



# STATE OF WISCONSIN

DEPARTMENT OF MILITARY AFFAIRS

DIVISION OF EMERGENCY MANAGEMENT

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## INFORMATION & GUIDANCE MEMO 09-06-2011

**DATE:** 09-06-2011

**TO:** County Emergency Management Directors

**FROM:** Administrator Brian Satula  
Wisconsin Emergency Management

**SUBJECT:** WISCONSIN EMERGENCY MANAGEMENT EXERCISE POLICY FOR  
LOCAL/COUNTY/TRIBAL AGENCIES

### PURPOSE

The purpose of this Information & Guidance Memo is to establish exercise policy. It supersedes previous Information & Guidance Memos.

### PURPOSE OF AN EXERCISE PROGRAM

The primary purpose of an exercise program is to improve the operational readiness of the emergency management system. When such improvements are viewed as the overall goal, exercises can:

- Reveal capability strengths and weaknesses
- Train participants on their roles & responsibilities
- Improve coordination
- Identify resource needs
- Foster cooperation among government agencies and private sector
- Validate plans and systems in “live” situations

### Distribution:

MG Donald Dunbar, TAG  
Randi Milsap, General’s Legal Counsel  
WEM Staff  
County/Tribal Emergency Management Directors  
OJA-Mike Pohlman

## **EXERCISE DESCRIPTIONS:**

### **Table Top Exercise (TTX):**

In accordance with the Homeland Security Exercise Evaluation Program (HSEEP), a tabletop exercise gathers key staff, decision makers, and elected/appointed officials in an informal setting in order to generate discussion of prevention, response, recovery and mitigation issues regarding a hypothetical emergency incident scenario. In the TTX, players apply their specific knowledge in response to a series of scenario questions presented by a facilitator; questions are discussed as a group; and resolution is reached and documented for later analysis. TTXs are used to assess the understanding of emergency operations plans & procedures, and identification of current strengths and weaknesses in capabilities, training, resources, and/or agreements that guide the prevention, response, recovery and mitigation to an emergency incident or disaster. All TTX's conducted using Federal funding (EMPG, HMEP, HSGP) funding must be NIMS compliant.

The exercise objectives discussed in the tabletop exercise must be selected from the current 37 Target Capabilities list outlined in the HSEEP-Exercise Evaluation Guides (EEG) Library at ([https://hseep.dhs.gov/pages/1002\\_EEGLi.aspx](https://hseep.dhs.gov/pages/1002_EEGLi.aspx)) and outlined in the WEM Exercise Notification Memo. All TTX Target Capabilities/objectives must include Onsite Incident Command and/or Emergency Operations Center Management capabilities and should be limited to no more than 4 other capabilities selected from the 37 HSEEP Target Capabilities list.

Upon completion of the exercise, a written After Action Report (AAR) must be completed that identifies capability strengths & weaknesses and develops an improvement plan to correct identified shortfalls. The AAR must be submitted to the WEM Regional Director within 60 days of the exercise. The AAR must be completed in accordance with the HSEEP template located at (<https://hseep.dhs.gov/support/hseep%20AAR-IP%20Template%202007.doc>).

The lessons-learned documented in the TTX AAR should be used as the foundation for the next step in the exercise program-a functional exercise (FE) based upon the same hypothetical emergency incident scenario presented in the TTX. Upon notification that a County intends to conduct a FE, the Regional Director should carefully review the County's prior TTX to ensure the County has corrected all capability shortfalls identified in the prior TTX AAR.

### **Functional Exercises (FE):**

In accordance with the Homeland Security Exercise Evaluation Program (HSEEP), a functional exercise gathers Incident Command System (ICS) and/or Unified Command (UC), and/or Emergency Operations Center (EOC) personnel overseeing agency emergency response & recovery activities, and evaluates functional decision-making during a hypothetical emergency incident scenario. In the FE, players are gathered in an Emergency Operations Center (EOC), Mobile Command Post or conference room. Players are presented a scenario and then receive messages (Phone/Radio/Fax/E-Mail/E-Sponder or hard copy) from a simulation center (SIMCELL) simulating messages, scenario updates and information from a Master Scenario Events List (MSEL) that forces players to make real-world decisions directing agency response & recovery actions by applying current agency emergency operations plans & procedures and actual agency personnel/equipment capabilities. An FE is conducted in a realistic, real-time environment; however all actual movement of personnel and equipment/vehicles is simulated. The focus of a FE is at the command & control staff level with player decision-making being observed and validated against current agency emergency plans, standard operating procedures and real-world scope of capabilities. All FE's conducted using Federal funding (EMPG, HMEP, HSGP) must be NIMS compliant.

