

# Long Term Power Outage Exercise-2010

South West Regional  
Tabletop Exercise Fennimore

Grant, Lafayette, Green, Iowa, Richland,  
Crawford and Vernon Counties

Scenario Threat Ice Storm

Exercise Date  
August 26, 2010

## FINAL AFTER ACTION REPORT/IMPROVEMENT PLAN

Publication Date  
September 17, 2010



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## EXECUTIVE SUMMARY

The Grant, Lafayette, Green, Iowa, Richland, Crawford and Vernon Ice Storm tabletop exercise (LTPO) Long Term Power Outage Fennimore-10 was developed to evaluate the South West Wisconsin Emergency Management's Target Capability (1) Communications, Capability (2) Emergency Operations Center Management, Capability (3) Onsite Incident Command, and Capability (4) Citizen Evacuation & Shelter-in-Place. The exercise planning team was composed of numerous and diverse agencies, including law enforcement, emergency management, fire, local Planning Commissions, and electric power industry agencies participating in planning team. The exercise planning team discussed what the loss of electricity would mean to the city, county, private citizens, private companies, and emergency services as it relates to loss of food, water, sanitation, fuel, medication, and heat.

Based on the exercise planning team's deliberations, the following objectives were developed for this exercise:

- Objective:** Discuss the ability to establish and maintain communications essential to support response to a major incident.
- Objective:** Evaluate the EOC (Emergency Operation Center) personnel on how they assess the event and assist county personnel in support of their Emergency Plan during a major emergency or disaster.
- Objective:** Discuss the ability to direct, coordinate, and control emergency response activities using the Incident Command System.
- Objective:** Discuss the ability of emergency response agencies to plan for and implement the evacuation or shelter-in-place of CBRF's (Community Based Residential Facility) and special needs populations during an emergency or disaster.

The purpose of this report is to analyze exercise results, identify strengths to be maintained and built upon, identify potential areas for further improvement, and support development of corrective actions.

### Major Strengths

The major strengths identified during this exercise are as follows:

- From the discussion it was clear to many people that the public sector/private sector relationships were identified as key to a positive outcome when you are in the disaster survival mode. The awareness of the many challenges that people would encounter were very apparent.
- Participants observed that the exercise reinforced that working with others really opens your eyes to things you are not ready for in community disaster preparedness. That thinking out the "Box", communications plans for after the lights go out, and identifying knowledge gaps showed how crucial Emergency Management is needed.

- People thought this was a realistic scenario and encompassed a good percentage of responders/agencies that were taking the exercise seriously and the exercise exposed people to long term situations for the first time.
- It was noted that people need to develop MOUs with outside agencies, building stronger relationships with utilities, private/public partnerships is very important, and early response and information release to an event is key.

## **Primary Areas for Improvement**

Throughout the exercise, several opportunities for improvement in the LTPO Regional Area's ability to respond to the incident were identified. The primary areas for improvement, including recommendations, are as follows to list a few:

- Emergency Management and the Public Information Officers locally need to develop a committee to look into alternate ways of communicating with the general public during emergency conditions with the loss of electrical power.
- Develop more complex EOC (Emergency Operation Center) exercises that will have all the critical players involved.
- Develop a committee to discuss Emergency Planning between Emergency Management, the Electric Utilities, and members of the local Long Term Care Facilities.

Overall, the exercise was very successful. Subsequent Emergency Operations Plan (EOP) updates and future exercises should include a focus on the above list as well as implementation of NIMS. The cycle of planning, training, exercising, and making improvements is key to continued success in an emergency response to a large-scale incident.

# SECTION 1: EXERCISE OVERVIEW

## Exercise Details

**Exercise Name:** LTPO Fennimore-10

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**Exercise Planning Team:**

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**Scenario Threat:**

Issues that arise after a major ice storm event.

**Participating Agencies:**

County Emergency Management, County Elected Officials, Fire, EMS, Electric Utilities, Public Health, State agencies, Land Information.

**Handling Instructions:**

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# WEM After Action Information Form

County: Grant, Lafayette, Green, Iowa, Richland, Crawford and Vernon

Type of Exercise: Tabletop

Exercise Date & Time: August 26, 2010 9:00am to 12:00pm

Location of Exercise: Lenz Center at the Southwest Technical College (SWTC)  
1800 Bronson Blvd, Fennimore, WI.

Was this Exercise Funded by a Grant from OJA? **XX** Yes

For EPCRA Credit Provide EHS/HS Name CAS #

Exercise Focus (Check one or more):

Preparedness  Mitigation  Response  Recovery

## Hazard:

Please enter only one (1) P for the Primary Hazard and, if needed, one (1) or more S's for Secondary type(s) of Hazard(s).

