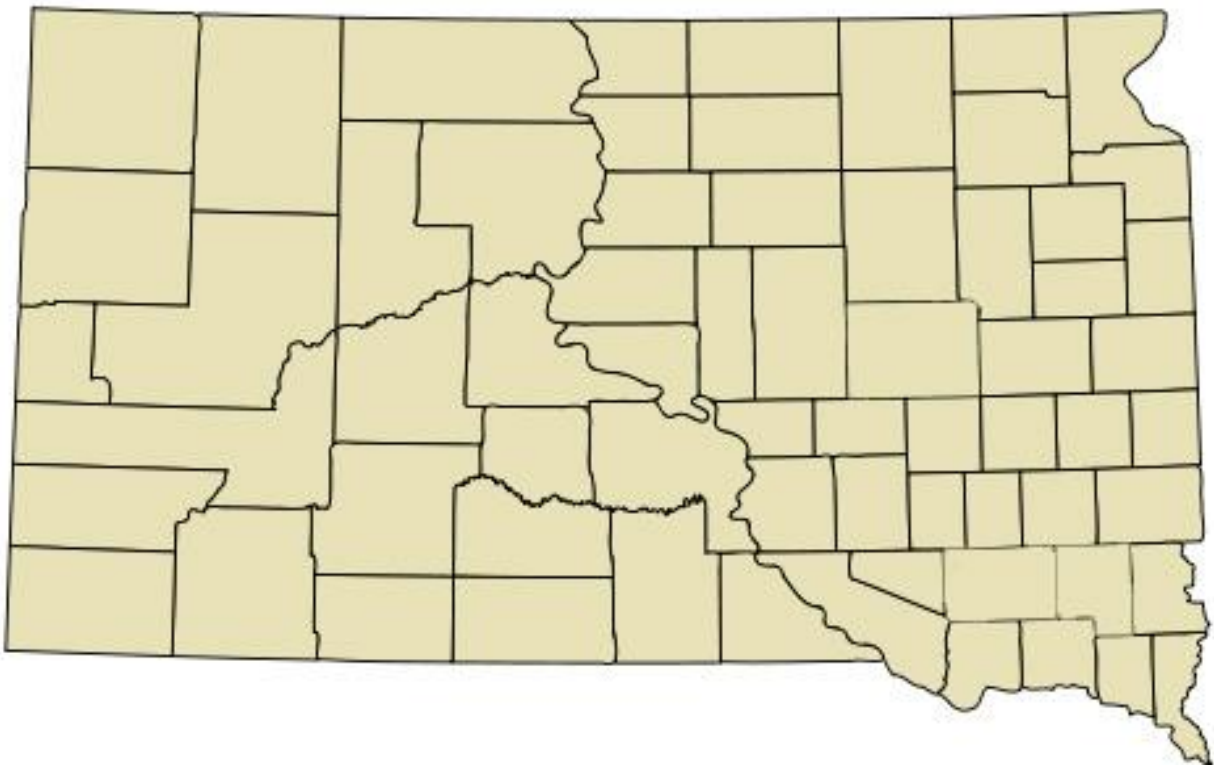


Hanson-Hutchinson-Davison County

Full Scale Exercise

April 16, 2016

AFTER ACTION REPORT/IMPROVEMENT PLAN



South Dakota

Homeland Security Exercise and Evaluation Program (HSEEP)
After Action Report/Improvement Plan (AAR/IP)

ADMINISTRATIVE INFORMATION

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2. There is no classification for this document and is considered an “Open” document.
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EXECUTIVE SUMMARY

The Hanson-Hutchinson-Davison County Full Scale Exercise conducted on April 16, 2016 was developed to raise awareness of the Emergency Plan, assist in identifying gaps in the planning process and identify needs for additional planning, training, and organization, and to familiarize the Key Positions with what it will take to respond to an emergency or disaster situation. The Core Capabilities identified for this exercise are listed below:

- Objective 1: Operational Communications
- Objective 2: Access Control and Identity Verification
- Objective 3: Environmental Response/Health and Safety
- Objective 4: On-scene Security and Protection
- Objective 5: Public Information and Warning

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 additional subjects to be included in the planning process.

