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**La Crosse Tabletop Exercise**  
**April 16, 2014**

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## UMR Hazardous Spills Coordination Group

### La Crosse Tabletop Exercise

April 16, 2014

Upper Midwest Environmental Sciences Center, La Crosse, Wisconsin

## Agenda

- |            |   |
|------------|---|
| 12:30 p.m. | Check-in Begins   |
| 1:00       | Welcome and Introductions                                     |
| 1:10       | Exercise Ground Rules and Goals                               |
| 1:15       | Background Presentations                                      |
| 1:35       | Scenario Presentation   |
| 1:45       | Initial Response Discussion                                   |
| 2:45       | <i>BREAK (15 minutes)</i>                                     |
| 3:00       | Wildlife and Environmental Issues Discussion                  |
| 3:30       | Transportation and Infrastructure Impacts Discussion          |
| 3:50       | Longer-Term Issues Discussion                                 |
| 4:10       | <i>BREAK (10 minutes)</i>                                     |
| 4:20       | Exercise De-Brief   |
| 4:50       | Next Steps Discussion   |
| 5:00 p.m.  | Conclude Exercise ( <i>Please Turn in Evaluation Forms!</i> ) |



## Introduction

- Welcome and Introductions
- Orientation and Exercise Overview

## Introduction

- **Ground Rules**
  - Be Positive
  - Please put phones on vibrate.
  - Treat everyone with courtesy and respect.
    - Use full concept phrases, limit acronym use
  - Respect the groups' time: Please keep comments brief and to the point
  - One person speaks at a time - no cross talk, no interruptions.
  - Respectfully challenge an idea, not a person.
  - Respect your chain-of-command when bringing forth issues.
  - Sensitive Information: Talk about things only in your area of knowledge and responsibility.
- **Participant Roles & Expectations**
  - Players, Observers, Evaluators

## Introduction

- **Exercise Goals**
  - Bring together local, state, federal, and private sector partners
  - Exercise specific capabilities and areas of concern.
  - Test/utilize existing plans and tools (UMR Plan, ISA, other applicable plans)
  - Support development of new ones (i.e., Pool 8 GRP)

## Introduction

- **Key Exercise Topics/Focus Areas**
  - Initial Response
    - Communications and Notification
    - Incident Management, setting objectives and establishing a command structure.
    - Safety (land & water, responders and public) crude oil considerations.
    - Public Information management
  - Wildlife and Environmental Issues
  - Transportation and Infrastructure Impacts
  - Longer-Term Issues

## Background

- **Brief Background Comments**
  - La Crosse Area and Geography
  - UMRNW&FR and Other Sensitive Resources
  - Rail Lines and Rail Transportation
  - Regionally Relevant Planning Resources

## Event Scenario

- Derailment and release near rail mile marker 293 on Wisconsin side of the river
- 5 rail cars spill Bakken crude @ 30,000 gallons per car, total of approximately 150,000 gallons released (100 total cars in train)
- Spill reaches river in Goose Island area, and also starts spreading across river



## Event Scenario

- Spill happens during the night, approximately 2 a.m.
- There is not a large fire associated with the spill
- Stopped train is backed up into La Crosse, interfering with road traffic; also school nearby incident site



## Event Scenario

- Fall migration season; waterfowl congregated in the area
- Brisk winds coming from the east, storm front approaching



## Initial Response

### Notification

- How does initial notification occur?
- Who would be dispatched and what is the anticipated response time for each initial responding agency?
- Would responders be notified of the potential spill when they are dispatched?
- What is going on in the dispatch regarding policy, plans, etc.?
- When would additional assistance be requested/notifications be made – to whom and by whom?

## Initial Response

### Incident Command

- Describe the command structure that you envision for this incident.
- How/how quickly would command structure, incident command post, staging areas, etc. be established?

## Initial Response

### Safety

- What are unique safety considerations for the general public? For responders?
- What special equipment (PPE, monitors, etc.) might be needed?
- Are perimeter zones established? Where?
- Is there any need to evacuate/notify nearby citizens?

## Initial Response

### Communications

- What methods of communication (voice and data) will be utilized? Are they accessible in this area? Interoperable?

### Public Information Management

- What approach will be utilized in communicating to the press/public?

## Initial Response

### What are your top priorities?

- 3-5 things you might focus on
- What special resources do you have?
- What might your incident action plans look like short-term and long-term?
  - Wildlife
  - OSROs
  - Railroad
  - Local government
  - State government

## Initial Response

### Spill Response and Containment

- What are the closest available resources and deployment times:
  - Fire & Hazmat
  - Nearby Private Assets
  - OSROs
  - State Spill Response Resources
  - USFWS
  - SCAT, Recon and roles?

## Initial Response

### Spill Response and Containment

- What are options to improve response time?
  - Equipment trailers?
  - Agreements?
  - Spill response co-op?
  - Training?
  - Other?



## Fifteen Minute Break

## Wildlife and Environmental Issues

- **What are key sensitive species and fish & wildlife habitats in the area?** How would Environmental Unit (in Planning Section) coordinate with Operations Section to identify and protect these areas?

## Wildlife and Environmental Issues

- **What is the threat of oiling to waterfowl?**  
How would the Wildlife Branch (in Operations Section) implement protection, recovery, and rehabilitation actions? What are related wildlife law enforcement and safety considerations?

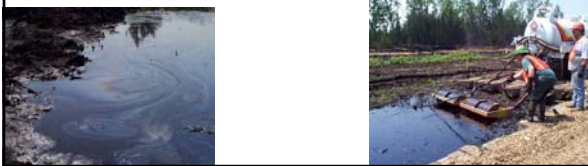
## Transportation and Infrastructure Impacts

- What are the impacts to local road traffic?
- What are the impacts to regional rail traffic?
- What are the impacts to river navigation traffic?
- Are there any impacts to downstream intakes/infrastructure?



## Longer Term Issues

- From your perspective, what does the incident look like one week later?
- What are likely long-term issues?
- **Natural Resources Damage Assessment (NRDA)** What are the responsibilities of the natural resource trustees? How does the NRDA process interface with the emergency response process?



## Five Minute Break

## Exercise Debrief

- Evaluator comments/observations
- Comments from other participants:
  - General reaction
  - Within your work area:
    - What was successful?
    - What needs more work/focus for your organization ?

