

Menominee Co.
Ice Storm
Tabletop Exercise
December 2, 2009
Final After Action
Report/Improvement Plan
January 18, 2010



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EXECUTIVE SUMMARY

This tabletop exercise which occurred on December 2, 2009 is part of a long term exercise program that is evolving in Menominee County. In a previous tabletop exercise, which included most of the leadership in the county as well as tribal representatives, how they would come together in the EOC to manage the disaster was discussed with plans and policies being examined. One of the recommendations coming out of that exercise was that a smaller tabletop exercise involving those charged with setting up of community shelters and the top elected and tribal officials should be considered. It was felt by the design team that while the EOC training and previous exercise was beginning to take root that a more specific tabletop involving those charged with establishing, running, and funding a shelter during an event such as an ice storm and the accompanying power outages was a needed next step in the exercise program. With this challenge in mind the design team set out to develop this tabletop exercise. It was determined that this would not be nearly as large as the previous tabletop exercise which involved over 50 people but that it was essential that certain key players be invited and attend. This included tribal, county, and town officials as well as the school system which housed the identified shelter locations along with the Red Cross. The design team identified these key players and further divided them into two groups those- that would be charged with establishing and running the shelter and those that would be in the EOC. This was done because the exercise was going to consist of several breakout sessions in which the two groups would discuss a series of questions presented to them and then report out to the whole group. It was hoped that in this way that both groups would develop a better understanding of the issues facing the other group and that future plans and polices would benefit from this discussion. This exercise seemed to accomplish that. As is hoped with any exercise process, it raised more questions that it answered and laid the groundwork to change, research, and develop future plans regarding the sheltering process as well as the EOC. Another benefit of this exercise as well as past ones and those that are planned into 2010 and beyond is the strengthening of the partnership between County and Tribal leaders and the resources that they can bring to any disaster that they may face.

Homeland security preparedness involves a cycle of out reach planning, capability development, training, exercising, evaluation, and improvement. Successful exercises lead to an ongoing program of process improvements. This report is intended to assist agencies striving for preparedness excellence by analyzing exercise results and:

- Identifying strengths to be maintained and build upon
- Identifying potential areas for further improvements
- Recommending exercise follow-up actions
- Determining schedule of exercising improvements

As with any exercise, there is always an increased awareness of one's plans.

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.

[In general, the major strengths and primary areas for improvement should be limited to three each to ensure the Executive Summary is high-level and concise.]

Major Strengths

The major strengths identified during this exercise are as follows:

- The biggest strength was the right key people involved in opening the EOC and shelters at the Menominee Indian School District participated.
- The exercise served as an excellent educational tool for the players particularly with regard to what the Red Cross can and cannot provide in the opening and running of a shelter.
- Strong cooperation between several key elected officials from the County and the Tribe along with other county, tribal, and Red Cross officials gave a high degree of credibility to the process.

Primary Areas for Improvement

Throughout the exercise, several opportunities for improvement in Menominee County's ability to respond to the incident were identified. The primary areas for improvement, including recommendations, are as follows:

- The school officials found a review for their facilities, plans, and procedures as to what the schools can provide for the shelter was needed. A review and upgrade of the school's plans and procedures is essential.
- A review should be done to determine what if any County, Town, and Tribal ordinances or plans are in place to deal with the financial issues that will arise during such an event. If no ordinances or plans are in place they should be considered for implementation.

- More involvement of County and Tribal Public Information Officers (PIO) in future exercises is necessary. In addition future joint training of County and Tribal PIOs should be undertaken.

SECTION 1: EXERCISE OVERVIEW

Exercise Details

Exercise Name **Menominee County Ice Storm Tabletop Exercise**

Capabilities

Capability 1: Emergency Operations Center Management

Capability 2: Communications/Alert & Notification

Capability 3: Mass Care (Sheltering, Feeding, and Related Services)

Capability 4: Emergency Public Information and Warning

Capability 5: Critical Resource Logistics and Distribution.

Scenario Type

Ice Storm power outage and need for opening a shelter.

