

Great American Eclipse- Natrona County

After-Action Report/Improvement Plan

9/28/2017

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ADMINISTRATIVE HANDLING INSTRUCTIONS

The title of this document is “Great American Eclipse-Natrona County After Action Report / Improvement Plan (AAR/IP)”.

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INCIDENT OVERVIEW

Incident Name	Great American Eclipse-Natrona County
Incident Dates	August 17-August 21, 2017
After-Action Meeting	
Relevant Training, Exercises, or Incidents	ICS 300 & 400 April 2017 Eclipse Tabletop Exercises 12/6/2016, 3/7/2017, 6/13/17
Mission Area(s)	Prevention, Protection, Mitigation, Response, and Recovery
Core Capabilities	Planning Public Information and Warning Operational Coordination Forensics and Attribution (Screening, search and detection????) Intelligence and Information Sharing Physical Protective Measures Environmental Response Health and Safety Fire Management and Suppression Logistics and Supply Chain Management On Scene Security Protection and Law Enforcement Operational Communications Public Health, Healthcare and EMS Situational Assessment Health and Social Services
Objectives	1. Provide for safety of all emergency response personnel, volunteers and the public at all times. 2. EOC supports field activities/special events and any incidents with logistical concerns and information and coordination 3. EOC Monitor for any special incidents/occurrences in other states as well as surrounding counties that may have an impact on Natrona County

	<p>and its resources.</p> <ol style="list-style-type: none">4. Assist in maintaining all essential emergency services to Natrona County without any degradation in response.5. Monitor all special events during eclipse festival for shift in resource need, priorities and incidents.6. EOC recommend and assist in adjustments for coverage by public safety agencies.7. Monitor weather situation at all times and brief agencies and field personnel with forecasts and any imminent weather event (Storms, hail, winds, fire weather, flash flooding).
Threat or Hazard	Total Solar Eclipse, Mass Crowds
Sponsor & Supporting Grants	Natrona County Emergency Management Grants?
Participating Organizations	See Appendix B
Point of Contact	Lt. Stewart Anderson Natrona County Emergency Manager 201 N. David St. Casper, WY 82601 307-235-9205 andersos@natronacounty-wy.gov

INCIDENT NARRATIVE

The Great American Eclipse was a total solar eclipse that passed over 10 states beginning in Oregon and ending in South Carolina. Due to Wyoming's proximity to the large population center of Denver, CO and the Colorado front range, Wyoming was expecting the population of the state to double in one weekend. Natrona County was seen as a place many may like to visit due to its infrastructure and the Eclipse Festival that was organized by the City of Casper. In addition, planners coordinated efforts with neighboring jurisdictions impacted by the eclipse due to the large amount of resources available in Natrona County that are often called to assist on mutual aid agreements to these jurisdictions on a frequent basis.

The initial planning meeting was held in April of 2015 with City of Casper officials laying out their plan for the Eclipse Festival and continued quarterly until January of 2017 when meetings were held at least monthly, if not more often. A local Type III Incident Management Team was formed and vacancies filled as needs arose. Additional meetings also occurred for the individual Emergency Support Functions as well as for the Public Information Officer/Joint Information Center group.

Planning efforts were multi-faceted and included ESFs 1(Transportation), 2 (Communications), 4 (Firefighting), 5 (Emergency Management), 7 (Logistics Management and Event Support), 8 (Public Health and Medical), 13 (Public Safety and Security), and 15 (Public Affairs). The ESF leads took ownership of their specific ESF duties and responsibilities as indicated in the Natrona County Emergency Operations Plan. Planning also was done in close concert with the Eclipse Festival chairwoman and economic partners.

One of the biggest planning concern going into the eclipse was communications. The WYOLINK radio system on large incidents in the past has not allowed enough radios on the tower, effecting the ability to coordinate responses. Natrona County employed disassociation and radio reprogramming on radios from various agencies. During a test of the disassociation, it was found that there were additional channels that needed to be associated, and none of the previous issues seen in the large response was seen as a part of the Eclipse experience. Verizon and AT&T were contacted to provide cellular on wheels (COW) for Natrona County, but the request was denied.