FE Target Capabilities/objectives must include Onsite Incident Command and/or Emergency Operations Center Management, as the core Target Capabilities/objectives and should be limited to no more than 6 other capabilities from the HSEEP Target Capabilities list.

Upon completion of the exercise, a written After Action Report (AAR) must be completed that identifies capability strengths & weaknesses and develops an improvement plan to correct identified shortfalls. The AAR must be completed in accordance with the HSEEP template and must be submitted to the Regional Director within 60 days of the exercise.

A FE AAR builds the foundation for the next step in the exercise program—the full-scale (FSE) exercise. Under no circumstances, should a FSE exercise be planned without having conducted an extensive FE and correcting all capability shortfalls noted in the FE AAR. Failure to conduct a FE prior to the conduct of a FSE will disqualify the County from consideration by the Office of Justice Assistance for FSE Grant funding.

Upon notification that a County intends to conduct a FSE, the Regional Director should carefully review the County's prior FE to ensure the County has corrected all capability shortfalls identified in the prior FE AAR.

### **Full-Scale Exercise (FSE):**

In accordance with the Homeland Security Exercise Evaluation Program (HSEEP), a full-scale exercise involves multiple agencies and jurisdictions conducting emergency response operations in a real-time, highly stressful environment that closely mirrors a real incident. A FSE focuses on actual demonstration of the policies and procedures that have been discussed & examined during the previous TTX and FE. In a FSE, actual personnel and resources are mobilized and deployed to the scene where actions would be conducted as if a real incident had occurred. All FSE's conducted using Federal funding (EMPG, HMEP, HSGP) funding must be NIMS compliant

FSE Target Capabilities/objectives must include Onsite Incident Command and Emergency Operations Center Management, as the core Target Capabilities/objectives and should be limited to no more than 9 other capabilities from the HSEEP Target Capabilities list.

Upon completion of the exercise, a written After Action Report (AAR) must be completed that identifies capability strengths & weaknesses and develops an improvement plan to correct shortfalls in capabilities. The AAR must be completed in accordance with the HSEEP template and must be submitted to the Regional Director within 60 days of the exercise.

### **All Hazards Categories**

Hazards are divided into three categories, Natural Hazards (such as flood, tornado, wild fire, drought, or winter storm), Technological Hazards (such as hazardous materials spill, radiological release, dam failure, power failure, or transportation accident), and National Security/terrorism Hazards (Chemical, Biological, Radiological, Nuclear, Explosive (CBRNE))

### **Pre-Exercise Requirements**

The County Emergency Manager is responsible for sending the Regional Director the Exercise Notification Form on page 5 of this document not later than thirty (30) days prior to the date of the actual exercise. This form can be found in a fillable PDF format for email located at The Regional Director will forward an electronic/or hard copy of the Exercise Notification and Scope memorandum to WEM (Attention: Cregg Reuter) WEM will display exercise information on the WEM website.

## **Post-Exercise Requirements**

Upon completion of all exercises the County Director will submit an exercise after action report (AAR) to the Regional Director not later than sixty (60) days after the date of the exercise. The AAR **must** include:

- Copy of Participant Sign-In Sheets
- Wisconsin Emergency Management After Action Information Form
- HSEEP compliant After Action Report (AAR) to include:
  - Executive Summary
  - Exercise Overview
  - Exercise Design Summary
  - Analysis of Capabilities
  - Conclusion
  - Improvement Plan (Matrix)

Upon receipt and approval, the Regional Director will **forward an electronic copy** of these documents to [cregg.reuter@wisconsin.gov](mailto:cregg.reuter@wisconsin.gov).

## **EMPG & EPCRA Exercises**

Each county is required to conduct a series of EPCRA exercises during a four year cycle. Within this cycle, the county will conduct a Tabletop, and a Functional or Full-Scale exercise. If the exercise scenario is based upon a fixed facility, an EHS should be used (unless otherwise negotiated with their Regional Director). If the scenario is transportation focused, then an EHS or HS may be used. Guidance for EMPG exercises is provided annually as part of the Plan of Work.

## **Actual Disaster Events Submitted for Exercise Credit**

Any county which has experienced a disaster incident can apply for consideration for exercise credit against the plan of work requirements by submitting an amended HSEEP AAR. This AAR will contain the Executive Summary, Analysis of Capabilities, Conclusion and Improvement Plan (Matrix). This AAR must be provided to your Regional Director within 90 days of the conclusion of the actual emergency response event.

## **Questions**

Questions regarding this document should be directed to Cregg Reuter, 608-242-3300 or David Nunley, 608-242-3213.

