

Cornstalk Festival Storm

After-Action Report/Improvement Plan

July 6, 2019

The After-Action Report/Improvement Plan (AAR/IP) aligns exercise objectives with preparedness doctrine to include the National Preparedness Goal and related frameworks and guidance. Exercise information required for preparedness reporting and trend analysis is included; users are encouraged to add additional sections as needed to support their own organizational needs.

EXERCISE OVERVIEW

Exercise Name	Cornstalk Festival Storm
Exercise Dates	6 JUL 2019
Scope	This exercise is a Full-Scale Exercise, planned for 0800-2200 at the Mitchell Rodeo Grounds. Exercise play is limited to Davison County Emergency Management, Davison County Search & Rescue, Davison County Sheriff's Office, National Weather Service, Mitchell Corn Palace, Mitchell Police Department, Mitchell Fire Department/EMS, SDHP, Avera Queen of Peace, Davison County Coroner's Office, and State Office of Emergency Management
Mission Area(s)	Response and Recovery
Core Capabilities	<p>Planning</p> <p>Public Information and Warning</p> <p>Operational Coordination</p> <p>Critical Transportation</p> <p>Fatality Management Services</p> <p>Mass Care Services</p> <p>Mass Search and Rescue Operations</p> <p>On-scene Security, Protection, and Law Enforcement</p> <p>Operational Communications</p> <p>Public Health, Healthcare & Emergency Medical Services, including</p> <p style="padding-left: 20px;">Healthcare capabilities:</p> <ul style="list-style-type: none"> • Foundation for Healthcare & Medical Readiness • Healthcare & Medical Response Coordination • Medical Surge <p>Situational Assessment</p>
Objectives	<p>Accountability of all participants</p> <p>Successful communication with multiple agencies</p> <p>AQOP Surge Plan</p> <p>Establish HICS Command and General Staff</p> <p>Scene safety and security</p> <p>Recognition of the event</p> <p>Knowledge of roles</p> <p>Establish medical response</p> <p>On sight Incident Management</p> <p>Accurate and timely release of information</p> <p>Recovery and Termination of the event</p> <p>Recovery of victims</p> <p>Coordinate with healthcare & first responders</p>

Threat or Hazard	Severe weather, mass evacuation, mass casualty/fatality.
Scenario	The Scenario utilized for this exercise is based on a severe thunderstorm rolling in on an outdoor concert with several thousand attendees. The show director will stop the show, requesting everyone leave in an orderly fashion. A shelter will be opened at the Corn Palace, and the Director will determine if and when the show will resume. Several in attendance are not from the area, so the shelter is bombarded with people. Several agencies (EM, Search and Rescue, MPD & EMS, Sheriff’s Office, and SDHP) assist in the mass evacuation, ensuring all exit the facility and either head for home, or take shelter at the Corn Palace. Upon exiting, the wind picks up, and it begins to rain/hail. Several people are trampled in the dirt, resulting in 10-12 serious injuries resulting in a mass casualty incident for EMS/Avera and two fatal injuries. Several calls are received by the 911 Center, overloading the system. Mitchell EMS will transport the injured to the hospital, overloading the ER.
Sponsor	Davison County Emergency Management.
Participating Organizations	Davison County Emergency Management, Davison County Search & Rescue, Davison County Sheriff’s Office, National Weather Service, Mitchell Corn Palace, Mitchell Department of Public Safety (PD/FD/EMS), SDHP, Avera Queen of Peace, and Davison County Coroner’s Office, and the State Office of Emergency Management.
Point of Contact	<p>Jeff Bathke Emergency Manager Davison County 200 E. 4th Ave. Mitchell, SD 57301 605-995-8640 (Office) jeffb@davisoncounty.org</p> <p>Vicki Lehrman Compliance & Safety Executive/Emergency Planner Avera Queen of Peace 525 N. Foster Mitchell, SD 57301 605-995-2261 (Office) Vicki.lehrman@avera.org</p>

ANALYSIS OF CORE CAPABILITIES

Aligning exercise objectives and core capabilities provides a consistent taxonomy for evaluation that transcends individual exercises to support preparedness reporting and trend analysis. Table 1 includes the exercise objectives, aligned core capabilities, and performance ratings for each core capability as observed during the exercise and determined by the evaluation team.

