



State of Illinois National Mass Care Functional Exercise

After Action Report/Improvement Plan

Release Date: November 20, 2019



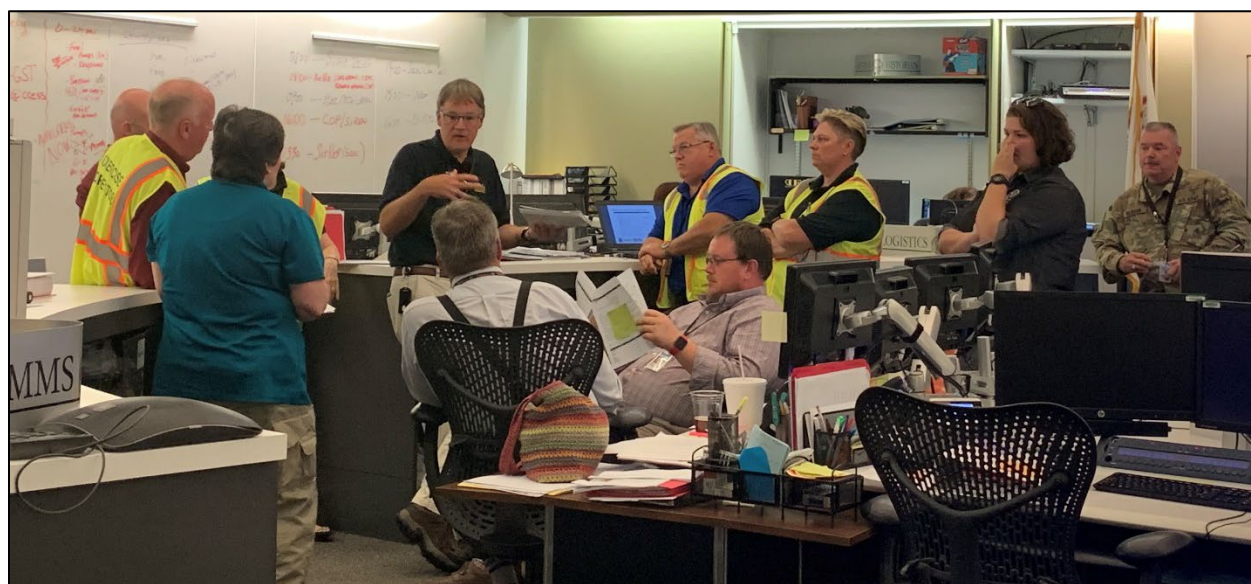
FEMA

PREFACE

The National Mass Care Exercise (NMCE) conducted in Springfield, IL on August 26-29, 2019 assisted in the development of Illinois' mass care/emergency assistance capacity and capabilities through partnership, coordination, and collaboration, and served to validate their mass care services delivery and supporting plans. This standalone mass care exercise highlighted the needs of the state and the support available through partner agencies, volunteer organizations, businesses, interstate mutual aid and recovery programs offered by FEMA. Through all the previous NMCEs, many lessons and national best practices have been learned. The exercise series has excelled in enhancing the nation's Mass Care Services core capability by utilizing a Whole Community approach to ensure that the needs of disaster survivors are met. The NMCE assists with improving state-to federal coordination systems and integrating staff from mutual aid states, non-governmental organizations, faith-based organizations and the private sector into an effective mass care multiagency coordination structure.

The National Mass Care Exercise 2019 was a functional exercise conducted August 26-29, 2019 at the Illinois State Emergency Operations Center in Springfield, IL. The exercise used a task force concept and examined mass care-related recovery issues following a significant earthquake in the New Madrid Seismic Zone (NMSZ). Specifically, the exercise focused on planning in the areas of sheltering, feeding, and reunification in four main timeframes: 2-15 days, 15-30 days, 30-60 days, and 60-90 days post-earthquake.

The National Mass Care Exercise 2019 after action report and improvement plan is *unclassified*. The control of information is based more on public sensitivity regarding the nature of the exercise than on the actual exercise content. The recommendations arising from this exercise are intended to assist the State of Illinois, as well as other states, regions, tribal and territorial governments in building their mass care and recovery capabilities and capacities.



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EXERCISE OVERVIEW

Exercise Name	National Mass Care Exercise (NMCE-19)
Exercise Dates	August 26-29, 2019
Scope	NMCE-19 was a Functional Exercise, conducted over 4 days at Illinois Emergency Management Agency State Emergency Operations Center (SEOC). Exercise play was limited to the Illinois SEOC, the Illinois Emergency Management Strategic Planning Cell, and the Simulation Cell (SimCell). Exercise players included SEOC Liaisons, Voluntary Organizations Active in Disaster (VOAD) partners, Federal partners, and emergency operations staff.
Mission Area(s)	Recovery
Core Capabilities	Operational Coordination, Economic Recovery, Health and Social Services, Housing, Mass Care Services, Logistics and Supply Chain Management, Infrastructure Systems, Planning, Public Health and Medical Services, Situational Assessment
Objectives	<ol style="list-style-type: none"> 1. Validate State and Federal short- and long-term planning (Plan) for Population Related Disaster Services (PRDS) Mass Care. 2. Validate participating agencies ability to integrate, thus perform timely communications in support of situational awareness, and operations by establishing and maintaining a unified and coordinated operational structure supporting affected communities and/or survivors in the impact area and/or survivors in the impact area. 3. Demonstrate the ability to provide life sustaining services to populations affected by a catastrophic earthquake to include sheltering, feeding, distribution of emergency supplies and reunification services and identify long term housing solutions Disaster Population Services. 4. Validate Planning Assumptions used to manage distribution of critical resources to support response personnel upon request in a cost-effective and timely manner to support recovery efforts and disaster survivors. 5. Identify, stabilize, restore and secure critical infrastructure systems necessary to facilitate Mass Care. 6. Exercise and demonstrate the ability of public health sectors to coordinate the provision of care to ensure a healthy community in accordance with established policies and plans. 7. Identify the ability for health and social service agencies to identify, coordinate the provision of necessary services to residents

	and responders in the affected area to provide for the mental well-being of all at risk populations in accordance with established plans and policies.
Threat or Hazard	Earthquake
Scenario	<p>New Madrid Seismic Zone Earthquake 8:00 AM CDT on August 25th, a magnitude 7.7 earthquake was recorded along the New Madrid Seismic Zone. Preliminary reporting from USGS indicated that the earthquake occurred at 35.90N 89.90W approximately 39km N of Memphis, Tennessee at a depth of 10km, near the town of Blytheville, Arkansas. Reports have been verified that the event was felt in an area extending to the East Coast of the U.S. including Washington, D.C., Savannah, Georgia and North to Michigan, Ohio, and Pennsylvania.</p> <p>Based on prior modeling and available analysis, immediate severe impacts as a result of the NMSZ event are expected in Alabama, Arkansas, Illinois, Kentucky, Mississippi, Missouri, and Tennessee. It is anticipated that significant damage has occurred to infrastructure. The potential loss or severe disruption of transportation, power, communications, water and waste water, chemical, banking and other critical sectors is considered high. Life essential services and needs provided through government, non-governmental, volunteer and private sector organizations may be non-existent throughout estimated impact areas. Excessive damage to homes, businesses and communities will result in significant numbers of displaced persons affected by the NMSZ event.</p> <p>Given the magnitude of these events response organizations should prepare for an extended period of emergency services; numerous injuries and fatalities; disruption of essential supportive services normally provided through critical sectors; and significant delays in transport and/or arrival to impact areas. Economic impacts resulting from the NMSZ event have the potential to reach national significance.</p> <p>Given the scope, magnitude and location of the event effective restoration and recovery is expected to exceed 24-months. As a result of the event, impacted population and potential requests for assistance, the SEOC was activated to a Level I (Full Activation) posture on August 26th.</p>
Sponsor	Illinois Emergency Management Agency FEMA Headquarters- Mass Care FEMA Headquarters National Exercise Division
Participating Organizations	See Participating Organizations (Appendix B)

Exercise Planning Team

Members of the Exercise Planning Team included:

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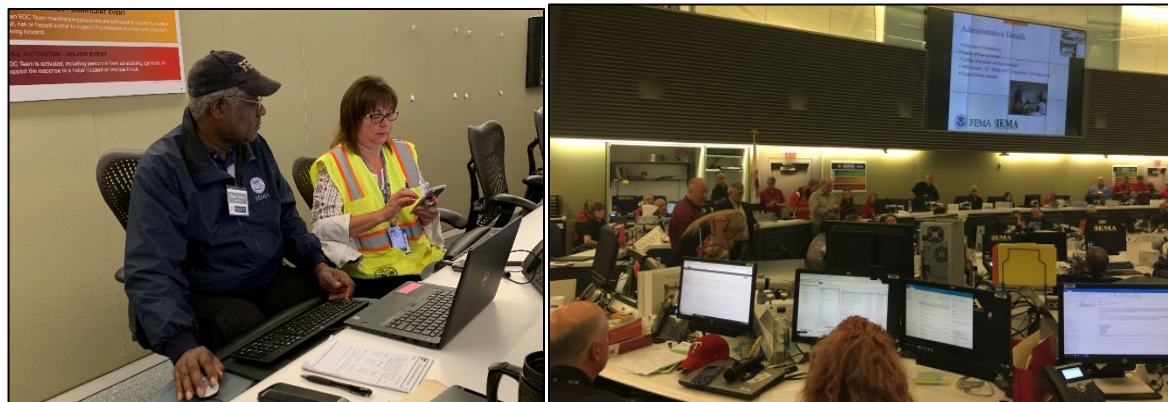
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GENERAL INFORMATION

Overview

IL NMCE 2019 was a four-day functional exercise conducted August 26-29, 2019. The exercise examined mass care-related recovery issues following a significant earthquake in the New Madrid Seismic Zone (NMSZ). Specifically, the exercise focused on sheltering, feeding, and reunification in four main timeframes: 2-15 days, 15-30 days, 30-60 days, and 60-90 days post-earthquake as shown in the simulated exercise timeline in **Figure 1**.

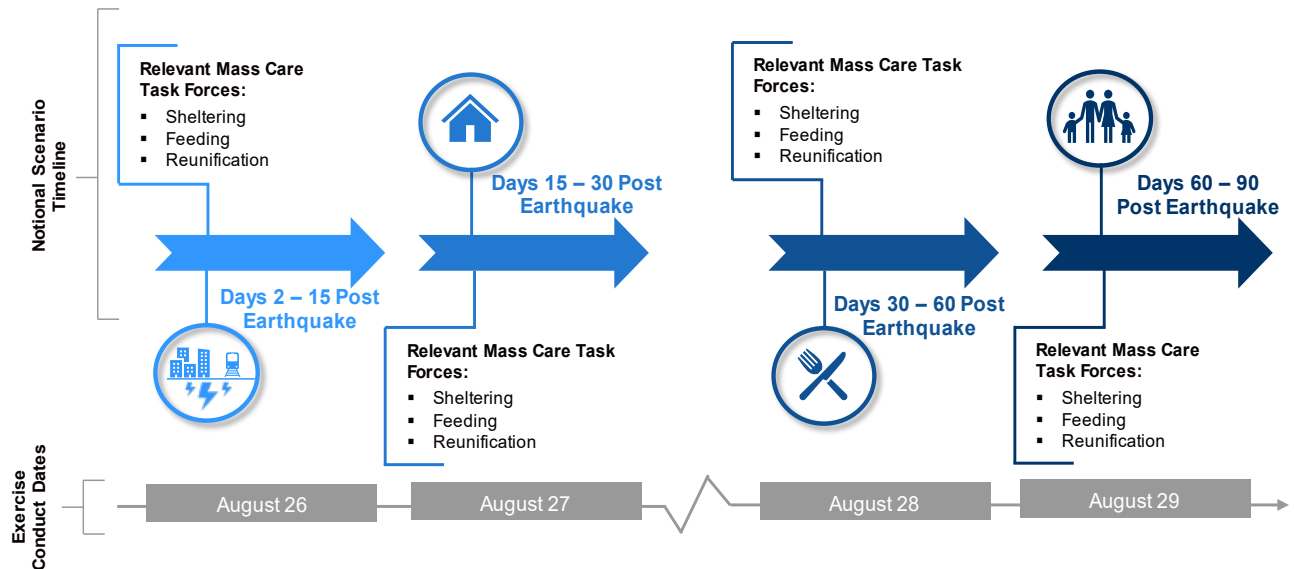
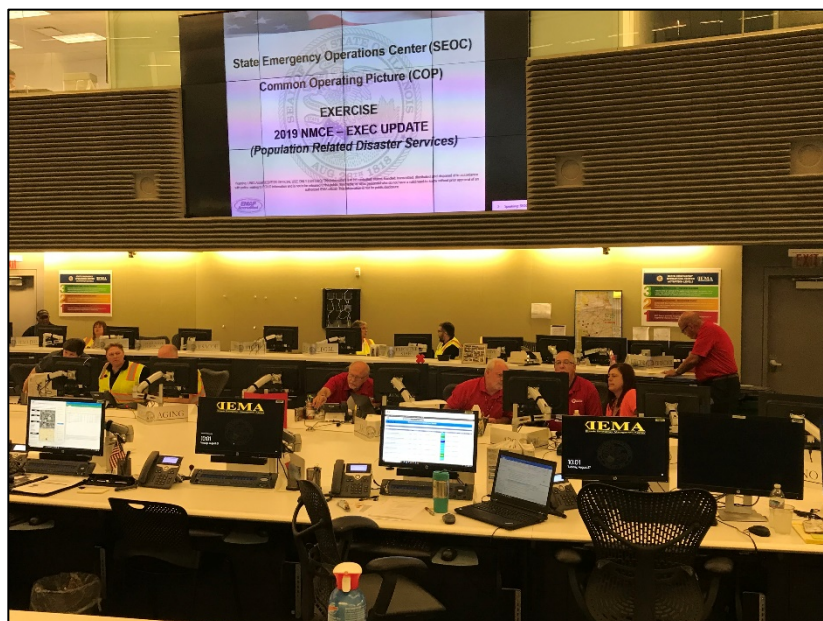


