



City of Grand Island

Tuesday, March 19, 2013

Study Session

Item -1

Update on FEMA Training

Staff Contact: Jon Rosenlund

Emergency Operations Center Training & Exercise Report

March 19, 2013

Agenda

- 🚢 FEMA IEMC Course Details
- 🚢 Agencies Involved
- 🚢 What is an EOC?
- 🚢 What is an IMT?
- 🚢 Course Objectives
- 🚢 Training Topics & Exercise
- 🚢 Participant Feedback
- 🚢 Strengths & Areas of Improvement
- 🚢 Corrective Action Items
- 🚢 Summary

FEMA IEMC Course

- Integrated Emergency Management Course
- FEMA Staff from Emergency Mgt. Institute
- Classroom style lecture
- Functional Exercises
- Design response to a planned event.
- Respond to an unplanned disaster(s).
- Test awareness, leadership, flexibility, decision-making & team dynamics.

Agencies Involved

- 30 Different Agencies, 65 Participants
- City PD, FIRE, 911, EMA, PW, PIO, Admin, Mayor, Attorney, Utilities, Parks, GITV, Planning
- County Public Works, Building, Attorney, Rural Fire, Sheriff, Jail
- CDHD, Mid Plains, Salvation Army, Red Cross,
- Rural Fire, SFMC, GIPS, GINW, CERT
- NEMA, NSP, TRIMRS, NWS, Veterans Hospital
- EMA from four other counties

What is the EOC?

- Emergency Operations Center (EOC)
- Establish response priorities & policy direction.
- Manage and share information
- Support the incident operations in the field.
- Coordinate resources.
- Provide critical public information
- Liaison between jurisdictions

What is an IMT?

- 🚒 Incident Management Team
- 🚒 Incident Commander & team of staff
- 🚒 Operations
- 🚒 Planning
- 🚒 Logistics
- 🚒 Finance/Administration



Interplay between EOC & IMT



Incident
Management
Team

Training Objectives

- 🏞️ **Objective 1:** Provide effective command and control of the incident through the EOC and IMT.
- 🏞️ **Objective 2:** Provide timely and accurate public information and warning.
- 🏞️ **Objective 3:** Provide adequate evacuation, mass care and shelter for disaster victims.

Training Topics

- 🌊 EOC Roles & Responsibilities
- 🌊 Incident Management Team Roles & Responsibilities
- 🌊 Legal Requirements & Agency Executive
- 🌊 EOC & IMT Planning Process
- 🌊 Public Information
- 🌊 Critical Decision Making
- 🌊 Demobilization Planning
- 🌊 After Action Report & Improvement Plan

Exercise

- Functional Exercise of EOC & IMT
- No Field Operations
- Test communication & coordination
- Simulated players included outside agencies & individuals not playing in the exercise.
- Planning revolved around a major planned event.
- Players then tackled challenges of an unplanned disaster during the event.

Exercise Scenario

- Husker Harvest Days,
 - Governor & Federal Secretary of Agriculture to Visit
- Train Derailment & Chlorine Release
- Evacuation & Shelter-in-Place
- Public Health Emergency in Schools
- Platte Generating Station Shut down
- Water main break near Airport
- Waste water interceptor collapse
- Several Vehicle Accidents
- Loose Cattle near HHD
- Grass Fire near Ethanol Plant in Wood River

Feedback

- Survey showed that participants grew in confidence
- “Opportunity to meet new partners”
- “Great communications between EOC tables”
- “This is exactly what I needed”
- “Group has potential to form great partnerships.”
- “Exercise scenario was not realistic”
- “It will help me in my position in the future.”
- “Need more familiarity with EOC roles”
- “Some players wasted time frustrated rather than learning”

Feedback (cont.)

“I must tell you now that it was a great experience for us. We learned a lot. The opportunity to work with others in an exercise situation will certainly prove to be quite beneficial not only in emergency response but also in our day to day duties .”

Teresa Anderson
Central District Health Dept.

Strengths

- 🌊 Building new relationships
- 🌊 Use of Incident Command Structure (ICS) Forms
- 🌊 Interagency cooperation
- 🌊 No squabbling between jurisdictions
- 🌊 Establish new Joint Information Center staff
- 🌊 IMT staff well prepared

Areas to Improve

- 🌊 Situational awareness between IMT and EOC
- 🌊 Overcome natural separation between public safety and non-traditional partners
- 🌊 Legal & policy issues of declaration and delegation of authority
- 🌊 New structure of EOC operations

Corrective Action Items

- 🌊 EOC Restructuring & Policies/Procedures
- 🌊 EOC information mgt. software
- 🌊 IMT Position-Specific Training
- 🌊 Future (and smaller) drills of EOC and IMT
- 🌊 Minor equipment for IMT & PIO
- 🌊 Establish JIC from local PIOs
- 🌊 Train elected leaders on powers of declaration and delegation.