Objective	Core Capability	Performed without Challenges (P)	Performed with Some Challenges (S)	Performed with Major Challenges (M)	Unable to be Performed (U)
1. Accountability of all participants	Access Control and Identity Verification		S		
2. Successful coordination and communication with multiple agencies	Communications and Operational Coordination		S		
3. Scene safety and security	On-scene Security, Protection, and Law Enforcement	P			
4. Recognition and containment of HAZMAT	Environmental Response/Health and Safety		S		
5. Knowledge of Roles; AQOP Surge Plan, Emergency Response Plan; Establish Medical Response; Maintain safe environment for current patients.	Public Health, Healthcare & Emergency Medical Services – healthcare capabilities – Medical Surge, Healthcare & Medical Response Coordination, and Foundation for Healthcare & Medical Readiness		S		

Objective	Core Capability	Performed without Challenges (P)	Performed with Some Challenges (S)	Performed with Major Challenges (M)	Unable to be Performed (U)
6. On site incident management; both first responders and facility staff	Search & Rescue Operations	P			
7. Accurate and timely release of information	Public Information and Warning	P			
8. Recovery of the victims	Fatality Management Services	P			

Ratings Definitions:

- Performed without Challenges (P): The targets and critical tasks associated with the core capability 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 (S): The targets and critical tasks associated with the core capability 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 (M): The targets and critical tasks associated with the core capability 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 (U): The targets and critical tasks associated with the core capability were not performed in a manner that achieved the objective(s).

Table 1. Summary of Core Capability Performance

The following sections provide an overview of the performance related to each exercise objective and associated core capability, highlighting strengths and areas for improvement.

Objective #1: Accountability of all participants

The strengths and areas for improvement for each core capability aligned to this objective are described in this section.

Core Capability: Access Control and Identity Verification

Strengths

The full capability level can be attributed to the following strengths:

Strength 1: All participants were entered into the Rapid Tag System, to include 27 players from 6 agencies.

Areas for Improvement

The following areas require improvement to achieve the full capability level:

Area for Improvement 1: Continue to work with all entities at future trainings.

Area for Improvement 2: Ensure participants are logged in correctly and assigned to the correct agency.

Reference: Training.

Analysis: Bringing several departments together will continue to have better results.

Objective #2: Successful coordination between multiple jurisdictions

The strengths and areas for improvement for each core capability aligned to this objective are described in this section.

Core Capability: Operational Coordination

Strengths

The full capability level can be attributed to the following strengths:

Strength 1: Multiple Agencies communicated the best they could with the equipment they had.

Strength 2: Ability to exercise equipment, page out system, radios, MEOC, etc.

Strength 3: Good cooperation with other agencies, such as Sheriff, PD, FD/EMS, Avera, Corn Palace, Coroner, etc.

Areas for Improvement

The following areas require improvement to achieve the full capability level:

Area for Improvement 1: Coordinating a large training event, on a holiday weekend created a challenge due to limited staff.

Reference: Training.

Analysis: Considering the limited staff on hand at the event, dispatch, and the hospital; the event went well. Having real life events during the drill caused minimal interruption.

Objective #3: Scene safety and security

The strengths and areas for improvement for each core capability aligned to this objective are described in this section.

Core Capability: On-scene Security, Protection, and Law Enforcement

Strengths

The partial or full capability level can be attributed to the following strengths:

Strength 1: Several Officers from the Davison County Sheriff's Office and Mitchell Police Department immediately secured the scene.

Strength 2: Scene Security addressed family members/media (some simulated, some real life) who were attempting to access the incident area.

Strength 3: Safety & Security-Avera AQOP locked down after Mass Casualty Alert called. Security was stationed at all locations. Any personnel called to come in were provided instructions on which entrance to use.

Areas for Improvement

The following areas require improvement to achieve the full capability level:

Area for Improvement 1: Communicate better with the private Scene Security. They had direct contact with the Assistance Police Chief, but not with command.

Reference: Scene Security Procedures

Analysis: The Lack of communication between command and private security was identified but did not cause any major concerns. In an actual event, the Sheriff's Office, Police Department, and Fire Department would be needed at the site, and would not be able to secure the scene. Therefore, additional resources would be needed, such as Search and Rescue, Traffic Control, etc.

Objective #4: Recognition and containment of HAZMAT

The strengths and areas for improvement for each core capability aligned to this objective are described in this section.

Core Capability: Environmental Response/Health and Safety

Strengths

The partial capability level can be attributed to the following strengths:

Strength 1: HAZMAT spill was identified and addressed in a timely manner. A HAZMAT Team was not needed or requested.

Strength 2: Information on HAZMAT spill was provided to the fire department, the Duty Officer and DENR.

Areas for Improvement

The following areas require improvement to achieve the full capability level:

Area for Improvement 1: Additional staff is needed to assist when multiple issues arise on the same incident.

Reference: LEPC Training.