Figure 1: Simulated Exercise Timeline



Exercise Objectives and Core Capabilities

The following exercise objectives in Table 1 describe the expected outcomes for the exercise. The objectives are linked to core capabilities, which are distinct critical elements necessary to achieve the specific recovery mission area. The selection of these objectives and aligned core capabilities were guided by elected and appointed officials and finalized by the Exercise Planning Team.

Objective	Related Core Capabilities
<ul style="list-style-type: none">• Validate the Planning (Plan) for Population Related Disaster Services (PRDS) – Mass Care	Planning
<ul style="list-style-type: none">• Validate the ability of participating Agencies to perform timely communications in support of situational awareness, and operations by establishing and maintaining a unified and coordinated operational structure supporting affected communities and/or survivors in the impact area	Operational Coordination Situational Assessment
<ul style="list-style-type: none">• Demonstrate the ability to provide life sustaining services to populations affected by a catastrophic earthquake to include sheltering, feeding, and reunification services and identify long-term housing solutions	Mass Care
<ul style="list-style-type: none">• Exercise the ability to manage and assure critical resources are available to support response personnel and disaster survivors upon request in a cost-effective and timely manner to support recovery efforts	Logistics and Supply Chain Management
<ul style="list-style-type: none">• Assess the ability to identify, stabilize, and restore critical infrastructure systems necessary to facilitate and support the return of a viable resilient community	Infrastructure Systems
<ul style="list-style-type: none">• Exercise and demonstrate the ability of public health sectors to coordinate the provision of care to ensure a healthy community in accordance with established policies and plans.	Public Health and Medical Services
<ul style="list-style-type: none">• Exercise the ability for health and social service agencies to identify and coordinate the provision of necessary services to residents (including access and functional needs) and responders in the affected area to provide for the mental well-being of all at risk populations in accordance with established plans and policies.	Health and Social Services

Table 1. Illinois National Mass Care Exercise Objectives and Associated Core Capabilities

The following sections provide an overview of the exercise participants' discussions and recommendations covering the exercise objectives and associated core capabilities, highlighting strengths and areas for improvement. This AAR seeks to provide guidance to other states, as well as tribal and territorial governments in conducting similar exercises to enhance their plans and capabilities addressing the critical needs in the recovery phase. While this document provides specific recommendations for Illinois, the issues addressed during the four days of exercise play and recommended areas for improvement detailed in this document are applicable to other states and agencies. As such, the following exercise design issues may be helpful to other organizations.

Exercise Design Considerations

The recovery mission area covers a vast array of capabilities that need to be addressed. IEMA leadership sought to focus this exercise on population-related mass care issues. Therefore, this exercise was limited in scope to address three primary areas: feeding, sheltering and reunification. Planners utilized the State Emergency Operations Center (SEOC) facility to accommodate three task forces, all physically located in the SEOC, with access to the EOC staff and with the ability to send personnel to the other task forces if desired.

IEMA intends to continue to build on these capabilities by conducting a full-scale recovery exercise in 2021 to evaluate the implementation of recommendations from this exercise.

The catastrophic nature of the scenario created the need for services far beyond what has ever been done in Illinois. The largest shelter ever established in the state housed 1700 persons. For this exercise, the identified need was to shelter over 150,000 persons, and provide support to hundreds of thousands more who required other types of assistance. Due to the earthquake affecting several other states, and the massive disruption to critical infrastructure, the challenges in creating these recovery facilities would truly require an “all of community” effort. However, without the communication and critical infrastructure to coordinate the combined efforts, the challenges would mount during the first phase of the recovery.

While the exercise was designed to have the task forces focusing on these issues, specific guidance on how the task forces should be structured, coordinated, and managed was intentionally not provided so each task force would be free to identify a structure and format that worked best for their needs. Over the four days of the exercise, participants were asked to identify specific ways to improve task force structure, leadership, staffing, roles, information flow, communications, and coordination, which form the basis for much of this report. While identifying task force operational guidance was a successful outcome of the exercise, several participants indicated more guidance on task force operations prior to the exercise would have been beneficial.

The design team did not include aftershocks in the exercise scenario and ground truth documents, which would certainly be a major issue. Because each aftershock has the effect of “starting the clock over” each time, with the need to re-inspect bridges, roadways and buildings for structural integrity and safety, the decision was made to have the players focus on the recovery issues, rather than re-addressing response-focused concerns. It would have been helpful to relay this decision to players during the initial exercise briefing.

All the objectives for this exercise involved recovery. Illinois, like most states, has had limited experience in addressing recovery, especially long-term recovery issues. Virtually all the exercises the state and players have previously participated in have had shorter duration time considerations, usually covering the first few days of response, with a limited focus on recovery issues for managing the challenges from a catastrophic incident. Some participants indicated they had difficulty in mentally transitioning from response to focus solely on recovery issues. While this was anticipated, some players continued to include response issues in their recovery discussions.

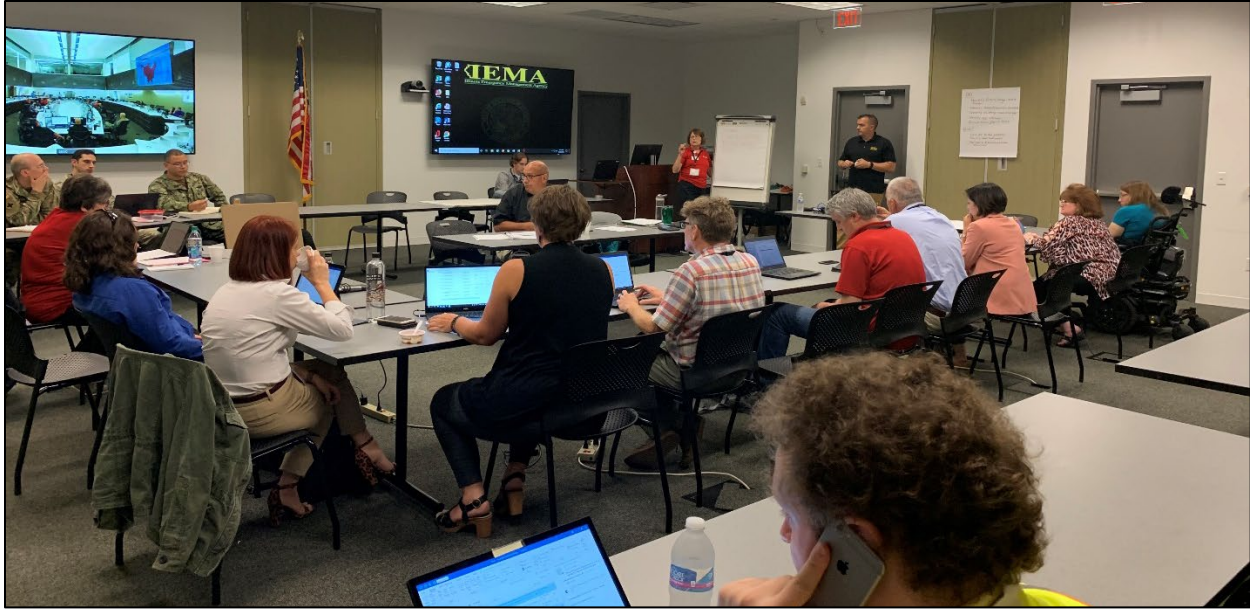
Exercise design included providing most of the scenario information to the players in the form of twice daily situation reports, rather than having hundreds of injects going into the task forces with updates on ground truth content. Initially, the sitreps were drafted with content derived from the extensive ground truth scenario and updated each day with content derived from the exercise play,

reflecting decisions made by the task forces. Only a limited number of ad hoc injects were developed to “steer” exercise play directing players to focus on issues that the exercise controllers identified as necessary to achieve the exercise objectives. The exercise was designed for a “deep dive” into Illinois’ role in population related disaster services.

While the exercise covered four days of task force deliberations, the notional exercise timeline covered a period of 90 days into the incident. During each three-hour block of exercise play, the participants were expected to cover several days of recovery planning. Because their deliberations were focused on issues associated with a specific time frame, it was challenging to realize an hour later into the discussion, the operational exercise time frame had moved several days into the future. While this artificiality was necessary to address longer term recovery issues and was explained to the players in the initial briefing, it remained a challenge throughout the exercise. One recommendation was to put a specific date range (such as November 10-17) on the sitreps, to help players ‘visualize’ the time frame and associated weather challenges, rather than saying the incident was 45 to 52 days into the incident. Another recommendation was to have an “exercise clock” showing the simulated time and date.

While the sitreps were derived from a detailed ground truth document, players indicated they would have liked more information on issues related to each of the task forces to help drive exercise play. Specifically, they wanted to have additional information and routine updates on unaccompanied minors, numbers of safe and well registrants, number of FEMA registrants, call center volumes, numbers from 2-1-1 or other self-registration databases, and the number of completed reunifications. As the exercise evolved, the request was made and accommodated to highlight in color the changes in information from the prior sitrep which focused the players on the updated content.

This exercise was initially postponed due to real world flooding events occurring in the spring of 2019, which consumed SEOC staff resources. This exercise was subsequently rescheduled and conducted in late August of 2019. Some participants recommended avoiding summer for conducting a large-scale exercise, to improve participation, and to avoid heat related incidents and summer weather pattern disruptions.



Exercise Findings

Exercise participants were actively engaged in the exercise for the duration of the four days. They indicated the exercise was a valuable use of their time and enhanced their knowledge and understanding of the issues they would face in supporting population related mass care issues. Several comments indicated the perspectives of the observers from other states was invaluable. The exercise validated the scope and purpose of the existing plan and identified the need to develop and document numerous additional catastrophic response capabilities beyond the current mass care plans.

The task force concept was very successful in focusing the participants on the three recovery areas and evaluating the existing recovery plans. Formalizing the structure, roles, process and procedures from the task force deliberations is a focus of the improvement plan to capture the successful elements and implement identified solutions to be incorporated into the mass care annex. One exercise strength was inter-agency/ inter-task force collaboration which several players credited the real-world activation for flooding in spring 2019 which required extensive coordination at the SEOC.