Summary

- 🌊 One-of-a-kind opportunity for local agencies
- 🌊 Built new & valuable relationships
- 🌊 Established a baseline for EOC capability
- 🌊 Confirmed capabilities of local IMT
- 🌊 Set the stage for future training & exercises

FEMA IEMC EOC-IMT Operations L947 Grand Island, NE February 12-15, 2013

AFTER ACTION REPORT/IMPROVEMENT PLAN

February 2013



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EXECUTIVE SUMMARY

The Integrated Emergency Management Course (IEMC), offered by the Federal Emergency Management Agency (FEMA), was delivered to officials in the Grand Island, NE, area on February 12-15, 2013. This training placed public officials and emergency response personnel in a realistic crisis situation within a structured learning environment. In course of training, an emergency scenario for Hall County and Grand Island unfolded in sequence with classroom-style lectures, discussions and small-group workshops. As the week progressed, scenario events increased in complexity and pressure. Participants acted in their local roles to develop policies, plans, and procedures to ensure an effective response. The course culminated in an emergency exercise designed to test participant knowledge, awareness, flexibility, leadership, decision-making, and interpersonal skills under rigorous pressure in the EOC environment.

Participants were challenged to use the new ideas, skills, and abilities in addition to their own knowledge and experience. In this way, the Integrated Emergency Management Course allowed each participant to rehearse their real-life roles in a realistic emergency situation, while at the same time identifying additional planning needs.

The Grand Island, NE, IEMC Training and Exercise were developed to test various Hall County agencies' communication, coordination, and incident management capabilities. The exercise planning team was composed of local officials and FEMA representatives. The exercise planning team focused the event on the development of a new Incident Management Team to serve South Central Nebraska as well as prepare Hall County agencies to open and operate the local County Emergency Operation Center. Planning for this event included regular communication between local officials and FEMA EMI staff, on-site visits by exercise planners, and the development of exercise objectives. Objectives were determined by identifying the greatest needs in IMT operations and EOC management, paying particular attention to the relationship between the EOC and Incident Command elements in the field.

Based on the exercise planning team's deliberations, the following objectives were developed for the FEMA IEMC L947 Training and Exercise:

- **Objective 1:** Provide effective command and control of the incident through the EOC and IMT.
- **Objective 2:** Provide timely and accurate public information and warning.
- **Objective 3:** Provide adequate evacuation, mass care and shelter for disaster victims.

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:

- The exercise provided an excellent opportunity to gather representatives from a wide variety of agencies which have had only limited experience working together in the past.
- Participants successfully fulfilled all major responsibilities in this first opportunity of its kind and solidified the knowledge, skills and abilities of staff who may work in the Emergency Operations Center.
- Members of the Incident Management Team reported that all members successfully worked together as a team and has provided for the foundation of a new regional IMT.

Primary Areas for Improvement

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

- Identify new or improved methods of maintaining situational awareness of all EOC and IMT staff during an incident. Such solutions will improve communications between EOC and IMT elements, both internally and externally; document major events and actions, and provide all necessary information to the appropriate staff.
- Identify and train additional support EOC staff to provide clerical, record keeping and other support duties.
- Clarify legal and policy impacts of local emergency declarations and provide training to elected leaders.
- Restructuring the EOC to an Incident Command model will allow EOC staff to better understand their rolls and responsibilities.

As this exercise was the first of its kind in Grand Island, participants successfully set a benchmark of capabilities and performance by which future improvements can be measured. In general, participants rated their success as adequate with certain areas to improve. The greatest benefits reported were establishing new working relationships among agencies with which they are not particularly familiar and a new understanding of the function of an EOC.

SECTION 1: EXERCISE OVERVIEW

Exercise Details

Exercise Name

Grand Island IEMC L947 EOC-IMT Exercise

Type of Exercise

Functional Exercise

Exercise Start Date

February 12, 2013

Exercise End Date

February 15, 2013

Duration

4 days

Location

Grand Island, NE

Sponsor

FEMA

Program

City of Grand Island/Hall County Emergency Management Program

Mission

Response and Recovery

Capabilities

Operational Communications
Operational Coordination
Public Information & Warning
Situational Awareness

Public & Private Services &
Resources
Mass Care Services
Infrastructure Systems

Scenario Type

Chemical Release

Exercise Planning Team

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Participating Organizations

Grand Island Public Works
GI-Hall Co. EMA/911
Grand Island Parks
Grand Island Public Works
Hall Co. Public Works
Grand Island Rural Fire
Grand Island Fire Dept.
Hall Co. CERT
NE Emergency Mgt. Agency
American Red Cross
Salvation Army
Grand Island Building Dept.