Major Strengths

The major strengths identified during this exercise are as follows:

1. The participants thought the credential system was great and thought of how this could be used in the future.
2. The participants thought the exercise was well organized.
3. The Incident Commander took charge, delegated duties.

Primary Areas for Improvement

Throughout the exercise, the following opportunities for improvement were identified. The primary areas for improvement, including recommendations, are as follows:

1. Communication. Test radio operations prior to incident.
2. Better Initial Briefing. Participants were a little unsure what had happened/will happen. This can be addressed by having a scripted statement prepared.
3. Lack of involvement from some surrounding agencies that will be on the ground in the event of a real emergency. Continue to encourage departments to attend.

Although there were many other subjects brought to the surface that need additional attention in the planning process, these were the main areas that are in need of refinement and continued work. The participation of the participants and their interaction was crucial to the successful outcome of the exercise itself.

SECTION 1: EXERCISE OVERVIEW

Exercise Details

Exercise Name

Hanson-Hutchinson-Davison County Full Scale Exercise 2016

Type of Exercise

Full Scale Exercise

Exercise Start Date

April 16, 2016

Exercise End Date

April 16, 2016

Duration

1000-1330 (3.5 Hours)

Location

RR track south of the Elevator in Alexandria, SD

Sponsor

SD OEM Region 6, Hanson, Hutchinson and Davison Counties.

Program

EMPG

Mission

Respond to a disaster

Core Capabilities

- Operational Communications
- Access Control and Identity Verification
- Environmental Response/Health and Safety
- On-scene Security and Protection
- Public Information and Warning

Scenario Type

HAZMAT

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Exercise Schedule

The Hanson-Hutchinson-Davison County Full Scale Exercise was held on Saturday, April 16, 2016 at the RR track south of the Elevator in Alexandria, SD starting at 1000 hours.

Schedule

April 16, 2016

0900.....Exercise Site Setup
0900.....Exercise Players report to site
0915.....Exercise Players Briefing
0930.....Controller/Evaluator Briefing
1000.....Exercise begins (BEGINEX)
1330.....Exercise ended (ENDEX)
1345.....Hot Wash / Debriefing
1400.....Exercise Site Cleanup
1400.....Exercise Ends

All Controller, Observer, Evaluator, and Participant comments and evaluations are due into Exercise Controller by May 16, 2016.

Exercise Planning Team Leadership

Exercise planning was conducted primarily by the Hanson-Hutchinson-Davison County Emergency Management Offices. The Leadership Team consisted of the following:

1. Kevin Kayser, Hanson County Emergency Management Director
2. Dave Hoffman, Hutchinson County Emergency Management Director
3. Jeff Bathke, Davison County Emergency Management Director
4. Mark Jenniges, Davison County Emergency Management Deputy Director
5. Derek Lampkin, BNSF Safety Officer

Participating Organizations

- Hanson County Emergency Management, Hutchinson County Emergency Management, Davison County Emergency Management, Alexandria Fire Department, Daily Republic, Davison County Search & Rescue, Ethan Volunteer Fire Department, Parkston Volunteer Fire Department, Rosedale Colony Fire Department, Tripp Fire Department, South Dakota Office of Emergency Management, South Dakota National Guard (LEPC Member), CHS (LEPC Member)
- The following Agencies were simulated participants SD HWY Patrol, Mitchell Department

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of Public Safety, Hanson County Sheriff's Department, Davison County Sheriff's Department, Avera Queen of Peace Hospital, and American Red Cross.

Number of Participants

- Players –25
- Controller/Facilitators – 1
- Evaluators – 4
- Observers – 2
- Safety Officer – 1
- Total Participants – 33

SECTION 2: EXERCISE DESIGN SUMMARY

Exercise Purpose and Design

This Full Scale Exercise was designed to “test the plan” and raise awareness of the Emergency Operations Plan to be utilized during emergency or disaster operations.

This exercise serves to identify where plans may need to be refined or modified, and thus lead to a strengthening preparedness. It will focus on the policies, processes, procedures, planning, and resources of Emergency Operations as well as the working relationships and communications both internally and externally of the jurisdiction.