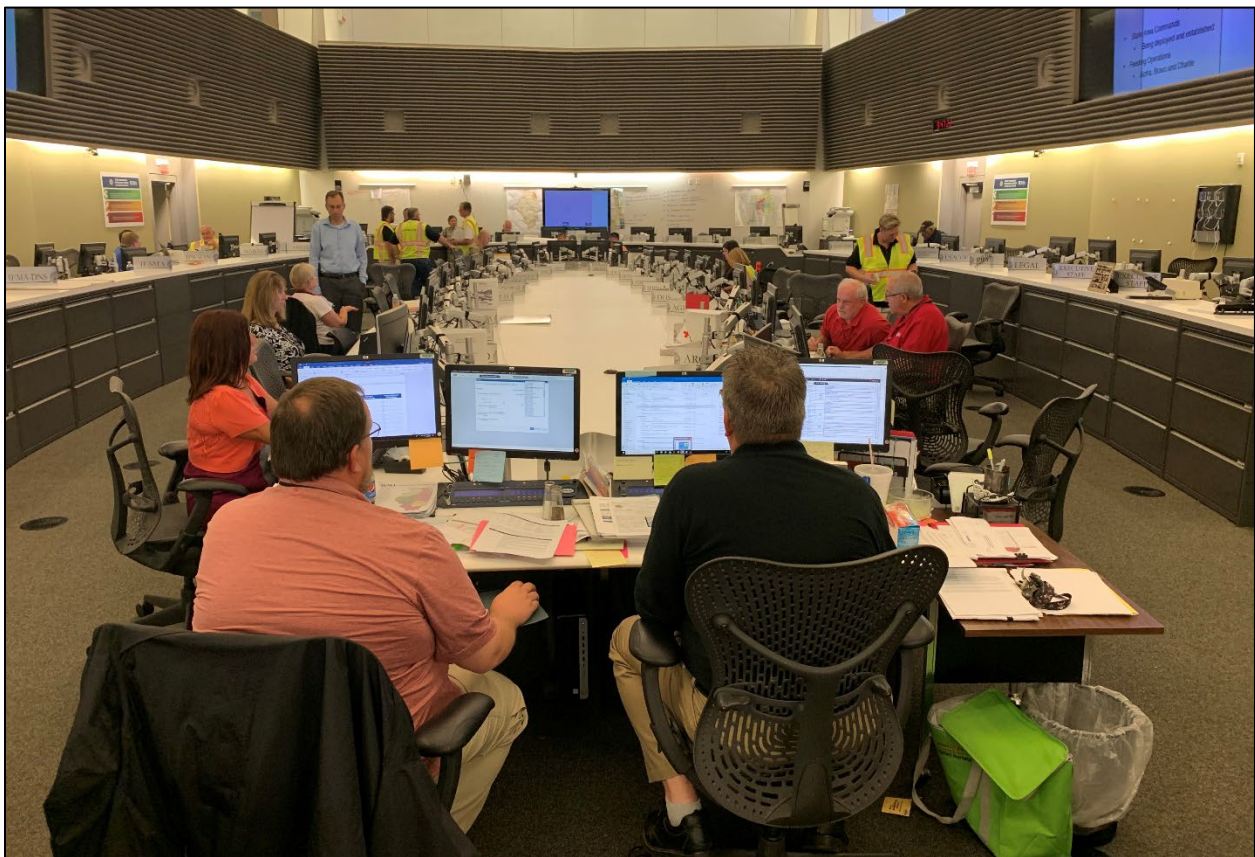
During the exercise players worked to identify the best role for the task forces, weighing a role primarily as long-range strategic planners, or as implementers of the plans they identified. The role of the SEOC staff to implement the task force plans needs clarification as part of this solution. Players generally agreed the task forces should focus on long range strategic plans, with the SEOC staff tasked to resource and implement the plans. Assistance from Incident Management Assistance Teams was seen a solution to support the SEOC roles.

Illinois would likely face a shortage of subject matter expertise to manage a catastrophic incident. While many of the state agencies have a limited response capability, they primary serve as regulatory agencies and would face response and recovery “capacity gaps”. Having these staff assigned full time to a planning task force would likely not be the best use of these scarce subject

matter experts. Using subject matter experts as needed to answer specific planning issues would be a logical way to maximize their value.

Illinois has never had an incident which required the state to request federal assistance. This has resulted in SEOC staff who are not familiar with the specifics of how to manage the details of requesting federal assets, nor what federal programs exist that would aid this incident. FEMA indicated they can provide wrap-around services to support evacuees and shelter/response workers, however, FEMA will not facilitate/coordinate evacuation.

Situational awareness for task force members remained a challenge throughout the exercise. While the sitreps provided twice daily updates, they were limited in providing all the information participants wanted. WebEOC was utilized by the SEOC in managing the incident and posting information. However, this information was not available to all players, with only some task force members having access.



Issue: Task Force Utilization

Discussion: Using the task forces as planning cells focused on recovery was successful. There were many changes over the four days to modify not only how the task forces were deliberating, but also how the task forces received and shared information. Task force structure, as well as coordination between the task forces and the SEOC staff continued to improve over the course of the exercise. IEMA does not currently have a mass care coordinator position staffed full time. This would be designated by IEMA at the time of the incident. Red Cross has been tasked with this role in prior events, but the mass care coordinator role is outside the scope of what IEMA may task the Red Cross to do under the current agreement.

Recommendation: The lessons learned need to be formalized and the task force concept built into the state recovery plans for IEMA and for each of the participating agencies. Examine what additional task forces may be needed to support this event (proposed task forces discussed elsewhere). Plans should include location, virtual participation, coordination between task forces, and between the task forces and EOC. The roles of the task forces in planning and execution of the plans needs to be clearly identified and should be an objective of the future senior leadership exercise. Required staffing, leadership positions, support roles, (scribe, IT as examples) need to be identified, staffed, trained and exercised. Any plan will need to also develop “just in time” training for new task force members. Senior leadership will need to address the mass care coordinator role staffing issue. This may be accomplished under the Illinois Mobile Support Team guidelines to use other agency staff to fill this role in an emergency.

Issue: Exercise Scope Limited to Three Task Forces

Discussion: The exercise was intentionally focused on the three population-related mass care issues, feeding, sheltering and reunification. This allowed for a “deeper dive” into these recovery planning issues. Participants recognized the need for merging other recovery elements, including critical infrastructure restoration, and ongoing medical issues. This raised questions on what other task forces would be needed, how would they be staffed, and where and how would they be established. Players had discussions on whether the term “task force” was most appropriate as it had a response role connotation.

Recommendation: IEMA will need to build on the success of the task force concept and identify what additional recovery areas such as medical and mass fatality issues should also utilize the task force concept. Each of these task forces will require formalized plans, identified and trained staff, space to operate, and formalized coordination procedures with the other task forces and the SEOC. The term, “task force” has been used in prior NMCEs. Change of that title will need to be considered at a national level, for consistency.

Issue: Situational Awareness Needs

Discussion: Task force participants identified extensive situational awareness information they would need to make effective plans. Essential elements of information include populations in affected counties, evacuation decisions, status of local jurisdictional capabilities, including an operational local EOC, estimates of structural damage, evacuation routes, damage to hospitals, electric, gas, water, wastewater, communications and other critical infrastructure, transportation disruptions, fatality estimates, and injuries.

Recommendation: Determination of situational awareness across the state will be a challenge and a high priority for the SEOC. Developing a matrix to complete with information they need to collect at the local level from each of the affected jurisdictions following an earthquake of any magnitude will be essential to establishing appropriate response and recovery plans. FEMA offered a decision-tree process and a list of essential elements of information that would be used by FEMA to support the states.

Issue: Task Force Coordination

Discussion: Coordination between the task forces became an important issue as the exercise progressed. WebEOC, initially viewed as the solution was not updated with sufficient detail on task force decisions. Further, only a few task force members had access to WebEOC. Projecting WebEOC for viewing situational awareness only projects one of several relevant screens. Players discussed virtual coordination using the DHS Homeland Security Information Network (HSIN). Players identified a need for routine coordination with the SEOC staff as well as to get situational awareness updates and to coordinate with the other task forces. EMAT resources were suggested as possible liaison staffing to coordinate between task forces and the SEOC. Ultimately players indicated the twice daily conference calls addressing task force report outs with the SEOC staff proved to be the most useful, as they contained the detail needed for the other task forces to coordinate planning. However, focusing on unmet needs, rather than situational update, was recommended for the calls. Players indicated they should be also be included in the SEOC shift change briefings in addition to the task force focused briefings, to get greater situational awareness. Due to the number of participants, call in capability is needed.

Recommendation: Formalize the coordination process and daily schedule (battle rhythm) for calls/briefings, both for the task force coordination and SEOC briefings. Develop templates for each of the task forces to address all relevant information during the briefings. Provide availability to access conference lines for operational coordination and communications.

Issue: Agency Participation

Discussion: While the exercise had over forty agencies and organizations participating, players recognized they would need representation from approximately 25 more agencies for subject matter expertise in determining the best plans for their task forces. While some of the agencies had been invited to participate, others were identified as necessary during the exercise, and were not part of the existing recovery plan.

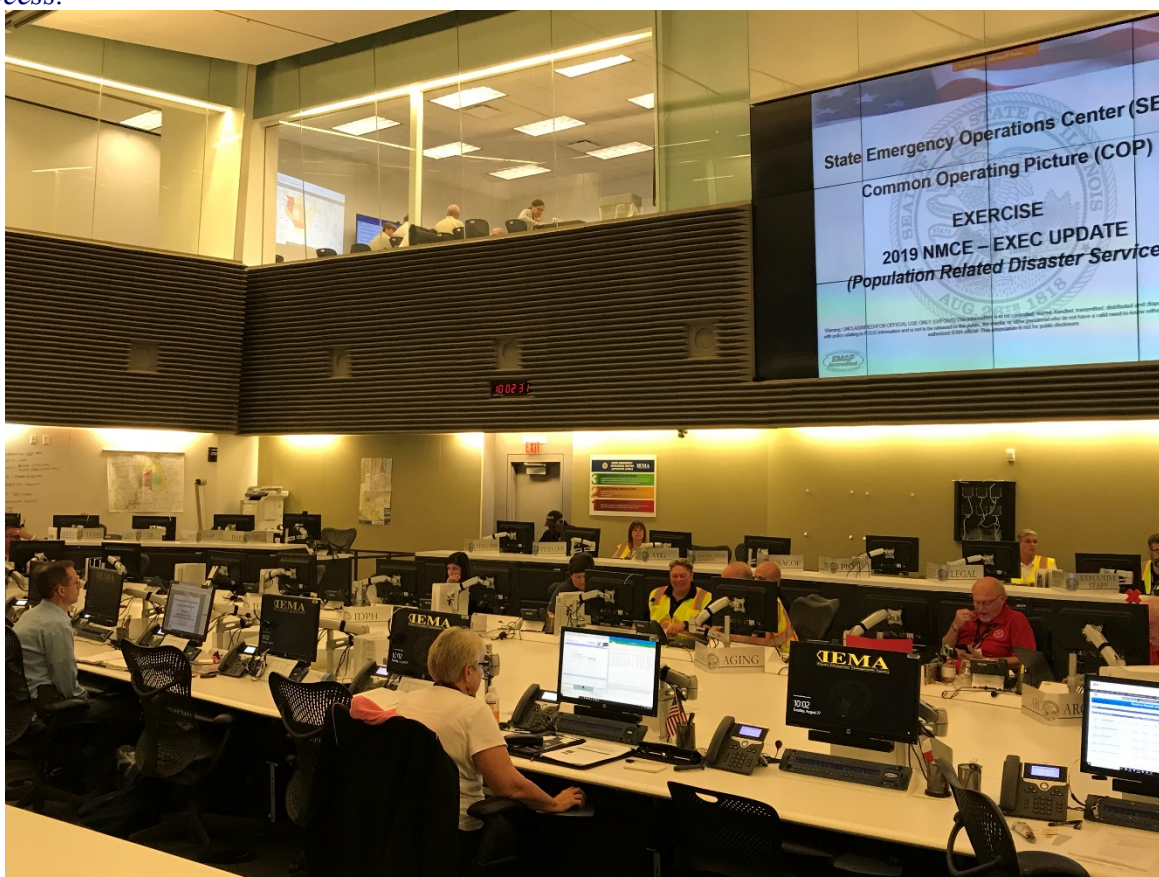
Recommendation: IEMA needs to reach out to the agencies identified as critical to the planning process to discuss their role in the recovery process, and to formalize their roles in the state recovery plans. Additional training on the task force process would be beneficial to prepare these agencies to play in the planned full-scale exercise in 2021.