Hall County Building
Northwest School District
Grand Island Public Schools
NWS – Hastings
Hall Co.-Grand Island Planning
Central District Heath Dept.
Hall County Attorney
Mid-Plains Mental Health
St. Francis Medical Center
Grand Island Utilities
Hall County Jail
Grand Island Police Dept.

Hall Co. Sheriff's Office
Nebraska State Patrol
Grand Island City Admin
Grand Island Mayor
Grand Island PIO
GITV
Grand Island City Attorney
Buffalo Co EMA
Region 15 EMA
Clay Co EMA
Hamilton Co EMA
Tri-Cities MRS

Number of Participants

- Players: 65
- Controllers: 11
- Evaluators: 11
- Facilitators: 2
- Observers: 11
- Victim Role Players: 8

SECTION 2: EXERCISE DESIGN SUMMARY

Exercise Purpose and Design

The FEMA IEMC provides local jurisdictions with the opportunity to learn together the roles of and EOC and IMT and then exercise those roles in a scenario designed with that specific jurisdiction in mind. Grand Island agencies sought for this training to establish a common understanding of the EOC and how it will support the activities of Incident Command staff in the field. Staff from FEMA's Emergency Management Institute cooperated with the Emergency Management Department to determine exercise objectives, develop options for an exercise scenario, and identify capabilities for evaluation.

Exercise Objectives, Capabilities, and Activities

Capabilities-based planning allows for exercise planning teams to develop exercise objectives and observe exercise outcomes through a framework of specific action items that were derived from the Target Capabilities List (TCL). The capabilities listed below form the foundation for the organization of all objectives and observations in this exercise. Additionally, each capability is linked to several corresponding activities and tasks to provide additional detail.

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

- **Objective 1:** Provide effective command and control of the incident through the EOC and IMT.
 - Communication
 - On-Site Incident Management:
 - Emergency Operations Center Management:
 - Critical Resource Logistics & Distribution:
 - Restoration of Lifelines
- **Objective 2:** Provide timely and accurate public information and warning.
 - Public Information & Warning:
- **Objective 3:** Provide adequate evacuation, mass care and shelter for disaster victims.
 - Mass Care:
 - Citizen Evacuation & Shelter in Place

Scenario Summary

The annual Husker Harvest Days farming expo is a three-day event visited by nearly 100,000 annually. The US Department's Secretary of Agriculture and the Governor of Nebraska will be attending and speaking to the attendees, which will bring an additional audience and their staffers. A newly formed Regional Incident Management Team (IMT) has been called in to staff and manage the Husker Harvest Days show. They will be supported by the Hall County Emergency Operations Center (EOC), due to the dignitary visits.

During this event, a vehicle accident near the SE corner of Grand Island causes a train derailment and the release of chlorine gas into the atmosphere. Winds push the vapor cloud north and west towards homes, businesses, senior care families and schools.

SECTION 3: ANALYSIS OF CAPABILITIES

This section of the report reviews the performance of the exercised capabilities, activities, and tasks. In this section, observations are organized by capability and associated activities. The capabilities linked to the exercise objectives of FEMA IEMC L947 Grand Island, NE, are listed below, followed by corresponding activities. Each activity is followed by related observations, which include references, analysis, and recommendations.

- **Objective 1:** Provide effective command and control of the incident through the EOC and IMT.
 - Communication
 - On-Site Incident Management:
 - Emergency Operations Center Management:
 - Critical Resource Logistics & Distribution:
 - Restoration of Lifelines
- **Objective 2:** Provide timely and accurate public information and warning.
 - Public Information & Warning:
- **Objective 3:** Provide adequate evacuation, mass care and shelter for disaster victims.
 - Mass Care:
 - Citizen Evacuation & Shelter in Place

CAPABILITY 1: COMMUNICATION & COORDINATION

Capability Summary: Communications is the fundamental capability to pass information within disciplines and jurisdictions that practitioners need to perform the elements of their job functions. Proper communication is accurate, clear, concise, interoperable, documented and flows across a variety of media.

Activity 1.1: Provide EOC Communications Support

Observation 1.1: Area of Improvement – Staff of the EOC and IMT would sometimes lack proper situational awareness. Various parts of the EOC and IMT reported some aspect of a lack of communication or information flow. EOC attempted to maintain a running log, but it was not available to all to view previous items, and tracking major activities or incidents was cumbersome. Attempts to use email accounts indicated that it was too cumbersome and eventually abandoned. Paper forms were popular among the group, but participants stated that they were often incomplete, routing was sometimes lost, and responses were poorly tracked. While participants preferred the ease of paper documents, they also reported a desire for a more electronic, shared solution where data is more readily accessible.

Analysis: Many of the difficulties in communication can be ascribed to one of the following obstacles: (1) the sheer amount and speed of information being brought into the EOC was daunting and will always pose a challenge for maintaining situational awareness among all staff, (2) communications tools and methods used in the EOC were experimental and full capabilities may not be fully realized without modification, (3) participants were new to the concept of working in the EOC and becoming accustomed to new roles in a disaster. Additional tools or a software solution may provide the ease of the paper forms, with the search capability of a shared system.