Analysis: The lack of a staff was a concern, as command had limited resources. When an issue came up, we did not have adequate staff to respond to the incident.

Objective #5: Knowledge of Roles; AQOP Surge Plan, Establish Medical Response; Maintain safe environment for patients.

The strengths and areas for improvement for each core capability aligned to this objective are described in this section.

Core Capability: Public Health, Healthcare & Emergency Medical Services – healthcare capabilities – Medical Surge, Healthcare & Medical Response Coordination, and Foundation for Healthcare & Medical Readiness

Strengths

The full capability level can be attributed to the following strengths:

Strength 1: Communication-Avera QOP utilized e-mail, cell phones, land lines, Voalte phones, portable radios, overhead paging, runners. Worked with e-ED and Avera Transfer Center for proper distribution of patients with severe injuries that needed a higher level of care.

Strength 2: Resources-Avera QOP: Based on the scenario provided we were able to adequately triage and care for the patients we received. The first aid cart was delivered in a timely fashion.

Strength 3: Utilities-Avera QOP did not have any utility concerns. The Clinics responded to call for physicians and provided information on who was available.

Strength 4: Staff Roles and Responsibilities-Avera QOP Incident Command staff did very well. Job Action Sheets were used by all ICS command staff. There were a very limited number for runner response. Part was due to patient care duties (would have diverted outpatient care if this were a real event). It is felt if this were a real event, AQOP could have handled this number of victims with their degree of severity. Clinic Staff would have responded on scene if this were a real event. Good response was indicated via the evaluation forms.

Strength 5: Pt. Clinical Support-Avera QOP had good support in all areas. Clinics would have closed or minimized appointments and provided care at the hospital.

Areas for Improvement

The following areas require improvement to achieve the full capability level:

Area for Improvement 1: Victim Registration-Creating a separate numbering system for Disaster victims. AQ4... For victims without ability to tell name and DOB, use states as names (less confusion than with John Doe, 1, 2, 3, 4, etc.) Ex: Iowa, Iowa, Ohio, Ohio, etc.

Area for Improvement 2: Communication from triage to admitting-Train HIM staff on Voalte phones. Use one of EDs extra Voalte phones for calling or texting admitting with patient information. If unknown, can just text the state name and an account can be created and follow that patient.

Area for Improvement 3: Paperwork Process-Runners should follow instructions on runner card and on the triage assessment form. Front page stays with the patient until discharge and then scanned into EMR. Pages 2 and 3 go to EOC and Admitting as instructed. Will review with Lead Runner.

Area for Improvement 4: Needed more runners. Will review in August Every Day is Patient Safety Day and remind all staff that for a Mass Casualty Alert, it is “All Hands-on Deck”.

Area for Improvement 5: Runners did not write their name on slot on form. Runners need to follow instructions on runner card. Lead runner can remind them. Every Day is Patient Safety Day for August will include information to help train/remind staff who are runners.

Area for Improvement 6: Need signs at First Aid area to direct runners to take patients. Signs made and placed with Disaster information in EOC.

Area for Improvement 7: Ancillary Lead would like JAS. Ancillary JAS created and placed on own clipboard. Clipboard with JAS stored in EOC with other JAS. Reviewed with Ancillary Lead.

Area for Improvement 8: Announcement soft in some places. Have those areas report to IT and have them turn up the speaker volume. Message sent out.

Reference: Medical Plan.

Analysis: This exercise provided on-going training for staff and overall, we had a good response. The hot wash brought up some opportunities for improvement.

Objective #6: On site incident management; both first responders and staff.

The strengths and areas for improvement for each core capability aligned to this objective are described in this section.

Core Capability: Search & Rescue Operations

Strengths

The partial or full capability level can be attributed to the following strengths:

Strength 1: The notification process went well.

Areas for Improvement

The following areas require improvement to achieve the full capability level:

Area for Improvement 1: Minimal response from Search and Rescue (2 members).

Area for Improvement 2: Major technical issues with the call out eDispatch system.

Reference: Search and Rescue Procedures.

Analysis: Major technical issues with the call out eDispatch system. The lag time between the message being sent and message being received is several minutes. Also, issues with the system were identified as only being able to receive the message on the radio, or by phone, but not on both. Considering Search and Rescue is a volunteer organization, we determined a phone notification would be best; as many members do not carry their radio on a regular basis.

Objective #7: Accurate and timely release of information

The strengths and areas for improvement for each core capability aligned to this objective are described in this section.

Core Capability: Public Information and Warning

Strengths

The partial or full capability level can be attributed to the following strengths:

Strength 1: Actual Media was on scene to request a press release.