## Next Steps

- Complete your evaluations
- Exercise summary distributed to participants
- Pool 8 Geographic Response Plan (GRP) development
- Larger exercise in Fall 2014?
- Other ideas?
- THANK YOU



**UMR Hazardous Spills Coordination Group  
La Crosse Tabletop Exercise**

**April 16, 2014**

**Exercise Discussion Summary**

Please Note:

*This summary reflects the flow of discussion in the exercise and is not intended to provide a complete record of all conversation. Rather, major discussion themes are summarized and highlighted.*

**Event Scenario** (Introduced at Beginning of the Exercise)

- Derailment and release near rail mile marker 293 on Wisconsin side of the river.
- 5 rail cars spill Bakken crude @ 30,000 gallons per car, total of approximately 150,000 gallons released (100 total cars in train).
- Spill reaches river in Goose Island area, and also starts spreading across river.
- Spill happens during the night, approximately 2 a.m.
- There is not a large fire associated with the spill.
- Stopped train is backed up into La Crosse, interfering with road traffic; also school nearby incident site.
- Fall migration season; waterfowl congregated in the area.
- Brisk winds coming from the east, storm front approaching.

**Discussion Topic # 1: Initial Response**

Notification & Arrival

- RR crew notifies BNSF, 911, and National Response Center (NRC).
- Crew waits in train for emergency responders, shares list of rail car contents.
- Local dispatch notifies Police and Fire departments.
- Local dispatch activates notification list, calls WI Emergency Management, neighboring fire departments, and County Emergency Managers. Some mutual aid agreements exist, but may need to be reworked.
- WI EM notifies state officials, Department of Public Health, DNR, etc.
- Police on site, notify local WDNR Conservation Warden.
- Conservation Warden identifies equipment needed to access spill site (air boats, etc.).
- Responders assess damage, initiate evacuate-in-place.
- Due to east wind, police notify MN and IA Duty Officers.
- WI Duty Officer notifies MN Duty Officer and WI DOT.

- USEPA receives notification via NRC. USEPA in turn notifies USFWS (which may have already received notification via other channels).
- FRA would also receive notification via the NRC.
- **Real time notification discussion:**
  - Train crew completes calls within minutes;
  - BNSF completes calls within half hour;
  - All parties notified by 3:00 a.m.
- **Estimated arrival times** of responders:
  - US Coast Guard by 6:30 a.m.
  - BNSF by 6:00 a.m.
  - WI DNR by 3:00 a.m.
  - WI EM by 5:00 a.m.
  - EPA Region 5 by 6:30 a.m. (Twin Cities OSC) or 10:30 a.m. (Chicago OSC)
  - OSROs (Mpls/StP) by 6:30 a.m.
- BNSF activates system-wide All-hazard Plan.
- BNSF reaches out to Red Wing CAER, which has response equipment trailers nearby. Trailers with 1000' boom, anchors, buoys, etc. at Winona, MN Fire Dept. and CP Marquette (IA) rail yard.
- NOAA representative observes that nobody has notified NOAA, who could model plumes. USACE could help model within the main channel. RSC (private company) models plumes on water for oil companies, could be brought in.

#### Incident Command

- Incident command set up. The group recognizes the challenge of organizing arriving agencies and maintaining order around the incident, which will hinder establishment of ICS.
- Fire Chief is initial IC. There is no preset command post. FD and PD would inform participants of chosen location for command and staging.
- WI DNR could set up IC within 90 minutes, IC-trained staff stationed in Black River Falls.
- Unified command would include La Crosse Fire Dept., BNSF, WI DNR, USEPA. (Note: USEPA is federal representative to unified command as the spill source was land-based.)

#### Safety

- USEPA Region 5 has MSDS for benzene/Bakken crude, and would bring in air monitoring equipment. FD also has air monitoring equipment, responds as it would to gasoline or ethanol release. PPE needs to be brought in for responders.
- PD begins to evacuate trailer park cut off by train.
- County Sheriff evacuates Goose Island with assistance of campground manager.
- BNSF monitors air quality and maintains perimeter security. Toxicology team priority is public safety.

## Communication

- Public Information Officer is needed. Part of critical message is to keep public out of hot zone.
- La Crosse EM could set up a PIO in the local office.

## Spill Response and Containment

- Actually stopping the leak at the source (train cars) may be impractical if larger holes in tanks. Response is most likely to focus on containment and collection of spilled product.
- WI EM keeps list of state equipment on a secure website. This should be used when responders know more about equipment needs.
- After first light, initial recon report is returned. BNSF prepares to contain spill at source, although no action or rail car repair can be done immediately. Expect 3 hours to elapse before containment equipment can be set up.
- Participants noted that a gas pipeline crosses the Mississippi River at La Crosse, responders should be informed about location.
- Initial containment in the bay would require at least 2500' of boom, so responders had to wait for OSROs before any serious containment and collection actions could be taken.
- Safety issues associated with benzene may significantly delay ability to reach priority areas.

## **Discussion Topic # 2: Wildlife and Environmental Issues**

### Scenario Update

- **At noon of following day:** Oil is now flowing past Goose Island in Wigwam and Running Sloughs, entering the no-hunt zone, where around 25,000 waterfowl congregate. It is also expected that some have been exposed to oil while feeding during night hours in Wigwam Slough.

### Sensitive Species & Habitats/Oiling of Waterfowl

- USFWS reminds responders to also consider mussel beds in the area.
- USDA WS can haze, but no incendiary devices can be used in ignition hot zone. Also, due to air quality hazards, no people will be sent into hot zone to haze.
- Boats require trained operators, and responders must be trained to enter the hot zone.
- Due to risk of exposure of wildlife to oil, a Wildlife Branch must be set up in IC Operations.
- BNSF contacts a wildlife rehabilitator to hire for the response.
- USDA WS is ready to activate as needed.
- WI DNR will act on reports of oiled birds, likely from hunters.
- USFWS is ready, wait for order from IC to mobilize.
- WI EM sets up site to organize walk-in volunteers. BNSF does not have a quick awareness training for such volunteers. Responders would lean toward declining volunteers due to significant safety and training issues involved.
- USFWS Law Enforcement collects oiled wildlife as evidence.

- USFWS and State natural resource trustees begin NRDA.