Recommendations:

1. Investigate possible software solutions to assist in the production and management of messages, updates, documentation, and records.
2. Provide additional training sessions using ICS forms between and among EOC and IMT staff.
3. Provide associated exercises and drills using ICS forms between and among EOC and IMT staff.

CAPABILITY 2: ON-SITE INCIDENT MANAGEMENT

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

Activity 2.1: Implement On-Site Incident Management

Observation 2.1.1: Strength – Members of the IMT reported that team members were successful in establishing their individual roles in the Incident Command Structure, complete and Incident Action Plan, and direct on-site operations. While some members of the IMT in this exercise had limited ICS experience or training, IMT members reported that there were few if any instances where team members were unable to perform their assigned tasks.

IMT members made a series of recommendations that are listed below in order to enhance and improve IMT operations. IMT also recommended that additional team exercises for planned events will allow the group to continue its team-building process.

Analysis: From this exercise, it is clear that there are many qualified individuals within Hall County and South Central Nebraska who could be utilized to form an Incident Management Team. Incident action plans were clear and concise. Plan briefings were well led and informative. IMT members experienced little difficulty meeting their own needs. IMT participants recommended that team members receive position-specific training to enhance their skills and provide a proper understanding of all position duties. Additional experience with ICS forms, better equipment to produce those forms, and methods of managing information will improve IMT operations.

Recommendations:

4. Identify Position-Specific Training
5. Purchase ICS forms with carbon backs for message tracking.
6. Establish common filing system for ICS forms between and among EOC and IMT operations.
7. Purchase portable laptop PC and printer for IMT and house in GIFD command trailer.

CAPABILITY 3: EOC 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 public information and warning; and maintenance of the information and communication necessary for coordinating response and recovery activities.

Activity 3.1: Support and Coordinate Response

Observation 3.1.1: Area of Improvement - The EOC was fashioned after the Federal and Nebraska model of Emergency Support Functions (ESF). Participants found the ESF nomenclature to be complicated and a stumbling block. Participants reported that they gained a better understanding of other functions in the EOC, but found themselves overly busy with logging and form completion to keep up with the tasks at hand. Participants found that a reorganization of the EOC mechanics on Day 2 of the exercise improved their ability to coordinate, but did not entirely solve their issues.

Analysis: This exercise was the first deployment of its kind for the Hall County EOC in both its scope and size. No event or training exercise has ever included the number of participants or agencies. The EOC structure will need to be better defined using an ICS model with support functions making up the Operations Section of the EOC. Additional staff will need to be identified and trained as EOC support staff. Call out procedures and tools will need to be established, as well as a tiered EOC activation policy.

Recommendations:

8. Restructure the EOC to follow an ICS structure with ESFs in Operations Section.
9. Identify and train EOC operational and support staff.
10. Establish EOC tiered activation procedures.
11. Establish EOC staff call out tool & procedures.
12. Host smaller EOC exercises for planned events throughout the year.
13. Tour various EOCs in the State and collect methods of best practice.
14. Establish a color-coded vest identification system and require all EOC staff to possess appropriate credentialing.
15. Purchase and store water and food for EOC staff and maintain in the EOC.

CAPABILITY 4: RESTORATION OF LIFELINES

Capability Summary: Restoration of Lifelines is the capability to initiate and sustain restoration activities. This includes facilitating the repair/replacement of infrastructure for oil, gas, electric, telecommunications, drinking water, wastewater, and transportation services.

Activity 4.1: Direct Mechanisms to Facilitate the Restoration of Lifelines

Observation 4.1.1: Strength - Public works and utilities staff in the EOC were successful in identifying the issues and hand and implementing a solution for repairs, public warnings of a boiling order, and updating other jurisdictions.

Area of Improvement - A stronger communication between the Utilities and Public Health was advised for the boil order, and public works identified the need for an updated and typed inventory list of resources under their management.

Analysis: Both Utilities and Public Works functions operated with clarity of mission and successfully met all challenges relating to their areas of responsibility. A natural boundary was identified between Utilities/Public Works resources and traditional public safety such as Law Enforcement, Fire, EMS, etc., and future exercises such as this can help bridge that gap that naturally occurs between them. Coordinating efforts between the County EOC and the Utilities DOC will prove a challenge, but strategies successfully bridging that gap will also be applicable to DOC's established by local hospitals, public school districts, and the State EOC in Lincoln.

Recommendations:

16. Establish strategy to bridge the communication gap between public safety resources and public works/utilities/schools, etc.
17. Develop resource inventories for all local agencies using FEMA typing standards and record this information in the City's asset management software and submit a copy to Emergency Management for inclusion in the Local Emergency Operations Plan.
18. Host smaller EOC exercises for planned events throughout the year (see above).
19. Investigate possible software solutions to assist in the production and management of messages, updates, documentation, and records (see above).