Issue: Task Force Role in Recovery

Discussion: Determining the role of the task forces in the recovery process was challenging. Task Force members were confused as to their role as strategic long-range planners versus the managing plan implementation. Compounding this issue, the SEOC was staffed but had a limited role in the exercise, such as posting WebEOC updates, coordination with FEMA and EMAC requests.

Guidance provided to the task force players was to think strategically, and focus on details, which led members to believe they should also focus on implementation of their plans.

Recommendation: The task forces should focus on long range strategic planning, with a liaison to the SEOC to manage resource requests and implementation of the logistical elements of implementing the plan. Since task force participants do not have authority to commit resources, this would require the SEOC to implement the plans. Experience in other exercises has demonstrated the need for strategic planners to stay in that role. Once strategic planners begin implementing the plans, the strategic, long range planning suffers. This concept will require the SEOC to manage implementing the plans. IEMA needs to clarify the roles and responsibilities of the task forces and conduct training and exercising to identify any shortcomings and staffing gaps and to refine this capability. Based on this exercise and the prior National Mass Care exercises, FEMA (Mass Care) should develop national Task Force Guidelines to standardize the Task Forces process.



Issue: SEOC Role

Discussion: The role of the SEOC in supporting this incident was limited, partly due to exercise design, and partly due to lack of experience and training in managing a catastrophic response. One resource request for call center support was submitted to FEMA was rejected, as it was submitted in an inappropriate manner, asking for specific square footage of space, number of computers, phones, etc. FEMA's request process was for the state to advise how many calls per hour they needed for capacity, and FEMA can provide appropriate resources. This is a training issue, which has not been needed previously.

Recommendation: Conduct training for SEOC staff, to clarify roles in coordination with task forces, and in implementing the task force plans, as well as managing resource requests, both through state resources, and through FEMA. Emergency Management Assistance Teams which provide support to Emergency Operations Centers may be a viable option for augmenting staff and providing resourcing expertise. The EMATs can serve in an advisory and liaison role for resource requests to FEMA. Include this support and evaluate this concept during the planned 2021 full scale recovery exercise.

Issue: Multi-Agency Area Command

Discussion: Task forces indicated they would utilize a Multi-Agency Area Command (MAAC) structure to manage feeding and sheltering operations in regions. This concept has proven successful in other states.

Recommendation: Implementing a MAAC concept will require development of plans to staff and resource these area commands, provide training, policies and procedures both at the local level and incorporating their activities and situational awareness into the SEOC logistics and task force long range planning. Examining other states' MAAC plans will provide guidance on developing this concept.

Issue: Augmenting Staffing for Catastrophic Incidents

Discussion: Participants recognized the need for many more experienced and trained personnel to manage an incident of this magnitude. Emergency Management Assistance Teams were proposed as a potential solution, and training persons from other state agencies as another possible solution. The development of Emergency Support Situation Function personnel (similar to Tiger Teams) with Emergency Support Function expertise, used to provide subject matter support to planning teams on a task focused basis may best utilize the shortage of subject matter experts in recovery functions.

Recommendation: IEMA will need to examine the staffing needs to manage an incident of this size and scope. In addition to the human resources, they need to identify meeting space, coordination process, communication needs, logistical support for housing and feeding, all of which will be in short supply. Virtual coordination through video conferencing may be a partial solution.

Issue: Capability versus Capacity

Discussion: Illinois has developed many capabilities needed to address the issues raised in this exercise scenario. However, the capacity needed to manage this incident of this magnitude which may be 100 times greater than any incident they have managed to date is not within the capability of any state to manage at a tactical level. The state will have to focus on collating recovery needs into large resourcing requests and develop plans for large scale solutions. This scenario affected several other states, severely limiting the ability of the federal agencies to provide sufficient support. Exercise discussion focused on working with existing VOADs, state agencies and federal resources as the solution to providing resources. Realistically, these resources would not be able to provide sufficient capacity, despite their best efforts, especially in the most severely affected areas. Very little exercise discussion included resources from the private sector or using local resources to help manage this incident. Other states have multiplied resources by supporting recovery of private sector partners to re-establish supply chains and feeding capabilities. While

this will not fill the void, it can provide resources closest to the affected areas which are the most difficult for the state and federal agencies to support. The Illinois Business EOC (IL BEOC) was participating in the exercise but had virtually no calls for resources to assist.

Recommendation: IEMA planners should include all-of-community thinking and expand the horizon of potential resources in their catastrophic plans, to include local jurisdictions, private businesses and volunteer organizations.

Issue: BEOC Coordination

Discussion: The IL BEOC can coordinate providing resources and identifying business assets that would be available to support recovery. Discussion with BEOC partners can expand this resource to assist. The BEOC was developed specifically to provide coordination and support from the private sector to catastrophic incidents. During the exercise, BEOC staffed the SimCell and primarily provided updates on utility restoration and Sitrep updates but did not participate in the SEOC or the task forces. The BEOC can provide visibility on business that are open to support recovery, which can be mapped for state and local use. BEOC capabilities were underutilized during the exercise. Other states have recognized that providing support to key private sector businesses can alleviate much of the load on the public sector and speed recovery of communities.

Recommendation: Incorporate BEOC coordination into the IEMA recovery plans and as a player in future exercises. Identify a location for BEOC operations in the SEOC to track private sector data and incorporate as an overlay in GIS applications. Identify opportunities to apply state resources to re-establish private businesses that can aid in recovery. This may include supplying fuel, prioritizing infrastructure recovery for warehousing, distribution, and other resources. Engaging the private sector in planning discussions will yield other coordination measures that have shown to be highly effective in other states.

Issue: Resource Request Forms

Discussion: Participants needed to develop resource requests to support their missions. Initial request was denied by FEMA for various reasons, associated with not being appropriate requests and formatted incorrectly. Developing resource requests is a time-consuming process that can be developed before an incident and modified to meet the incident need. Separate request packages can be established for feeding centers, sheltering sites, call centers, and transportation needs. These will serve to provide the proper formatting and can be quickly modified if needed to address the incident.

Recommendation: IEMA needs to expand staffing and conduct extensive training on the resource request process. Develop standard FEMA resource requests for pre-scripted missions of the task forces, for transportation, sheltering needs, feeding, call centers, and other issues identified during the exercise to address known gaps. These can be established also for standardized EMAC request packages. Include these as appendices to the recovery plan annexes. Incorporate WebEOC resource capabilities for integration and processes. Include evaluation of this issue as an objective for the 2021 full scale exercise.

Issue: Fuel and Transportation Plans

Discussion: Participants recognized the ability to provide mass care services relied on fuel and transportation. The need for a fuel plan following this incident was emphasized to maintain

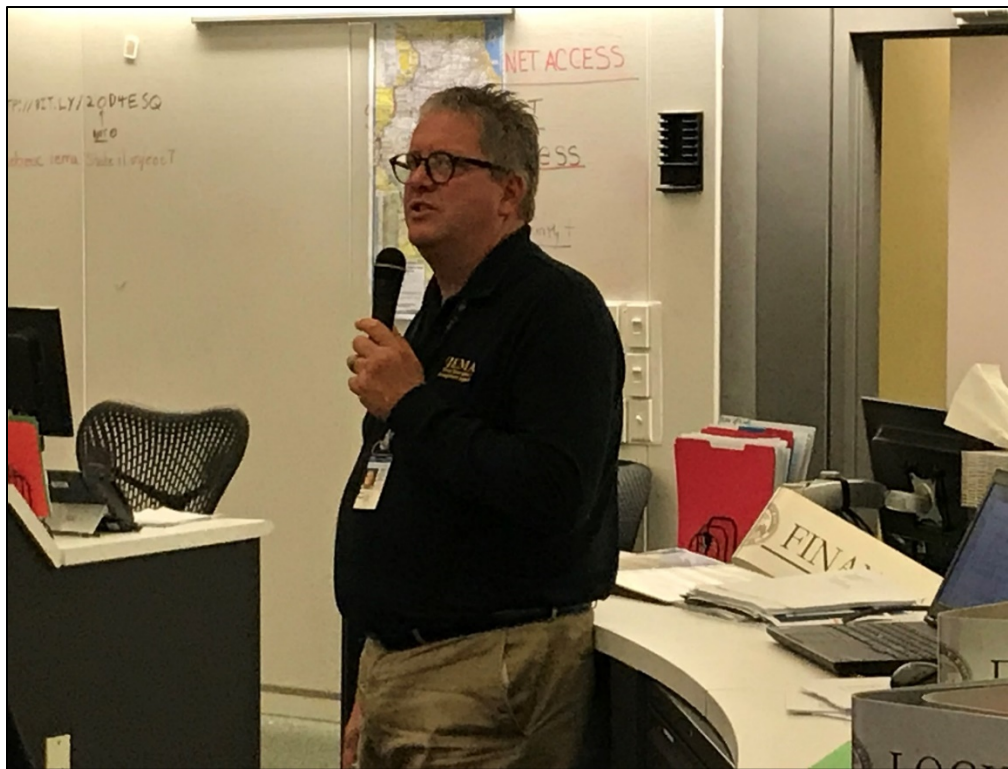
generator power and support transportation needs. Transportation assets need to be identified and options put in the plan.

Recommendation: Establish a fuel plan to support all response and recovery efforts. Conduct extensive review of state and federal appendices and ensure both plans are linked. Identify transportation resources, in conjunction with IDOT (primarily for route availability, and some air assets), National Guard, to support all recovery operations. Identify private sector transportation services which may be incorporated in the plan as well.

Issue: WebEOC Resource Tracking

Discussion: WebEOC was not considered by some as an adequate resource tracking tool, with recommendations in the feedback for using another tracking system. The WebEOC site does not update automatically for remote users and must be manually refreshed which was an issue with access and lack of having current information. This was identified as a significant issue by many participants.

Recommendation: WebEOC users should be using the deployment module for tracking and accountability. IEMA should develop and conduct training for coordination of resource tracking. Access and resource request roles and responsibilities should be clearly identified in the plans for the task forces and the SEO. This issue should be evaluated during the full-scale exercise slated for 2021.



Issue: WebEOC Training

Discussion: Many task force participants were not versed in using WebEOC which limited their participation and the usefulness of the system.

Recommendation: Consider offering a WebEOC user guide for participants with basic instruction on usage for event entry, resource request module and AAR entry. This would be in support as refresher training for task force participants, and in support of an expanded use of WebEOC for the task forces.

Issue: Standby Contracts

Discussion: Acquisition of resources can be a cumbersome process during emergencies, even with emergency declarations waiving some requirements. From the resource requests developed by IEMA planners, the next logical step is to establish standby contracts to resource these requests, so they can be immediately implemented. Recognizing in this incident, many of the providers would have severe limitation on filling requests, expanding geographically for suppliers would be recommended. The issue of capacity for resource contracts must be addressed prior to an incident.

Recommendation: Address state procurement rules to establish standby contracts for the most time-critical resources, with providers located in geographically separated areas. Identify the means and specific triggers to expedite procurement in the interest of the public. Define the process to get federal contracts implemented or milestones that must be reached prior to “last resort” state contracts.

Issue: Situational Awareness for Effective Planning

Discussion: Task force participants recognized the need to make decisions with very limited information, especially in the most heavily affected areas. The challenge was to determine not only the initial needs to be met, but also, how well the solutions were being implemented, were meeting the need, and what course corrections were necessary. This information would need to be constantly gleaned from local EOCs, partner agencies, call centers, sheltering sites, feeding sites, reunification centers, websites, social media monitoring, media reports and a host of other sources. This would include tracking injuries, fatalities, displaced residents, remaining residents, crime issues, and much more data.

Recommendation: SEOC must identify how they will collect and synthesize the necessary information to support effective planning in the EOC as well as for the task forces. The ability to make appropriate decisions will rely on how well this situational awareness can be collected and monitored. Determining what information is needed, where this information can be derived, and how this will be collected, synthesized and disseminated is a critical capability, affecting all decision making. Staff liaison roles between task forces and SEOC to support information sharing. This issue should be exercised and evaluated in the full-scale exercise.

