

Davison County Flood Functional Exercise

After-Action Report/Improvement Plan

September 22, 2022

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	Davison County Flood
Exercise Dates	22 SEPT 2022
Scope	This exercise is a Table-Top Exercise, planned for 1000-1200 at the Davison County Emergency Operations Center. Exercise play is limited to the Davison County Emergency Management, Davison County Search & Rescue, Davison County Sheriff's Office, National Weather Service, Mitchell Police Department, Mitchell Fire Department/EMS, Red Cross, and State Office of Emergency Management.
Mission Area(s)	Prevention, Protection, Mitigation
Core Capabilities	Planning Operational Communications Operational Coordination Public Information and Warning
Objectives	Successful planning of the event Communication with multiple agencies Knowledge of roles On sight Incident Management Accurate and timely release of information
Threat or Hazard	Severe weather-Flooding (Tabletop).

Scenario

Day 1 Scenario:

The Scenario utilized for this exercise will be a re-enactment of the 2019 flood. We will discuss the weather prior to the flooding, the hasty rescues completed throughout the next three days, and the months of recover after the event. Several local agencies (EM, Search and Rescue, MPD & EMS, Sheriff's Office) as well as State (Office of Emergency Management) and Federal Agencies (Red Cross and the National Weather Service) will be involved.

Davison County was coming off an abnormal year of weather events that included heavy snowfall, an early spring rain with frozen ground, a wet summer, and a severe rain event in the fall, causing extreme flooding. As water tables were already high, many of the waterway still contained water from the summer months.

The National Weather Service indicated the potential for severe flooding in Davison County after receiving approximately 7.17 inches of rain in the last 5 days. The NWS issued a flood warning for Davison County and surrounding jurisdictions.

The NWS contacted the Davison County Emergency Management and advised him they are speculating that Davison County will begin to see an increase of water flows and some low area flooding within the next few hours. Several rescues would be attempted in the next two days.

Day 2 Scenario Update:

After a late night of swift water rescues, all Emergency Responders continued to rescue those stranded in the rural and low-lying areas. Several basements had collapsed, and many rural roads, bridges and culverts were

washed out. Fuel and oil barrels were found floating in the creeks and washed up on higher ground. Some stranded residents were unable to be rescued by Search and Rescue, but a local fire truck was able to drive through the deep water to rescue them. One resident drove around a barricade, was washed away by the current, and was pinned against the guard rail.

Days 3-7

Regular contact was made over the next several days with the State Office of Emergency Management, the Red Cross, Salvation Army, Davison County Sheriff's Office, National Weather Service, Mitchell Police Department, Mitchell Fire Department/EMS. After a windshield assessment with Red Cross, it was determined the county would meet the criteria for a federal disaster. A resolution was passed and submitted to the State Office. After final numbers came in, the total loss to individuals and government agencies was \$15,862,651 in Davison County. The Federal Emergency Management Agency was notified.

After the initial water rescue and temporary repairs were made, a long-term plan was developed to repair roads, bridges, and culverts. A disaster was declared by the President. FEMA was working with the local residents for individual assistance. They set up a temporary Joint Field Office at the Davison County Fairgrounds.

Local jurisdictions (Davison County, the City of Mitchell, the City of Mt. Vernon, the Town of Ethan, and 12 Townships) conducted Preliminary Damage Assessments and entered the information into the OEM spreadsheet.

Sponsor

Davison County Emergency Management.

**Participating
Organizations**

Davison County Emergency Management, Davison County Search & Rescue, Davison County Sheriff's Office, National Weather Service, Mitchell Police Department, Red Cross, and the Mitchell Fire Department/EMS.

Point of Contact

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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. Planning P	Planning		S		
2. Successful communication with multiple agencies	Operational Communications			M	
3. Coordinate with multiple agencies	Operational Coordination		S		
4. Knowledge of roles	Operational Coordination		S		
5. Accurate and timely release of information	Planning and Operational Coordination		S		
<p>Ratings Definitions:</p> <ul style="list-style-type: none"> • 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: Planning P

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

Core Capability: Planning.

Strengths

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

Strength 1: Have current plans in place.

Strength 2: Have knowledgeable people on the ground and in the EOC to succeed at their assigned roles.

Strength 3: Have pre-identified Emergency Operation Center and staff to fill needed positions.

Areas for Improvement

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

Area for Improvement 1: Need a clear understanding of the relationship between the local and state office during a disaster. more people/agencies in EOC.

Area for Improvement 2: Need continuous review of the plans in place, updating as needed.

Reference: Training.

Analysis: Current plans are in place and exercised when possible. Communication between the staff at the local level, and between the local and state level continues to be a challenge. Routine training will help bring new staff on board and become familiar with the disaster process.

Objective #2: Successful communication with multiple agencies

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

Core Capability: Operational Communications

Strengths

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

Strength 1: Have a plan to open the EOC to manage the incident while having staff on ground with the residents.

Strength 2: Have plans in place for use of digital and analog radios, as well as cell phones.

Strength 3: Have plans in place for computers, with several available in the EOC and MEOC with preloaded forms and wifi available.

Areas for Improvement

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

Area for Improvement 1: Current P25 upgrades will limit the number of radios available.

Area for Improvement 2: Training on routine disaster forms on a regular basis will assist saving time in the first few hours of the disaster.

Reference: Planning/Training.

Analysis: The current radio upgrade to P25 will put a strain on the number of radios we will be able to hand out during a disaster. Rather than purchase several radios, we will rely on cell phones for non-governmental staff on ground. Continuous training on ICS forms will ensure the EOC staff are familiar with the forms and process of completing them.

Objective #3: Coordinate with multiple agencies

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

Strength 1: The county and municipality staff worked well together.

Strength 2: The disaster resulted in people learning who works in other agencies.

Areas for Improvement

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

Area for Improvement 1: The townships struggle to complete the required documents for damage reimbursement.

Reference: Training

Analysis: The county needs to conduct yearly training for the municipalities and townships on the documentation process, which may include the Crisis Track System. Each township needs to have a team identified who will assess, document, and photograph each area of damage.

Objective #4: Knowledge of roles

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 partial capability level can be attributed to the following strengths:

Strength 1: Those involved in the disaster knew their own roles.

Strength 2: Through cooperation of multiple agencies, no resident life was lost, and no injuries were reported.

Strength 3: All involved were immediately dispatched and the majority of the work was completed in the first 24 hours.

Areas for Improvement

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

Area for Improvement 1: Working together more often, to know the skillset of each department.

Area for Improvement 2: Need the proper players to participate in the exercises.

Reference: Training/Real Word Events.

Analysis: Those responding to the actual flood, and those in this training, all were able to complete their task efficiently. Unfortunately, if teams needed to be combined or needed assistance, there was a learning curve to deal with.

Objective #5: 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 full capability level can be attributed to the following strengths:

Strength 1: Accurate and timely information was delivered to the public by social media, radio, newspaper and nixle.

Strength 2: Davison County utilized the Emergency Manager as the PIO, as the EOC was not officially opened.

Strength 3: Accurate and timely FEMA location and hours was delivered to the public by social media, radio, newspaper and nixle.

Areas for Improvement

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

Area for Improvement 1: Implementing 211, encouraging the public to use it.

Area for Improvement 2: Identifying roles of the EM, and what can be completed in the field.

Area for Improvement 3: Communicating from EOC to IC.

Reference: Training/Real World Events

Analysis: It was difficult to be on ground assisting residents and attempting to manage the disaster from the field. At times, communication was difficult, and relaying information to the public was delayed.

APPENDIX A: IMPROVEMENT PLAN

This IP has been developed specifically for Davison County as a result of the Davison County Flood Functional Exercise conducted on September 22, 2022.

Core Capability	Issue/Area for Improvement	Corrective Action	Capability Element ¹	Primary Responsible Organization	Organization POC	Start Date	Completion Date
1-Planning	Relationship between the local and state office and review of plans.	Communication between the staff at the local level, and between the local and state level. Routine training on disaster recovery process.	Training	Emergency Management	Emergency Manager and Deputy Emergency Manager.	October 1, 2022	October 1, 2023.
2-Operational Communication	Radio upgrades, disaster forms.	Limit number of radios, switch to cell phones. Train on ICS forms.	Planning/ Training	Emergency Management	Emergency Manager and Deputy Emergency Manager.	October 1, 2022	October 1, 2023.
3-Operational Coordination	Townships are unfamiliar with proper procedures and forms.	Conduct yearly training for the municipalities and townships on the documentation process, which may include the Crisis Track System. Each	Training/Real World	Emergency Management	Emergency Manager and Deputy Emergency Manager.	October 1, 2022	October 1, 2023.

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

Core Capability	Issue/Area for Improvement	Corrective Action	Capability Element ¹	Primary Responsible Organization	Organization POC	Start Date	Completion Date
	Work together more often, having all players in attendance at the exercise.	township needs to have a team identified who will assess, document, and photograph each area of damage. Conduct regularly scheduled trainings so staff are familiar working with each other.					
4-Public Information and Warning	Encouraging the public to use 211. Communication between the EOC and the EM on the ground.	Review procedures of response to disaster, roles and responsibilities.	Training/Real World	Emergency Management	Emergency Manager and Deputy Emergency Manager	October 1, 2022	October 1, 2023.

APPENDIX B: EXERCISE PARTICIPANTS

Participating Organizations
Federal
FEMA (simulated)
National Weather Service
Red Cross
State
State Office of Emergency Management
Local
Davison County Emergency Management
Davison County Search and Rescue
Mitchell Public Safety (included Police and Fire/EMS)
Salvation Army
Davison County Commissioners
City of Mitchell Public Works
Davison County Auditor