the GC to brief the CG on the situation. The CG is on his way to the IOC



Question Set 3 (page 12)

1. Based on the information you received in this briefing, what actions should you consider taking? Which issue do you deal with first? Second? Etc. What information do you seek before making decisions? How do you request and/or provide assistance to other agencies?

Discussion points:

Security: Do you deploy QRF? Do you alert additional QRF?

Security: What instructions/ROE do you give the QRF or to the troops that conduct security operations?

Soldiers who are deployed in support of security need clear guidance on use of deadly force, their roles and responsibilities, and their chain of command while they support the incident.

Security: Should you request additional troop support to provide security or to support the incident sites? What are the issues and procedures involved in making these requests?

Search and Rescue: What actions are required to insure search and rescue operations are resourced properly?

There are several requests for assistance. Do you have enough assets available? What are the procedures for giving assistance? What other considerations are there?

What is the process for coordinating with DPW to get recovery equipment, heavy machinery, busses, trucks to transport personnel and equipment to damaged areas?

Casualty Assistance: How do you determine what resources are available to assist with casualties?

Do you need to contact/coordinate with local civilian medical facilities? What civilian resources may be required or requested?

What are the capabilities or requirements of the Post Hospital?

Do you have enough ambulances to transport patients?

Should you request troop support or transportation assets?

What are post Air MEDEVAC capabilities?

Casualty Assistance: How do you deal with fatalities?

What are the mortuary/storage capabilities for the fatalities?

What is the procedure for notifying next of kin?

What support is required for grief counseling and who provides this service?

Logistics: What is the plan to restore post functioning (power, access to post, etc)?

What actions are required to work with local power companies to prioritize restoration needs?

What resources can you provide to support responders?

Do you need to coordinate with local and state officials for additional support and/or to assist with clearing the highway?

Personnel/Family Support: How will you support affected personnel and their families?

Will you provide resources to transport affected/displaced families and soldiers?

What are your plans for short-term care (food, shelter) of displaced families and responders?

Information Operations: How will you get information out to the community regarding the incident?

How will you inform people about where to go for food, shelter, medical care?

How will you update affected persons on the welfare of their family members?

What actions should you advise the community to take at this point (evacuate, stay in place, etc)?

Information Operations: How do you plan to keep the Senior Mission Commander informed?

Information Operations: What is your role as the GC to interface with local media?

How will you keep the media informed yet control the information flow?

Should you allow the media access to post? Why or why not?

Community Relations: Will you support local community leaders on recovery operations? How will you communicate and coordinate between agencies

Consider the short- and long-term impacts of supporting or not supporting the local community.

Will you exhaust your own resources by helping?

Examine the importance of having already established relationships within the community

Community Relations: What are the legal and contractual considerations for providing assistance

Have you coordinated with the JAG to establish the type of assistance you can legally provide?

Time management: What are your priorities for the next 24-48 hours?

The goal of this question is for students to consider communication and coordination within and between agencies and to discuss strategies for establishing and maintaining community relations. It is important to discuss legal requirements and contractual agreements, and the procedures the GC should take to insure they do not violate any restrictions.

Themes addressed: Synchronize – coordinate internally and externally across agencies, Synchronize – acquire, prioritize, and allocate assets, Respond – address public and responder needs

Section 4 (page 13)

This is final section of the exercise. It is now 48 hours since the tornado hit the installation. The IOC has turned its focus to consequence management. The Battle Captain updates the GC:

- ✓ Search and rescue operation are complete in the housing areas and responders have accounted for all personnel
- ✓ Unit soldiers are providing security using checkpoints and traffic control points
- ✓ Eighteen houses are uninhabitable and 48 family members are displaced
- ✓ Personnel rebuilt the perimeter fence surrounding the airfield and the airfield is secure
- ✓ The hangar is unusable and must be torn down, two damaged aircraft are under repair
- ✓ Airfield is currently only able to handle rotary wing aircraft
- ✓ The schoolchildren and staff are safe and QRF is providing security at the site
- ✓ The school was destroyed and must be rebuilt
- ✓ Casualties include 10 fatalities and 33 injured
- ✓ Electric power is 80% restored and the highway is open



Question Set 4 (page 14)

1. What are some factors that the GC needs to consider during the consequent management phase of an operation?

Discussion points:

What are some considerations for displaced families?