### **Discussion Topic # 3: Transportation and Infrastructure Impacts**

- Traffic control will be a major issue. PD directs traffic to reduce backups.
- BNSF now has Railroad Police present to keep public out of hot zone.
- USCG and Auxiliaries monitor the river to keep curious public out, keep tows moving in main channel (as long as it is clear of oil), will close river to recreational traffic.
- It is determined that closing all boat accesses and patrolling backwaters would require very substantial personnel commitment due to the multiple access points, both formal and informal, in this section of the river.
- WI DOT closes road access to river.
- If river flows at 3mph, spilled oil reaches Lock and Dam 8 on Day 1 of the incident.

### **Discussion Topic # 4: Longer-Term Issues**

- La Crosse FD still has crews on site for safety.
- DNR Law Enforcement remains on site throughout the incident. DNR begins steps to seek restitution for loss.
- USEPA Region 5 stays to oversee cleanup, bills responsible party for costs.
- Wildlife Branch remains active, dealing with oiled wildlife processing.
- La Crosse Police, Federal Railroad Administration, and NTSB investigate any potential criminality associated with the incident.
- Responders shift work from containment and collection to shoreline cleanup and assessment (SCAT).
- IC must determine where to take recovered oil, contaminated materials, and used equipment. Possible use of portable storage units, rail cars, vacuum trucks, frac tanks, and barges are discussed.
- DNR Regional Spill Coordinator is active answering questions about disposal, regulatory reports, etc.
- USFWS staff evaluate damage to sensitive species and habitats.

### **Exercise Debrief**

- May be useful to have an organization chart filled with incident participants. Generally, more focus on ICS discussion would have been helpful.
- FD/PD/Medical all willing to step up and see benefits of taking part in planning.
- USCG encourages all to voice concerns to higher-ups within ICS to more effectively respond to the incident.
- Railroad companies are moving toward use of improved tank cars. BNSF is acquiring improved cars and increasing inspections to improve safety.

- FRA has enforcement authority over shippers of hazardous materials, holds them accountable to comply with regulations.

### **Proposed Next Steps Discussion**

- Group is interested in developing a Geographic Response Plan for Pool 8, and potentially including the public in the process.
- Referencing the 2012 Wildlife and Spill Response training held in Montrose, Iowa, participants suggest setting up a similar event in the La Crosse area.
- Determine training courses that benefit participants in a real event, such as SCAT, IC Wildlife Branch setup, or ICS basics. Consider potential future full scale exercise.
- Need to better document response resources available in the area and set up cooperative/CAER group in the La Crosse area.

# Evaluator Form

## La Crosse Tabletop Exercise – April 16, 2014

*Instructions: Please fill in each of the comment/evaluation sections to the greatest extent possible as the exercise is ongoing and be prepared to offer comment during the exercise wrap-up. Turn in your forms to Dave Hokanson (UMRBA) at the conclusion of the exercise. Thank you for serving as an exercise evaluator!*

<b>Evaluator Name</b>	Marilyn Danks (MN DNR)
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### 1) Initial Response

<b>Subtopic</b>	<b>Evaluation Areas</b>	<b>Comments/Evaluation</b>
<i>Notification</i>	Was it clear how initial notification would occur?	eventually WI 911 & local good, SDO, NRC
	Was the UMR notification protocol referenced and utilized?	
	Was NRC notification discussed?	Yes
	Was notification of various levels of government discussed (local, state, federal)? And specific agencies within each level?	Yes city call Co. - local
	Was notification of other entities (industries, water intakes, utilities) discussed?	CAER group, industry
	Were there any apparent oversights in notification?	
	<b>Major issues/challenges identified:</b>	
<i>Incident Command</i>  <i>Unified Command</i>	Was incident command structure discussed? Was it clear how the command would be structured?	Not enough discussion to determine who (organizations) was doing what. RR, USFWS, FRA, DNR, FD, City, USCG
	Were command posts, staging areas, and other physical components discussed? <i>Yes</i> Was it clear how these would be established? <i>No</i>	
	<b>Major issues/challenges identified:</b> They recognized command would be unified, but not sure who was doing what. hunting, public, traffic County EOC – downtown La Crosse	
<i>Safety</i>  MSDS BNSF monitor air training – Hazmat needed keeping people out	Were safety considerations for responders explored? Was necessary safety equipment identified (e.g., PPE, monitors)? <i>No</i>	somewhat – but no safety gear discussed
	Was public safety explored and appropriate steps/precautions identified?	perimeter zone set up
	<b>Major issues/challenges identified:</b> Benzene, H <sub>2</sub> S, air release → evacuations, traffic building for AM rush hour flammable, evacuate trailer court, Interstate Gas line on Goose Island.	
<i>Communication</i>	Were method(s) of communication identified?	<i>No</i> Need to improve on communications
	Were interoperability issues explored and challenges/solutions identified?	
	<b>Major issues/challenges identified:</b> Are there enough radios for all teams? Do cell phone work on the river?	

<i>Public Information</i>	Were approach(es) identified to successfully communicate with the public? With the media?	Need to set up PIO
	<b>Major issues/challenges identified:</b> public wanting to help – ned to inform them not to. Did discuss joint PIO	
<i>Spill Response and Containment</i>  trailers w/booms trailer at Winona & Marquette USCG trailer	Were nearby response resources successfully identified? Was the UMR Plan utilized in identifying these resources?	Various CAER
	Were options to improve response identified?	recognize more boom/gear/CAER groups needed
	<b>Major issues/challenges identified:</b> No CAER group in La Crosse, Big OSROs in Twin Cities burning mentioned	

## 2) Wildlife and Environmental Issues

<i>Subtopic</i>	<i>Evaluation Areas</i>	<i>Comments/Evaluation</i>
<i>Sensitive Species / Habitats</i>  20,000 birds vegetation	Were sensitive species/habitats effectively identified?	Good discussion large waterfowl, eagles, mussels
	Were existing tools (UMR plan, inland sensitivity atlas) utilized in this process?	No – knowledge of people only
	Was coordination of Environmental Unit and Operation Section explored?	No – still a disconnect as to how information flows or is used
	<b>Major issues/challenges identified:</b> endangered species, predators – secondary oiling	
<i>Oiling of Waterfowl</i>  hazing to prevent oiling limited options	Was the threat of waterfowl oiling explored? Was seasonal migration presence addressed?	Yes Yes
	Were protection, recovery, and rehabilitation issues explored? The role of the Wildlife Branch in these?	mentioned
	<b>Major issues/challenges identified:</b> close area to hunting hazing options limited due to high benzene levels in Bakken crude	
<i>Natural Resource Damage Assessment (NRDA)</i>  collecting evidence	Were the responsibilities of the natural resource trustees made clear?	No
	Was the interface between NRDA and the emergency response process addressed?	Not really
	<b>Major issues/challenges identified:</b>	