WEM After Action Information Form

The County Director will submit an **electronic copy** of the After Action Report, Improvement Matrix and [After Action Information Form](#) to the Regional Director who will **forward an electronic copy** of these documents to cregg.reuter@dma.state.wi.us

County: Menominee

Type of Exercise: Tabletop Exercise

Location of Exercise: Menominee County, Keshena, WI

Date/s of Exercise: December 2, 2009

Was this Exercise Funded by a Grant from OJA?

Yes

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	P	Power Failure		Cyber	
Wild Fire		Radiological – Fixed Facility		Explosive	
Landslide		Radiological – Transportation		Hostage	
Subsidence		Structural Fires		Nuclear/Radiological	
		Transportation Accidents <small>(Air/Rail/Highway/Water)</small>			

Exercise Focus (Check one or more): _____

___ Preparedness ___ Mitigation X Response X Recovery
 For EPCRA Credit Provide EHS/HS Name CAS #

Indicate Number of Participants in each Category:

	Number		Number		Number
Elected/Appointed Officials	3	Federal		Utilities	
Civil Air Patrol		Law Enforcement		Volunteer Agencies	2
Communications	1	Search & Rescue		Federal	
Emergency Management	2	Private Industry		State	
Finance		Public Information		Military	
Fire		Public Participants		Other	1
Health & Medical		Public Works			
Human Services	2	Radiological			
School Personnel	3	LEPC		Total	14

Exercise Planning Team:

The exercise design team has met on a number of occasions to lay out the rather ambitious exercise plans for 2009 and 2010. The team felt satisfied with the large amount of participation that they had for the EOC Tabletop Exercise in April of 2009 from both the County and the Menominee Nation. This second tabletop exercise was designed to focus on how the interaction of the county EOC and the shelter would occur during an Ice storm and subsequent power outage.

Participating Organizations: (Design Team)

- Menominee County Emergency Management
- Menominee Tribal Emergency Management
- Wisconsin Emergency Management

SECTION 2: EXERCISE DESIGN SUMMARY

Exercise Purpose and Design

The tabletop exercise will address alignment of policy, plans and procedure for participating entities. The exercise will be based on a multi risk tornado event. The exercise will focus evaluation and improvement of [Emergency Center Operations Management, Communication, Emergency Public Information and Warning, Mass Care \(Sheltering, Feeding, and Related Services\), Critical Resource Logistics and Distribution](#).

The exercise will conform to the Office Domestic Preparedness and Office of Justice Assistance Homeland Security Evaluation Program (HSEEP).

- Assist in identifying and updating emergency operation plans
- Ensure all personnel are familiar with Emergency Operations Plans and understand their rules, roles, and responsibilities
- Identify personnel, equipment, training and resource deficiencies

Exercise Evaluation

The tool that was developed to evaluate this exercise was developed from the HSEEP key target capabilities that have been listed above. Once the target capabilities were selected EEGs were taken directly from those capabilities and the expected actions were used as a guide for the evaluators. In addition a hot wash was held immediately after the exercise and the participants were asked to discuss what went well and what might need improvement. These thoughts from the participants were captured on a flip chart and used during the writing of the After Action Report.

Exercise Objectives and Capabilities

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: Emergency Operations Center Management

Objective: To determine the level of knowledge that EOC personnel possess regarding plan familiarity, emergency operations, and decision-making.

Capability 2: Communications/Alert & Notification

Objective: Discuss the ability to establish use, maintain, and manage communications essential to support emergency or disaster response and recovery.

Capability 3: Mass Care (Sheltering, Feeding, and Related Services)

Objective: To discuss the adequacy of procedures for establishing and operating emergency shelters for evacuees during a long term Ice Storm with accompanying power outages.

Capability 4: Emergency Public Information and Warning

Objective: Discuss the capability of the emergency public information system to provide official information and instruction to diverse populations in order to facilitate timely and appropriate public response during a major emergency or disaster.

Capability 5: Critical Resource Logistics and Distribution.