Consider housing needs such as post lodging, empty family units, housing within the surrounding community

How do you plan to feed and clothe these families? Who provides funding to support these needs?

What your long-term health and welfare considerations for soldiers, family, responders, others?

Consider casualty notification/assistance, grief management, family counseling, morgue operations

In what ways can you involve the post chaplain?

What are your plans for continued communication to post personnel, family members, local media?

What are your plans to rotate borrowed military manpower?

How do you address limits in services due to damage?

Limited airfield operations, closed elementary school, etc.

The goal of these questions is practice thinking and planning beyond the initial stages of an incident. The facilitator should make clear to students that the actions they take in the first hours of the incident would have consequences they must deal with days later. Managing the consequences of an incident allows for a quick return to normal operation and maintains relationships with staff, families, and the community. Thinking 24/48 hours out forces students to think beyond the tactical level and consider operations and plans at the strategic level.

Themes addressed: Assess – see the big picture and predict events. Respond – recognize decision points, Synchronize – coordinate internally and externally across all agencies.

Vignette #3 – Terrorist Bombing

This exercise opens with the Garrison Commander (GC) attending an Intel brief at the IOC. DoD has issued threat warnings about possible terrorist activity against military installations. MPs and State Highway Patrol report suspicious activity just outside post, thus some force protection measures are initiated. Two weeks later gate guards stop a suspicious driver and find a questionable backpack hidden under the seat cushions. Around the same time, two small explosions occur in separate locations on post and another suspicious backpack is found in a billet area.

Major themes addressed: This scenario focuses on situational awareness and rapid response to an unfolding situation. This exercise highlights the importance of synchronization cross agencies. The process of synchronization brings together necessary assets, personnel, and information from a variety of agencies and community partners. Synchronization in multi-agency environments ensures that agencies and staff with diverse interests and goals work as a team. This promotes effective planning, communication, and response to the situation. The main theme students will exercise is “coordinate and communicate internally and externally across all agencies.” The event in this scenario occurs in multiple locations at the same time, thus students will need to “see the big picture and predict events” and “acquire, prioritize, and allocate assets.” In this scenario, GCs will evaluate their available assets and seek resources from other agencies. An important part of multi-agency coordination and acquiring assets is to see the big picture and take factors such as the future of relationships and the needs of other agencies.



FIGURE 3 - Opening scene of the terrorist bombing vignette .

Section 1 (page 5)

While in the meeting, the Battle Captain informs the GC that state police noticed a suspicious vehicle parked on the highway near post that sped off when they approached. MPs reported seeing two individuals observing traffic patterns and gate guard procedures. These suspects also sped away when MPs approached. Because both the aviation battalion for the 101st Airborne Division and the engineer battalion are on post preparing to deploy, Ft. Knox is a prime candidate for a terrorist attack.



Question Set 1 (page 6)

1. What are the factors you must consider to address this threat?

Discussion points:

Do you increase FPCON levels? Why or why not? What might be some consequences?

What would be the consequences if you were on an installation overseas?

What other security measures should you implement?

Should you implement tighter gate entry procedures? Why/why not?

Should you increase the presence of patrols on high value targets? Why/why not?

You need to meet with the senior mission commander and tenant units to discuss joint FPCON measures. What information would you seek/provide? What requests would you make?

What do you need to do to initiate command information procedures to inform the civilian workforce and post residents of the increase in FPCON measures?

Should you coordinate with surrounding community law enforcement and government officials at this point? Why/why not?

Discuss any other actions you should consider.

The goal of these questions is to practice taking action in response to a threat rather than an incident that has already occurred. Students should think proactively about securing the installation. They should think about what they would do if an attack occurs in various locations and in various manners. This mental rehearsal should become a common practice in times when there is time before response is required.

Themes addressed: Assess – collect and assess information and understand the situation, Assess – see the big picture and predict events. Synchronize – coordinate internally and externally across agencies

Section 2 (page 7-8)

Two weeks after FPCON measures were initiated, Intel continues to report the threat of possible terrorist attacks. Gate guards stop and search a suspicious vehicle and find a backpack hidden under the seat cushions. Shortly after discovering the backpack at the gate, a small explosion occurs at the airfield and another explosion occurs at the commissary. The Battle Captain requests guidance from the GC.