Additional planning concerns centered around the capacity of the medical system, jail, foodservice system and education to visitors who may not be familiar with the climate and wildlife of Wyoming.

Traffic began increasing in Natrona County on Monday, August 14, 2017, one week prior to the eclipse. Traffic steadily increased throughout August 15 through August 20, 2017. On August 21, 2017, records were broken for the amount of traffic on Wyoming roadways, to include Interstate 25, State Highway 20/26, and State Highway 220. Situational reports were being received from the Wyoming Department of Transportation on traffic patterns. As the time of totality came closer, drivers began pulling off the side of the interstate and highways to view the eclipse.

Early unofficial estimates indicate as many as 1,200,000 people entered the state of Wyoming to view the eclipse and many of those same visitors attempted to leave following the end of totality. Travel times throughout the state were increased three to four times normal. Some reports indicate it took as many as 11 hours to reach Cheyenne from Casper on the I-25 corridor.

When the dust settled on the Great American Eclipse, arrests were lower than normal, medical emergencies were lower than normal and no fatalities were associated with the event.

ANALYSIS OF CORE CAPABILITIES

Aligning incident analysis and core capabilities provides a consistent taxonomy for evaluation that transcends individual exercises and incidents to support preparedness reporting and trend analysis. Table 1 includes core capabilities and performance ratings for each core capability as observed during the incident and determined by incident response agencies during the After Action Meeting.

Core Capability	Performed without Challenges (P)	Performed with Some Challenges (S)	Performed with Major Challenges (M)	Unable to be Performed (U)
Planning		X		
Public Information and Warning	X			
Operational Coordination		X		
Screening Search and Detection	X			
Intelligence and Information Sharing	X			
Physical Protective Measures		X		
Environmental Response Health and Safety		X		
Fire Management and Suppression	X			
Logistics and Supply Chain Management		X		
On-Scene Security Protection and Law Enforcement	X			
Operational Communications	X			
Public Health, Healthcare and EMS		X		
Situational Assessment	X			
Health and Social Services		X		
<p>Ratings Definitions:</p> <ul style="list-style-type: none"> • Performed without Challenges (P): The targets and critical tasks associated with the core capability were completed in a manner that achieved the objective(s) and did not negatively impact the performance of other activities. Performance of this activity did not contribute to additional health and/or safety risks for the public or for emergency workers, and it was conducted in accordance with applicable plans, policies, procedures, regulations, and laws. • Performed with Some Challenges (S): The targets and critical tasks associated with the core capability were completed in a manner that achieved the objective(s) and did not negatively impact the performance of other activities. Performance of this activity did not contribute to additional health and/or safety risks for the public or for emergency workers, and it was conducted in accordance with applicable plans, policies, procedures, regulations, and laws. However, opportunities to enhance effectiveness and/or efficiency were identified. • Performed with Major Challenges (M): The targets and critical tasks associated with the core capability were completed in a manner that achieved the objective(s), but some or all of the following were observed: demonstrated performance had a negative impact on the performance of other activities; contributed to additional health and/or safety risks for the public or for emergency workers; and/or was not conducted in accordance with applicable plans, policies, procedures, regulations, and laws. • Unable to be Performed (U): The targets and critical tasks associated with the core capability were not performed in a manner that achieved the objective(s). 				

Table 1. Summary of Core Capability Performance

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

Planning

Strengths

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

Strength 1: ESF support agencies were active participants in the planning process and ESF lead agencies worked well with other ESF leads to problem solve and coordinate efforts

Strength 2: Tabletop exercises held leading up to the event were vital the success of the event

Strength 3: Planning efforts included private businesses and the eclipse festival director

Areas for Improvement

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

Area for Improvement 1: Not all vital agencies were involved early in the planning process

Reference: Natrona County Emergency Operations Plan

Analysis: All agencies that provide a critical service in Natrona County were invited to attend all eclipse planning meetings to ensure a unified response. All agencies eventually came together to plan for the event after leadership changes were made.