Objective: Discuss the ability to locate, mobilize, and manage (including allocation and prioritization) personnel, equipment, supplies, facilities, and services under emergency or disaster conditions.

Scenario Summary

Phase 1

It's January 18th 2010. Menominee County has had a mild winter thus far however a snow storm on January 17th has pushed through the area and as residents were completing the clean up a warm front has caused the temperatures to hover around freezing. A freezing rain has begun about noon on the 18th and by 5pm it's clear that ice on the roads will be a problem but the bigger issue is that a number of power outages are being reported throughout the county and parts of surrounding counties.

It's now about 8:00pm and the outages are increasing with the western part of the county from Neopit north have a large number of outages that may not be repaired for an extended period of time.

The weather forecast does not look good and we could continue to receive freezing rain and temperatures around freezing for the next several days. Menominee County Emergency Manager Shelly Williams confers with County and Tribal representatives and determines that it is essential that Menominee County open up their Emergency Operations Center to help the County and the Tribe deal with this event. In addition it becomes obvious that a shelter needs to be opened for as long as it is needed.

Prior to this exercise you were identified by the planning team as an essential person for one of the two things listed above, either to assist with the planning, opening, and running of the shelter, or as someone who along with elected officials present have been identified as people that would be needed in the EOC

During the next portion of the exercise we are going to ask that those charged with the dealing with the shelter issues and those that will be in the EOC will spend the next 15 to 20 minutes discussing a series of questions that we have for you. We will then ask each group to fill out ICS Form 202 which we call an Incident Action Plan (IAP).

I will then ask each group to report to the group and discuss the questions that we have tasked you with answering.

Discussion Questions for EOC

Based on the information that you have been given how will Menominee County's Emergency Operations Center be organized?

How can you make sure people who need assistance will be identified?

How is the allocating of resources prioritized?

Please define the role that you see your agency playing in this response.

Who will be in charge?

Discussion Questions for Shelter

How do we begin to organize the efforts that will be required to set up shelters?

Where will you locate the shelters?

How will people get to the shelters?

Will the shelter location have generators?

What is your plan to feed the people who come to the shelter?

Phase 2

It's now January 21st and the weather is still holding steady around freezing with occasional freezing rain. We are now over 3 days into this event and there has been little progress made toward restoring electricity and large areas of the county continue without power. Food shortages and possible shortages of gasoline and generators may become an issue. Many people who depend on their cells phones for communications are finding their batteries are going dead. Many of the displaced people are anxious to get back to their homes but everything seems to depend on the weather.

Discussion Questions for EOC

Who pays the bills and how do we keep track of them?

Who deals with the media?

What other issues do you see developing the longer this goes on?

Given the unique situation here in Menominee County are there legal, policy, or political issues that will impact the recovery operations? (Tribal issues - County issues)

Discussion Questions for Shelter

Will the fact that this is becoming a long term situation provide problems in operating the shelter? If so what are the issues?

How is the question of pets dealt with?

How are the expenses documented for the shelter?

How will you acquire and maintain supplies for a shelter?

SECTION 3: ANALYSIS OF CAPABILITIES

CAPABILITY 1: [Emergency Operations Center Management]

Capability Summary: Emergency Operations Center (EOC) management is the capability to provide multi-agency coordination (MAC) for incident management by activating and operating an EOC for a pre-planned or no-notice event. EOC management includes: EOC activation, notification, staffing, and deactivation; management, direction, control, and coordination of response and recovery activities; coordination of efforts among neighboring governments at each level and among local, regional, State, and Federal EOCs; coordination of public information and warning; and maintenance of the information and communication necessary for coordinating response and recovery activities. Similar entities may include the National (or Regional) Response Coordination Center (NRCC or RRCC), Joint Field Offices (JFO), National Operating Center (NOC), Joint Operations Center (JOC), Multi-Agency Coordination Center (MACC), Initial Operating Facility (IOF), etc.