Question Set 2 (page 9)

1. Based on the initial report, what guidance should the GC issue?

Discussion points:

Direct the IOC to assemble the Crisis Action Team and additional IOC personnel

Close the gates and increase patrols of high value targets

Alert the QRF

Consider alerting the hospital of possible casualties

Alert the senior mission commander and update him on the situation

What other actions should you consider?

The goal of this question is to teach students to sort through incoming information and provide guidance. They need to be decisive and communicate their needs in a clear and concise manner. The facilitator should instruct students to issue orders as if they are in the actual situation. In this way, they can practice verbalizing guidance, requests, and questions.

Themes addressed: Synchronize – establish chain-of-command, Synchronize – coordinate internally and externally across agencies

2. What information should you request from IOC staff? What are your biggest concerns?

Discussion points:

Request information regarding security and safety

Request information about available assets

Request information about ongoing threats and vulnerabilities

The goal of this question is for students to gather, sort, and filter information. With practice, students will improve ability to take in large amounts of ambiguous information and attend to important information while filtering out unimportant information. They should seek information that provides the most accurate and complete picture of the situation. It is useful to provide students with a variety of useful and useless bits of information so they can sort through and piece together into a coherent picture. This allows them to gauge when enough information is present to make a decision and take action.

Themes addressed: Assess – collect and assess information and understand the situation, Assess – see the big picture and predict events.

Section 3 (page 10)

This is the final section of the exercise. Forty-five minutes after the terrorist attack the GC receives an update from the Battle Captain:

- ✓ EOD determined that the backpack found in the car contained a small explosive device
- ✓ Security guards closed the gate and evacuated the area
- ✓ MPs have the driver in custody. They are questioning him
- ✓ The explosion at the airfield resulted in two damaged Apache helicopters. There are no reports of casualties
- ✓ The airfield is under lockdown
- ✓ The explosion in the commissary resulted in three casualties. These individuals were evacuated to the Army hospital with extensive injuries.
- ✓ MPs have evacuated the area and have the area blocked off
- ✓ A Soldier reports finding a suspicious backpack in the battalion day room
- ✓ A second EOD team is in route to the suspicious backpack found in the battalion day room
- ✓ MPs are pursuing a suspicious vehicle attempting to leave the installation. The vehicle is traveling toward the gate



Question Set 3 (page 11)

1. Based on this latest report, what actions should you consider?

Discussion points:

Should you lock down the schools and post-wide businesses/activities?
Or, should you evacuate? What are the pros and cons?

Coordinate with tenant commanders/school superintendent to account for all personnel and students

What are special considerations for high value targets?

Should you implement the Installation Security Plan to activate and employ unit security support for the installation security? How would you do this?

What instructions or ROE do you need to give to the QRF (or troops conducting security operations)

How would you coordinate with local law enforcement for additional support

What actions are required to notify the FBI of a terrorist incident?

Should you cancel training and freeze units in place? Why/why not?

Consider implementing the traffic management plan. What are the risks and benefits of this?

Where will you put staging areas (for military responders, displaced civilians, for health and welfare support, etc)?

Do you need to contact/coordinate with local civilian medical facilities at this time? Why/why not?

How do you get information out to the local community about the incident and the actions they should take, areas they should avoid, etc?

How do you update people on the welfare of their family members?

What is your plan to keep higher headquarters informed of the situation?

What actions are necessary to coordinate for DA and DoD media support?

What is the plan to keep media informed and updated?

How can you control media access to post and to information?

What is your plan to support activated soldiers?

The goal of these questions is to discuss planning and plan implementation. Students should consider the logistics, costs, and consequences of implementing these plans. They should also understand the role of coordination and communication when implementing plans.

Themes addressed: Synchronize – coordinate internally and externally across agencies, Assess – see the big picture and predict events

2. Evaluate the availability of your assets while attending to two explosions and two unexploded bombs

Discussion points:

What do you do if only one EOD team is available to attend to the unexploded bombs?

How do you acquire additional security forces?

What resources are available to assist with casualties?

Do you have enough ambulances to transport patients?

Can you request troop units to provide additional ambulance support?
What are the legal/policy considerations?

How would you coordinate with local and state officials for additional support or assistance?

Are enough secure buildings on post to hold evacuees?

Where do you evacuate people while security forces search and secure buildings?

The goal of this question is to evaluate asset requirements and availability in situations that drain resources. Students must consider how and when they should request assistance from outside agencies and communities.

Themes addressed: Synchronize – acquire, prioritize, and allocate assets, Synchronize – coordinate internally and externally across agencies.