Public Information and Warning

Strengths

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

Strength 1: Public Information Officer working group was developed early on to develop and disseminate public messages through press releases, websites, media interviews and a specific eclipse public safety Facebook page. ESF #8 used Haddon Matrices to define what messages were needed pre-event.

Strength 2: Close coordination was done with Eclipse Festival director to more widely disseminate public safety messages on the website, in hotels and through interviews

Strength 3: Many public relations events were held to include an all agency press briefing the week before the eclipse and an international press conference on August 20, 2017.

Strength 4: Joint Information Center hotline was established in the Emergency Operations Center.

Areas for Improvement: none

Operational Coordination

Strengths

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

Strength 1: Emergency Operations Center was activated, all necessary ESF desks were staffed and briefings were conducted twice daily.

Strength 2: Complete Incident Action Plans were written every day from August 18, 2017 through August 21, 2017.

Strength 3: Emergency Management handled most pre-event logistics, to include feeding plan, radio cache, and CERT members

Areas for Improvement

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

Area for Improvement 1: It was difficult to determine exactly how many meals would be necessary for feeding responders

Reference: Natrona County Emergency Operations Plan

Analysis: Due to the amount of responders involved in eclipse activities, it was difficult to determine exactly how many meals would be needed for each meal provided.

Area for Improvement 2: Demobilizing excess resources was not well planned by individual agencies

Reference: Natrona County Emergency Operations Plan, individual agency plans.

Analysis: Planning included anticipating that the more the population grows, the issues encountered in normal daily business would grow as well. As it became apparent that extra resources were not needed, it was difficult for some agencies to demobilize resources.

Area for Improvement 3: Role of the Emergency Operations Center was unclear

Reference: Natrona County Emergency Operations Plan

Analysis: There was confusion on the part of responders as to the role of the Emergency Operations Center staff due to a requested delegation of authority, members of the EOC responding to small incidents as well as the relocation of street barriers during the event.

Screening Search and Detection

Strengths

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

Strength 1: FBI analysts monitored social media to determine if any threatening statements were found

Strength 2: First Aid staff was trained in determining and responding to suspicious packages

Areas for Improvement: none

Intelligence and Information Sharing

Strengths

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

Strength 1: Daily Incident Action Plans were disseminated by individual agencies to their staff and partners.

Strength 2: Twice daily briefings were held with response partners

Areas for Improvement: none

Physical Protective Measures

Strengths

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

Strength 1: Cement barricades were placed throughout the street closure to dissuade a vehicle from turning on the closed street with a forklift staged nearby in case a barricade needed to be moved quickly.

Strength 2: Additional jersey barriers were placed on streets with heavy pedestrian traffic that were not originally planned to be closed.

Strength 3: WYDOT, Natrona County Road and Bridges and City of Casper Road and Bridges departments had personnel and equipment ready for traffic control

Areas for Improvement:

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

Area for Improvement 1: Due to the nature of the barricades along the road closure, many vendors expressed concern for resupplying their booths with the barricades in place.

Reference: Natrona County Emergency Operations Plan

Analysis: Barricades were removed in the evening after the festival was closed and replaced and removed again in the morning before the festival began for vendor resupply.

Environmental Response Health and Safety

Strengths

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

Strength 1: Temporary campground regulations were developed in the years leading up to the eclipse even.

Strength 2: Coordination efforts for temporary food permits were conducted between the City of Casper support services finance division and the Casper Fire/EMS community risk reduction office and City of Casper public services to determine roles and responsibilities between the offices.

Strength 3: Inspections of temporary food service, licensed mobile food units, permanent and temporary campgrounds were completed prior to or during the week of August 14-August 18, 2017 to reduce workload on Environmental Health staff.

Areas for Improvement

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

Area for Improvement 1: Enforcement for unlicensed foodservice and unlicensed campgrounds was not well defined

Reference: Wyoming Food Safety Rule, Natrona County Campground Regulations

Analysis: Due to an illegal food vendor serving food, it was unknown if the Casper-Natrona County Health Department has the authority to “condemn” foods being sold illegally or close an illegal campground.