Volunteer issues

### 3) Transportation and Infrastructure Impacts

<i>Subtopic</i>	<i>Evaluation Areas</i>	<i>Comments/Evaluation</i>
<i>Impacts to Various Transportation Modes</i>	Were impacts to local road traffic explored?	Yes
	Were impacts to regional rail traffic explored?	Yes
	Were impacts to navigation explored?	Yes
	Were other impacts to intakes/infrastructure identified?	Genoa industrial water intakes
	<b>Major issues/challenges identified:</b>	

### 4) Longer Term Issues

<i>Subtopic</i>	<i>Evaluation Areas</i>	<i>Comments/Evaluation</i>
<i>Longer-Term Issues</i>  emergent veg issues continue wildlife collection – restitution and evidence needs	Were longer term (1 week out) issues identified?	Yes
	Were issues beyond 1 week discussed/identified?	
	<b>Major issues/challenges identified:</b> emergent vegetation – oil removal Need SCAT law enforcement – criminal act?	

#### Other Comments:

- 1) MSDS should have been available or request made for it.  
more discussion of oil & its specific properties, which would lead to response & safety issues discussions.
- 2) communications – need more info on what works along river - are there enough radios/phones so as to communicate w/field so to improve info flow to I.C.
- 3) Rehabbers/volunteers – need to organize them before they start showing up.
- 4) Need to highlight relationship between environmental unit (Planning) and Wildlife Branch (Operations)



# Evaluator Form

## La Crosse Tabletop Exercise – April 16, 2014

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<b>Evaluator Name</b>	Sean DeCataldo (USCG)
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### 1) Initial Response

<b>Subtopic</b>	<b>Evaluation Areas</b>	<b>Comments/Evaluation</b>
<i>Notification</i>	Was it clear how initial notification would occur?	Yes
	Was the UMR notification protocol referenced and utilized?	No response plan notification
	Was NRC notification discussed?	Yes
	Was notification of various levels of government discussed (local, state, federal)? And specific agencies within each level?	Yes / Local / Federal
	Was notification of other entities (industries, water intakes, utilities) discussed?	Some but not others
	Were there any apparent oversights in notification?	Utilities / Industry / Port Partners
	<b>Major issues/challenges identified:</b> Does the RP have a notification – checklist * on Response Plan to reference !	
<i>Incident Command</i>	Was incident command structure discussed? Was it clear how the command would be structured?	Yes
	Were command posts, staging areas, and other physical components discussed? Was it clear how these would be established?	No discussion or staging areas & decon
	<b>Major issues/challenges identified:</b> Jurisdictional participants / Who would be Incident Commander? * Educate on ICS!! ICS always in flux!	
<i>Safety</i>	Were safety considerations for responders explored? Was necessary safety equipment identified (e.g., PPE, monitors)?	Yes
	Was public safety explored and appropriate steps/precautions identified?	Yes by La Crosse FD
	<b>Major issues/challenges identified:</b> Difficulty notifying general public	
<i>Communication</i>	Were method(s) of communication identified?	Not really
	Were interoperability issues explored and challenges/solutions identified?	No
	<b>Major issues/challenges identified:</b> Not sure exactly what I mean by “Communication” Very Broad! (Radio’s cell phoning ... computers... etc??)	

<i>Public Information</i>	Were approach(es) identified to successfully communicate with the public? With the media?	Yes
	<b>Major issues/challenges identified:</b> Trying to reach boaters/hunters etc.	
<i>Spill Response and Containment</i>	Were nearby response resources successfully identified? Was the UMR Plan utilized in identifying these resources?	Yes / No mention of UMR Plan
	Were options to improve response identified?	
	<b>Major issues/challenges identified:</b> Getting response resources on scene in a timely manner is difficult! Where are the resources?	

## 2) Wildlife and Environmental Issues

<i>Subtopic</i>	<i>Evaluation Areas</i>	<i>Comments/Evaluation</i>
<i>Sensitive Species / Habitats</i>	Were sensitive species/habitats effectively identified?	Yes
	Were existing tools (UMR plan, inland sensitivity atlas) utilized in this process?	No
	Was coordination of Environmental Unit and Operation Section explored?	Briefly – oiled wildlife
	<b>Major issues/challenges identified:</b> Trying to identify specific species of wildlife	
<i>Oiling of Waterfowl</i>	Was the threat of waterfowl oiling explored? Was seasonal migration presence addressed?	Yes
	Were protection, recovery, and rehabilitation issues explored? The role of the Wildlife Branch in these?	Yes
	<b>Major issues/challenges identified:</b> How does the wildlife branch fit into the ICS structure?? How do you hire oiled wildlife specialists?	
<i>Natural Resource Damage Assessment (NRDA)</i>	Were the responsibilities of the natural resource trustees made clear?	Briefly touched
	Was the interface between NRDA and the emergency response process addressed?	Only by Fish & Wildlife
	<b>Major issues/challenges identified:</b> Who does the NRDA assessment?	

### 3) Transportation and Infrastructure Impacts

<i>Subtopic</i>	<i>Evaluation Areas</i>	<i>Comments/Evaluation</i>
<i>Impacts to Various Transportation Modes</i>	Were impacts to local road traffic explored?	Yes
	Were impacts to regional rail traffic explored?	Yes
	Were impacts to navigation explored?	Yes
	Were other impacts to intakes/infrastructure identified?	Yes by EPA
	<b>Major issues/challenges identified:</b> Getting word out to general public. Limiting backwater boaters of affected area	

### 4) Longer Term Issues

<i>Subtopic</i>	<i>Evaluation Areas</i>	<i>Comments/Evaluation</i>
<i>Longer-Term Issues</i>	Were longer term (1 week out) issues identified?	Yes
	Were issues beyond 1 week discussed/identified?	Yes
	<b>Major issues/challenges identified:</b> Shoreline cleanup & Vegetation / Challenges Long term	

#### Other Comments:

- ★ Look into strategic positioning of response resources!
  - ★ Look into possible response coop in vicinity of La Crosse
  - ★ Identify response resources location in Pool 8
  - ★ Lack of OSRO capability  
Very critical for Pool 7-10!!
- Long term effect on Commerce!  
Long term effect on wildlife!