General Facilitation Tips

We provide these tips as a facilitation refresher, with basic questioning techniques to assist with facilitating classroom discussions.

Purpose

- Identify critical decisions made during exercise
- Identify important features of the situation, uncertainties, and difficulties associated with the critical decisions
- Discuss of the critical decisions made during the exercise
- Change the way participants think
 - Subtle judgments (things they take for granted)
 - Patterns (things they should have noticed)
 - Early alarm bells (bells that should have gone off)
- Practice making quick decisions
 - Get feedback on decisions
 - Get insights into other students' decision making
 - Learn to reflect on what went well and not so well

Benefits of scenario-based exercises

- Provide indirect experiences
- Allow practice in rapid decision making
- Challenge students to assess the reasons behind their decisions

Facilitators should help students:

- Reflect upon decisions
- Draw upon the knowledge of other students
- Generate highly interactive sessions
- Increase individual and group learning

Facilitation Tips

Unexpected contingencies: Keeps students on their toes by inserting additional, unexpected contingencies into the scenario

- Present additional events in class, based on the initial responses
 - Example: “What if Xs happens, what will you do?”

- Make students come up with an answer on the spot
- Have students ask their own “what-if” questions

Involving the audience: It is easy to lose the attention of the class when one person is discussing their answer

- Involve the entire class by having them critique each others’ responses
- Ask the class challenging questions to keep them engaged

Compare and contrast answers: After hearing a variety of response:

- Ask the entire class compare-and-contrast the responses
- Identify the relative strengths and weaknesses of each course of action (COA)

Persistence: Be persistent with your questions

- Continue to probe even after the participants provide an initial answer
- Ask, “What else made that a difficult decision?”

Common Problems: Tips to address common problems when conducting in-class exercises

Give participants time to think: After asking questions give students time to think

- The tendency is to either rephrase question repeatedly or quickly provide answers
- This prevents the class from thinking and gives them the answer without allowing them time to develop their own ideas
- If you allow them time to think, eventually someone will answer. The silence is usually just because they are thinking

Asking leading questions: This happens when you have a specific answer in mind

- Leading questions do not force students to think
- Facilitators with a lot of experience in the domain under discussion should be particularly aware of the tendency to ask leading questions
 - Examples “Wouldn’t it be better if...?” “Don’t you think that the enemy might be.....?”

Yes/No questions vs. open-ended questions:

- Yes/no questions kill excitement in class. “Did you call the commander?”
- Open-ended questions result in greater depth of reflection and better learning. “Explain why you chose not to call the commander?”

Get back on track: Keep the discussion interactive and relevant to the group NOT a free-for-all discussion outside the scope of the scenario

- Focus on difficult decisions
- Side topics (weapon capabilities, war-stories) are OK to a point but you need to get the discussion back on track
 - Example: “This is an interesting conversation, but let’s get back to the scenario. We can talk about X some other time”

Poor-quality responses: Responses vary in quality, some lack in quality or sense

- Rather than explain why a response is poor, help students to come to this conclusion themselves
- Help them discover the problem with their plan
 - Example: “What is the worst thing that could happen with this conclusion? What can you do to avoid this type of outcome?”

Example Questions: For each decision presented in the scenario ask:

What was a tough decision you faced?

- ❖ Purpose: To understand what students struggle with, things they deliberate over, and where they felt pressure to come up with a solution
 - What was challenging about this decision?
 - Why was it difficult?
 - Describe what you were uncertain about, factors that were ambiguous, and trade-offs you made

What were the potential negative consequences associated with the COA you chose?

- ❖ Purpose: Gets to the nature of the dilemma, force answers that are thorough and specific
 - Alternative wording: “How would a new officer mess up in this situation?”

What about this situation made you choose this COA?

- ❖ Purpose: Get at the situational factors that shaped the participant’s assessment and COA
 - Dig for what participants saw/heard and what they know from past experience

What missing information would have helped you the most?

- ❖ Purpose: Decision makers rarely have all the information they need to make a decision. This question aims to understand what information participant feels is most important and why

What COA did you rule out?

- ❖ Purpose: Shows the reasoning behind the decision by illustrating what actions were contemplated and then ruled out

Why did you rule out this COA's?

- ❖ Purpose: To understand what made the other action unsuitable

What were your strengths and weaknesses as you dealt with this situation?