Fire Management and Suppression

Strengths

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

Strength 1: All agencies added personnel and equipment

Strength 2: Personnel were released when calls for service were low

Strength 3: Agencies did not exaggerate their capabilities

Areas for Improvement: none

Logistics and Supply Chain Management

Strengths

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

Strength 1: Emergency Management handled most pre-event logistics, to include feeding plan, radio cache, and CERT members

Strength 2: Bottled water was plentiful and delivered to first aid stations and given out by Community Emergency Response Team (CERT) members at large events.

Strength 3: Additional equipment was procured locally using existing interagency agreements

Areas for Improvement

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

Area for Improvement 1: For a period of time, the Emergency Manager was working on planning and logistics for the eclipse event and other duties of the EM were delayed until after the event, some for months.

Reference: Natrona County Emergency Operations Plan

Analysis: Due to the staffing shortages in the Emergency Management office, many important items were delayed that are vital to the emergency management office. An administrative assistant was hired which added greatly to assisting in the planning for the event as well as continued operations of some of the other duties and requirements of the office.

On-Scene Security Protection and Law Enforcement

Strengths

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

Strength 1: All Law Enforcement agencies had additional staff working both day and night shifts to prepare for the influx of people and traffic. Some personnel were brought in from Campbell County, Game and Fish, BLM Rangers, Wyoming highway Patrol for additional patrol units.

Strength 2: The Natrona County Sheriff's Office had two officers per vehicle

Strength 3: A Quick Reaction Force (QRF) was established to respond to any life threatening call and too their assignments from the ESF 13 representative in the EOC. They were deployed once for a possible suicidal subject but were disregarded.

Strength 4: Explosive Ordinance Device (EOD) team was on standby with equipment staged in a centralized area for response to threats or suspicious items. They were not deployed

Areas for Improvement: none

Public Health, Healthcare and EMS

Strengths

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

Strength 1: Objectives of protecting the area Emergency Department's was established early on in the planning process. A tiered approach to entry into the medical system was employed by having first aid stations at large community events established and run by both private, public and volunteer agencies.

Strength 2: All area EMS agencies, to include air ambulance, added extra staff and ambulances for the response. Ambulances were placed throughout Natrona County to expedite arrival at an emergency due to the anticipated increased traffic.

Strength 3: City of Casper Geosmart platform was utilized to inform visitors as to where first aid stations and area clinics were located. This platform was also utilized as an information sharing platform for the ESF #8 representatives to know how busy the area clinics were to direct patients to less busy clinics.

Areas for Improvement

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

Area for Improvement 1: The plan for doing medical clearances for intoxicated people going to jail and others on involuntary mental health holds at area clinics run by Wyoming Health Medical Group (associated with Wyoming Medical Center) was called off on August 16, 2017 as area clinics were not informed of their role by the representative at the ESF #8 meetings

Reference: Natrona County Emergency Operations Plan, CNCHD EOP

Analysis: Due to the representative at the ESF #8 meetings not communicating expectations or training to the facilities slated to provide these services, the plan, which had been communicated to all area EMS, Fire and Law Enforcement agencies was not able to happen.

Area for Improvement 2: The plan for a stand-alone Triage, Treatment, Transport (TTT) team did not happen.

Reference: Natrona County Emergency Operations Plan, CNCHD EOP

Analysis: Due to the representative at the ESF #8 meetings not communicating their promises to the ESF #8 group to their supervisor or their agency regarding their plan to run the TTT team, it was unable to be performed.

Situational Assessment

Strengths

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

Strength 1: Information was shared adequately amongst EOC members

Strength 2: Briefings were held twice daily to disseminate information to agencies

Strength 3: City of Casper Geosmart platform was utilized to inform visitors as to where first aid stations and area clinics were located as well as festival events.

Areas for Improvement: none

Health and Social Services

Strengths

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

Strength 1: Objectives of protecting the area Emergency Department's was established early on in the planning process. A tiered approach to entry into the medical system was employed by having first aid stations at large community events established and run by both private, public and volunteer agencies.