Issue: Donations Management

Discussion: While donations management was not specifically included in the exercise objectives, this issue would be a high priority as donations would be flooding in from across the nation.

Recommendation: Donations management needs to be addressed as part of the recovery planning process, to integrate this as both a resource and to address the staffing and storage space needed for this effort. Much of this will need to be managed at the local jurisdiction level. This issue requires more planning, training and exercising.

Issue: Alpha, Bravo, Charlie Group Designations

Discussion: Task forces grouped the needs of evacuees for planning purposes. Alpha referred to those who were required sheltering support and were evacuated north of the affected area (north of I-70), Bravo were those still sheltering south of I-70 in the affected area and Charlie were residents in the impacted area who were not in shelters. While this concept was helpful to the task forces, to put numbers on needed services, it did not focus support on the categories of those who did not evacuate, such as farmers, responders, police, and those who moved into the affected areas to provide restoration services, such as utility workers, national guard, and others. It also did not address those that self-evacuated, either north of I-70 but not in shelters or perhaps to other states but may need services such as reunification. These populations will also need to be supported and included in the plans. While providing support to those who remain in the affected area will be challenging, their presence will speed recovery of the area, by re-establishing utilities, maintaining agriculture and other economic sources. They will also likely be far more resilient than those who chose to evacuate.

Recommendation: Define the nomenclature of evacuee categories to include these groups (perhaps Delta and Echo labels) and identify plans to address their needs. Formalize this concept into the recovery plans. This will help manage expectations versus responding to specific requests.

Issue: Whole Community Resources

Discussion: Players focused on state and federal resources in response to the mass care needs. While these are clearly important resources, there was a lack of recognition of what would likely happen in the early hours and days following the earthquake. Neighbors would be helping neighbors, local jurisdictions would be identifying locally available feeding and sheltering options, and local houses of worship would be opening their buildings to house those who lost their homes. The state plans will need to incorporate ‘whole community’ resources in response to the incident and transition to mass sheltering/feeding. Emergency management was built on the concept of local jurisdictions providing services, augmented by the state when necessary, and then by federal resources. Catastrophic planning, by necessity requires the ‘whole community’ approach, especially in the early days of the incident. The reality of quickly evacuating hundreds of thousands north of I-70 as the primary solution to where resources can be provided would realistically take weeks to set up and staff reception sites, shelters, feeding sites and safely plan to move individuals to these areas. Hundreds of thousands of residents would likely remain in the affected areas, including farmers, police, fire, emergency management, utility workers, National Guard and business owners striving to rebuild and reopen. Local requests may go unmet by the state as the state focuses on activation and resourcing the bigger plan.

Recommendation: Mass Care plans need to incorporate every resource, with a recognition that neighbors, houses of worship, and community centers would be a spontaneous, immediate option for sheltering. While some of these sites do not meet the formal criteria for sheltering, they would spontaneously be opening and providing services as they can. Other resources, such as the National Guard, could be used in a mass care support role, but do not currently have identified

taskings. Spontaneous, unaffiliated volunteers will be willing to assist, and the state and local agencies need plans to incorporate and direct their actions. The private sector provides food and services on a daily basis to all those living in the affected areas and should be viewed as a solution to providing support as quickly as possible. Providing state or local support to the private sector is one of the fastest ways to longer term recovery of communities. Mass Care plans need to address providing food, water and fuel to those in the affected area, and utilizing all available resources to solve this catastrophic problem. The state may not be able to immediately provide resources due to shortages of materials, transportation or road access. Of necessity, the state plan must address priorities rather than every urgent or immediate need. Local jurisdictions must have plans to utilize every local resource following a catastrophic event, augmented by state and federal resources as they can be provided.

Issue: Federal Resources

Discussion: Illinois participants were not familiar with many of the specialized programs available through FEMA to support recovery and transition efforts. Participants did request and receive information on the Transitional Sheltering Assistance program from FEMA representatives. Individual Assistance programs are a key part of the recovery process. FEMA participants were able and ready to provide other program information as a briefing during the exercise.

Recommendation: FEMA Region V should conduct a briefing to IEMA staff and develop integrated training and planning to integrate federal resources, both for expanded response needs, and recovery program options. Task force plans should include references to federal assets and programs, including Individual Assistance, housing, shelter and feeding. State plans should develop pre-scripted requests as part of the planning efforts. Prior to the 2021 full-scale exercise, refresher training on federal support needs to be conducted. Evaluate this issue as part of the 2021 full-scale exercise.

Issue: Demobilization Plans

Discussion: All of the task forces recognized the need to develop demobilization plans to transition out of recovery and to restore assets/funds expended.

Recommendation: IEMA planners should work with task force participants to formalize demobilization plans unique to each task force, as an appendix to the state recovery annex.

Issue: EMAC and Private Sector Support

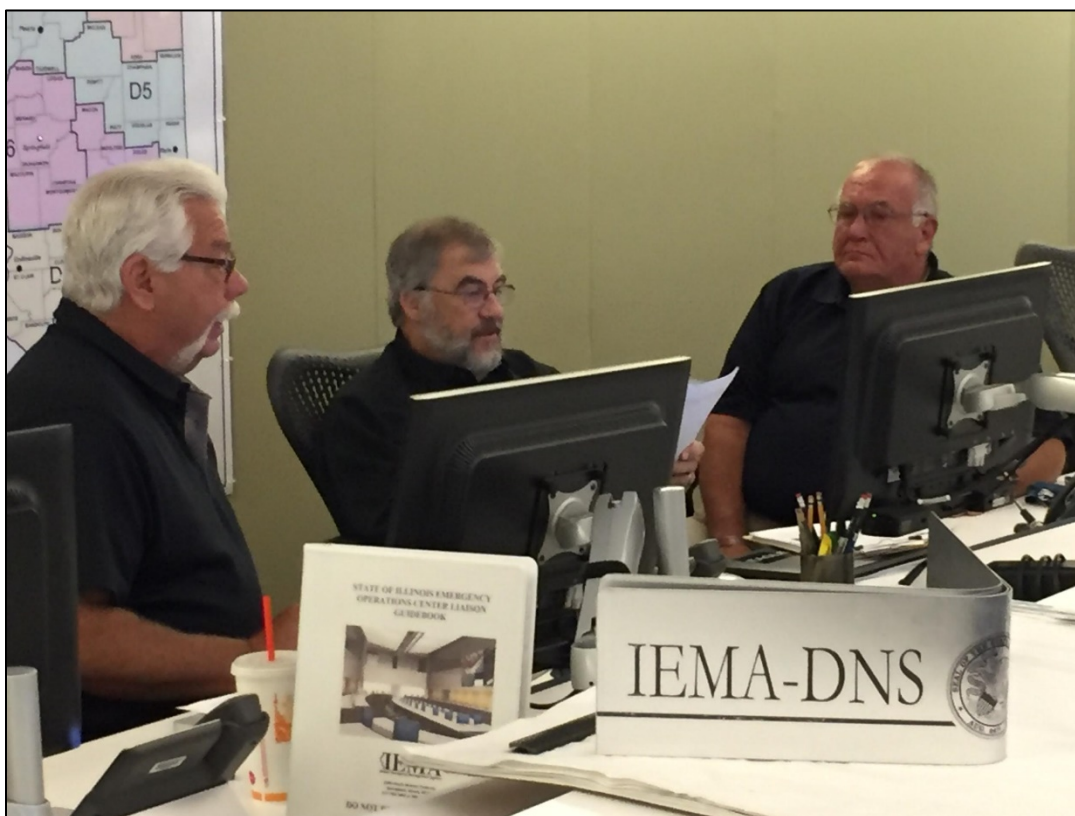
Discussion: Many players were not familiar with the Emergency Management Assistance Compact with other states to provide aid. There is no time to learn about these and other resources during an emergency. Illinois is also drafting a document to integrate private sector support for managing catastrophic incidents.

Recommendation: Conduct training for all SEOC and task force participants on EMAC for familiarity, request process. Consider pre-scripting mission-ready packages for mass care activities. Continue planning to integrate private sector resources into catastrophic incident management. Evaluate both of these concepts in the 2021 full-scale exercise.

Issue: Massive Staffing Requirements

Discussion: The need to provide all of the mass care services would require thousands of workers. Players discussed various options for filling this need, both short term and longer term. Volunteers, state agency workers, FEMA disaster staff and direct hires may all be part of the solution. Using state workers would provide rapid access to labor, but is a short-term solution, as that would cripple state agencies in short order. This is a policy issue to define how the state can get a massive workforce.

Recommendation: As part of developing recovery plans, in addition to the physical resources required, planners must consider labor pool options, including evacuated persons, who would be in need of employment. This issue should be included in senior leadership tabletop exercise for policy discussions.



Reunification Task Force

Issue: Need to Expand Participating Agencies

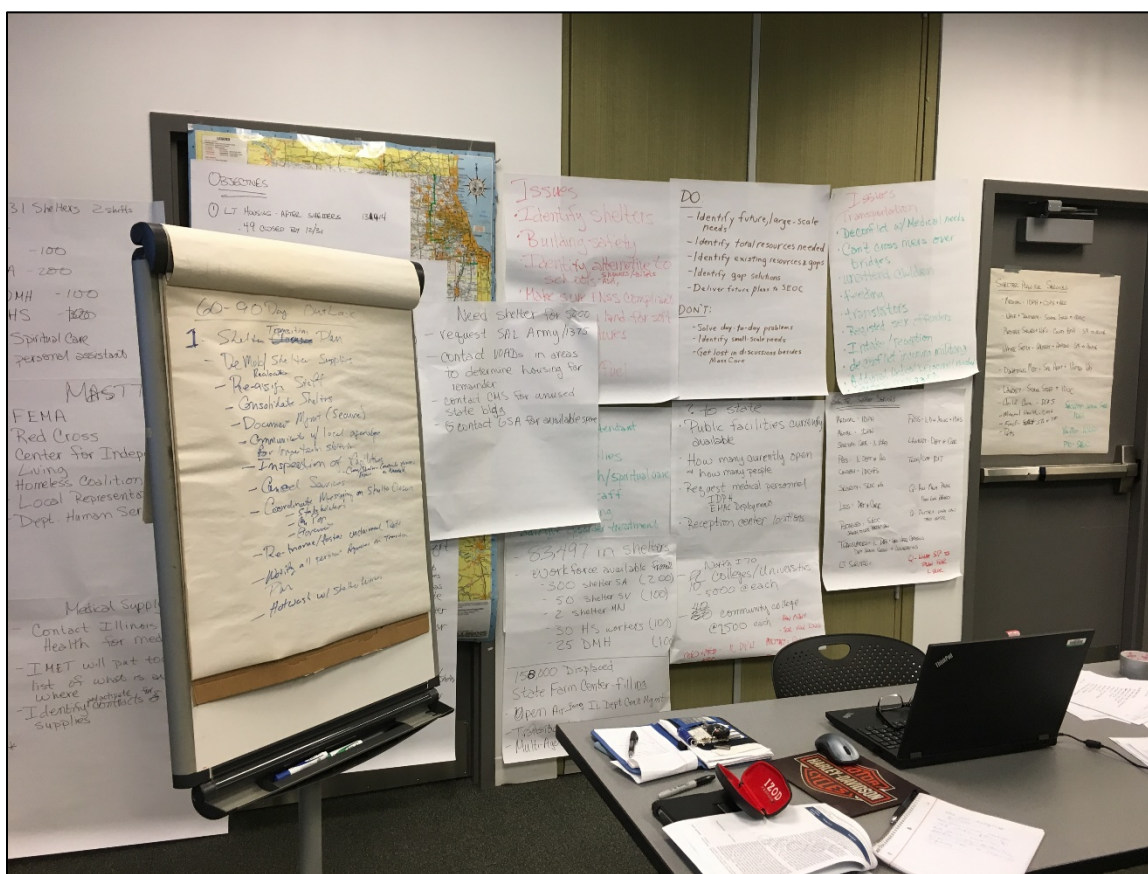
Discussion: The Reunification Task Force recognized the need to include input from other agencies and organizations in the task force plans. Specifically, they identified the State Board of Education, the Department for Children and Family Services, Disability Advocacy organizations, Homeless Coalitions, Illinois Coroners and Medical Examiner's Association, Governing Board for 2-1-1, Illinois Department of Aging, local school districts, Illinois Department of

Agriculture/Animal Welfare Division. However, most of these agencies have very limited response capabilities as most are regulatory in nature. Only six state agencies can currently fill mission assignments.