CAPABILITY 5: PUBLIC INFORMATION & WARNING

Capability Summary: The Emergency Public Information and Warning capability includes public information, alert/warning and notification. It involves developing, coordinating, and disseminating information to the public, coordinating officials, and incident management and responders across all jurisdictions and disciplines effectively under all hazard conditions.

Activity 5.1: Manage emergency public information & warnings

Observation 5.1.1: Strength – The Public Information Officer was successful in assembling a JIC team from local PIOs at the public schools and hospital as well as City administrative staff. The JIC team completed multiple press releases under a short time frame. A press conference was successfully planned and implemented with messages constant in content and tone. The GITV studio successfully provided timely updates and a press conference on the web-streaming feed of GITV.

Areas of Improvement – The PIO was, at times, not aware of all the facts and latest information due to communication breakdowns in the EOC, speed and complexity of the event, and the short time frame allotted for the next press release. The PIO lacks the equipment to perform basic document preparation task in the field, and has no access to radio communication with EOC staff, with the PIO in the field IMT, or with policy makers in the City or County. The PIO identified a need for a City Hotline which could be staffed by city personnel answering specific questions, or feature a recording with the latest updates.

Analysis: PIO staff in the EOC and IMT performed a difficult job very well. Information for these incidents in the exercise were complicated, diverse, and constantly changing. Requests for media releases were given at an uncharacteristically high pace, and the PIO was able to meet that pace in nearly every instance. The PIO has identified JIC staff and recommends additional JIC/JIS training for all local PIOs who are part of this new JIC.

Recommendations:

20. Purchase of a laptop computer and tablet device for PIO.
21. Purchase of radios for PIO and administrative officials.
22. JIC/JIS and Advanced PIO training for JIC staff identified by the City PIO.
23. Purchase IFB system for GITV

CAPABILITY 6: MASS CARE

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. Mass Care is usually provided by nongovernmental organizations (NGOs), such as the American Red Cross, or by local government.

Activity 6.1: Direct Mass Care Operations

Observation 6.1.1: Strength – Mass Care personnel of the EOC successfully identified places of temporary shelter and identified areas of long term shelter should the need arise later in the scenario. Locations and logistical concerns were coordinated between the primary and support Mass Care agencies and properly updated to the rest of the EOC.

Analysis: The Mass Care efforts, led by the American Red Cross and Salvation Army, quickly found all the resources needed to provide temporary and longer term shelter for the populations affected by the scenario. Mass Care also coordinated the logistical support of medical response units at staging areas determined by the IMT and coordinated with public schools and Health/Medical for these arrangements.

Recommendations:

None

CAPABILITY 7: CITIZEN EVACUATION & SHELTER-IN-PLACE

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 companion animals), and/or the organized and managed evacuation of the at-risk population (and companion animals) to areas of safe refuge in response to a potentially or actually dangerous environment. In addition, this capability involves the safe reentry of the population where feasible.

Activity 7.1: Direct Evacuation and/or In-Place Protection Tactical Operations

Observation 7.1.1: Strength - The IMT was successfully able to identify an area of evacuation while the EOC made necessary public warnings to the affected population. Special consideration was made to evacuate at-risk populations at a nearby care center.

Area of Improvement – A certain amount of confusion resulted when elements of the EOC expressed concern regarding the movement of medical patients which required a planning session between EOC and IMT staff to answer safety concerns regarding the evacuation.

Analysis: IMT and EOC personnel had the means and capability to call and implement an evacuation order, even meeting the needs of medical patients who required ambulance transport. Health department personnel voiced concern regarding the air quality in the area, and preferred that serious medical patients shelter in place rather than evacuate. A discussion between EOC and IMT resolved this issue. However, future evacuations regarding environmental hazards may require more comprehensive planning between incident commanders in the field and health department officials, prior to any event in order to expedite evacuation operations yet still maintain safety for at-risk populations.

Recommendations:

24. Conduct a procedure planning session to ensure evacuation orders consider environmental hazards to medically susceptible populations.

CAPABILITY 8: POLICY DIRECTION AND LEGAL ISSUES

Capability Summary: Not an official Target Capability on the TCL. The policy and legal representatives in a Policy Group will provide direction and legal services to EOC and IMT operations. Policy Group members typically include elected and appointed leaders of local jurisdictions.

Activity 8.1: Declarations of Emergency and Delegations of Authority

Observation 8.1.1: Area of Improvement – Elected and appointed leadership of the City and County had questions regarding local and state statutes regarding the declaration of emergency and the legal and financial results of such a declaration. Leadership also had questions regarding the delegation of authority to an IMT and the implications that has on direction and control.