- ❖ Purpose: Identifying strengths will help participants recognize and leverage these strengths in the future. Identifying weaknesses will make them aware of vulnerabilities and help them deal with them in the future

What are some important lessons learned from this exercise?

- ❖ Purpose: Wrap-up questions that students will take away with them. Forces participants to provide specific answers
 - Ask several participants for their perspectives, “What stands out to you as something important learned today?”

When during the scenario did your assessment of the situation change and why?

- ❖ Purpose: Provides an understanding of what factors they were focusing on and their ability to reassess the situation as they discover new information

What did you think the enemy was doing or thinking?

- ❖ Purpose: De-centers participants, so they do not think only from the friendly point of view
 - If students can think like the enemy, they may avoid traps or be able to create counter-maneuvers to thwart enemy plans

Appendix A Red Cape Themes Overview

Processes: A series of interdependent actions executed during multi-agency response to crisis events. These actions form an evolving response pattern aimed at resolving the crisis. Through these actions it is possible to employ, maintain, and revise plans. These processes involve activities such as leveraging previously established relationships, and establishing morale and a battle rhythm that promotes effective inter- and multi-agency response. There are three processes: Assess, Synchronize, and Execute. Themes are associated with each process.

Themes: The expert cognitive activities that responders engage in to achieve successful resolution of the crisis. These themes illustrate the processes and provide behavioral patterns through which responders can model their understanding, plans, and decisions.

Definition of Processes

1. Assess: To analyze and process relevant information in a crisis event in order to develop situational understanding and take action appropriate to the current and unfolding situation.

Themes

1. Collect and assess information and understand the situation
2. See the big picture and predict events

2. Synchronize: To bring together necessary assets, personnel, information, and action steps in order to create a team and environment that promotes effective planning, communication, and response to the situation.

Themes

1. Coordinate internally and externally across all agencies
2. Acquire, prioritize and allocate assets
3. Establish chain-of-command

3. Execute: To take action at appropriate times and in appropriate manners in order to affect change that drives the situation to a satisfactory conclusion.

Themes

1. Recognize decision points
2. Address public and responder needs
3. Maintain mission priorities

Themes Associated with Each Process

Assess

- 1. Collect and assess information and understand the situation**

Definition: Effective commanders and staff are able to quickly determine how and where to collect the information necessary to develop a situational understanding. They are able to quickly evaluate and prioritize incoming information and construct a coherent picture of unfolding events. They draw on their experiences, along with the experiences of those around them, to understand the situation. They focus on important cues to interpret the current situation and formulate plans that leverage these situational elements in order to resolve the crisis.

Explanation: Decision makers must make sense of what is going on in a situation before they can make decisions and take action. They do this by scanning the environment for clues that will help them understand what is occurring. They look for patterns that they recognize and then construct a story that fits their existing knowledge. Patterns consist of all the things present in the situation including sights, sound, smells, human behaviors, environmental conditions, and incoming reports. The amount of information present in critical events is more than any individual person can perceive and process. They must choose which pieces of information they attend to and what to filter out. The ability to gather and sort information develops with practice and experience.

Behavioral indicators: Someone with a good understanding of the situation who is adequately filtering information will display indicators such as:

- Issue orders or offer guidance to deal with future events, not just immediate concerns
- No longer seek information in order to define the situation
- Actively try to understand the progress and consequences of earlier decisions
- Ask direct, specific questions rather than general questions (i.e. “What is going on?”)
- Focus on specific incoming information and filter out less important information

2. See the big picture and predict events

Definition: Effective commanders and staff construct a coherent picture of unfolding events and see the overarching implications of possible actions. They take a global view of the situation and predict the consequences associated with various responses or non-responses.

Explanation: When a decision maker only focuses on the immediate problem without looking at the problem in the context of the entire situation, their decisions will likely have unintended consequences. Experts tend to see more than just bits and pieces of the problem by seeing the entire picture in one complete snapshot and creating a story around it. The story tells them what has gone on to create the current situation and what they must do to achieve a successful outcome. This story also allows them to evaluate action choices and predict the positive and negative outcomes. Those who do not make this “holistic”

evaluation are likely to see only pieces of the picture and fail to anticipate what will happen next.

Behavioral indicators: You can expect someone who is seeing the big picture to:

- Focus on larger concerns, rather than deliberating over only small matters
- Take into consideration the consequences of their actions to outside agencies and the community
- Make interpretations beyond observable facts
- Create a story from small bits of information
- Not focus on only one aspect of the situation (i.e., finances, communication equipment, traffic management)
- Take effective action when new information comes in
- Set a clear battle rhythm and keep motivation up

Synchronize

1. Coordinate and communicate internally and externally across all agencies

Definition: Effective commanders and staff collaborate within and across agencies in a manner that develops a shared understanding of the mission and of responder roles, while enabling the synchronization of mission goals and objectives. They use relationships and diplomacy to identify and minimize collaborative barriers and to produce maximum synergy. They communicate in a timely matter, use a common language across agencies, and find workable solutions to communication barriers such as lack of interoperability.

Explanation: It is necessary to coordinate and communicate with all responding agencies. Collaboration means more than just working side-by-side with each other, it means understanding what others need to operate effectively. This promotes a shared understanding of the task and responder roles. It is important to leverage established relationships among community leaders in order to establish community support and cooperation. It is important *what* decision makers say and *how* they say it. Effective decision makers use diplomacy to convey an understanding of the public need even while they are requesting assistance and taking control of turbulent situations. *When* decision makers convey information also affects operations. If decision makers withhold information for too long, erroneous and detrimental actions may result. If they give out information too soon, it may not be factual, or it may be useless without additional information.

Behavioral indicators: You can expect someone who is coordinating and communicating across agencies to:

- Speak plain English, avoiding acronyms and agency-specific language
- Communicate with outside agencies and political leaders in the community
- Establish a shared communication system
- Adapt to communication equipment failures (i.e., sending a runner, word-of-mouth spread of information).
- Adapt communication style to fit audience (i.e., political leaders vs. staff)

- Hold regular briefings and huddles to utilize the experiences of others in the room
- Calls upon the relationships fostered prior to the event
- Make clear the chain of command, who people should report to, where people should report

2. Acquire, prioritize, and allocate assets

Definition: Effective commanders and staff determine the type and amount of equipment and personnel that is necessary to accomplish the mission. They are effective in acquiring, prioritizing and deploying the necessary assets. They think creatively to use assets that are readily available and take advantage of the expertise around them in order to mitigate the situation.

Explanation: Thinking creatively during a crisis allows decision makers the flexibility to find solutions when assets are not available as planned. Thinking creatively involves acquiring assets from atypical sources and using available assets for unconventional purposes. They are aware of what assets are available and can predict when resources will run out. They are able to allocate assets to the appropriate locations at the appropriate times and in the appropriate quantities. Assets include human assets, and effective decision makers utilize the unique skills of those around them. This is especially important when responders have careers outside of their responder role.

Behavioral indicators: You can expect someone who is effectively managing assets to:

- Maintain a realistic assessment of asset availability
- Be aware of limits to resources
- Explore options for obtaining assets
- Prioritize asset distribution to meet critical and long-term needs
- Not just “throw assets at the problem”
- Knows when to call in support from external agencies
- Get advice from others and use their experiences as a guide
- Appropriately ration resources, including human resources

3. Establish chain-of-command

Definition: Effective commanders and staff make clear to all personnel who is in charge of an incident. They remain flexible, build strong teams, and create an environment that allows subordinates leeway to share information and ideas, make decisions, and complete tasks. They clearly and concisely express intent and mission requirements, giving orders and direction that are specific enough to be clear, but flexible enough for personnel to achieve under dynamic situational constraints. They are sensitive to political and community relationships and to the requirements of higher commanders.

Explanation: A clear understanding of who is in charge establishes needed structure and clarity during a crisis. Decision makers need to make clear what are each

responder's responsibilities. It is important that decision makers remain flexible as responders handle their responsibilities in their own manner and that responders know they have leeway to think creatively and proactively in changing situations. All agencies should have a shared understanding of the mission requirements. Decision makers need to express empathy and patience toward their staff members and members of other agencies, particularly when the emergency is local. Unlike in overseas operations, local events have direct impact on responders' families, friends, and property. Even though a decision maker may be in charge of the scene, they still need to work within the sensitivities of local political structures and be aware of delicate community relationships.