Strength 2: All area EMS agencies, to include air ambulance, added extra staff and ambulances for the response. Ambulances were placed throughout Natrona County to expedite arrival at an emergency due to the anticipated increased traffic.

Strength 3: City of Casper Geosmart platform was utilized to inform visitors as to where first aid stations and area clinics were located. This platform was also utilized as an information sharing platform for the ESF #8 representatives to know how busy the area clinics were to direct patients to less busy clinics.

Areas for Improvement

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

Area for Improvement 1: The plan for doing medical clearances for intoxicated people going to jail and others on involuntary mental health holds at area clinics run by Wyoming Health Medical Group (associated with Wyoming Medical Center) was called off on August 16, 2017 as area clinics were not informed of their role by the representative at the ESF #8 meetings

Reference: Natrona County Emergency Operations Plan, CNCHD EOP

Analysis: Due to the representative at the ESF #8 meetings not communicating expectations or training to the facilities slated to provide these services, the plan, which had been communicated to all area EMS, Fire and Law Enforcement agencies was not able to be used.

Area for Improvement 2: The plan for a stand-alone Triage, Treatment, Transport (TTT) team was not able to be used.

Reference: Natrona County Emergency Operations Plan, CNCHD EOP

Analysis: Due to the representative at the ESF #8 meetings not communicating their volunteered responsibilities as a part of the ESF #8 group to their supervisor or their agency regarding their plan to run the TTT team, it was unable to be performed.

CONCLUSION

The Great American Eclipse in Natrona County was a huge success that relied on the cooperation of every response organization in Casper, Natrona County and throughout the region. Due to the amount of cooperation and shared interest in the eclipse event, the planning process was smooth and resulted in a plan that ultimately was not used. Calls for service across all sectors was down, and patient loads at area clinics and hospitals were also down.

There were conversations after the eclipse as to if the event was over-planned, and the conclusion was no due to the fact that if there were one large event that happened, the entire plan would have been used.

The planning team did not recognize the dispersed nature of the event and how it would affect planning. It was very difficult to determine where people would stay, if they would come early as well as how the service industry would keep up with the demand for services. Ultimately, most of the traffic was seen on Monday, August 21, 2017 at unprecedented levels. Wyoming likely will never see another event of this nature until the next solar eclipse in a few centuries time. Natrona County was projected to receive 35,000 people, the jurisdiction planned for 50,000 people and actually received between 40,000-60,000 (official numbers are pending). The State of Wyoming was projected to receive 200,000 people, planned for 500,000 people and actually received 1,500,000 people.

The event was a resounding success, in part due to pre-planning, pre-event messaging and the cooperation and unified voice of all organizations in Natrona County.

APPENDIX A: IMPROVEMENT PLAN

This IP has been developed specifically for Natrona County as a result of Great American Eclipse-Natrona County that occurred on August 18, 2017-August 21, 2017.

Core Capability	Issue/Area for Improvement	Corrective Action	Capability Element ¹	Primary Responsible Organization	Organization POC	Start Date	Completion Date
Core Capability 1: Planning	1. Not all vital agencies were involved early in the planning process	Continue inviting agencies throughout planning process	Planning	Lead Planning Organization	Emergency Manager	5/1/2017	6/1/2017
2.Operational Coordination	1.It was difficult to determine exactly how many meals would be necessary for feeding responders	Determine shift schedules of all agencies involved with the response to more accurately account for meals	Planning	Lead Planning Organization	Logistics Chief	N/A	N/A
	2.Demobilizing excess resources was not well planned by individual agencies	Utilizing ICS principles, determine demobilization schema and include in agency plans	Planning	Agencies	Agency planning chief	10/1/2017	
	3.Role of the Emergency Operations Center was	1.Provide additional training on the role of the Emergency Operations Center in response	Training	Agencies	Agency training contact	10/1/2017	

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

Core Capability	Issue/Area for Improvement	Corrective Action	Capability Element ¹	Primary Responsible Organization	Organization POC	Start Date	Completion Date
	unclear	coordination					
		2.Further refine agency plans to include EOC roles and responsibilities in response	Planning	Agencies	Agency planner	10/1/017	
3.Physical Protective Measures	Due to the nature of the barricades along the road closure, many vendors expressed concern for resupplying their booths with the barricades in place.	1.Remove barriers in the morning before festival start and the evening after festival ending	Organization	City of Casper Road and Bridges	City of Casper Road and Bridges Director	8/18/17	8/18/17
		2.Stage forklift in the area to easily remove barriers as needed	Equipment	City of Casper Road and Bridges	City of Casper Road and Bridges Director	8/18/17	8/18/17
4.Environmental Response Health/Safety	Enforcement for unlicensed foodservice and unlicensed campgrounds was not well defined	Consult with legal counsel and WY Department of Agriculture on the authority to condemn food and close campgrounds during events	Planning	Casper-Natrona County Health Department	Environmental Health Division	10/1/2017	
5.Logistics and Supply Chain Management	For a period of time, the Emergency Manager was working on planning and logistics for the eclipse	1.Hire Administrative Assistant	Organization	Natrona County Emergency Management Office	Emergency Manager	6/1/2017	7/20/2017
		2.Hire Deputy Emergency Manager	Organization	Natrona County Emergency Management Office	Emergency Manager	6/1/2017	N/A-Position Eliminated

Core Capability	Issue/Area for Improvement	Corrective Action	Capability Element ¹	Primary Responsible Organization	Organization POC	Start Date	Completion Date
	event and other duties of the EM were delayed until after the event, some for months.						
6.Public Health Healthcare and EMS	The plan for doing medical clearances for intoxicated people going to jail and others on involuntary mental health holds at area clinics run by Wyoming Health Medical Group (associated with Wyoming Medical Center) was called off on August 16, 2017 as area clinics were not informed of their role by the representative at the ESF #8 meetings	1.Ensure communication is happening at all levels of response planning, reaching out to clinics which are providing services in the planning process	Organization	ESF #8 Lead Agency	Public Health Preparedness	N/A	N/A

Core Capability	Issue/Area for Improvement	Corrective Action	Capability Element ¹	Primary Responsible Organization	Organization POC	Start Date	Completion Date
	2.The plan for a stand-alone Triage, Treatment, Transport (TTT) team was not able to be used.	1.Ensure all planning team members agree with additional capabilities not traditionally used in a response	Planning	ESF #8 Lead Agency	Public Health Preparedness	N/A	N/A
		2.Ensure communication is happening with representatives at meetings and their organizations	Organization	ESF #8 Lead Agency	Public Health Preparedness	N/A	N/A

APPENDIX B: INCIDENT PARTICIPANTS

Participating Organizations
Federal
Federal Bureau of Investigations
Bureau of Land Management
Immigration and Customs Enforcement
State
Wyoming Game and Fish
Wyoming Highway Patrol
Wyoming Department of Transportation
Natrona County
Natrona County Emergency Management
Casper-Natrona County Health Department
City of Casper
Casper Fire-EMS
Wyoming Medical Center
Mesa Primary Care
Sage Primary Care
University of Wyoming Family Medicine Residency-Casper
Bar Nunn Fire Department
Evansville Fire-EMS
Natrona County Fire Protection District
Mills Fire Department
Midwest Community Clinic
Community Health Centers of Central Wyoming
Natrona County Sheriff's Office
Mills Police Department
Evansville Police Department
Natrona County Road and Bridges
Natrona County Quick Reaction Force
Natrona County Explosive Ordinance Disposal Team
Wyoming Life Flight
Central Wyoming Counseling Center
Casper Police Department
Private and NGO
AT&T
Salvation Army
Wyoming Food Bank of the Rockies
Food Services of America

Urgent Care of Casper
Summit Medical Center
Mountain View Regional Hospital
US Renal Care
Elkhorn Valley Rehabilitation Hospital
Wyoming Behavioral Institute
Central Wyoming Hospice

APPENDIX C: ACRONYMS

Acronym	Definition
AAR	After Action Report
FOUO	For Official Use Only
HSEEP	Homeland Security Exercise and Evaluation Program
IP	Improvement Plan
POC	Point of Contact