Goal

To determine whether current *Plan(s)* created and *Training* accomplished to this point adequately addresses anticipated challenges faced by the community and jurisdiction as a result of an emergency or disaster, and identify those gaps in both planning and coordination that remain.

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 Core Capabilities List. 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, the exercise planning attempted to demonstrate the following capabilities during this exercise. Not all Capability’s will be addressed by every scenario:

OVERARCHING CORE CAPABILITIES

Operational Communications

- **Mission Area:** Response
- **Description:** Ensure the capacity for timely communications in support of security, situational awareness, and operations by any and all means available, among and between affected communities in the impact area and all response forces.

Access Control and Identity Verification

- **Mission Area:** Protection

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- **Description:** Apply and support necessary physical, technological, and cyber measures to control admittance to critical locations and systems.

Environmental Response/Health and Safety

- **Mission Area:** Response
- **Description:** Conduct appropriate measures to ensure the protection of the health and safety of the public and workers, as well as the environment, from all-hazards in support of responder operations and the affected communities.

On-scene Security and Protection

- **Mission Area:** Response
- **Description:** Ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas and also for response personnel engaged in lifesaving and life-sustaining operations.

Public Information and Warning

- **Mission Areas:** All
- **Description:** Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as well as the actions being taken and the assistance being made available, as appropriate.

Scenario Summary

The Scenario utilized for this exercise is based on a Train derailment located at the RR track south of the Alexandria Elevator, causing a HAZMAT event. At 1000 on a Saturday morning a BNSF train heading west derails after being hit from the north by a passenger vehicle, which was rear-ended by a construction vehicle; causing the passenger vehicle to crash into the train. The train split, with 9 cars containing crude oil leaving the tracks. One crude car ruptured upon impact, and was leaking when emergency responders arrived; but was not on fire at this time. The other 8 derailed cars appeared to be contained, but the leaking crude pooled underneath them. Several other cars were sitting west of the incident on the tracks and still attached to the engine car. Other cars were sitting east of the incident on the tracks and still attached to the end

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car. Wind was out of the SW at 15 MPH, which resulted in the evacuation of a portion of Alexandria.

The driver of the passenger vehicle and three passengers were alive, but seriously injured. The driver of the construction vehicle sustained non-life threatening injuries. A small engine fire on the construction vehicle, as well as a small leak in the fuel tank were addressed by the Fire Department. The Fire Department extinguished the fire and a HAZMAT Team was contacted to address the minor fuel spill by containing the fuel leak. The HAZMAT Team also worked with BNSF to ensure the crude was contained and did not enter the ground; accessing a drain tile in the area which drains into Lake Hanson.

Concerned family members arrived on scene to determine the status of the passengers, of which some had already been transported to the local hospital. The scene become chaotic in a short time and crowd control was an issue.

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 this Exercise are listed below, followed by corresponding activities. Each activity is followed by related observations, analysis, and recommendations.

Core Capability #1:

Operational Communications

- **Mission Area:** Response
- **Description:** Ensure the capacity for timely communications in support of security, situational awareness, and operations by any and all means available, among and between affected communities in the impact area and all response forces.
- **Observation:** Communication between the MEOC, Incident Commander, and Firemen was very limited due to the digital radios not working properly. It was later determined the elevator was blocking the signal.
- **Analysis:** The Team was fairly prepared for the event, extensive preparation and planning was obvious. However, they were not prepared to address the major issue of limited radio communication. EM Hoffman did a good job of listening to all the activities and preparing regular press releases to the media. Although much of the exercise was simulated, the Team “played the game” and thought about situations that were likely to happen, such as Emergency Services having to work with HAZMAT, fire, etc.
- **Recommendations:** The Team plans to continue to discuss ways to improve future training events or real World emergencies. Communications (radio, phone and computer) need to be up and running prior to the exercise. Communication was identified as the most important aspect of the exercise. When an inject is received, it would be best to call attention to the room so everyone can hear the entire message in the original format.

Core Capability #2:

Access Control and Identity Verification

- **Mission Area:** Protection
- **Description:** Apply and support necessary physical, technological, and cyber measures to control admittance to critical locations and systems.
- **Observation:** All participants were checked in using the new Rapid Tag System.
- **Analysis:** There was some confusion with how to check in participants, what information needed to be hand entered, etc. The briefing also was not clear to announce to all participants to check in, so we had people trying to check in just prior to STARTEX. However, considering this was the first time the system was used this was a successful

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part of the exercise.

- **Recommendations:** The Team plans to continue to use the Rapid Tag System any chance we get, in order to stay up to speed on the check in process.

Core Capability #3:

Environmental Response/Health and Safety

- **Mission Area:** Response
- **Description:** Conduct appropriate measures to ensure the protection of the health and safety of the public and workers, as well as the environment, from all-hazards in support of responder operations and the affected communities.
- **Observation:** The Scenario utilized for this exercise was based on a Train derailment located at the RR track south of the Alexandria Elevator, causing a HAZMAT event.
- **Analysis:** The Team notified emergency response, HAZMAT teams, BNSF, etc. in response to the derailment. BNSF was unable to put the actual train on the tracks, due to the condition of the side track. Therefore, a fuel truck was placed on the track; which served the purpose as the HAZMAT vehicle.
- **Recommendations:** The Team plans to coordinate the details better prior to the exercise. The track was questioned prior to the exercise, but the Team was informed by BNSF it would work; but on the evening prior to the exercise BNSF decided it would not. Due to the small amount of injured players, the hospital did not participate. In future exercises it would be best to increase the amount of players, so they are actually transported to the hospital; which would also include local EMS.

Core Capability #4:

On-scene Security and Protection

- **Mission Area:** Response
- **Description:** Ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas and also for response personnel engaged in lifesaving and life-sustaining operations.
- **Observation:** Extensive preparation by the Emergency Management offices allowed the Team to have a good plan prior to the exercise. Several meetings were held prior to the exercise. However, limited participation was observed by law enforcement. Search and Rescue provided all scene security.
- **Analysis:** The Team was very prepared for the event, extensive preparation and planning was obvious. It is important to note several participants have never been involved in an ICS format exercise or training, so familiarization of the forms and the process of completion was monitored. Most blank ICS forms used during the exercise were readily

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available. The Incident briefing (ICS 201) identified the scenario, as well as the responsibilities of the Team members. The Logistics Team made a request for additional security and emergency lighting.

- **Recommendations:** The biggest recommendation is have more participation from local law enforcement.

Core Capability #5:

Public Information and Warning

- **Mission Area:** All
- **Description:** Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as well as the actions being taken and the assistance being made available, as appropriate.
- **Observation:** Communication on how all departments were to be notified could have been more organized. Information given to the public was excellent.
- **Analysis:** The Team had a plan of how departments would be called in, but once the exercise started departments started to show up prior to being called out, as they planned to participate in the exercise. EM Hoffman did a good job of listening to all the activities and preparing regular press releases to the media. The Team did not have a PIO identified, but once he was, the information dissemination went well. The local media was on scene and appreciated the scheduled press releases.
- **Recommendations:** The Team discussed having the departments wait until they are actually called out before they mobilize equipment. As for public information, we will have an identified PIO and press release location identified at the beginning of future exercises. The Team will also be sure to use social media accounts, which could have pushed messages out about the exercise. Also, since this was a major HAZMAT incident inside the city, the siren could have been sounded to notify the public.

SECTION 4: CONCLUSION

Significant work has taken place in all three Jurisdictions to prepare the communities and for an Emergency Operation. Stakeholders have been brought to the table and “planning” has taken place. However, this is a never ending process. This effort should continue even after the Plan is reviewed to make sure further planning and revisions are completed.

As a result of the exercise, areas of refinement, areas that need completion, and additional planning areas may have been identified.

Continued planning, training, and exercising will ensure responders and communities are prepared for actual response situations.

A possible definition of a successful Exercise might include terms such as participation, engagement, thoughtful discussion, awareness of issues and challenges, and a learning process. All of these terms could be utilized to describe portions or all of the exercise conducted.

Areas for improvement have been identified and will be addressed over the next several months.

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APPENDIX A: IMPROVEMENT PLAN

This IP has been developed specifically for the Davison County Region 6 Full Scale Exercise as a result of this Exercise. These recommendations draw on the After Action Report and the evaluator comments.