Recommendation: Task force leadership should reach out to these agencies to extend the invitation and discuss the specific need for each organization to be notified and participate in the task force planning and in implementing response capabilities. This issue should be included in the senior leadership tabletop exercise for discussion.

Issue: Reunification Tools

Discussion: Participants indicated they had established a number of programs such as unaccompanied minor registration, Safe and Well program, and expressed interest in learning more about the Texas Evacuee Tracking Network (ETN) used in WebEOC. This would require expanded access to WebEOC for the task force participants. Currently, Illinois has no evacuation tracking system to inform decision making.



Recommendation: Evaluate current systems to identify needed capabilities and examine other tools such as the ETN as a possible tool for tracking evacuees and for reunification capabilities.

Issue: Call Center Concept of Operations Development

Discussion: Development of Call Center protocols was identified as a specific need.

Recommendation: Establish a work group tasked with developing call center CONOPS with pre-scripted resource requests as well activation and staffing guidance, operational procedures, demobilization, and activation triggers. Determine what languages should be included, and numbers of staff to speak these languages, call tracking capabilities and anticipated call volumes. Determine role and document the capability of IL Central Management Services in staffing the sites.

Issue: Safe and Well website

Discussion: Participants indicated the Safe and Well website would be valuable during an incident.

Recommendation: Evaluate adding the Safe and Well link to the IEMA website, for use during a disaster.



Issue: Pet Reunification

Discussion: Currently the state has no formal plans or capability to manage pet reunification.

Recommendation: This issue needs to be defined and assigned to a specific agency for plans and implementation. Include this issue in the senior leadership tabletop for discussion.

Issue: DPH Patient Tracking

Discussion: DPH uses EMTrack software for patient data. This raises HIPPA issues for the personal information being shared with other agencies for use in reunification efforts.

Recommendation: This issue needs further clarification to assure the data can be used and will be released by healthcare facilities.

Issue: Operational Planning

Discussion: Participants requested IEMA planners formalize the actions taken into a formal plan appendix for use in future incidents.

Recommendation: SEOC planners need to incorporate the operational planning process used by the task force into the Reunification Appendix to the Recovery Annex. This will require planning, training and exercising. These plans should be evaluated for updates during the full-scale exercise.

Issue: Host State Agreements

Discussion: Due to the massive numbers of evacuees and the limited resources in the state, it would be necessary to have host states assist in mass care. Developing reciprocal agreements in a blue-sky timeframe would benefit the nation.

Recommendation: Consider development of host state agreements for mass care capacity. This is a policy issue and should be included in the senior leadership tabletop exercise for discussion.

Sheltering Task Force

Issue: Sheltering Capacity/Resources

Discussion: This scenario required sheltering for approximately 150,000 persons. Participants indicated they do not know the true sheltering capacity within the state, including existing resources and available contracts. While NGOs will be a key element in establishing and operating shelters, they cannot provide sufficient resources to manage recovery from this incident. The current plan identified universities as the primary solution for this level of sheltering. However, that decision was ‘rescinded’ by the governor during exercise play, forcing the participants to scramble to identify alternatives.

Recommendation: A key reason to conduct exercises is to answer questions such as this, which are at the heart of providing catastrophic mass care services. This exercise provides a target level for developing capacity for mass care sheltering. Determining what capacity exists, and a listing of all available locations is a starting point, to be augmented by host state agreements, universities, or contract services. Putting this information in the form of a resource matrix was suggested. Further planning is needed to identify the anticipated need, and all available resources at the local, state, federal, VOAD and private sector. Development of contingency contracts to fill identified gaps for shelter workers, respite care, ADA requirements, case management and other wrap around services. Review and redefine who is capable to provide shelter space and resource facilities. Incorporate a multi-agency approach to expanding capacity.

Issue: Mental Health and Spiritual Shelter Support

Discussion: Many shelter residents would be traumatized by the impacts of the earthquake, loss of loved ones, loss of homes, not knowing if others are safe or alive. There would be a significant need for mental health counseling and spiritual support in the shelters. Having quiet rooms to get away from the thousands of other shelter residents is also important. All the staff supporting sheltering, feeding, and reunification recovery functions may also need counseling and spiritual support as well. Currently, shelters are run under the auspices of the American Red Cross. Illinois cannot supersede the policies of the ARC in directing activities at the shelter sites.

Recommendation: This issue needs to be incorporated in planning for shelter design/layout, and staffing. The need for these services may need to be met by resources from outside the state, which will require that food and accommodations are provided for these workers as well. Illinois should work with ARC to examine all options for shelter operations to have sufficient capacity to provide this support.

Issue: Shelter Worker Fatigue

Discussion: The extended timeframe for shelter operations would require keeping shelters open for months. Participants recognized the likelihood of turnover of shelter staff and shelter staff stress and fatigue.

Recommendation: The plan should address the need to continually provide support to shelter workers, provide critical incident stress management support, and recognize the potential for high turnover. Illinois should plan to provide CISM support to all workers supporting recovery efforts.

Issue: Sheltering Activation Plan

Discussion: Rapid implementation of sheltering resources will be a huge asset to support mass care for evacuees. Establishing an activation plan, to be put in place during the first few days of the incident will aid in managing the crisis. Illinois should examine use of reception centers to provide support to evacuees, for transportation support to get to family out of state or to other locations where they can be provided support. A goal of 3-5 weeks for establishing shelters and 3-5 months to transition shelter residents to more permanent housing will define needed capabilities. Identifying needed capacity and developing contracts that can be immediately activated (or put on standby) will be a key element. IL should act to determine the needed capacity and associated triggers for expanding sheltering capabilities.

Recommendation: Develop an activation plan for the sheltering elements of mass care, including reception centers for immediate support, and immediately establishing transitional housing programs to move shelter residents to more permanent housing, drawing on the expertise of the sheltering task force members. Evaluate this plan during the full-scale exercise in 2021.

Issue: Pet Sheltering

Discussion: Illinois does not have a formal plan for pet sheltering.

Recommendation: Identify the appropriate agencies to lead planning and implementation of this capability. Evaluate this issue in the 2021 full-scale exercise.

Issue: Transition from Sheltering

Discussion: Planning for transition from sheltering should begin in conjunction with opening shelters. This requires a multi-agency sheltering transition team (MASTT) to begin planning for this element of the recovery. This will aid not only those in shelters but limits the time the state must provide resources. This will include community groups and federal transitional housing officials.

Recommendation: Develop a MASTT operational plan, to identify staffing, protocols, resources, and training, to implement this element of the recovery. Understand what is available under the IA programs and coordinate with FEMA to pre-script requests. Provide training and evaluate these plans during the full-scale exercise in 2021.

Issue: Long Term Housing Taskforce

Discussion: Participants indicated long term housing would need to be addressed separately, including identification of team members, leadership, activation, and needed resources.

Recommendation: IEMA staff to lead planning for this element of the recovery plans, with input from sheltering task force members. Consider including this issue in the full-scale exercise in 2021.

Feeding Task Force

Issue: Lack of Existing Plans

Discussion: Participants indicated the need for detailed situational awareness and lack of detailed plans would hamper their planning process. Determining where to set up feeding capability would be dependent on access to local sites, working infrastructure, available supply lines and staffing. Lack of information availability that setting up local sites would be successful would direct them to not try to establish feeding in the local areas. There would need to be close alignment with the sheltering task force to coordinate feeding aligned with shelters. They indicated the feeding task force would need to have clearly defined roles to operate effectively. Lack of existing resource lists and established MOUs also hampered decision making.

Recommendation: This task force indicated the greatest need for concrete information to create appropriate plans for establishing and supporting feeding operations. Request training for task force member from FEMA Mass Care. Determine existing resources through VOADs, FEMA, EMAC to manage short term recovery options, to provide a starting point, with contracted services providing longer term solutions. Establishing pre-established resource package capabilities as part of the plan would provide flexibility. Train and use the Joint Operational Planning process to coordinate planning between state, federal and NGO agencies. Using established facilities such as university dining halls in unaffected areas was a logical planning step which was rejected during exercise play. Defining the availability of university resources is a senior policy decision. Establishing contingency contracts prior to any incident would provide greater flexibility. Task force members will need to be involved with IEMA to develop and revise these plans.

Issue: Distribution Issues

Discussion: The task force would need to identify what distribution resources and system exists following a disruption to establish viable plans for resourcing. FEMA may be able to assist with identification of available assets outside of Illinois. The state will focus on receiving resources and transportation to local points of distribution (PODs). PODs will be the responsibility of county and local jurisdictions. The state will not be involved in local distribution. The BEOC may be able to assist with this issue as well through the availability of private resources.

Recommendation: Develop a plan addressing distribution issues, incorporating resourcing options available to the state for the task force to access during a disruption. The state will not be able to handle minor requests in a catastrophic incident. The plan will need to define the roles of the state and local jurisdictions in distribution. In some cases, prioritizing transportation infrastructure repairs or providing support to private business may speed access to needed food supplies. Local agencies must plan to manage the PODs to support local recovery efforts. This issue needs planning, training and exercising to build capability.

Issue: Use of University Facilities

Discussion: Existing sheltering and feeding plans relied on use of state educational facilities to house and feed evacuees. This element of the plan was rejected as a viable solution during the exercise, and the task forces had to implement alternative solutions. This is a senior level policy decision process regarding operational and life-safety logistical issues.

Recommendation: This issue needs to be addressed by senior leadership at the state level to determine if and when these resources would be available following a catastrophic incident. The availability of these resources would greatly simplify the feeding and sheltering plans, if they could be used for short term recovery. Review legislative language that permits use of these facilities in a declared emergency. Universities may serve as hub reception centers versus shelters to provide immediate support and “triage” of evacuees. This decision has numerous impacts which need to be weighed for a final determination on how these sites can be included in state recovery plans, and to what extent. Final determinations will need to be included in plans, training and future exercises.

APPENDIX A: IMPROVEMENT PLAN

This IP has been developed specifically for the State of Illinois as a result of National Mass Care Exercise conducted on August 26-29, 2019. Corrective actions are summarized, refer to the AAR for the full recommendations.