# Evaluator Form

## La Crosse Tabletop Exercise – April 16, 2014

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<b>Evaluator Name</b>	Rick Gann (Missouri DNR)
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### 1) Initial Response

<b>Subtopic</b>	<b>Evaluation Areas</b>	<b>Comments/Evaluation</b>
<b>Notification</b>  UMR Plan ★ → Dairyland Power intake & boom	Was it clear how initial notification would occur?	BNSF crew reports
	Was the UMR notification protocol referenced and utilized?	
	Was NRC notification discussed?	BNSF rep stated they would call
	Was notification of various levels of government discussed (local, state, federal)? And specific agencies within each level?	BNSF described how this would happen “ Call center”
	Was notification of other entities (industries, water intakes, utilities) discussed?	
	Were there any apparent oversights in notification?	NOAA pointed out they could help out
	<b>Major issues/challenges identified:</b> La Crosse FD – activate the EOC – EMD – state notifications	
<b>Incident Command</b>	Was incident command structure discussed? Was it clear how the command would be structured?	La Crosse FD Chief – Unified Command Structure
	Were command posts, staging areas, and other physical components discussed? Was it clear how these would be established?	Chief pointed this out
	<b>Major issues/challenges identified:</b> Chief ID the school	
<b>Safety</b>	Were safety considerations for responders explored? Was necessary safety equipment identified (e.g., PPE, monitors)?	La Crosse FD & Region V EPA
	Was public safety explored and appropriate steps/precautions identified?	Wis DNR brought this up
	<b>Major issues/challenges identified:</b> Evacuations Keeping hunters & boaters out of Area?	
<b>Communication</b>	Were method(s) of communication identified?	
	Were interoperability issues explored and challenges/solutions identified?	
	<b>Major issues/challenges identified:</b>	

<i>Public Information</i>	Were approach(es) identified to successfully communicate with the public? With the media?	WI DNR PIO bring in extra people
	<b>Major issues/challenges identified:</b>	
<i>Spill Response and Containment</i>	Were nearby response resources successfully identified? Was the UMR Plan utilized in identifying these resources?	
	Were options to improve response identified?	
	<b>Major issues/challenges identified:</b>	

## 2) Wildlife and Environmental Issues

<i>Subtopic</i>	<i>Evaluation Areas</i>	<i>Comments/Evaluation</i>
<i>Sensitive Species / Habitats</i>	Were sensitive species/habitats effectively identified?	USFWS requesting info about mussel beds
	Were existing tools (UMR plan, inland sensitivity atlas) utilized in this process?	
	Was coordination of Environmental Unit and Operation Section explored?	
	<b>Major issues/challenges identified:</b>	
<i>Oiling of Waterfowl</i>  APHIS called in for help	Was the threat of waterfowl oiling explored? Was seasonal migration presence addressed?	
	Were protection, recovery, and rehabilitation issues explored? The role of the Wildlife Branch in these?	
	<b>Major issues/challenges identified:</b> - Identified hazing problems due to flammability issues - Collecting oily dead birds	
<i>Natural Resource Damage Assessment (NRDA)</i>	Were the responsibilities of the natural resource trustees made clear?	
	Was the interface between NRDA and the emergency response process addressed?	
	<b>Major issues/challenges identified:</b> UFWS Biologist collecting oiled birds	

### 3) Transportation and Infrastructure Impacts

<i>Subtopic</i>	<i>Evaluation Areas</i>	<i>Comments/Evaluation</i>
<i>Impacts to Various Transportation Modes</i>	Were impacts to local road traffic explored?	
	Were impacts to regional rail traffic explored?	
	Were impacts to navigation explored?	
	Were other impacts to intakes/infrastructure identified?	
	<b><i>Major issues/challenges identified:</i></b>	

### 4) Longer Term Issues

<i>Subtopic</i>	<i>Evaluation Areas</i>	<i>Comments/Evaluation</i>
<i>Longer-Term Issues</i>	Were longer term (1 week out) issues identified?	
	Were issues beyond 1 week discussed/identified?	
	<b><i>Major issues/challenges identified:</i></b>	

#### **Other Comments:**

Keeping rec boaters & sportsmen out of the impacted zone!  
allowing tug & barges thru.

Good to have Dave Morrison give presentation on possible org. chart.

# Evaluator Form

## La Crosse Tabletop Exercise – April 16, 2014

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<b>Evaluator Name</b>	Joe Gaspers (Midwest Fuels)
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### 1) Initial Response

<b>Subtopic</b>	<b>Evaluation Areas</b>	<b>Comments/Evaluation</b>
<i>Notification</i>	Was it clear how initial notification would occur?	Goal Yes – R.R. Except 911 State NRC
	Was the UMR notification protocol referenced and utilized?	
	Was NRC notification discussed?	Yes RR
	Was notification of various levels of government discussed (local, state, federal)? And specific agencies within each level?	Yes DNR Fire D. & Police R.R. & City Em. Gov.
	Was notification of other entities (industries, water intakes, utilities) discussed?	E.P.A. Yes City. Em. Gov.
	Were there any apparent oversights in notification?	
	<b>Major issues/challenges identified:</b> Early good estimate of volume spilled -- R.R. employees stay in locomotive	
<i>Incident Command</i>	Was incident command structure discussed? Yes	Problem getting ICS set up
	Was it clear how the command would be structured? - later	
	Were command posts, Yes staging areas, and other physical components discussed? No Was it clear how these would be established? No	Needed more
<b>Major issues/challenges identified:</b> Getting all the different groups organized and working in identified roles.		
<i>Safety</i>	Were safety considerations for responders explored? Was necessary safety equipment identified (e.g., PPE, monitors)?	Yes
	Was public safety explored and appropriate steps/precautions identified?	Yes
	<b>Major issues/challenges identified:</b>	
<i>Communication</i>	Were method(s) of communication identified?	No – surprisingly it will be so important
	Were interoperability issues explored and challenges/solutions identified?	Yes
	<b>Major issues/challenges identified:</b>	

<i>Public Information</i>	Were approach(es) identified to successfully communicate with the public? With the media?	Not much time spent on it.
	<b>Major issues/challenges identified:</b>	
<i>Spill Response and Containment</i>	Were nearby response resources successfully identified? Was the UMR Plan utilized in identifying these resources? No	Yes for RR resources
	Were options to improve response identified?	
	<b>Major issues/challenges identified:</b> Minimal discussion on Response & Containment	