Core Capability	Recommendation	Capability Element	Primary Responsible Agency	Start Date	Complete Date
Operational Communications	The Team plans to continue to discuss ways to improve future training events or real World emergencies. Communications (radio, phone and computer) need to be up and running prior to the exercise. Communication was identified as the most important aspect of the exercise. When an inject is received, it would be best to call attention to the room so everyone can hear the entire message in the original format.	Equipment	Emergency Managers	May 2016	May 2017
Access Control & Identity Verification	The Team plans to continue to use the Rapid Tag System any chance we get, in order to stay up to speed on the check in process.	Equipment, Planning, & Training.	Emergency Managers	May 2016	May 2017
Environmental Response/Health & Safety	The Team plans to coordinate the details better prior to the exercise. The track was questioned prior to the exercise, but the Team was informed by BNSF it would work; but on the evening prior to the exercise BNSF decided it would not. Due to the small amount of injured players, the hospital did not participate. In future exercises it would be best to increase the amount of players, so they are actually transported to the hospital; which would also include local EMS.	Planning	Emergency Managers	May 2016	May 2017

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On-scene Security & Protection	The biggest recommendation is have more participation from local law enforcement.	Staffing	Emergency Managers/ Law Enforcement	May 2016	May 2017
Public Information & Warning	The Team discussed having the departments wait until they are actually called out before they mobilize equipment. As for public information, we will have an identified PIO and press release location identified at the beginning of future exercises. The Team will also be sure to use social media accounts, which could have pushed messages out about the exercise. Also, since this was a major HAZMAT incident inside the city, the siren could have been sounded to notify the public.	Planning	Emergency Managers	May 2016	May 2017

APPENDIX B: COMMENTS SUMMARY

PARTICIPANT COMMENTS:

1. Based on the exercise today and the tasks identified, list the top 3 strengths of your plan or jurisdiction.
 - Working together with other communities going through the exercise.
 - Check-In System, Resources, Rail car information.
 - IC was coordinating response and not involved in rescue operations, once PIO was determined a prompt briefing was given to the media, Staging area/EOC was upwind of incident.

 2. Based on the exercise today and the tasks identified, list the top 3 areas that need improvement in your plan or jurisdictional response.
 - Lack of Involvement/participation from area agencies.
 - Contingency Plan in the event of radio communication issues.
 - Communication between departments.

 3. Identify the corrective actions that should be taken to address the issues identified above. For each corrective action, indicate if it is high, medium, or low priority.
 - Solicit surrounding Law Enforcement, EMS, fire departments and Hospital to be players. (High)
 - Test all equipment prior to future exercises, or randomly throughout the year. Correct any deficiencies. (High)
 - Schedule more exercises which require mutual aide. (Medium)

 4. Describe the corrective actions that relate to your area of responsibility. Who should be assigned responsibility for each corrective action?
 - The Emergency Managers will stress to the surrounding agencies how the exercises are for their training, just as much as for ours.
 - The Emergency Manager, Deputy Emergency Manager, and Search and Rescue members will test equipment on a regular basis, identify any shortcomings, and have the issue resolved.
 - The Emergency Manager will reach out to other Emergency Managers, Regional Directors, etc. for ideas on the layout of the EOC. The Emergency Manager contacted Tech Solutions prior to the exercise to have a phone moved and to have the computers networked. They did not complete this work order until after the exercise.

 5. List the applicable equipment, training, policies, plans, and procedures that should be reviewed, revised, or developed. Indicate the priority level for each.
 - The LEOP and the EOC Plan need reviewed and possibly updated. (High)
 - The Team should continue to brainstorm ideas that will make the exercise more efficient, yet involve all area responders. (Medium)
-

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- The Team should ensure mutual aid agreements are in place, and continue to train together. (Medium)

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

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EXERCISE DESIGN AND CONDUCT: RESULTS

Participant #	a	b	c	d	e	f	g	h	Participant Average
1	3	3	4	4	5	4	4	5	4.00
2	3	4	3	4	4	4	5	4	3.88
3	5	4	5	4	5	5	5	5	4.75
4	2	2	3	2	4	3	3	3	2.75
5	5	5	5	4	5	5	5	5	4.88
6	3	3	3	3	3	3	3	3	3.00
7	4	3	4	4	4	5	5	4	4.13
8	3	3	4	3	5	3	4	4	3.63
9	4	4	4	4	4	4	4	4	4.00
10	4	5	4	4	4	2	4	3	3.75
11	4	2	3	3	3	4	3	3	3.13
12	4	5	4	4	5	4	4	4	4.25
13	3	3	3	4	3	4	4	3	3.38
14	2	3	2	2	4	3	4	4	3.00
15	3	4	4	3	4	4	4	4	3.75
16	3	2	3	3	4	4	4	3	3.25
17	4	3	5	5	4	4	3	2	3.75
18	3	5	4	5	5	5	5	4	4.50
19	4	5	4	4	5	2	4	4	4.00
20	4	5	4	5	5	3	4	4	4.25
									3.80

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General Comments (other than those already mentioned above)

1-Strengths:

- Informative, hands on good, organized.
- Different stations to practice on.
- Readiness
- Well organized, plenty of people, well informed.
- Victims were checked on and stayed with.
- Command, Equipment.
- Organization, Resources, Sign in System.
- All of it was good.
- Command, Information, Organization.
- Available resources, Structure of NIMS, Check-In System.
- Organization, tasks.
- Favorable set up spot, timely arrival, used seasoned personnel for body extraction.
- Knowledgeable, work well together, willing to learn/train together.
- People learned something. IC did a good job delegating to different departments. Location got smaller agencies involved instead of just Mitchell.

2-Needs Improvement:

- Radio Communication
- More info ahead of time. Should we have acted injured?
- Participation, timing, info.
- Equipment working right, Involvement, Info on what's going on.
- Timeliness of response, attendance.
- Communication between Commands/FD, Delegating who does what.
- Make the exercise more real/too many simulations.

3-Corrective Actions:

- Additional Training together, with all entities.
- Make sure communication is functional or have a plan for failure, have personnel know ahead of time who is doing what, rather than assign positions at the time of the event.
- Law Enforcement Officer assigned to media/staging area, backup plan for communication failure, and plan for rapid decontamination of patients when HAZMAT team is over 1 hour away.
- Need a secondary way to communicate when radios are down, Hold during the week or more notice to local agencies, more hands on or visuals to help keep the FSE moving and flowing to make the FD go door to door and explain just an exercise but in real life would be evacuated.

4-Revisions Needed:

- Lack of participation from area departments made this a poor exercise. The departments that did participate did get some training from the RR. However, aside from that most of

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the time was spent standing around wondering what to do next. As the safety officer for the event, I did not feel it was realistic enough.

- Lack of information to people involved of what was going on.
- Incident Command was good, overall coordination was a little weak.
- Developing or enhancing existing departmental SOPs.
- LEOP, Mutual Aid agreements/Protocols.
- Update the MEOC in general, review how to open and staff the EOC or MEOC.

III-Recommendations:

- Improvement needs are communication. Who is the IC or in charge when someone is given an inject?
- A follow-up discussion/Tabletop exercise to discuss how to handle the identified issues would be valuable. I think many of those concerns could be addressed and alleviated in that regard. Of course, the artificialities of an exercise make doing some things that would be obvious in a real event more difficult in this situation.
- Need more involvement from all agencies in the area who would normally respond to a similar incident.
- More participation from agencies, More injects or following through with injects if possible instead of simulation, Details seem to fall apart before the FSE, maybe a deeper look into things before the FSE is set. Better communication with players would help this.

PHOTOS

Photo #1: Overall site layout of exercise.



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Photo #2: All participants were required to check in via the Rapid Tag System.



Photo #3: All participants on scene were given a briefing prior to STARTEX.



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Photo #4: The Davison County Search and Rescue Mobile Emergency Operations Center (MEOC) was used as a Command Center to provide a location for Operations, Planning, Logistics, Finance, and the PIO.



Photo #5: The Davison and Hanson County Emergency Generators were exercised, while being used to power the MEOC and the Rapid Tag System.



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Photo #6: The BNSF Training was enjoyed by all departments.



Photo #7: The players were extracted from the vehicle by the Emergency Responders.