Issue/Area for Improvement	Corrective Action	Primary Responsible Organization	Organization POC	Start Date	Milestone Date
1. Task Force Utilization	Formalize Lessons Learned in state recovery plans	IEMA	SPC -	20191001	20200301
2. Expand Future Exercise Scope	Build future exercises to resolve issues identified in this exercise	IEMA	Exercise Officer – Sandra Nickel		
3. Situational Awareness Needs	Develop matrix to collect EEI from affected counties for decision making	IEMA	SEOC MGR/IDoIT -		
4. Task Force Coordination	Formalize TF coordination methods and daily briefing schedule	IEMA	SEOC MGR -		
5. Agency Participation	Assist other agencies with plans and training for TF participation	IEMA	SPC -		
6. TF/SEOC Roles	Formalize roles of TFs and SEOC on planning and implementation of plans	IEMA	SEOC MGR -		
7. SEOC Roles	Conduct training on resource requests	IEMA	SEOC MGR -		
8. Augmenting Staff	Determine staffing needs, sources, space or virtual space	IEMA	SEOC MGR -		
9. Expand Capacity	Identify all resources for catastrophic response	IEMA/CMS	SPC – SEOC Manager		
10. BEOC Coordination	Include BEOC in TF plans as participants, & coordination	IEMA	SPC – BEOC – Edie Casella		

Issue/Area for Improvement	Corrective Action	Primary Responsible Organization	Organization POC	Start Date	Milestone Date
11. Resource Requests	Pre identify resource requests and FEMA or EMAC support to assist in request packages	IEMA/CMS	SPC – SEOC Manager ALCON		
12. Fuel Plans	Develop Fuel Plan to support both response and recovery	IEMA/CMS	SPC - CMS - Diane Hoots		
13. WebEOC Resource Tracking	Identify improvements to using WebEOC for resourcing from local, through federal, including policies, staffing, training	IDofIT	Mike Stehn		
14. WebEOC Training	Develop User Guide, user training and refresher training	IDofIT	Mike Stehn		
15. Standby Contracts	Establish standby contracts, and standardized resource requests for major incidents	CMS	CMS - Diane Hoots		
16. Situational Awareness	SEOC to formalize collection and synthesizing information needed for effective planning	IEMA	SEOC MGR -		
17. Donations Management	Address Donations Management in the plan revision process	VOAD-Serve Illinois Commission	Michelle Hanneken		
18. Group Designations for Planning	Examine needs of all affected parties for plan development, including use of groups	IEMA	SPC -		
19. All of Community Resources	Include ad hoc recovery efforts in planning process, including spontaneous volunteers	IEMA/VOAD	SPC – VOAD - Michelle Hanneken		

Issue/Area for Improvement	Corrective Action	Primary Responsible Organization	Organization POC	Start Date	Milestone Date
20. Federal Resources	FEMA V to provide briefing on federal programs, resources to support recovery efforts	FEMA	FEMA – Deb Fulk		
21. Demobilization Plans	Develop demobilization plans for each task force to transition out of recovery	IEMA	SPC -		
22. EMAC Support	Conduct training on EMAC resources, pre-scripting mission requests	IEMA	SEOC MGR –		
23. Massive Staffing Needs	Identify staffing options for all recovery activities	IEMA/CMS	SEOC MGR – CMS – Diane Hoots		
24. Expand Task Force Participants	Engage agencies identified as needed in task forces to participate	IEMA	SPC -		
25. Evacuation Tracking Tools	Identify evacuation tracking tools for use by SEOC	IEMA/ IDofIT	SPC – IDofIT - Sree Nair		
26. Call Center CONOPS	Build out state call center plans with CONOPS from Task Force	IDofIT/CMS	IDofIT - Sree Nair CMS – Diane Hoots		
27. Public Communications of available services	Develop plan to provide public communication for reunification and other services	PIO	Rebecca Clark		
28. DPH Patient Tracking Privacy Issues	Resolve privacy issues with patient tracking and train health providers on emergency ops	IDPH	Tricia Patterson		

Issue/Area for Improvement	Corrective Action	Primary Responsible Organization	Organization POC	Start Date	Milestone Date
29. Formalize Operational Planning Process	IEMA planners to formalize task force actions in state plans under the recovery annex	IEMA	SPC -		
30. Host State Agreements	Begin development of host state agreements for mass care capacity	IEMA	SPC – Legal -		
31. Sheltering Resource ID	Determine existing shelter capacity, and ID catastrophic sheltering options	ARC	Scott Clark		
32. Mental Health and Spiritual Support	ID resources, incorporate these issues into shelter plans	IDPH	Tricia Patterson		
33. Shelter Worker Fatigue	Develop plan to provide support to shelter workers CISM, etc.	ARC	Scott Clark		
34. Sheltering Activation Plan	Develop mass care sheltering plans for rapid activation	ARC	Scott Clark		
35. Pet Sheltering	Begin development of pet sheltering and feeding plans	ARC	Scott Clark		
36. Transitioning from Sheltering	Develop MASTT operation plan for transitioning out of shelters	ARC/IHDA	Scott Clark IDHA -		
37. Long Term Housing Task Force	IEMA lead planning on long term housing. Include issue in Senior Leader exercise	IEMA/IHDA	SPC – IDHA - FEMA -		
38. Feeding Task Force Plans	Feeding TF identified needs for plans, resources, sites, etc.	IEMA	SPC – FEMA -		
39. Distribution Issues	Develop plan addressing distribution during major disruptions	IEMA/IDOT	SPC – IDOT – Gene Felchner		

Issue/Area for Improvement	Corrective Action	Primary Responsible Organization	Organization POC	Start Date	Milestone Date
40. Use of University Facilities	Determine availability for use of any university resources for recovery functions. Include in Senior Leader Exercise	IBHE	IEMA – GOV OFFICE -		

APPENDIX B: EXERCISE PARTICIPANTS

State of Illinois:

Capital Development Board (CDB)
Illinois Board of Higher Education (IBHE)
Illinois Commerce Commission (ICC)
Illinois Community College Board (ICCB)
Illinois Deaf and Hard of Hearing Commission (IDHHC)
Illinois Department of Agriculture (IDoAg)
Illinois Department of Central Management Services (CMS)
Illinois Department of Children and Family Services (DCFS)
Illinois Department of Commerce and Economic Opportunity (IDCEO)
Illinois Department of Corrections (IDOC)
Illinois Department of Financial and Professional Regulation (IDFPR)
Illinois Department of Healthcare and Family Services (HFS)
Illinois Department of Human Services (IDHS)
Illinois Department of Innovation and Technology (DoIT)
Illinois Department of Natural Resources (IDNR)
Illinois Department of Public Health (IDPH)
Illinois Department of Transportation (IDOT)
Illinois Department of Veterans' Affairs (IDVA)
Illinois Department on Aging (IDoA)
Illinois Emergency Services Management Association (IESMA)
Illinois Environmental Protection Agency (IEPA)
Illinois Guardianship and Advocacy Commission (IGAC)
Illinois Law Enforcement Alarm System (ILEAS)
Illinois Medical Emergency Response Team (IMERT)
Illinois National Guard
Illinois Secretary of State (SOS)
Illinois State Board of Education (ISBE)
Illinois State Police (ISP)
Mutual Aid Box Alarm System (MABAS)

State and National VOADs

American Red Cross
Salvation Army
Feeding Illinois
Operation Bar-B-Que
Lutheran Social Services
Team Rubicon
Illinois Baptist Relief
Latter Day Saints
Catholic Charities
Zakat Foundation
Society of St Vincent DePaul

United Church of Christ

State Partners:

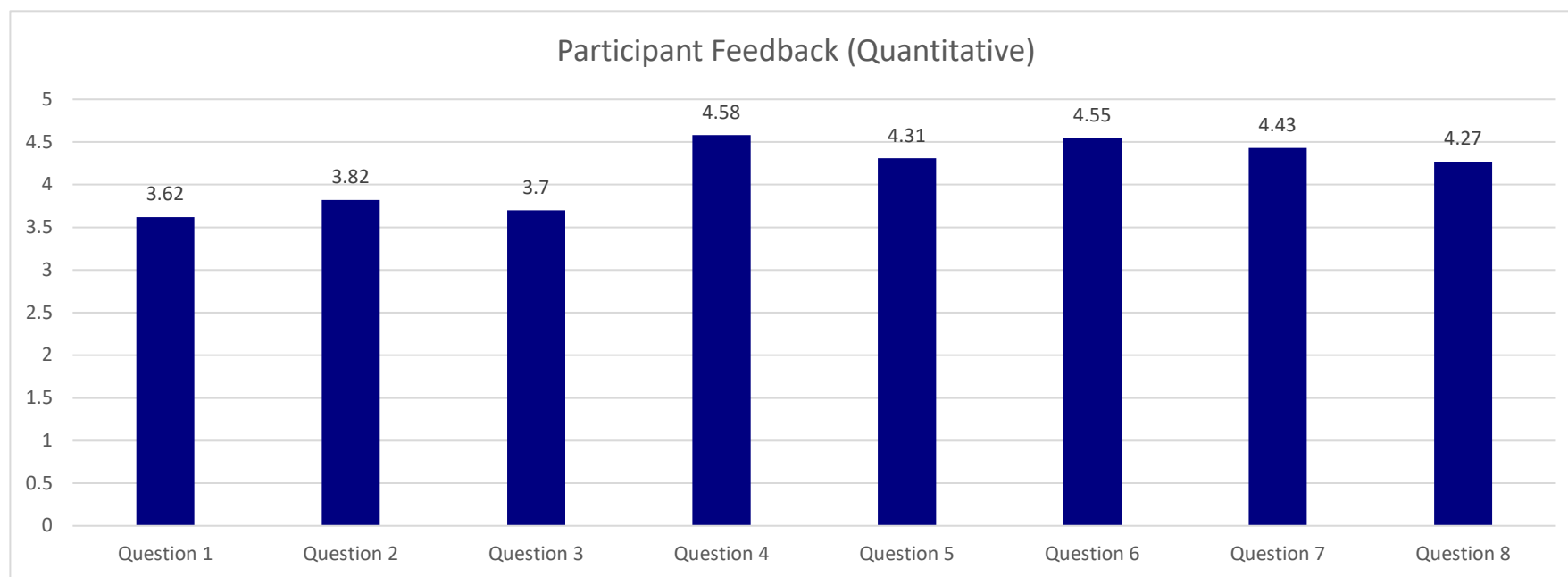
Louisiana
Mississippi
Oregon
Florida

Federal Partners

Federal Emergency Management Agency
National Mass Care Team
National Exercise Division
Region V Regional Integration Branch
Region V Mass Care Coordinator
Region V Defense Coordination Office (DCO)

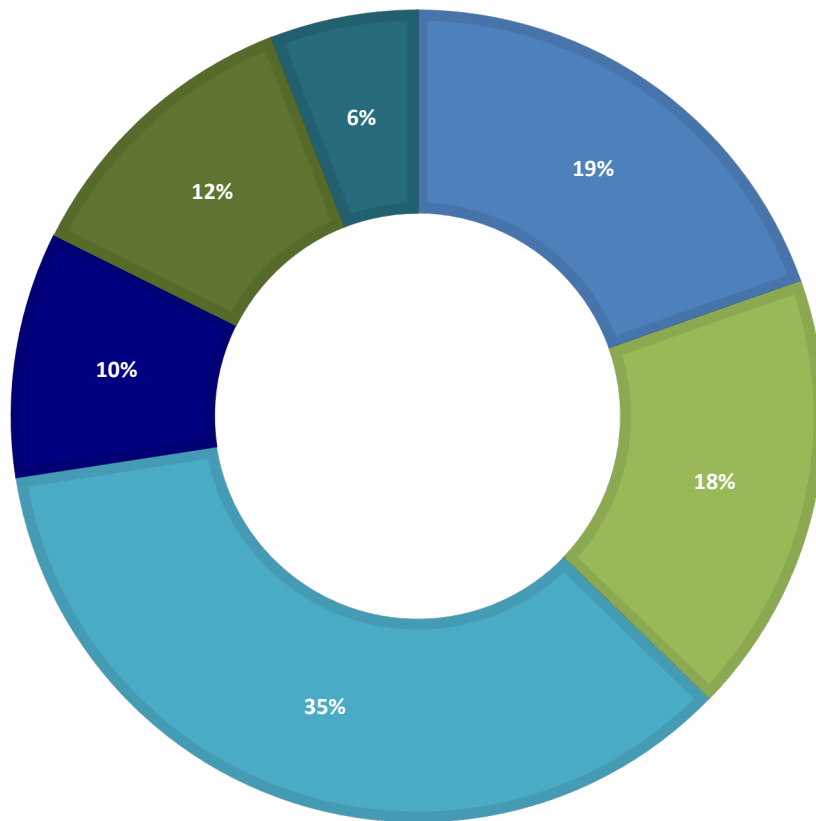
APPENDIX C: PARTICIPANT FEEDBACK SUMMARY

Question	1. Pre-exercise briefings were informative and provided the necessary information for my role in the exercise	2. The exercise scenario was plausible and realistic.	3. Exercise participants included the right mix of people (e.g., expertise, disciplines).	4. Participants were actively involved in the exercise.	5. Exercise participation was appropriate for someone in my field with my level of experience/ training.	6. This exercise increased my understanding about, and familiarity with, the capabilities and resources of other participating organizations.	7. This exercise provided the opportunity to address significant decisions in support of critical mission areas.	8. After this exercise, I am better prepared to deal with capabilities and hazards addressed.
<i>Responses vary; 1 = Strongly Disagree 5 = Strongly Agree</i>								
Average	3.62	3.82	3.7	4.58	4.31	4.55	4.43	4.27
Minimum	1	1	2	3	3	2	3	3
Maximum	5	5	5	5	5	5	5	5
Mode	4	4	4	5	4	5	5	4