## 2) Wildlife and Environmental Issues

<i>Subtopic</i>	<i>Evaluation Areas</i>	<i>Comments/Evaluation</i>
<i>Sensitive Species / Habitats</i>	Were sensitive species/habitats effectively identified?	Yes
	Were existing tools ( <a href="#">UMR plan</a> , inland sensitivity atlas) utilized in this process? ?	I'm surprised that the established sensitivity atlas weren't mentioned
	Was coordination of Environmental Unit and Operation Section explored?	Yes
	<b>Major issues/challenges identified:</b> Challenge organizing or getting the various groups to work with I.C.S.	
<i>Oiling of Waterfowl</i>	Was the threat of waterfowl oiling explored? Was seasonal migration presence addressed?	Yes - alot
	Were protection, recovery, and rehabilitation issues explored? The role of the Wildlife Branch in these?	Yes
	<b>Major issues/challenges identified:</b>	
<i>Natural Resource Damage Assessment (NRDA)</i>	Were the responsibilities of the natural resource trustees made clear?	No
	Was the interface between NRDA and the emergency response process addressed?	No
	<b>Major issues/challenges identified:</b>	



### 3) Transportation and Infrastructure Impacts

<i>Subtopic</i>	<i>Evaluation Areas</i>	<i>Comments/Evaluation</i>
<i>Impacts to Various Transportation Modes</i>	Were impacts to local road traffic explored?	Several comments of closing off road & boat landings
	Were impacts to regional rail traffic explored?	Yes -
	Were impacts to navigation explored?	Yes – C.G.
	Were other impacts to intakes/infrastructure identified?	discuss not identified
	<b><i>Major issues/challenges identified:</i></b>	

### 4) Longer Term Issues

<i>Subtopic</i>	<i>Evaluation Areas</i>	<i>Comments/Evaluation</i>
<i>Longer-Term Issues</i>	Were longer term (1 week out) issues identified?	Yes
	Were issues beyond 1 week discussed/identified?	
	<b><i>Major issues/challenges identified:</i></b>	

#### **Other Comments:**

- I'm surprised that weather wasn't discussed more and that more time wasn't spent on spill response & containment. More time and people need training on incident command structure. (Some ICS training came at end) and coordinating communications.

# Evaluator Form

## La Crosse Tabletop Exercise – April 16, 2014

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<b>Evaluator Name</b>	Annette Trowbridge (USFWS)
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### 1) Initial Response

<b>Subtopic</b>	<b>Evaluation Areas</b>	<b>Comments/Evaluation</b>
Notification Train Crew ↓ Local Officials ↓ Dispatch – Rail ↓ 911 City Police ↓ Fire Department ↓ La Crosse Emergency Management ↓ MNDuty ← WI Emergency Officer   Mgt. ↓ WI DNR ↓ WI Dept. Public Health ↓ Local DNR-teams containment	Was it clear how initial notification would occur?	Yes
	Was the UMR notification protocol referenced and utilized?	Yes
	Was NRC notification discussed?	Yes – EPA & Coast Guard DOI - FWS - other trustees - UMR
	Was notification of various levels of government discussed (local, state, federal)? And specific agencies within each level?	Yes
	Was notification of other entities (industries, water intakes, utilities) discussed?	No
	Were there any apparent oversights in notification?	Radio stations, TV stations, need to notify public in even of shutdown of roads or evacuation
	<b>Major issues/challenges identified:</b> Where is oil plume going – weather service, Corps of Engineers, NOAA Hunters – notification Spot for Incident Command Post	
<b>Incident Command</b>  During debrief ICS structure explained – should have started w/structure.	Was incident command structure discussed? Was it clear how the command would be structured?	Yes – structure discussed No – not clear
	Were command posts, staging areas, and other physical components discussed? Was it clear how these would be established?	Yes – discussed No – not clear
	<b>Major issues/challenges identified:</b> Jurisdiction – who’s in charge   Did not feel this issue was resolved ICS structure	
<b>Safety</b>  MSDS for Bakken crude Public comm. discussed	Were safety considerations for responders explored? Was necessary safety equipment identified (e.g., PPE, monitors)?	Yes – safety considerations safety equipment - discussed
	Was public safety explored and appropriate steps/precautions identified? Concern – exposure of public	Yes
	<b>Major issues/challenges identified:</b> Access points to spill Evacuations – hunters, RVs, campers, trailer park Traffic	

<i>Communication</i>	Were method(s) of communication identified?	No
	Were interoperability issues explored and challenges/solutions identified?	No
	<b>Major issues/challenges identified:</b> Communication for responders, people doing SCAT, ICS & field responders, coverage area	
<i>Public Information</i>  JIC Information officer	Were approach(es) identified to successfully communicate with the public? With the media?	JIC No
	<b>Major issues/challenges identified:</b> Keep control of situation, give warnings, public informed, not panic, not interfere (not discussed)	
<i>Spill Response and Containment</i>  Mutual aid	Were nearby response resources successfully identified? Was the UMR Plan utilized in identifying these resources? (No)	Railroad Trailers – Winona fire, call & request care group Coast Guard
	Were options to improve response identified? Set up Care groups, agreements	Yes
	<b>Major issues/challenges identified:</b> Geography challenges Location of boom – time to get boom in place	

## 2) Wildlife and Environmental Issues

<i>Subtopic</i>	<i>Evaluation Areas</i>	<i>Comments/Evaluation</i>
<i>Sensitive Species / Habitats</i>  Airboats, flat bottom boats, amt. of boom needed.	Were sensitive species/habitats effectively identified?	Yes
	Were existing tools (UMR plan, inland sensitivity atlas) utilized in this process? <i>USFWS expertise, knowledge of area</i>	No
	Was coordination of Environmental Unit and Operation Section explored?	Yes
	<b>Major issues/challenges identified:</b> Number of birds in area – 25,000 or more Birds in no hunting zone Oil & pyrotechnics – flammability of oil.	
<i>Oiling of Waterfowl</i>  ID need for rehab, inform wildlife branch director, RP hire	Was the threat of waterfowl oiling explored? Was seasonal migration presence addressed?	Yes
	Were protection, recovery, and rehabilitation issues explored? The role of the Wildlife Branch in these?	Yes, Yes <i>USDA APHIS</i>
	<b>Major issues/challenges identified:</b> <i>Bald eagle</i> <i>Mussels – Endangered species</i> <i>waterfowl survey – flight survey</i>	
<i>Natural Resource Damage Assessment (NRDA)</i>	Were the responsibilities of the natural resource trustees made clear?	No
	Was the interface between NRDA and the emergency response process addressed?	Briefly addressed – but not adequately
	<b>Major issues/challenges identified:</b>	

Need more discussion – the better the response the less NRDAR.