Analysis: Emergency declarations may provide a local jurisdiction with certain powers and legal protections for emergency expenditures, evacuation orders or other necessary actions. Elected and appointed leaders expressed the need to become more aware of these issues. Similarly, delegating authority to an IMT provided a number of questions regarding the direction and control maintained by local authorities.

Recommendations:

1. Working with City and County legal staff, identify local emergency authorities following a declaration of disaster and train elected and appointed officials.
2. Working with City and County legal staff, identify and answer questions of policy makers regarding the direction and control of an IMT following a delegation of authority.

SECTION 4: CONCLUSION

The FEMA IEMC L947 Course provided a unique opportunity for Grand Island emergency partners to build new working relationships, come to a common understanding of roles and responsibilities, test methods of incident management and coordination, and begin the formation of a new regional Incident Management Team. This training opportunity helped define the benchmark of our current capabilities and indicated a number of areas to improve. The event also reinforced to all participants the importance to include a whole-community approach to our training and exercises. Thanks to a committed response by local agencies, over 30 departments and organizations were represented and the EOC filled all major emergency support functions.

In general, participants reported an increase in their own personal awareness and confidence in the emergency coordination process. Feedback data showed an increase in perceived self-confidence following training by a good margin. Most respondents to feedback stated that they felt that performance in the exercise was adequate but with some challenges that would need to be addressed. While the consensus agreed that all necessary tasks were sufficiently completed, unfamiliarity with the operations of an EOC created some confusion and frustration among participants. Yet, that confusion and frustration indicates that participants have identified areas of improvement and After Action Review sessions provided strategies to accomplish those improvements. Implementing these strategies and testing them through future exercises will help ensure that EOC representatives become more comfortable with their roles and methods of managing an emergency through the EOC.

This exercise was the first step in our own self-evaluation of large-incident response and has provided a benchmark against which we can measure our improvements. From this exercise, we have the chance to build a strong foundation through planning, training and exercises to refine our skills and include new and vital partners in our emergency preparedness efforts.

APPENDIX A: IMPROVEMENT PLAN

This IP has been developed specifically for Grand Island and Hall County as a result of FEMA IEMC L947 Training conducted on February 12-15, 2013. These recommendations draw on both the After Action Report and the After Action Conference

Table A.1 *Improvement Plan Matrix*

Capability	Activity Title	Recommendation	Corrective Action Description	Capability Element	Primary Responsible Agency	Agency POC	Start Date	Completion Date
1. Comm & Coord.	1.1 Provide EOC Communications Support	EOC Software	Software solution for situational awareness	Systems/ Equipment	GI-Hall EMA	EMA Director	3/1/13	6/1/13
		ICS 300 Training	ICS Form Training for EOC & IMT Staff	Training	GI-Hall EMA	EMA Director	3/1/13	3/1/14
		EOC-IMT Exercises	EOC & IMT Exercises and Drills	Exercise	GI-Hall EMA	EMA Director	6/1/13	3/1/14
Capability	Activity Title	Recommendation	Corrective Action Description	Capability Element	Primary Responsible Agency	Agency POC	Start Date	Completion Date
2. On-Site Incident Mgt.	2.1 Implement On-Site Incident Mgt.	IMT position training	Identify position-specific training	Training	GI-Hall EMA GIFD	EMA Director & Fire Dept.	3/1/13	3/1/14
		Purchase ICS Forms	Purchase ICS forms w/ Carbon backs	Equipment	GI-Hall EMA	EMA Director	3/1/13	3/1/14
		EOC-IMT document filing system	Establish common ICS form filing system.	Systems/ Equipment	GI-Hall EMA	EMA Director	3/1/13	3/1/14
		Purchase laptop and printer.	Laptop and Printer for IMT in GIFD trailer	Equipment	GI-Hall EMA GIFD	EMA Director & Fire Dept.	10/1/13	3/1/14

Capability	Activity Title	Recommendation	Corrective Action Description	Capability Element	Primary Responsible Agency	Agency POC	Start Date	Completion Date
3. EOC Mgt.	3.1 Support & Coordinate Response	Restructure EOC format.	Restructure EOC to and ICS/ESF model.	Planning	GI-Hall EMA	EMA Director	3/1/13	6/1/13
		EOC operational & support staff.	Identify EOC Staff Functions & Personnel	Planning	GI-Hall EMA	EMA Director	3/1/13	6/1/13
			EOC Staff Training	Training	GI-Hall EMA	EMA Director	3/1/13	6/1/13
		Establish EOC Procedures	Establish Tiered EOC activation	Planning	GI-Hall EMA	GI-Hall EMA	3/1/13	6/1/13
			Establish EOC Staff Call out Tool & Procedure	Systems/ Equipment	GI-Hall EMA	GI-Hall EMA	3/1/13	6/1/13
		Host EOC exercises	Test new EOC procedures & structure	Exercise	GI-Hall EMA	GI-Hall EMA	7/1/13	3/1/14
		EOC Tour	Tour various EOC in the State to learn Best Practices	Planning	GI-Hall EMA	GI-Hall EMA	3/1/13	6/1/13
		EOC vests	Establish Color-Coded Vest & Credentialing standards for EOC	Planning/ Equipment	GI-Hall EMA	GI-Hall EMA	3/1/13	6/1/13
		EOC rehab supplies	Purchase and store food & water for EOC	Equipment	GI-Hall EMA	GI-Hall EMA	3/1/13	6/1/13