Observation:

- Location of the EOC will be located at the Menominee County Courthouse, lower level boardroom. This will allow access to a generator, heat, and internet usage. Remote access for the Tribe needs to be assessed. Menominee Emergency Communication Center is nearby and will help maintain a constant stream of communication.
- Expenditures that are accumulated will be considered through several key individuals from the Tribe/Town/County entities. Individuals that were identified were Jeremy Weso-Tribal Administration, Kathy Kaquatosh-Tribal Finance Manager, Pat Corn-Tribal Finance, Carla Wilber-County Finance Manager, Ron Corn-County Administrator, Ruth Waupoose-County Clerk. Nannette Corn, the County Treasurer may also be utilized.
- Police, Fire, EMS will be out on-scene to identify what types of resources are needed. Menominee Emergency will have an updated list of elderly and disabled individuals that will need transportation and assistance.
- Policies from each entity that will be in the EOC need to be identified and acknowledged.

- If damages are severe enough the County and Tribe can combine totals for Federal Fiscal assistance. Per Capita needs to be met.
- Red Cross is trained in damage assessment so they can be utilized as a resource.
- The EOC will decide who is in need of electricity and inform the order of preference to the power companies if it is possible.
- Need to track financial information and document it. Who can authorize it, how much and what approval is needed
- Co. Board should have ordinance in place for financial issues.

Recommendations:

1. One thing that became clear during the various discussions is that some advance preparation is required on the part of the political entities in Menominee County to have the financial process in place. That would include County and Township ordinances as well as tribal policies in place. Each entity needs to review their plans and ordinances and determine if they are adequate for this type of event.
2. Continued progress needs to be made in training and exercising the EOC operation so that all entities within the county become comfortable with it and expect that the EOC will be open for major events.
3. Now that the location of the EOC has been firmed up work can begin to make sure that it is functional and will be able to have the communications and equipment necessary in order to function at a high level.

CAPABILITY 2: [Communications/Alert & Notification]

Capability Summary A continuous flow of critical information is maintained as needed among multi-jurisdictional and multi-disciplinary emergency responders, command posts, agencies and government officials for the duration of the emergency response operation in compliance with National Incident Management System (NIMS). In response to an incident alert, notify and provide personnel and communication management until the Incident Command (IC),

Observation:

- Location of the EOC will be located at the Menominee County Courthouse lower level boardroom. This will allow access to a generator, heat, and internet usage. Remote access for the Tribe needs to be assessed. **Menominee Emergency Communication Center is nearby and will help main a constant stream of communication.**
- Continuous communications between agencies and government is essential.
- Updated contact lists for EOC personnel for the County and Tribe.
- Assisting special needs populations will be essential.

Recommendations:

4. The group of players in this exercise was less concerned about communications and its technical aspects and more concerned with EOC operations and Shelter Management. It goes without saying that there will be a heavy burden on the county communications center during such an event. This will be evaluated during the proposed functional exercise in 2010.

CAPABILITY 3: [Mass Care (Sheltering, Feeding, and Related Services)]

Capability Summary: Mass Care is the capability to provide immediate shelter, feeding centers, basic first aid, bulk distribution of needed items, and related services to persons affected by a large-scale incident, including special needs populations. Special needs populations include individuals with physical or mental disabilities who require medical attention or personal care beyond basic first aid. Other special-needs populations include non-English speaking populations that may need to have information presented in other languages. The mass care capability also provides for pet care/handling through local government and appropriate animal-related organizations. Mass care is usually performed by nongovernmental organizations (NGOs), such as the American Red Cross, or by local government-sponsored volunteer efforts, such as Citizen Corps. Special-needs populations are generally the responsibility of local government, with medical needs addressed by the medical community and/or its alternate care facilities. State and Federal entities also play a role in public and environmental health by ensuring safe conditions, safe food, potable water, sanitation, clean air, etc

Observation

- If the Red Cross is responsible for the shelter they will do a walk through and say it is ready to open and accept residents.
- Sleeping quarters are always separate from the common areas. School district employees present stated that individual classrooms could be used for sleeping; they are located down the hallways from the large common areas.
- Menominee Casino will assist with food.
- School Superintendent will be contacted by the EOC to open specific schools.
- Head cooks for each specific kitchen/school will be notified that their kitchen will be needed to feed the residents in the shelter. Cooks are very protective of their kitchens, supplies, and equipment, so it is very important that we bring them in from the start.
- Residents that have the flu (H1N1) or that are sick, need to be separated from the general population. The school district employees for that specific school know which classrooms share a cross air/ventilation system and that they can be isolated and not contaminate other shelter residents. It is very important that we do not want to turn people away.
- Health & Human Services are concerned about the elderly. How do they get to the shelter?
- Once the evacuation route is cleared and the roads are open, hopefully the Tribal transit buses can bring residents to the shelter. Matt White, with the Commission on Aging & the CBRF, can help with the elderly who might need to be picked up.
- Propane will be an issue, which is used in all the schools. The school maintenance employees will check with their propane distributor to make sure that the shelter would be a priority for delivery.
- Pets are not allowed in a Red Cross shelter, because of allergies, diseases, and the chance of someone getting bitten. Other arrangements will have to be made for pets.
- If the Red Cross takes over, they pay the bills. Red Cross will document what they

take from the kitchen for shelter use. They will also partner with the school distributors to purchase paper products and large bulk food quantities. The Red Cross also can call the USDA for food and it will come from them.

- Residents are not required to stay at the shelter, you check in & check out. No drugs, weapons, alcohol or drunkenness is allowed.
- Red Cross will start a shower schedule, to start having shelter residents' bathe. Service personnel will have to be sheltered, along with police and power company workers.
- The school representatives expressed concern that the school needs to do some advance preparation to test lighting, supplies, call lists, and determine if the 3 public schools will be adequate to serve as shelters.

Recommendations:

5. This portion of the exercise proved to be very informative to many of the players who may not have been familiar with all that the Red Cross can bring to the setting up and running of shelters. This can serve as an excellent starting point for County, Tribal, and school officials as they review and put into place their shelter plans.
6. The school district was an active participant in this exercise and those players left the exercise with a great many questions and things that they wanted to check on. It's essential that follow up is done with the school to make sure that the interest and concern that was generated at the exercise translates into action steps.

CAPABILITY 4: [Emergency Public Information and Warning]

Capability Summary: Government agencies and public and private sectors receive and transmit coordinated, prompt, useful and reliable information regarding threats to their health, safety, and property, through clear, consistent information delivery systems. This information is updated regularly and outlines protective measures that can be taken by individuals and their communities.

Observation:

- Media people (PIOs) need to be trained and available.
- **There were not enough players who are responsible for this target capability to generate a significant discussion.**

Recommendations:

7. The only obvious recommendation that can be made from this exercise is that public information and warning is a large part of many events such as was discussed in this exercise. They need to be involved in future exercises to not only discuss what they can provide but to instill confidence in the other County, Town, and Tribal officials that they will be up to this important task.

CAPABILITY 5: [Critical Resource Logistics and Distribution]

Capability Summary: Critical Resource Logistics and Distribution is the capability to identify, dispatch, mobilize, and demobilize, as well as to accurately track and record available human and material critical resources throughout all incident management phases. Critical resources are those resources necessary to preserve life, property, safety, and security.

Observation:

- If the Red Cross takes over, they pay the bills. Red Cross will document what they take from the kitchen for shelter use. They will also partner with the school distributors to purchase paper products and large bulk food quantities. The Red Cross also can call the USDA for food and it will come from them.
- Another possibility is to have just a **bulk distribution** center for people who just want to come pick up food & water and do not want to leave their home.
- School District needs to make sure that the schools are ready to house shelters, and have workers available, along with other items such as heat, etc.
- Readiness of equipment generator, fuel, other supplies.
- Contracts with providers should be put in place for goods and transportation.

- Maintaining power for the schools will be a top priority during such an event.

Recommendations:

8. There were some significant points that were brought up concerning this target capability. The school representatives wanted to review how ready their schools were in the event that they were called upon to provide the schools as a shelter. They left with many questions that they wanted to get answered regarding fuel, supplies, and the availability of school personnel during such an event. This is important work that must be done in advance. Follow up with the schools should be made to determine if this has been done.

SECTION 4: CONCLUSION

This exercise was developed as an outgrowth of a previous tabletop exercise that was conducted in April of 2009. The planning team wanted to examine the plans and procedures that currently exist and what plans should be developed in the event that a shelter was needed to be opened. A secondary issue that the planning team wanted to explore was the interaction that would take place between the Emergency Operations Center (EOC) and the Shelter at a school in Menominee County. This exercise certainly accomplished that very well. It was clear during the exercise that there was a general understanding of the shelter plans and procedures but that more work on the details needs to be done. There were two secondary issues that emerged during the exercise that will prove helpful for future planning. First it was clear to the players that the Red Cross because of their expertise in opening and running shelters will be an essential player. While the County and the Tribal players had a general understanding of how the Red Cross would function, the degree of detail as to what they can do served as a learning experience for all the players present. This will help the County and Tribe as they continue to develop their plans and procedures. The second issue that emerged was regarding the school system and what they can and cannot provide if called upon to open a shelter. The players from the school district had an active role in the exercise and raised questions and issues that the other players were not aware of. They certainly left the exercise with several questions that they wanted to get clarified in an effort to have the schools ready in the event that they were needed. Two other questions seemed to emerge during the exercise. How the financial issues would be handled on the part of the County, Tribe, and Township and should there be ordinances and plans in place ahead of time? The other question that came up during the exercise revolved around public information

dissemination. How would the public be kept informed and were there enough public information officers available for the county and the tribe to deal with this type of event? This issue continues to be unresolved because at this exercise no public information officers were represented. This exercise served as an excellent tool to evaluate where the County, Tribe, Township, and Schools are in the development of a working plan for implementing the opening and operation an EOC and a shelter. The players left the exercise with more questions than answers which is beneficial because hopefully the players will go back to their respective agencies and departments and seek those answers. It will be essential that County Emergency Management and Tribal officials follow up with these agencies and departments to continue the development of workable plans, policies, and procedures for the Emergency Operations Center and the Shelter operations.

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Shelley Williams
Menominee County Emergency Management Director.

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Exercise Design and Training Coordinator
Wisconsin Emergency Management

APPENDIX A: IMPROVEMENT PLAN

This IP has been developed specifically for Menominee County as a result a Menominee County Tabletop Exercise conducted on December 2, 2009 these recommendations draw on both the After Action Report and the After Action Conference.

Table A.1 *Improvement Plan Matrix*

Capability	Observation	Recommendation	Capability Element	Primary Responsible Agency	Agency POC	Start Date	Completion Date
EOC Management	There did not seem to be a set mechanism for handling the financial aspect to an emergency.	Numerous policies need to be reviewed and/or developed , and appropriate personnel trained.					
EOC Management	The EOC location is set, but the resources to run the EOC (whiteboards, computers, phones, etc.) are not in place.	Obtain resources to be kept on hand, if possible. Otherwise, identify readily available equipment and supplies that can be accessed quickly.					
Emergency Public Information and Warning.	There was no participation in the event by anyone assigned the role of PIO.	Several PIO's should be assigned and trained for both the County and the Tribe.					
Sheltering	The personnel from the County who will be handling this function have some plans in place, but need to expand and develop those capabilities. The school personnel came up with questions about what they can provide.	Review plans, make sure implementation personnel are aware of plans. School personnel should review their capabilities to provide some of the requested services/resources.					
Logistics	A large number of questions were brought up regarding availability of resources. This was especially true for the School personnel.	All parties need to identify resources ahead of time, and have resources readily available. This can be done through MOUs.					
Appendix B: Feedback Form		17	Menominee County				
For Official Use Only							

APPENDIX B: MASTER SEQUENCE OF EVENTS LIST (MSEL)