Strength 2: Several Public Service announcements were completed prior to the exercise, informing the general public of the event.

Areas for Improvement

The following areas require improvement to achieve the full capability level:

Area for Improvement 1: More participation from the local media.

Reference: Courses such as IS-242.b Effective Communication and G290 Basic Public Information Officers.

Analysis: It would be beneficial to have a trained and dedicated Public Information Officer to ensure the public is being informed in a timely manner, and the players can concentrate on the actual incident.

Objective #8: Recovery of victims

The strengths and areas for improvement for each core capability aligned to this objective are described in this section.

Core Capability: Fatality Management Services

Strengths

The partial capability level can be attributed to the following strengths:

Strength 1: First responders were on scene to address the scenario.

Strength 2: EMS triaged injured, identified fatality, called coroner.

Areas for Improvement

The following areas require improvement to achieve the full capability level:

Area for Improvement 1: Better privacy around fatality.

Reference: Mass Fatality Plan

Analysis: Due to the fatalities in the middle of a field/parking lot, it was difficult to provide privacy from other participants. As a result, we have purchased two 10' x 10' pop up tents to deal with the deceased out of the public's eye.

APPENDIX A: IMPROVEMENT PLAN

This IP has been developed specifically for Avera and Davison County as a result of the Cornstalk Festival Storm-Avera Medical Response Exercise conducted on July 6, 2019.

Core Capability	Issue/Area for Improvement	Corrective Action	Capability Element ¹	Primary Responsible Organization	Organization POC	Start Date	Completion Date
1-Access Control and Identity Verification	Ensure participants are logged in correctly and assigned to the correct agency.	Continue to work with all entities in future trainings.	Training	Emergency Management	Emergency Manager	August 1, 2019	December 1, 2019
2-Communication and Operational Coordination	Coordinating a large training event during a holiday weekend created a challenge due to limited staff.	Having a Full-Scale Exercise once a year, and an occasional Tabletop Exercise helps the Agencies work well together, but the lack of experience working together was noticed. More training	Planning, Organization	Emergency Management	Emergency Manager	August 1, 2019	December 1, 2019

¹ Capability Elements are: Planning, Organization, Equipment, Training, or Exercise.

		together is needed.					
3-On-scene Security, Protection, and Law Enforcement	Communicate better with private Security.	Work with Assistant Police Chief to have direct contact.	Organization	Emergency Management	Emergency Manager	August 1, 2019	December 1, 2019
4-Environmental Response/Health and Safety	Additional staff to handle HAZMAT Procedures	Review Procedures solicit additional help.	Planning, Organization	LEPC/SAR	Emergency Manager/SAR Captain	August 1, 2019	December 1, 2019
5-Public Health, Healthcare & Emergency Medical Services – healthcare capabilities – Medical Surge, Healthcare & Medical Response Coordination, and Foundation for Healthcare & Medical Readiness	1. Victim registration 2. Communication from triage to admitting. 3. Paperwork process. 4. More runners. 5. Paperwork process. 6. Signage. 7. Ancillary Lead would like JAS. 8. Announcements not heard.	1. Use code names. 2. Train staff. 3. Train staff. 4. Train staff. 5. Train staff. 6. Place signs. 7. Create JAS and place on clipboard. 8. Turn up speakers.	Training	AQOP	Vicki Lehrman	August 1, 2019	March 1, 2020

6-Search & Rescue Operations	1-Level of participation from members. 2-Technical issues.	1-Encourage members to take a more active role in the team. 2-check into the eDispatch system issues.	Organization, Equipment	Emergency Manager/Fire Department	Emergency Manager/Fire Chief	August 1, 2019	December 1, 2019
7-Public Information and Warning	Lack of participation.	Issue a Nixle prior to the event, formally invite media to participate. A dedicated PIO would also allow the EM to focus on the incident.	Planning	Emergency Manager	Emergency Manager	August 1, 2019	December 1, 2019
8-Fatality Management Services	Privacy around bodies.	Purchase pop up tents to be used around the bodies to keep them out of the public eye.	Equipment	Emergency Management/Coroner	Emergency Manager/Coroner	August 1, 2019	December 1, 2019

APPENDIX B: EXERCISE PARTICIPANTS

Participating Organizations
Federal
None
National Weather Service
State
State Office of Emergency Management
SD Highway Patrol
Local
Davison County Emergency Management
Search & Rescue
Davison County Sheriff
Mitchell Corn Palace
Mitchell Public Safety (included Police and Fire/EMS)
Avera Queen of Peace
Davison County Coroner's Office
All medical clinics in Mitchell