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(AAR/IP)

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Capability	Activity Title	Recommendation	Corrective Action Description	Capability Element	Primary Responsible Agency	Agency POC	Start Date	Completion Date
4. Restoration of Lifelines	4.1 Direct Mechanisms to Facilitate Restoration of Lifelines	EOC & IMT Exercises	Establish strategy to bridge communication gap between public safety & non-public safety resources	Exercises	GI-Hall EMA	EMA Director	6/1/13	3/1/14
		FEMA Typed Inventories	Develop inventories of resources with FEMA typing standards	System/ Planning	GI-Hall EMA	All Directors	6/1/13	3/1/14
Capability	Activity Title	Recommendation	Corrective Action Description	Capability Element	Primary Responsible Agency	Agency POC	Start Date	Completion Date
5. Public Information & Warning	5.1 Manage emergency public information & warnings	PIO Laptop & Tablet	Purchase laptop PC & tablet device for PIO	Equipment	City PIO	PIO	10/1/13	3/1/14
		Admin Radios	Purchase radios for PIO & Admin officials	Equipment	City Admin	Admin	10/1/13	3/1/14
		Additional training for JIC Staff	JIC/JIS training	Training	City PIO	PIO	10/1/13	3/1/14
			Advanced PIO Training	Training	City PIO	PIO	10/1/13	3/1/14
		GITV IFB System	Purchase IFB system for GITV	Equipment	GITV	GITV	10/1/13	3/1/14
Capability	Activity Title	Recommendation	Corrective Action Description	Capability Element	Primary Responsible Agency	Agency POC	Start Date	Completion Date
6. Citizen Evacuation & Shelter-In-Place	6.1 Direct Evacuation and/or In-Place Protection	Evacuation procedures	Conduct planning session to establish common evacuation procedures	Planning	Fire, Law Enforcement & Health	CDHD Emerg. Coord.	3/1/13	3/1/14

Capability	Activity Title	Recommendation	Corrective Action Description	Capability Element	Primary Responsible Agency	Agency POC	Start Date	Completion Date
7. Policy Direction & Legal Issues	7.1 Declarations of Emergency	Training on Declarations of Emergency	ID issues relevant to Declarations of Emergency	Planning	City & County Attorneys	City & County Attorneys	3/1/13	10/1/13
			Train Elected and Appointed leaders regarding Declarations of Emergency	Training	City & County Attorneys	City & County Attorneys	10/1/13	3/1/14
	7.1 Delegations of Authority	Training on Delegation of Authority	ID issues relevant to Delegations of Authority	Planning	City & County Attorneys	City & County Attorneys	3/1/13	10/1/13
			Train Elected and Appointed leaders regarding Delegations of Authority	Training	City & County Attorneys	City & County Attorneys	10/1/13	3/1/14

APPENDIX B: LESSONS LEARNED

While the After Action Report/Improvement Plan includes recommendations which support development of specific post-exercise corrective actions, exercises may also reveal lessons learned which can be shared with the broader homeland security audience. The Department of Homeland Security (DHS) maintains the *Lessons Learned Information Sharing* (LLIS.gov) system as a means of sharing post-exercise lessons learned with the emergency response community. This appendix provides jurisdictions and organizations with an opportunity to nominate lessons learned from exercises for sharing on *LLIS.gov*.

For reference, the following are the categories and definitions used in LLIS.gov:

- **Lesson Learned:** Knowledge and experience, positive or negative, derived from actual incidents, such as the 9/11 attacks and Hurricane Katrina, as well as those derived from observations and historical study of operations, training, and exercises.
- **Best Practices:** Exemplary, peer-validated techniques, procedures, good ideas, or solutions that work and are solidly grounded in actual operations, training, and exercise experience.
- **Good Stories:** Exemplary, but non-peer-validated, initiatives (implemented by various jurisdictions) that have shown success in their specific environments and that may provide useful information to other communities and organizations.
- **Practice Note:** A brief description of innovative practices, procedures, methods, programs, or tactics that an organization uses to adapt to changing conditions or to overcome an obstacle or challenge.

Exercise Lessons Learned

1. A combination of paper and electronic messages and documentation can help manage information, but must be adequately used and available by all participants.
2. Operations of the EOC in Hall County will improve when based on an ICS model as emergency support functions will be found in the Operations Section.
3. The EOC will need support staff trained to document major activities and other information.
4. ICS position-specific training will be highly valuable for both IMT and EOC personnel.