PARTICIPANT FEEDBACK

■ Sheltering Task Force ■ Reunification Task Force ■ Feeding Task Force
■ SEOC ■ Rotating / All Task Forces ■ Unknown / Not Specified



Average Participant Level of Experience (Years): 8.4 (Min: 0.5; Max: 55)

51 Participant Feedback Forms Received (Total)

- 10 Sheltering Task Force
- 9 Reunification Task Force
- 18 Feeding Task Force
- 5 SEOC
- 6 All Task Forces / Rotating
- 3 Unknown / Not Specified

APPENDIX D: ACRONYMS

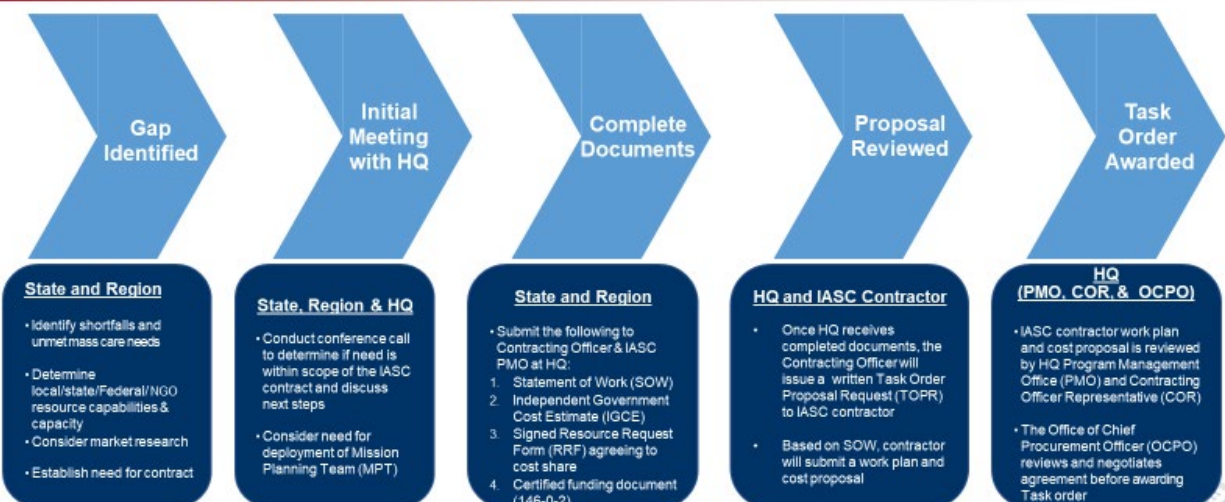
Acronym	Term
BEOC	Illinois Business Emergency Operations Center
C/E	Controller/Evaluator
CDB	Capital Development Board
CMS	Illinois Department of Central Management Services
DCFS	Illinois Department of Children and Family Services
DHS	U.S. Department of Homeland Security
DofIT	Illinois Department of Innovation and Technology
FEMA	Federal Emergency Management Agency
HFS	Illinois Department of Healthcare and Family Services
HSEEP	Homeland Security Exercise and Evaluation Program
IBHE	Illinois Board of Higher Education
ICC	Illinois Commerce Commission
ICCB	Illinois Community College Board
IDCEO	Illinois Department of Commerce and Economic Opportunity
IDFPR	Illinois Department of Financial and Professional Regulation
IDHHC	Illinois Deaf and Hard of Hearing Commission
IDHS	Illinois Department of Human Services
IDNR	Illinois Department of Natural Resources
IDoA	Illinois Department on Aging
IDOC	Illinois Department of Corrections
IDofAg	Illinois Department of Agriculture
IDOT	Illinois Department of Transportation
IDPH	Illinois Department of Public Health
IDVA	Illinois Department of Veterans' Affairs
IEPA	Illinois Environmental Protection Agency
IESMA	Illinois Emergency Services Management Association
ILEAS	Illinois Law Enforcement Alarm System
IMAT	Incident Management Assistance Team
IMERT	Illinois Medical Emergency Response Team
ISBE	Illinois State Board of Education
ISP	Illinois State Police
MABAS	Mutual Aid Box Alarm System
SOS	Illinois Secretary of State

APPENDIX E: FEMA GUIDANCE

Mass Care Task Force Principles

- When established by the State, one or more mass care task forces support the State Mass Care Coordinator with planning, instead of an operational, role at a State Emergency Operations Center.
 - Mass care task forces, normally organized by mass care activity, are directed by a task force leader, who reports to the State Mass Care Coordinator.
 - Mass care task force participants represent state, federal, NGO, & private sector agencies with mass care capabilities.
 - Primary tasks for mass care task forces include: advanced planning, identifying mass care requirements & available resources, and any future gaps that would require state requests for federal resources.
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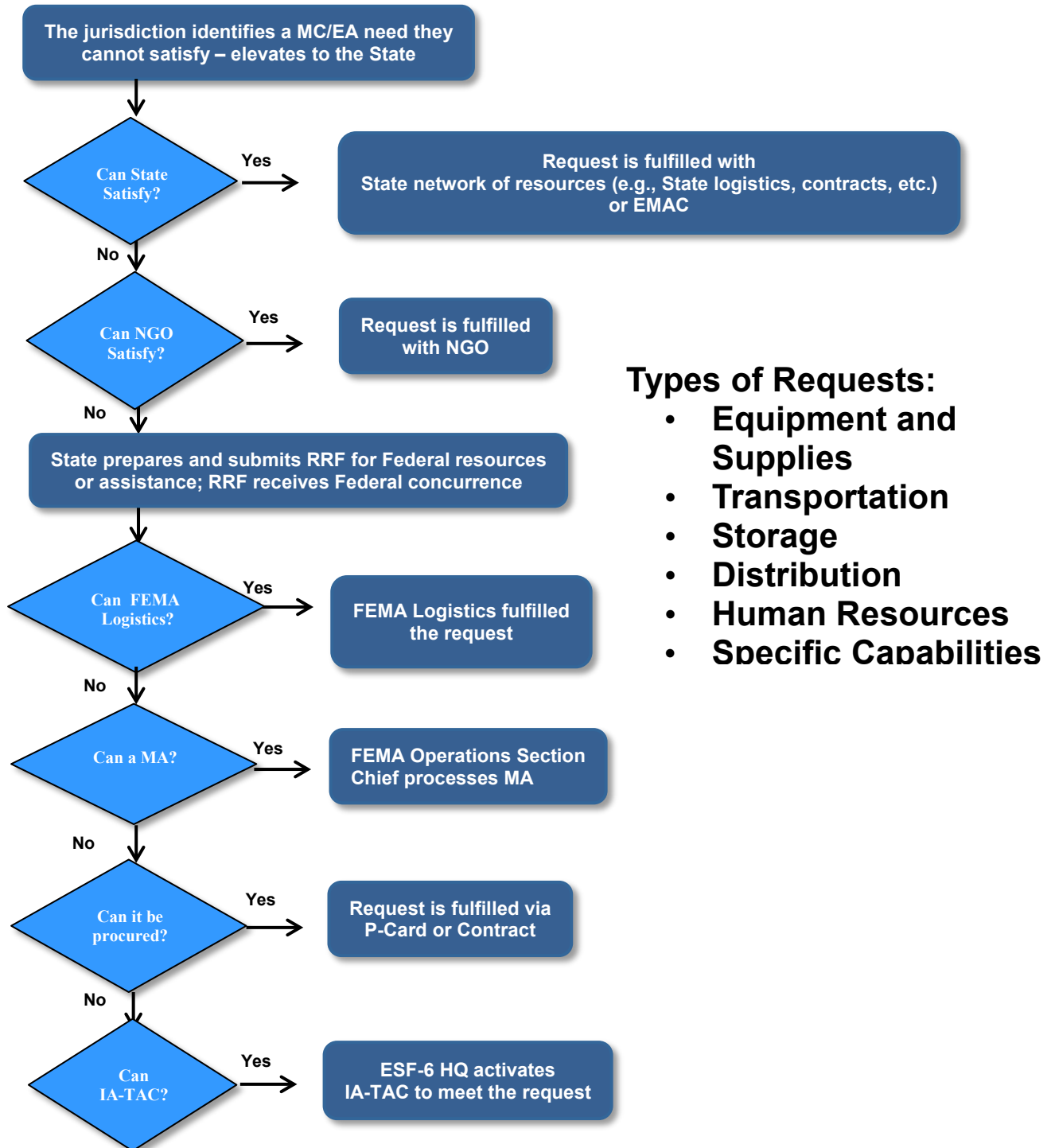
Individual Assistance Support Contract (IASC) Implementation Process



Decision Tree to Process Resource Requests

The decision tree process illustrates a sequential process used to determine how to fulfill requests for resources. A narrative description follows the flow chart below.

SAMPLE:



The Decision Tree Process can be used by Mass Care/Emergency Assistance (MC/EA) practitioners at any level to examine options to acquire, store, transport, and distribute supplies. It can also be used as a means to obtain human resources. A request may be satisfied with an individual or a combination of local, State, non-governmental organization (NGO), and Federal resources. For example, the State resources may be used to acquire cleaning kits, and local or NGO resources used to distribute them (e.g., at Points of Distribution – PODs).

- ✚ Once a need is identified by a local or county level jurisdiction, and a determination is made it cannot be met at that level, the staff should ask the following questions:

Can the State satisfy the acquisition request? Can the State satisfy a part of the request (e.g., storage, transportation, or distribution)? Before other resources are used, the State evaluates its own resources (e.g., State agencies, logistics, contracts, etc.) and those of local NGOs in the State’s coordinated resource network, which may include donated goods. The State coordinator for mass care asks for Federal support for only what is beyond the State’s capacity.

For example, shelter residents in a General Population Shelter may lack basic needs, such as cots and blankets, and the mass care staff would support the State in writing the RRF.

- ✚ If the State cannot meet the need, the MC/EA staff should consider the following:

Can an NGO that is not part of the State’s coordinated network satisfy the acquisition request? Can a local NGO satisfy a storage, transportation or distribution request? If the state determines that the need cannot be met through its own network of resources, including NGOs, the mass care staff works with the State to examine options with national level NGOs or NGOs that are not part of the State network to meet the requirement.

For example, does an NGO have a supply of cots, and can they deliver to the shelter? NGOs may provide distribution support using indigenous vans or other assets.

- ✚ If NGOs can’t satisfy the request, the State prepares and approves a Resource Request Form (RRF) for Federal resources or assistance; the RRF receives Federal concurrence. To continue with the options on the Decision Tree, federal partners the following questions:

Can FEMA Logistics satisfy the acquisition request with available resources? Can FEMA Logistics satisfy a storage, transportation, or distribution request?

- FEMA Logistics may fulfill the request through a variety of resourcing methods, to include existing or new contracts.
- If FEMA Logistics acquires the needed resource (for example, cots, blankets, linen), staff must have a plan for the storage and distribution of the items. An NGO may be identified by the State to store and distribute, and the MC/EA staff would coordinate the hand-off between FEMA Logistics and the NGO partner.

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- ✚ If FEMA Logistics cannot fulfill the request, then the following questions are determined by FEMA:

Can a Mission Assignment (MA) satisfy the acquisition request? Can an MA satisfy a storage, transportation, or distribution request?

- An MA is the method by which FEMA can task another Federal agency to fulfill the request. The mass care staff will work with other FEMA elements to identify the Federal agency that may be able to fulfill the MA.
- As an example, to fulfill the State's need for cots and blankets, the U.S. Forest Service could be mission assigned, in which case they may be able to provide for transportation, storage and distribution. If not, another agency or organization could be mission assigned for these purposes.

- ✚ If a MA cannot satisfy the acquisition request, FEMA then determines:

Can the FEMA Joint Field Office (JFO) or Regional staff procure the requested resource through local funding vehicles? Can one of these methods satisfy a storage, transportation, or distribution request?

This could be through use of a P-card and/or a contract

- ✚ If none of the above resources can satisfy the request, then FEMA determines:

Can a FEMA individual Assistance–Technical Assistance Contract (IA-TAC) satisfy the request?

IA-TACs are contracts developed by FEMA to support Mass Care/Emergency Assistance identified shortfalls. If a decision is made to use the contract, then the contract is activated by FEMA Headquarters.