Behavioral indicators: You can expect someone who is effectively establishing a chain of command to:

- Clearly communicate the command structure
- Know when to relinquish command to the agency more suited to deal with the current situation
- Empower staff to make decisions and not dictate how to complete each task or micro-manage. Insure that only one person is in charge
- Clearly express intent and mission objectives
- Provide only the necessary information to higher commanders and community leaders

Execute

1. Recognize Decision Points

Definition: Effective commanders and staff recognize when in a crisis they need to make a decision. They develop effective courses of action and predict the effects of their decisions. They continually evaluate situations and recognize when situational changes require changes in action. They determine when it is appropriate to act versus wait. They plan for future events and take proactive steps to shape events in their favor.

Explanation: The decision to act versus to wait requires a quick cost/benefit analysis, often when there are a great number of unknowns facing the decision maker. Those with a lot of experience are able to predict the outcomes of actions (or inaction). They know when it is time to act and when it is okay to wait and gather more information. They are confident, thus will take action in situations where less experienced decision makers would wait. They can foresee how the situation will change based on the actions they take. Because they can predict the consequences of their actions, they are able to take steps during an incident to shape events in their favor.

Behavioral indicators: You can expect someone who effectively recognizes decision points to:

- Take decisive action before it is too late

- Not make hasty decisions in reaction to small changes in the situation
- Recognize when a situation is not an immediate threat
- Reacts to critical situations immediately, without taking time to consider all consequences
- Ask for outside assistance when they cannot handle a situation without outside assistance
- Willing to change action in response to unfolding events
- Notices changes in conditions and when to shift priorities
- Take effective action when plans do not go as expected
- Be able to conduct current operations while planning future operations
- Be able to slow down and observe the situation instead of rushing in
- Be able to adjust procedures to fit the current situation

2. Address Public and Responder Needs

Definition: Effective commanders and staff notify the public and media about the situation. They use a variety of media platforms to inform the public about upcoming responder actions. They are sensitive to community needs and act to alleviate any public fear and/or resentment. They attend to the personal and professional needs of the responders.

Explanation: It is necessary to work with the media to disseminate accurate information and calm public fear. Good information management prevents erroneous reports and negative rumors about responder actions and intent. If responders do not communicate with the media, the media will release stories based on the unauthorized reports of witnesses and bystanders. Decision makers need to release a message that is accurate and sensitive to the needs and concerns of the community. They also need to be responsive to public need, rather than appear insensitive. It is vital that decision makers attend to the needs of responders, who need to maintain energy and good health. Responders to local disasters are concerned about their families and need leeway to care for loved ones. To keep morale up, decision makers need to show empathy for responders concerns for their families. Decision makers should make accommodations for responders who have obligations to other employers.

Behavioral indicators: You can expect someone who effectively recognizes decision points to:

- Take proactive steps to prevent casualties
- Determine if contractors should handle situation before acting (i.e., with bulldozer)
- Communicate with the public about actions the military is going to take
- Allow responders/troops to deal with family and employment issues
- Show concern for public frustration and fear
- Use the media to get information out to the community
- Insure that responders get food and sleep

3. Maintain Mission Priorities

Definition: Effective commanders and staff recognize that their primary mission is to protect human life and property while insuring the safety of incident responders. They resist responding to missions or requests that do not advance mission goals or that neglect mission priorities. They do not lose sight of the mission priorities when dealing with external pressures or personal disputes.

Explanation: It is important to keep focused on the mission goals and not be distracted by secondary tasks or issues that are not critical to the big picture. External pressures, such as commanders' personal agendas and the priorities of political leaders, can distract decision makers from mission priorities. In instances where the community is suffering and people are asking for help, decision makers must determine what they can and cannot support both in terms of available resources and in terms of mission priorities and scope. The decision maker must look beyond the immediate needs of those in front of them to the long-term needs of the larger population.

Behavioral indicators: You can expect someone who effectively maintains mission priorities to:

- Not try to feed everyone or address needs outside mission scope
- Take steps to insure safety rather than react on emotion
- Takes actions that reflect mission priorities
- Act appropriately when in a supporting role
- Use diplomacy when resisting external political pressures
- Mitigate consequences of non-mission specific actions both in the short-term and in long-term

Appendix B

Facilitator Discussion Questions

Accompanying this Facilitator Guide are printable pages containing all the questions and discussion points presented in this guide (File: GC Question Sets – Appendix B.ppt). These pages have room for facilitators to write notes or their own discussion points for each question. This supplement was created as easy access to the questions and discussion points and a convenient in-class aid as facilitators guide the discussion.

To access these note pages click on the file “GC Question Sets – Appendix B.ppt” that came with this guide.