# EXERCISE NOTIFICATION MEMO (WEM)

County Directors: Please submit an electronic copy to your Regional Director within 30 days of actual exercise date. Regional Directors will forward an electronic/or hard copy to [cregg.reuter@wisconsin.gov](mailto:cregg.reuter@wisconsin.gov)



To: (Regional Director's Name)

From: (County/Tribal Director's Name)

County/City:

Exercise Date:  Exercise Time: From  To

Exercise Location:

Type of Exercise Being Conducted:

	<b>Drill</b>		<b>Workshop</b>
	<b>Seminar</b>		<b>Table Top</b>
	<b>Game</b>		<b>Functional</b>
			<b>Full Scale</b>

Type of Hazard:  Natural     Technological     National Security/Terrorism

Exercise Scenario Summary:

**Tort Liability and Worker's Compensation may be offered by the State of Wisconsin for functional or full scale exercises only. Those requesting coverage must have an identified Safety Officer for the exercise. By checking the following box the local sponsoring agency head will ensure that there is a Safety Officer in place during the exercise (exercise contractors may not act as safety officers).**

Coverage requested:     Sponsoring Agency Head:

**Target Capabilities to be tested include (Check All That Apply):**

<input type="checkbox"/> Animal Health Emergency Support	<input type="checkbox"/> Isolation and Quarantine
<input type="checkbox"/> CBRNE Detection	<input type="checkbox"/> Law Enforcement Investigation and Operations
<input type="checkbox"/> Citizen Evacuation & Shelter-in-Place	<input type="checkbox"/> Mass Care
<input type="checkbox"/> Communications	<input type="checkbox"/> Mass Prophylaxis
<input type="checkbox"/> Community Preparedness & Participation	<input type="checkbox"/> Medical Supplies Management & Distribution
<input type="checkbox"/> Critical Infrastructure Protection	<input type="checkbox"/> Medical Surge
<input type="checkbox"/> Critical Resource Logistics and Distribution	<input type="checkbox"/> Onsite Incident Command
<input type="checkbox"/> Economic & Community Recovery	<input type="checkbox"/> Planning
<input type="checkbox"/> Emergency Operations Center Management	<input type="checkbox"/> Public Health Laboratory Testing
<input type="checkbox"/> Emergency Public Information & Warning	<input type="checkbox"/> Public Safety & Security Response
<input type="checkbox"/> Environmental Health	<input type="checkbox"/> Responder Safety & Health
<input type="checkbox"/> Epidemiological Investigation Surveillance and Investigation	<input type="checkbox"/> Restoration of Lifelines
<input type="checkbox"/> Explosive Device Response Operations	<input type="checkbox"/> Risk Management
<input type="checkbox"/> Fatality Management	<input type="checkbox"/> Structural Damage Assessment
<input type="checkbox"/> Firefighting Operations & Support	<input type="checkbox"/> Triage & Pre-Hospital Treatment
<input type="checkbox"/> Food & Agriculture Safety & Defense	<input type="checkbox"/> Search and Rescue
<input type="checkbox"/> Info Gathering & Indicators/Warnings	<input type="checkbox"/> Volunteer & Donations Management
<input type="checkbox"/> Intelligence Analysis and Production	<input type="checkbox"/> WMD/Hazardous Materials Response and Decontamination
<input type="checkbox"/> Intelligence/Info Sharing & Dissemination	

# WEM After Action Information Form

The County Director will submit an **electronic copy** of the After Action Report, Improvement Matrix and After Action Information Form to the Regional Director who will **forward an electronic copy** of these documents to [cregg.reuter@wisconsin.gov](mailto:cregg.reuter@wisconsin.gov)

Please submit along with Copy of After-Action Report

County:



Type of Exercise:

Location of Exercise:

Yes  No

Date/s of Exercise:  Was this Exercise Funded by a Grant from OJA?

### Hazard:

Please enter only one (1) P for the Primary Hazard and, if needed, one (1) or more S's for Secondary type(s) of Hazard(s).

Natural	P or S	Technological	P or S	National Security/Terrorism	P or S
Tornado		Dam Failure		Biological	
Drought		Hazardous Materials – Fixed Facility		Chemical	
Flood		Hazardous Materials – Transportation		Civil Disorder	
Winter Storm		Power Failure		Cyber	
Wild Fire		Radiological – Fixed Facility		Explosive	
Landslide		Radiological – Transportation		Hostage	
Subsidence		Structural Fires		Nuclear/Radiological	
		Transportation Accidents (Air/Rail/Highway/Water)			

Exercise Focus (Check one or more):

Preparedness     Mitigation     Response     Recovery

For EPCRA Credit Provide EHS/HS Name  CAS #

Indicate Number of Participants in each Category:

	Number		Number
Elected Official		Public Works	
Dispatch		Private Industry	
Emergency Management		Public Utilities	
EMS		Military	
Fire		Volunteer	
Law Enforcement		State	
Public Health		Federal	
Hospital		Other	
School		Total Number of Participants	