APPENDIX C: PARTICIPANT FEEDBACK SUMMARY

PARTICIPANT FEEDBACK FORM

Exercise Name: Grand Island IEMC Exercise

Exercise Date: Feb 12-15, 2013

Participant Name: _____

Title: _____

Agency: _____

Role: ___ Player ___ Observer ___ Facilitator ___ Evaluator

PART I: RECOMMENDATIONS AND CORRECTIVE ACTIONS

1. Based on the exercise today and the tasks identified, list the top 3 strengths and/or areas that need improvement.

2. Is there anything you saw in the exercise that the evaluator(s) might not have been able to experience, observe, and record?

3. Identify the corrective actions that should be taken to address the issues identified above. For each corrective action, indicate if it is a high, medium, or low priority.

4. Describe the corrective actions that relate to your area of responsibility. Who should be assigned responsibility for each corrective action?

5. List the applicable equipment, training, policies, plans, and procedures that should be reviewed, revised, or developed. Indicate the priority level for each.

PART II – EXERCISE DESIGN AND CONDUCT: ASSESSMENT

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

Table C.1: Participant Assessment

Assessment Factor	Strongly Disagree					Strongly Agree				
a. The exercise was well structured and organized.	1	2	3	4	5					
b. The exercise scenario was plausible and realistic.	1	2	3	4	5					
c. The facilitator/controller(s) was knowledgeable about the area of play and kept the exercise on target.	1	2	3	4	5					
d. The exercise documentation provided to assist in preparing for and participating in the exercise was useful.	1	2	3	4	5					
e. Participation in the exercise was appropriate for someone in my position.	1	2	3	4	5					
f. The participants included the right people in terms of level and mix of disciplines.	1	2	3	4	5					
g. This exercise allowed my agency/jurisdiction to practice and improve priority capabilities.	1	2	3	4	5					
h. After this exercise, I believe my agency/jurisdiction is better prepared to deal successfully with the scenario that was exercised.	1	2	3	4	5					

PART III – PARTICIPANT FEEDBACK

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

APPENDIX D: PERFORMANCE RATING

The performance rating categories refer to how well each activity was performed during the exercise and are detailed in the table below.

Table E.1: Performance Ratings

Rating	Description
Performed without Challenges	The performance measures and tasks associated with the activity were completed in a manner that achieved the objective(s) and did not negatively impact the performance of other activities. Performance of this activity did not contribute to additional health and/or safety risks for the public or for emergency workers, and it was conducted in accordance with applicable plans, policies, procedures, regulations, and laws.
Performed with Some Challenges, but Adequately	The performance measures and tasks associated with the activity were completed in a manner that achieved the objective(s) and did not negatively impact the performance of other activities. Performance of this activity did not contribute to additional health and/or safety risks for the public or for emergency workers, and it was conducted in accordance with applicable plans, policies, procedures, regulations, and laws. However, opportunities to enhance effectiveness and/or efficiency were identified.
Performed with Major Challenges	The performance measures and tasks associated with the activity were completed in a manner that achieved the objective(s), but some or all of the following were observed: demonstrated performance had a negative impact on the performance of other activities; contributed to additional health and/or safety risks for the public or for emergency workers; and/or, was not conducted in accordance with applicable plans, policies, procedures, regulations, and laws.
Unable to be Performed	The performance measures and tasks associated with the activity were not performed in a manner that achieved the objective(s).

APPENDIX E: ACRONYMS

Table F.1: Acronyms

Acronym	Meaning
AAC	After Action Conference: A meeting held following an exercise or event to develop an AAR.
AAR	After Action Report: The report as a result of a meeting of exercise participants following the exercise to gather feedback, recommendations and strategies for improvement and other material.
DHS	Department of Homeland Security
DOC	Department Operations Center: Single agency coordination center
EOC	Emergency Operations Center: Multiple agency coordination center
FEMA	Federal Emergency Management Agency
GITV	Grand Island TV
ICS	Incident Command System
IEMC	Integrated Emergency Management Course
IMT	Incident Management Team – Also could be called the Incident Command Team which is the forward command element of any particular incident and will follow the ICS and NIMS guidelines in structure and form. IMT positions are dictated by the needs of the incident and the resources available to fill Command and General Staff positions.
JIC	Joint Information Center: coordination center used by PIOs to manage information in an event.
JIS	Joint Information System: used by PIOs and JICs to manage information in and event.
LLIS	Lessons Learned Information Sharing: Depository of Lesson Learned narratives collected from various AAR nationwide.
MAC	Multi-Agency Coordination
NIMS	National Incident Management System
PIO	Public Information Officer
TCL	Target Capabilities List: FEMA list of target capabilities for nationwide planning, exercise and training development.