### 3) Transportation and Infrastructure Impacts

<i>Subtopic</i>	<i>Evaluation Areas</i>	<i>Comments/Evaluation</i>
<i>Impacts to Various Transportation Modes</i>  COE assist with shut down	Were impacts to local road traffic explored?	Yes
	Were impacts to regional rail traffic explored? <i>Mitigate above</i>	Yes
	Were impacts to navigation explored? <i>Channel, commerce</i>	Yes
	Were other impacts to intakes/infrastructure identified? <i>People downstream, people leaving, power plant</i>	Yes – public safety message
	<b><i>Major issues/challenges identified:</i></b> Difficult to close area to boat traffic – landings shutdown Boat houses.	

### 4) Longer Term Issues

<i>Subtopic</i>	<i>Evaluation Areas</i>	<i>Comments/Evaluation</i>
<i>Longer-Term Issues</i>  Cleanup - Vegetation	Were longer term (1 week out) issues identified? <i>SCAT – assess shoreline coverage</i>	Yes
	Were issues beyond 1 week discussed/identified? <i>Police-criminal act? – investigate</i>	Yes
	<b><i>Major issues/challenges identified:</i></b> March area difficult to assess.	

#### Other Comments:

Incident command structure – not well defined. Confusion on who would take lead. Importance referenced, but not clearly articulated.

# Participant Feedback Summary

## UMR Hazardous Spills Coordination Group

### Tabletop Exercise

April 16, 2014

La Crosse, Wisconsin

This report summarizes responses from the La Crosse Tabletop Exercise Feedback Participant Survey<sup>1</sup>. Participant feedback is a valuable metric for assessing the exercise, identifying outcomes, establishing goals, and gauging interest in future events. Several key themes emerged from the comments in the survey that illuminate the strengths, weaknesses, and recommendations for both the exercise, and an actual response to an oil spill by rail incident. To clarify, this report does not contain an in-depth analysis of survey feedback. Its purpose is to serve as a tool to aid in analysis and interpretation of the exercise.

Out of the 72 exercise participants, 36 submitted feedback surveys. 19 responses came from observers and 17 from players, generating approximately 237 comments. Responses are categorized by survey prompts: 1) Exercise Strengths, 2) Exercise Weaknesses, and 3) Exercise Recommendations. Responses from the Other Comments prompt augment these three categories.

### Exercise Strengths

#### *1. Diverse Participation and Information Exchange*

Players and observers appreciated the presence of multiple entities attending the exercise. Participants agreed that it was beneficial to have federal, state, and local agencies and private industry at the table together. The presence of these entities gave participants “insights into interactions of various agency participants,” “understanding of agency roles and responsibilities,” and “an overall understanding that everyone has a role to play in spill response.”

The significance of communication and coordination emerged as a theme, seemingly by way of exposure to multiple entities engaged in the exercise. Players and observers listed opportunities for communication and interagency coordination as key strengths of the exercise, and appreciated agencies “willingness to share knowledge” with one another. Player comments tended to go more specific, emphasizing the recognized the high level of participation and attendance as well as the opportunity to network and forge new points of contact with other entities. Specifically, players appreciated the opportunity to “meet responders,” “leave with resources from other agencies,” and “become more familiar with other agencies.”

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<sup>1</sup> A copy of the survey form is included at the end of this document.

Players and observers acknowledged the knowledge and experience of entities present, and the willingness of entities to cooperate and share these resources. While observers undoubtedly reaped the networking benefits of being exposed to multiple entities, their comments tended to emphasize the immense wealth of knowledge and experience brought by exercise participants more so than player comments. However, players and observers alike were impressed by the response knowledge/experience of the La Crosse Fire Department, Wisconsin DNR, BNSF, etc. Perhaps most significantly, both parties felt that the exercise gave a better understanding of the “scale and needs to respond to this type of incident,” and the “challenges of coordinating multiple responders.”

### *2. Improved Awareness of Available Resources*

One striking difference in comments between players and observers was the latter party’s frequent mention of available resources. In this sense, resources referred to equipment, rather than personnel or expertise. These comments focused on available tools and equipment available such as “CAER boom access,” and “private industry spill response equipment” as well as the recognition that there is “more spill response equipment than aware of.”

### *3. Exercise Organization and Planning*

A final key theme highlighted by participant comments pertained to the exercise organization and planning. Overall, participants perceived this exercise as a great first start to planning a response, thought the event was well organized and well facilitated, the scenario was realistic, and the visual aids- PowerPoint, mapping- enhanced the exercise. However, like every first iteration, exercise participants identified areas for improvement.

## **Exercise Weaknesses**

### *1. Incident Command System (ICS)*

By far the predominant theme emergent from the exercise weakness feedback from players and observers alike centered on ICS/Unified command. One in three participant comments cited this theme as a weakness in the exercise. ICS/Unified command comments varied from expressing a lack of understanding of ICS to determining who is in charge, communication and information flow across agencies (specifically within the first hours of incident), or the ICS structure for this particular exercise.

### *2. Exercise Format and Duration*

Another weakness noted by players and observers regarded the planning and organization of the exercise. Some felt that the exercise required an entire day as opposed to an afternoon, or that the exercise timeline was not realistic. Others thought the exercise could have been structured to accommodate team/agency discussions through breakout sessions. A few comments addressed the lack of scenario details and ICS chart in the handout materials.

### *3. Documentation of Response Resources*

Though observer comments indicated spill response resources as a strength, this theme was reflected in player and observer comments on exercise weaknesses as well. Interestingly, some of the comments

were exact mirrors of resource response strengths. Specifically, participants noted a “lack of technical resources (booms, foam, boats),” “available aerial resources,” and “quantity of boom.” Furthermore, there was recognition that no adequate inventory or list of spill exists, which may have contributed to the perception of a lack of available resources.