Natural	P or S	Technological	P or S	National Security/Terrorism	P or S
Tornado		Dam Failure		Biological	
Drought		Hazardous Materials – Fixed Facility		Chemical	
Flood		Hazardous Materials – Transportation		Civil Disorder	
Winter Storm		Power Failure	P	Cyber	
Wild Fire		Radiological – Fixed Facility		Explosive	
Landslide		Radiological – Transportation		Hostage	
Subsidence		Structural Fires		Nuclear/Radiological	
		Transportation Accidents (Air/Rail/Highway/Water)			

Indicate Number of Participants in each Category:

	Number		Number
Elected Official	2	Public Works	
Dispatch		Private Industry	
Emergency Management	14	Public Utilities	1
EMS		Military	
Fire	1	Volunteer	
Law Enforcement		State	3
Public Health	3	Federal	
Hospital	1	Other	2
School		<b>Total Number of Participants</b>	<b>27</b>

## SECTION 2: EXERCISE DESIGN SUMMARY

### Exercise Purpose and Design

The LTPO Planning and Exercising Program was a project that had representatives from Wisconsin Emergency Management (WEM), County Emergency Managers, members from several Wisconsin Regional Planning Commissions, and Xcel Energy Electric utility as a design team. This project had three distinct divisions during its span.

1. The project will commence with regional planning workshops in each WEM Region.
2. There will be a series of up to three county-level long term power outage tabletop exercises in each WEM region.
3. The final step will be a regional meeting with the participants to discuss the outcome of the exercises and discuss ways to work as a region to enhance future long-term power outage response planning.

This After Action Report/Improvement Plan (AAR/IP) will focus on the activities during the tabletop exercises conducted in each WEM region. The exercise design team was formed to determine the scope, agenda, target audience, and objectives of the exercise. The exercise planning team provided their scenario outline and the exercise support team developed an exercise scenario based on the design criteria and the exercise objectives.

The WEM Exercise Officer with the assistance of the WEM Regional Directors will be expected to provide the scenario, facilitation of the tabletops, and write an HSEEP After Action Report/Improvement Plan (AAR/IP) for each exercise. All exercises will be conducted in accordance with NIMS and HSEEP guidance.

### Exercise Target Capabilities and Objectives

Based upon the identified exercise objectives below, the exercise planning team has decided to demonstrate the following capabilities from the Target Capabilities List during this exercise:

#### **CAPABILITY 1:** Communications

**Objective:** Discuss the ability to establish and maintain communications essential to support response to a major incident.

#### **Capability 2:** Emergency Operations Center Management

**Objective:** Evaluate the EOC (Emergency Operation Center) personnel on how they assess the event and assist county personnel in support of their Emergency Plan during a major emergency or disaster

#### **CAPABILITY 3:** Onsite Incident Command

**Objective:** Discuss the ability to direct, coordinate, and control emergency response activities using the Incident Command System.

**CAPABILITY 4: Citizen Evacuation & Shelter-in-Place**

**Objective:** Discuss the ability of emergency response agencies to plan for and implement the evacuation or shelter-in-place of CBRF's (Community Based Residential Facility) and special needs populations during an emergency or disaster.

**Scenario Summary**

A series of workshops and tabletop exercises will be conducted throughout the State of Wisconsin to identify and discuss long-term power outage risks and strategies within each of the Wisconsin Emergency Management Regions.

The focus of the exercises will be the discussion of developing SOG that will be related to the exercising of incident action plans for four functional areas during a long term power outage event:

- (1) Local command and control structure
- (2) Emergency fueling
- (3) Community-based residential facilities
- (4) Independent special populations.

And based on these activities through the After Action Reports, provide feedback to the State of Wisconsin on potential Statewide Long-term Power Outage guidelines and related future activities.

On the evening of March 11, 2010 the National Weather Service issued a Winter Storm Warning for a large section of Southern Minnesota and Central Wisconsin. Sleet and freezing rain began falling at approximately 6:00 pm. Power lines and trees began icing up with the first electrical outages occurring between 9 and 11:00 pm.

The storm and damage intensified throughout the night. A State of Emergency has been declared in many counties by 6:00 am. Travel around the region is treacherous and becoming impassable because of fallen trees and icing conditions on the roadways, most of central Wisconsin was essentially without electrical power and heavy snow is falling in the Northern Minnesota Counties at a rate of 3 inches per hour.

The storm with the freezing icing conditions is expected to continue for the next 24 hours with heavy snow to the north.

Players are directed to discuss the things needed in the next operational period in the simulated Badger County EOC.



## SECTION 3: ANALYSIS OF CAPABILITIES

### **Capability 1: Communications**

**Objective:** Discuss the ability to establish and maintain communications essential to Support response to a major incident.

**Capability Summary:** Communications is the fundamental capability within disciplines and jurisdictions that practitioners need to perform the most routine and basic elements of their job functions.

**Activity:** Alert and Dispatch

#### **Observation:**

From the exercise it was identified very early that getting what ever the message or information out to the public would be a major problem. For not only the 911 Dispatch Centers, Emergency Management, or the local Public Information Officer because of the loss of the public at home's ability to have the TV or radio operating. It may not be the stations loss of power, but that the public at home may not have the equipment that operates with out electricity TV's & radios. People discussed putting out information and messages ahead of the onset of the storm rather waited until the severity of the storm had realized itself. In the exercise it was felt that put out emergency messages ahead of the onset of the storm that this would have a greater chance of a larger number of citizens receiving the information than waiting until the communications system had failed. There were pro's and con's to this issue with no correct answer. This would give the public a start on what to do if the power does go out. If people waited and the storm had hit the discussion was to look at alternative ways to pass the word around the communities either by word of mouth from neighbor to neighbor, information stations at city-county buildings or Fire Stations, or using PA systems from emergency vehicles going through the neighborhoods.

**Emergency Responders:** Agencies need to look at their individual systems, who they could communicate with, and evaluate what their needs would be if there was a major loss of electrical power in the region. Can non-typical responders communicate with each other? Can the public works department communicate with the police department or the County Highway Department communicates with the electric utilities?

In the exercise it was discussed that each level of private electrical utilities uses a different form of communicating with its people, their command centers, other utilities, or emergency management. So companies use cell phones, in vehicle radios, or pager systems to communicate with their units in the field and command centers.

**The Public:** The Emergency Information from Emergency Management, Emergency 911 Dispatch, or the Public Information Officer during an event such as this will need to be focused on what locally is working and what is not. The manner of getting the messages out to the public will have to be in a number of different ways.

The TV system may not be operational, local radio stations, emergency weather radios, cell systems, Facebook, twitter, and the internet maybe some the other alternatives people use to get the message out to the public.

There was a discussion of the value of the public's cell phones and would they be useful. It was felt that the cell phones would extend the ability for the public to communicate with each other. Even if the cell use was limited because of the loss of cell towers that having people being able to communicate at all would be a positive thing.

**Recommendations:**

1. Emergency Management and the Public Information Officers locally need to develop a committee to look into alternate ways of communicating with the general public during emergency conditions with the loss of electrical power.
2. Develop committees in each community to discuss the way they will communicate with the non-typical (Public Works, County Highway, CBRF's, Long Term Care Facilities, Electric Utilities, etc.) emergency responders during an emergency or disaster event such as this.

**Capability 2: Emergency Operations Center Management**

**Objective:** Evaluate the EOC personnel on how they assess the event and assist county personnel in support of their Emergency Plan during a major emergency or disaster.

**Capability Summary:** Emergency Operations Center (EOC) management is the capability to provide multi-agency coordination (MAC) for incident management.

**Activity:** Direct EOC Operations

**Observation:** In the exercise the participants were divided up into an Incident Command Structured EOC (Emergency Operation Center). The group discussed an initial EOC briefing and at least one Command Staff briefing during the exercise. It was this discussion that focused the group on what the different areas of need that would be in an event such as this. Identifying what the objectives would be, developing the priorities for agencies to effectively work to shorten the time affecting the community.

Listing those needs of the community and what is needed to provide those needs to the community. Who gets some of the limited supply of fuel in the county and identifying who some of these agencies might be during an emergency such as this could be a huge undertaking. Was it easier to evacuate a CBRF or Long Term Care Facility or assist them with heat, food, fuel for staff vehicles, or day care for workers for the county? It was unclear if any agency had a list of all the CBRF's or Elderly Care Facilities in a region and did any of these facilities have any emergency plans that relates to an extended electrical power outage. It was the discussion of looking at what are the Life priorities and issues that go with the decision, if we do this it will take this and if we go the other way it will take this amount of resources.

The group interaction and discussion of what would be needed filled the three hours of the exercise. To their surprise they identified that the Finance section would be needed very early on to help with the contracts for the venders, track fuel costs, what are the policies related to private companies, and employee wages and costs to list a few.

From the discussion during the exercise the electric company utility at the exercise which gave the other people in the room a true working environment for an event such as this ice storm.

The electric companies already have very good plans in-place for an event described in this exercise. The exercise brought to light some of the needs the electric utilities will possibly have on emergency management. Because of the loss of power the pre-planned shelter locations may not be able to provide the electric utilities with assistance; so there is the possible EOC request for assistance with sheltering large numbers of staff. Other areas are sharing fuel supplies with the utilities during the first week until the roads get opened to resupply the communities, managing the meals for workers and the public, identifying a list of priority road openings the utility would need to gain access to their damaged towers, pole lines, and downed wires.

The assistance from City, County, private Business, and Electric Utilities in developing a Joint Information Center with other Public Information Officers in getting the safety messages about being near live wires, carbon monoxide poisoning in the home, and electric current back feeding from home generators out to the responders & the public.

In the exercise the downed trees caused a great deal of problems for everyone. Until the roads are opened up the utility company can not repair the electrical line damage, food can not be replenished until the roads area open, fuel can not be trucked into the area for all the workers until the roads area opened, and the roads can not get opened until the Public Works, Highway Departments, and volunteers can get fuel for the chain saws, frontend loaders, and tractor to list a few to open the roads. During the discussion a number of agencies would be requesting fuel for their staff such as the CBRF's, Long Term Care Facilities, Day Care Centers, Meals on Wheels to list a few. The importance of this message is that agencies need to look at developing a Fueling Plan for events such as this.

In the exercise time after time there was a need to have maps developed to reflect the layers of information that was being compiled. This was a tool the commanders could use to help set objective and goals during the event. Each county has a different agency that can develop maps for them, but for the most part there are not pre-planned for at this time.

It was discussed in the exercise that people need more exercises that task the EOC (Emergency Operation Center) with major events like this event. People suggested a scenario that will have staff developing over weeks not just hours or a couple of days. It was noted that have two briefings in the 2 ½ hours, they felt, was too few and could have had more briefings in them.

The focus of the exercise was of a regional event affecting a local county. A number of people understand the regional exercise, but now would like to see the exercise put on at the local (city, township, or county) level.

In the exercise a number of people were confused about the ICS (Incident Command System) terms used during the exercise as this was their first time hearing or working in this area.

**Recommendations:**

1. Discuss developing a Fueling Plan for responders during an ice/snow/wind event that would block the roadways with fallen trees.
2. Discuss developing a relationship with agencies that operate CBRF's, Elderly Care Facilities, Long Term Care Facilities, etc. and possibly develop emergency plans.
3. Develop a relationship with the agency within each community that develops maps and start pre-planning some map layers and locations of know things (CBRF's, Hospitals, Schools, Churches, Fuel storage that has back up generators, etc.).
4. Develop a committee to look into developing an Emergency Plan that will address the special problems associated with the Loss of Electrical Power for Longer Term events.
5. Develop more complex EOC (Emergency Operation Center) exercises that will have all the critical players involved.
6. Develop this regional exercise focusing on the local response.
7. Continue to offer Advanced ICS courses to staff from City, County, private Business, and Electric Utilities.

**Capability 3: Onsite Incident Management**

**Objective:** Discuss the ability to direct, coordinate, and control emergency response activities using the Incident Command System.

**Capability Summary:** Onsite incident management is the capability to effectively direct and control incident management activities by using the Incident Command System (ICS) consistent with the National Incident Management System (NIMS).

**Activity:** Establish Full On-Site Incident Command, Develop Incident Action Plan (IAP)

**Observation:** During the exercise all the participants were divided up into the Command and General staff positions and people assumed the duties of each position as the exercise played out. For some the overview of the layout and how the ICS (Incident Command System) system worked was a first time. At the end of the exercise a number of comments were very positive toward they were glad to have the opportunity to work in the different roles with the facilitator's assistance. This exercise gave people the opportunity to interact with the various Incident Command Sections as the discussion evolved through the scenario.

The interaction between the unit sections and command was noted as being very valuable because it gave people the opportunity to observe and understand the Incident Command System's roles and responsibilities in a low stress scenario. The exercise gave people the opportunity to work together and to see how the other groups reacted to decisions that others were making and how it would affect them.

The group did discuss the key elements needed to go into starting to develop an Incident Action Plan (IAP). The positions that we emphasized were the Elected Officials, Unified Command, PIO, Liaison Officer, Operations Chief, Planning Chief, Logistics Chief, Finance/Adm. Chief and some of the divisions, branches, and units listed below them.

One question that did come up in the discussion was could a county assist a private-for-profit company with funds up front at the time of the need and then collect the funds from the company later?

It was noted a number of times in the exercise that people stated that more key staff need to be trained in the Advanced courses of the Incident Command System and the use of the terms associated with the EOC (Emergency Operations Center).

**Recommendations:**

1. Develop drills to familiarize and challenge people with the different roles and responsibilities of the ICS System.
2. Develop a committee to discuss the use of county funds to assist private companies.
3. Continue to offer Advanced ICS (Incident Command System) training courses to staff from City, County, private Business, and Electric Utilities.

**Capability 4: Citizen Evacuation and Shelter-In-Place**

**Objective:** Discuss the ability of emergency response agencies to plan for and implement the evacuation or shelter-in-place of CBRF's or special needs populations during an emergency or disaster.

**Capability Summary:** Citizen evacuation and shelter-in-place is the capability to prepare for, ensure communication of, and immediately execute the safe and effective sheltering-in-place of an at-risk population, and/or the organized and managed evacuation of the at-risk population to areas of safe refuge in response to a potentially or actually dangerous environment.

**Activity:** Direct Evacuation and/or In-Place Protection Operation, Implement Evacuation Orders for General Population

**Observation:** During the exercise the groups were given the option to plan for evacuation or shelter-in-place of a large CBRF or a Long Term Care Facility in Badger County. The group was to look at what they may have as a typical emergency plan and what would be their challenges to evacuate or stay in-place. The issue of moving a large facility would put a strain on the Emergency Response system and even if the county had the resources they may not be able to accomplish it because of the road blockages. Because the storm is so wide spread the evacuation of those in a care facility may have to be moved hundreds of miles and that may not be an acceptable risk for the patients. The question of could they just open a shelter for these people or not was discussed and for this group it was not an option.

The issues of evacuating an Elderly Care Facility are:

1. Would the roads be open to traffic (Ambulances, busses, vans, etc.)
2. Where would you relocate to?
3. Are the resources to move the people available?
4. How long would it take to relocate all the patients from the facility?

5. What are the issues that are forcing the administration to evacuate the facility?
6. Will the evacuation of the patients be safe for them during the move?

The issues of sheltering in-place are:

1. Emergency generators
2. Fuel for the emergency generators
3. Heat
4. Food and Drinking Water
5. Sanitary needs
6. Medication resupply
7. Enough staff to operate
8. What is keeping the staff from reporting to work?
  - a. Roads are blocked with trees & downed power-lines
  - b. Staff taking care of children or elderly family members at home (no day care)
  - c. Need fuel for their personnel cars to get to work
  - d. No mass transportation system operating

The discussion of the issues, what were the possible stumbling blocks, and who could help with the solution to the different problems moved the units from command group to command group. From the discussion the groups found out it is not a simple problem and it does not have a clear cut answer. In the discussion the above areas, because these are new in-depth discussions, either these areas were missing from the plans or too vague to be of much help.

Groups did discuss where would the fuel, food, and medical supplies come from after the normal available supplies would run out during a long term event. During the discussion the group started looking at what resources were available locally. Did they have the help needed from the neighbors or the local community? The need, after a Long Term Power Outage, for developing better plans and check lists was obvious.

For many in the Emergency Management field this was the first exposure to the Long Term Care Facility groups and what their possible emergency plans might be.

During the exercise a large question came up, in each community there will be a large number of citizens that have special needs, the questions are; who are they, where are they, what are the needs that they have, and how can we help them. Each county has a different agency or agencies to track these people which complicate the problem. In the discussion some of the Electric Utilities have a voluntary registry of people that have special electrical requirements that could be shared with Emergency Management during times of emergency. Some of the utilities were uncertain if they could give names and addresses out to other agencies, but this was an area that needed more discussion.

**Recommendations:**

1. Develop a committee to discuss Emergency Planning between Emergency Management and members of the local Long Term Care Facilities.

2. Develop a committee to discuss developing a better list of critical needs customers within each community.
3. Develop a committee to discuss a possible plan of how to keep employees working during an emergency or disaster.
4. Discuss with the local Long Term Care Facilities the possibility of Advanced Incident Command System and EOC (Emergency Operations Center) training courses for staff.
5. Develop a committee between Emergency Management and the Electric Utilities to discuss the transfer of special needs population names and addresses during the times of major emergencies.

## Lessons Learned:

### Command Group:

1. Develop a better communications plan between other agencies (Electric Utilities, CBRF's, Nursing Homes, Electrical Contractors, Hospitals, etc).
2. Develop a stronger Public Information Officer (PIO) to get the emergency messages out to the public about safety issues, what is available and where it is, what numbers to call for information, etc).
3. Develop a Joint Information Center (JIC)
4. Investigate the use of the Cell phone companies C.O.W. (Cell on Wheels) to enable the phone as an additional form of communicating and do they have units that will also recharge personnel cell phones?
5. A better understanding of Declaring a State of Emergency
6. Develop a list of priority tasks and sites (fueling emergency response vehicles; Long Term Care Facility locations as examples)
7. Develop a plan to handle the volunteers that will be needed during this event.
8. Needed more Advanced Incident Command Training
9. Develop Sample contracts, MOU's, and invoices to start with
10. Work with Electric Company partners on a policy and public campaign to address the issue of a pre-event generator connect for homes or businesses.
11. Develop a list of facilities or possible shelter locations that have:
  - a. Generators
  - b. Pre-wired the generator connection to the structure (no generator onsite)
  - c. Researched the generator size needed to operate the system (kilowatts)
  - d. Sanitation needs
12. Develop a list of possible emergency fueling locations in your county and develop a policy to use them during a time of declared emergency.
  - a. Develop a list of who would be identified as being a priority for the use of the emergency fueling supply.

13. Make contact with some Railroads to investigate the use of Railroad Engines as electrical power sources for communities. Investigate what connections will be needed to make to community connect.
  - a. Questions to ask are how many kVA rather than k-volts (possibly 3-K volt per engine)?
  - b. Is the system AC or DC?
  - c. What type of transformers would be needed?
  - d. How close to a distribution feeder will be needed?

Electric Company Liaison Officer:

1. Emergency Management needs to develop a communications link to the utility during major events.
2. Public Information Officer (PIO) representative to be part of the Joint Information Center (JIC) to get the safety messages out to the responders & the public.
3. Emergency Management and the utilities need to develop a dialogue on what the needs and priorities are for each group.
  - a. Staging area for equipment
  - b. What roads need to be opened for utility access to transmission lines, etc.
  - c. What are the priority restoration factors for electric service connection in the area?
    - i. Special needs populations
    - ii. CBRF's and Long Term Care Facilities in the areas
    - iii. Drinking water and treatment facilities
    - iv. Shelters
      - 1) Shelters for responders
      - 2) Shelters for utility workers
      - 3) Shelters for the homeless
      - 4) Shelters for the Special Needs Populations
      - 5) Shelters for the volunteers

Operation:

1. This group may have the non-typical responders to work with as Emergency Responders.
  - a. Health nursing working with the special needs populations
  - b. CBRF and Long Term Care Facility staff
  - c. Shelter workers
    - i. Food stations
    - ii. Warming stations
  - d. Meals on wheels
  - e. Non-traditional forms of a transportation system
  - f. Public Works and County Highway workers
  - g. Etc.
2. Develop a plan in each county on how to identify the locations of the special needs population.
  - a. Develop a volunteer registration for the Special Needs Population in your county.



- b. Develop a plan that lists those agencies that work with the special needs population and will have addresses when an emergency develops.
  - c. Make contact with the local Electric utility and develop a plan, to be used only during an emergency, to identify addresses of those people the utility has listed as having a special electrical need because of health issues.
3. Volunteers:
- a. Develop a tracking system
  - b. Develop a priority list of what type of volunteer is needed at what time
  - c. Develop a tool to contact local groups to volunteer. (Lions, Kiwanis, Boy Scouts, Church Groups, Senior groups, etc) by phone, person to person, radio, etc.
  - d. Develop a system to train the volunteers

Planning:

1. Develop a list of what a Long Term Care Facility is?
  - a. CBRF's
  - b. Elder Housing & Independent Living Units
  - c. Hospice
  - d. Vet. Homes
  - e. Rehabilitation Facilities
  - f. Nursing Homes
  - g. Etc.
  
2. What the needs are for the CBRF's and Long Term Care Facilities in the area?
  - a. Day care for staff.
  - b. A transportation system to move staff from work to home and back.
  - c. Fuel for the transportation system and generators
  
3. Develop, in advance, a GIS mapping tool of the different layers to assist Command with what the true picture of the event is.
  - a. List operational fueling stations for both public, private, and emergency responders
  - b. List types of fuel available
  - c. Shelter locations and types
  - d. Shelters that take pets
  - e. CBRF's and Long Term Care Facilities
  - f. Hospitals
  - g. Electric Utility Command Post locations
  - h. Locations for medicine dispensing for the public
  - i. Special Needs Populations locations in the communities
    - i. **Additional layers needed after an event has started:**
    - ii. Roads open vs. closed
    - iii. Areas to be evacuated
    - iv. List areas of ice and snow cover
    - v. Damage assessments/property loss

4. Develop a plan for the public to be able to get medications days into the event.

Logistics:

1. Develop a communications plan early with all the non-typical responders.
2. With the help of Command develop a working 211 phone system to get emergency information and messages out to the public.
3. Identify what it will take to assist the Operations group with their missions.
4. Develop a local volunteer list of people as resources to be utilized for the first 72 hours.

Finance/Adm.:

1. Identify contracts with vendors
2. Track costs
3. Identify purchasing and selling authority for jurisdictions
4. Set spending limits
5. How will donations and volunteers be handled?
6. Develop a policy on will county funds to be used to assist private facilities (CBRF's, Hospitals, Nursing Homes, etc) during a time of emergency or disaster.

## SECTION 4: CONCLUSION

The Long Term Power Outage Fennimore Tabletop Exercise-10 was a large-scale, region-wide undertaking for responding to a winter event that caused roadways to be blocked and electric power to cut off to local communities for 21 days or longer in the scenario. The exercise incorporated many disciplines in an inclusive manner, and this contributed to the success of the exercise in assessing response capabilities and identifying areas where improvements can be made. There were some that thought the exercise was not specific enough or taxing on the different entities, but most thought the exercise was time well spent. Additionally, this exercise provided a training opportunity for numerous responders in the understanding of communications and the Incident Command System.

This exercise successfully achieved the objectives to assess the ability of multiple agencies to discuss the effects of the loss of electrical power and to assess the ability to effectively operate the Emergency Operations Centers (EOC's). The objectives to assess communication abilities within and among involved agencies and to assess the ability for involved agencies to initiate an effective Incident Command System (ICS), including the Unified Command (UC) structure, were met because shortfalls were identified and opportunities for improvement will be developed.

This tabletop exercise revealed many of the challenges facing the Counties in the State of Wisconsin should an incident like this occur within its jurisdiction. The exercise scenario tested plans and concepts regarding response and coordination, and the participants demonstrated that their commitment and intent to support the response community and cooperate with one another is impressive. The exercise generated questions that will lead to a better preparedness for all those in attendance. This provides a strong foundation for future coordination, planning, and overall emergency preparedness. Participants were able to identify several recommendations, including the need for additional training in using ICS/UC and the importance of resolving communication issues and protocols. These recommendations can be used to update plans and for future capabilities-based training and exercises addressing critical components of the overall response. All exercise issues and recommendations are outlined in the Improvement Plan (IP) in Appendix A.

## APPENDIX A: IMPROVEMENT PLAN

This IP has been developed specifically for South West WEM Region as a result of LTPO Fennimore-10 Tabletop conducted on August 26, 2010.

Capability	Observation	Recommendation	Capability Element	Primary Responsible Agency	Agency POC	Completion Date
Communications	Agencies need to look at their individual systems, who they could communicate with, and evaluate what their needs would be if there was a major loss of electrical power in the region. Each group looked at the question of the tower/repeaters being operational, communicating with the Dispatch Center, communicating with other agencies, and how long the batteries on the portable radios would work to list a few.	Emergency Management and the Public Information Officers locally need to develop a committee to look into alternate ways of communicating with the general public during emergency conditions with the loss of electrical power.	Planning	Local Emergency Managers		
	Can non-typical responders communicate with each other? Can the public works department communicate with the police department or the County Highway Department communicates with the electric utilities?	Develop committees in each community to discuss the way they will communicate with the non-typical (Public Works, County Highway, CBRF's, Long Term Care Facilities, Electric Utilities, etc.) emergency responders during an emergency or disaster event such as this.	Planning	Local Emergency Managers		
Emergency Operations Center Management	In the exercise the downed trees caused a great deal of problems for everyone. Until the roads are opened up the utility company can not repair the electrical line damage, food can not be replenished until the roads area open, fuel can not be trucked into the area for all the workers until the roads area opened, and the roads can not get opened until the Public Works, Highway Departments, and volunteers can get fuel to open the roads. The importance of this message is that agencies need to look a developing a Fueling Plan for events such as this.	Discuss developing a Fueling Plan for responders during an ice/snow/wind event that would block the roadways with fallen trees.	Planning	Local Emergency Managers		

Capability	Observation	Recommendation	Capability Element	Primary Responsible Agency	Agency POC	Completion Date
Emergency Operations Center Management	It was unclear if any agency had a list of all the CBRF's or Elderly Care Facilities in a region and did any of these facilities have any emergency plans that relates to an extended electrical power outage.	Discuss developing a relationship with agencies that operate CBRF's, Long Term Care Facilities, Nursing Home Facilities, etc. and possibly develop emergency plans.	Planning	Local Emergency Managers		
	In the exercise time after time there was a need to have maps developed to reflect the layers of information that was being compiled. This was a tool the commanders could use to help set objective and goals during the event. Each county has a different agency that can develop maps for them, but for the most part there are not pre-planned for at this time.	Develop a relationship with the agency within each community that develops maps and start pre-planning some map layers and locations of know things (CBRF's, Long Term Care Facilities, Hospitals, Schools, Churches, Fuel storage that has back up generators, etc.).	Planning	Local Emergency Managers		
	From the discussion counties have not developed emergency plans just for the loss of electrical power longer than a few days.	Develop a committee to look into developing an Emergency Plan that will address the special problems associated with the Loss of Electrical Power for Longer Term events.	Planning	Local Emergency Managers		
	It was discussed in the exercise that people need more exercises that task the EOC (Emergency Operation Center) with major events like this event. People suggested a scenario that will have staff developing over weeks not just hours or a couple of days.	Develop more complex EOC (Emergency Operation Center) exercises that will have all the critical players involved.	Exercise	Wisconsin Emergency Management	Exercise Section	
	In the exercise a number of people were confused about the ICS (Incident Command System) terms used during the exercise as this was their first time hearing or working in this area.	Continue to offer Advanced ICS courses to staff from City, County, private Business, and Electric Utilities.	Training	Local Emergency Managers		
Onsite Incident Management	For many the overview of the layout and how the ICS system worked was a first time. At the end of the exercise many comments were very positive toward they were glad to have the opportunity to work in the different roles with the facilitator's assistance. Most observed for the first time how a large command structure would work together.	Develop drills to familiarize people with the different roles of the ICS System.	Planning	Local Emergency Response Agencies		

Capability	Observation	Recommendation	Capability Element	Primary Responsible Agency	Agency POC	Completion Date
Onsite Incident Management	One question that did come up in the discussion was could a county assist a private-for-profit company with funds up front at the time of the need and then collect the funds from the company later?	Develop a committee to discuss the use of county funds to assist private companies.	Planning	Local Emergency Managers		
	It was noted a number of times in the exercise that people stated that more key staff need to be trained in the Advanced courses of the Incident Command System.	Continue to offer Advanced ICS (Incident Command System) training courses to staff from City, County, private Business, and Electric Utilities.	Training	Wisconsin Emergency Management	Training Section	
Citizen Evacuation and Shelter-In-Place	The discussion of the issues, what were the possible stumbling blocks, and who could help with the solution to the different problems moved the units from command group to command group. From the discussion the groups found out it is not a simple problem and it does not have a clear cut answer. In the discussion the above areas, because these are new in-depth discussions, either these areas were missing from the plans or too vague to be of much help.  For many in the Emergency Management field this was the first exposure to the Long Term Care Facility groups and what their possible emergency plans might be.	Develop a committee to discuss Emergency Planning between Emergency Management and members of the local Long Term Care Facilities.	Planning	Local Emergency Managers		
	During the exercise a large question came up, in each community there will be a large number of citizens that have special needs, the questions are; who are they, where are they, what are the needs that they have, and how can we help them. Each county has a different agency or agencies to track these people which complicate the problem.	Develop a committee to discuss developing a better list of critical needs customers within each community.	Planning	Local Emergency Managers		
	The issues of sheltering in-place are: What is keeping the staff from reporting to work? a. Roads are blocked with trees b. Staff taking care of children at home (no day care) c. Need fuel for their personnel cars to get to work d. No mass transportation system operating.	Develop a committee to discuss a possible plan of how to keep employees working during an emergency or disaster (city, county, private, or independent).	Planning	Local Emergency Managers		

Capability	Observation	Recommendation	Capability Element	Primary Responsible Agency	Agency POC	Completion Date
Citizen Evacuation and Shelter-In-Place	It was noted a number of times in the exercise that people stated that more key staff need to be trained in the Advanced courses of the Incident Command System and the use of the terms associated with the EOC (Emergency Operations Center).	Discuss with the local Long Term Care Facilities the possibility of Advanced Incident Command System and EOC (Emergency Operations Center) training courses for staff.	Training	Local Emergency Managers		
	In the discussion some of the Electric Utilities have a voluntary registry of people that have special electrical requirements that could be shared with Emergency Management during times of emergency. Some of the utilities were uncertain if they could give names and addresses out to other agencies, but this was an area that needed more discussion.	Develop a committee between Emergency Management and the Electric Utilities to discuss the transfer of special needs population names and addresses during the times of major emergencies.	Planning	Local Emergency Managers		

## APPENDIX B: ACRONYMS

AAR/IP	After Action Report/Improvement Plan
ARES	Amateur Radio Disaster Services
CBRF	Community Based Residential Facility
COAD	Citizens and Organizations Active in Disaster
COW	Cell on Wheels
EEG	Exercise Evaluation Guide
EM	Emergency Management
EMS	Emergency Medical Services
EMT	Emergency Medical Technician
EOC	Emergency Operations Center
FD	Fire Department
FEMA	Federal Emergency Management Agency
FSE	Full-Scale Exercise
GIS	Geographic Information System
HazMat	Hazardous Materials
HSEEP	Homeland Security Exercise and Evaluation Program
IAP	Incident Action Plan
IC	Incident Command
ICP	Incident Command Post
ICS	Incident Command System
IMT	Incident Management Team
IP	Improvement Plan
JIC	Joint Information Center
LTPO	Long Term Power Outage
MAC	Multi-Agency Coordination
NIMS	National Incident Management System
PA	Public Address Systems
PIO	Public Information Officer
POC	Point of Contact
OJA	Office of Justice Assistance
SOG	Standard Operating Guidelines
TTX	Tabletop Exercise
UC	Unified Command
WEM	Wisconsin Emergency Management
WMD	Weapon of Mass Destruction