#### *4. Lack of Plan Familiarity/Plan Use*

Regarding player comments, knowledge/experience emerged as another theme that contradicted comments in the exercise strengths section. Though these comments were limited, they provided insight to knowledge and experience gaps. There was a perceived lack of understanding the role and function of other agencies as well as their capabilities. Even more significant were comments that noted unfamiliarity with other agency plans and the limited time spent discussing local/regional/state/federal response plans during the exercise.

#### *5. Discussion of Response Specifics*

Another unique theme emerged primarily from observer comments. Whereas most of the comments focused on the exercise, the critique inherent in these comments pertained specifically to the incident response efforts stemming from discussion during the exercise. While some comments were broad in scope-“How many people need to be involved in the response”- most were very specific. Notable comments included, “response should also be downstream,” “control of public access to the river,” “difficulty of keeping hunters and onlookers out of the area,” “how communications (cell phones) be affected,” and “general response from some major players dependent on travel times.” The lack of discussion of weather also surfaced enough to be considered noteworthy. These comments did not directly critique the exercise rather the logistical difficulties of a theoretical response to an event.

#### *6. Venue*

It is also worth noting critiques about the venue. Several comments acknowledged the acoustical complications of the space and the A/V equipment. The room was also considered to be cold by some standards.

### **Recommendations**

As might be expected, recommendations generally flowed from aforementioned exercise weaknesses. ICS/Unified Command, Event Organization & Planning, and Response themes best represent the comments given by players and observers. Action Items/Next Steps was initially considered to be a theme, but ultimately all of the recommendations could be considered items for future consideration.

#### *1. Incident Command System*

A significant portion of the recommendations focused on ICS/Unified Command. These comments primarily recommend dedicating more time at the beginning of the exercise to ICS structure in general as well as an exercise specific ICS. Both players and observers also cited a need for additional training on the ICS in theory and application. Notable comments included “taking today’s exercise and creating an ICS of those attending,” and “having an assigned ICS role in addition to player designation.” Ultimately,

comments from this exercise suggest that ICS/Unified Command is an integral component of future exercises.

## *2. Exercise Organization and Planning*

The theme with the most recommendations comments from all participants related to Exercise Organization and Planning. Many of these comments focused on the addressing exercise objectives, more time for details, and drilling down on each agency's response, as well as exercise design and structure and are reflected in the aforementioned weaknesses section. A significant minority of comments expressed a desire that exercise details and materials be made available prior to the exercise, including a list of agency specific terms and acronyms. Recommendations for future events included modifications to exercise structure such as including break out groups to allow individual agencies to process and discuss incident response. There were also suggestions to open with examples of other incident responses in the U.S. or to look at the range of response models available. Regarding integrating ICS into the exercise, one comment suggested running the exercise through an ICS with the Unified Commander as the facilitator. This comment echoed other sentiments to include more ICS in future exercises. One final noteworthy comment recommended including the public in exercise planning and response in order to harness and grow public interest.

## **Other Comments/Response Issues**

Participant comments also provided recommendations for addressing weaknesses in an actual response to this spill event. Comments from this theme fell roughly into two categories: immediate response actions and planning for future responses.

### *1. Immediate Response Challenges/Issues*

Immediate response comments included, "closing the river to non-emergency personnel ASAP," "determine PIO quickly and who will deliver public communications (media & social media), and notify appropriate agencies/people ASAP."

### *2. Planning for Future Response*

Future response planning comments included, "form a CAER or Co-Op group for area," "develop fast boom response capability in each pool," "secure funding to have trailer place in La Crosse," "how to deploy volunteers," and "task county emergency management with developing asset inventories." More specific comments called for the development of a Pool 8 GRP by late summer or fall. Comments also suggested a need for multiple types of response training. These included ICS, wildlife response, working with local agencies on response, and holding a full scale exercise.



## **Future Activities and Participation**

All commenters expressed an interest in future events, and also provided input for entities and individuals to consider in the future:

- Wisconsin State Patrol
- MN DNR-LE
- NTSB (if rail related exercise)
- Spill contractors
- USACE Industrial Hygienist (St. Louis)
- Brennan Marine
- Elected Officials (State reps, Congress, Governors' office)
- Public
- Wildlife rehabbers
- FWS endangered species biologist (to discuss section 7 reviews),
- National Guard rep.,
- 911 dispatch personnel,
- Media
- Schools
- La Crosse Emergency Dispatch representative,
- USFWS Fish and Wildlife Conservation Office in La Crosse (for fish and mussel knowledge base)

## **Conclusion**

Overall, participant respondents found value in the exercise. As with any event, weaknesses were identified. However, participants felt it was well-planned, well-facilitated, and well-executed and provided insightful recommendations for future events.

*Summary of Responses*

<b>Agency</b>	<b>Number of Responses</b>
FRA	3
PHMSA	1
USDA APHIS	1
WISDOT	1
Lake City Emergency Management	1
IA DNR	1
IL EPA	1
USACE	4
Midwest Industrial	2
La Crosse County	4
Petro Energy	2
City of Onalaska	1
WI Emergency Management	1
La Crosse Fire	1
La Crosse PD	1
WI DNR	3
USFWS	3
WCEC	1
US EPA	2
NOAA/NWS	1
MN HSEM	1

# Participant Feedback Form

## La Crosse Tabletop Exercise – April 16, 2014

*Instructions: Please fill out as completely as possible. Turn in form to Dave Hokanson (UMRBA) at the conclusion of the exercise. Thank you!*

<b>Participant Name</b>				
<b>Agency/Organization</b>				
<b>Email Address</b>				
<b>Role in Today's Exercise</b>	<input type="checkbox"/> Player	<input type="checkbox"/> Observer	<input type="checkbox"/> Evaluator	<input type="checkbox"/> Facilitator/Support

**1) Strengths:** Based on discussions today, please list three areas of response strength/readiness you observed.

i)	
ii)	
iii)	

**2) Weakness:** Based on discussions today, please list three areas of response weakness you observed/where improvements needed.

i)	
ii)	
iii)	

**3) Recommendations:** For the weakness areas listed above, please list recommendations for how to make improvements.

i)	
ii)	
iii)	

**4) Other Comments:** Please add any other comments you'd like to make below.

**5) Future Activities & Participation**

Would you like to participate in future activities related this exercise (larger exercise, geographic response planning, etc.)?     Yes    No

List any entities/individuals not present today who you'd recommend be part of future activities: