

# **NATIONAL MASS CARE EXERCISE 2014**

## **After Action Report**

*August 4, 2014*





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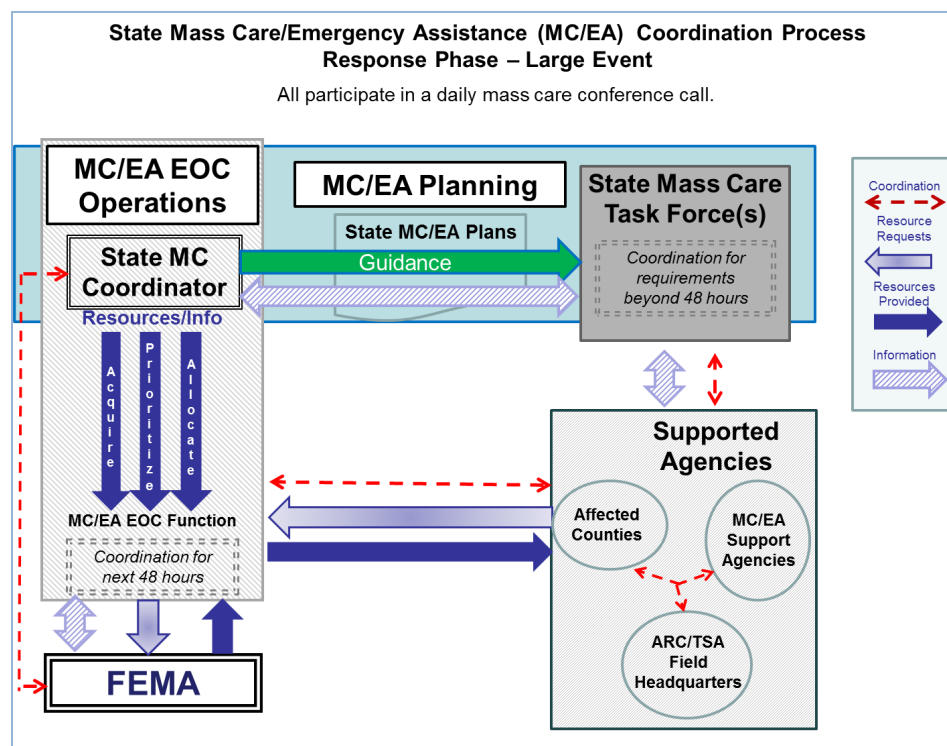


## Executive Summary

The 2014 National Mass Care Exercise was conducted in conjunction with the 2014 Florida Statewide “Hurricane Jones” Exercise sponsored by the Florida Division of Emergency Management. Over 100 players, controllers and evaluators representing all levels of government, nongovernmental agencies, the private sector and academia participated in the mass care portion of the exercise. Additionally, FEMA and the American Red Cross established response operations off-site to simulate coordinating elements that would be in effect in a real event.

The scenario was based on a modified version of Tropical Storm (TS) Fay which occurred in August of 2008. In the exercise scenario, Hurricane Jones was a strong Cape Verde hurricane that tracked westward across the Atlantic making first landfall in Key West at 11 pm on Sunday May 18 as a Category 4 hurricane. The hurricane made a second landfall Monday May 19 in Boca Grande, FL as a Category 3 storm and churned northeastward through the Peninsula, dumping copious amounts of rain throughout Central Florida. By the evening of May 20<sup>th</sup> the storm turned to the west-northwest and exited into the Gulf of Mexico where it continued to track West-Northwest toward the Panhandle. It made a third and final landfall in Apalachicola, FL on Thursday May 22<sup>nd</sup> at 9am as a tropical storm.

The *White Paper: Mass Care Task Force Structure and Function*, published in December 2013, attempted to translate the lessons learned during the 2012 and 2013 National Mass Care Exercises into Best Practices for the organization and employment of mass care task forces. The 2014 National Mass Care Exercise (NMCE) was designed to test the concepts presented in the White Paper for a state mass care and emergency assistance coordination process, as outlined in the diagram below.



The 2014 NMCE validated this process, as shown, to be effective and capable of being utilized by states or other large jurisdictions across the nation. Sheltering, Feeding, Distribution of Emergency Supplies and Reunification Services Task Forces were established and performed a planning and coordination role in support of the State Mass Care Coordinator in the State EOC. Shelter and Feeding Task Forces were previously tested during the 2012 and 2013 Florida Hurricane Exercises. Plans and Standard Operating Guidelines developed in 2012 and 2013 for Shelter, Feeding and Distribution of Emergency Supplies Task Forces were tested for continued refinement.

This scenario gave participants an opportunity to learn and exercise state of Florida and federal systems in the areas of feeding, sheltering, distribution of emergency supplies and reunification services coordination. An incident with three disparate impacts on dense population areas with large amounts of damage led to significant logistics complexities for mass care planning. The exercise also addressed the call in the National Mass Care Strategy for “an annual national Mass Care system exercise that focuses on establishing state to federal coordination systems and integrating staff from key federal, NGO, faith-based organizations and the private sector into an effective Mass Care multi-agency coordination structure.”

The following was accomplished during exercise play:

- Integration of mass care personnel from 7 other states (Texas, Pennsylvania, Maryland, Missouri, Arizona, New Jersey and Hawaii) into the Florida Mass Care operation in a simulation of an EMAC deployment;
- Integration of emergency management personnel from the City of Tallahassee into Emergency Support Function (ESF) 6 EOC and mass care task force administrative positions in a simulation of a Mutual Aid deployment;
- The simultaneous establishment and use of four state Mass Care Task Forces (Feeding, Distribution, Reunification and Sheltering) for planning with significant federal, state, NGO and private sector participation leading to a more robust EOC operation;
- Input to daily operations in the EOC from the planning by the task forces allowed Florida to make better mass care decisions;
- Mass care procedures, tools, and job aids that were developed in previous exercises were refined and validated;
- Multi-Agency Feeding Task Force procedures for the purchase of bulk food for the voluntary agencies using state and federal resources, to include detailed coordination with the private sector food companies on each food order and the incorporation of available USDA commodities;
- Multi-Agency Sheltering Task Force procedures for estimating the size of post-event short-term shelter populations and estimating Functional Needs Support Service resource requirements by kind and quantity.
- A Reunification Services Task Force was tested for the first time using preliminary drafts of the Reunification Services Task Force Template and a generic standard operating guide;
- The successful test of three mass care procedural documents suitable as templates for states nationwide:
  - *2014 Generic Mass Care Task Force Standard Operational Guide – V2*
  - *2014 Feeding Task Force Standard Operational Guide*

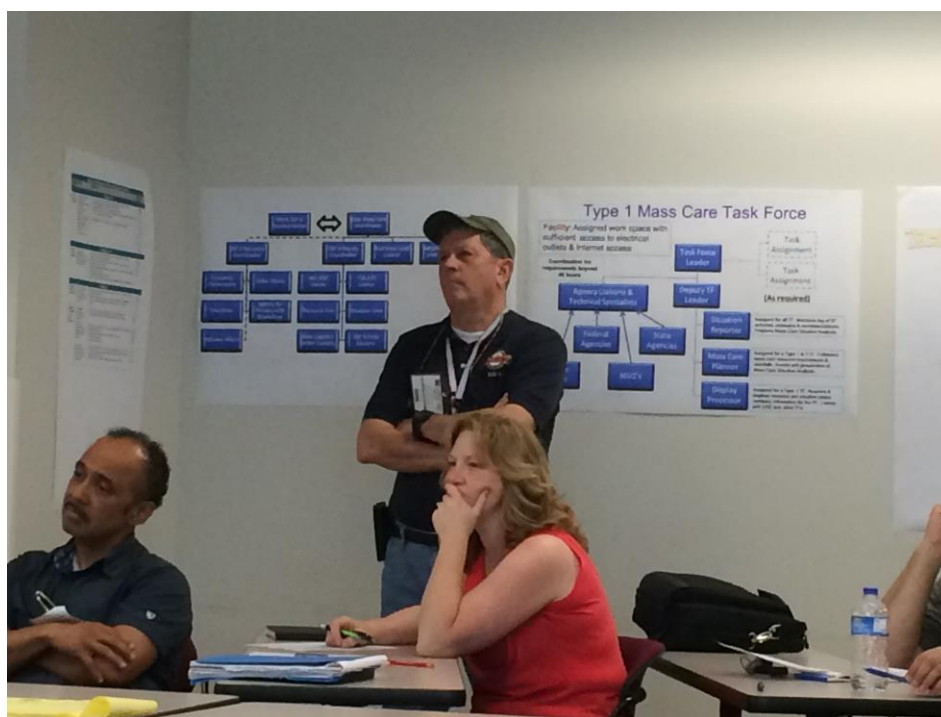


– 2014 Shelter Task Force Standard Operational Guide

The size, complexity and scope of the exercise were such that areas for improvement were identified. With the desire to give as many people as possible the opportunity to observe and be trained, the task forces were larger than they would be in an actual incident, and not as effective. Areas for improvement include:

- The need to establish early in the Incident a coordinating element of mass care planners that could seed the task forces with background knowledge when the task forces were established;
- The mass care task forces worked better when they focused on mass care planning as opposed to tactical or operational issues;
- Few participants had any training in mass care planning, which drove some to rely on their operational experience, and led in some cases to a focus on tactical or operational issues;
- A process was established to synthesize and report the outcomes of the analysis performed by the four task forces but the process did not begin to function until the third day of the exercise.
- The lack of a defined mass care common operating picture for planning and operations left the task forces unable to create critical pathways forward within the four mass care activities;
- The mass care community needs to adjust food preparation processes in field kitchens to reflect the available food inventory.

All of the participants benefited from the training offered by the exercise and from the professional development opportunities that came from interaction with such a broad array of experienced mass care professionals from so many agencies across the nation.



## Exercise Overview

### Exercise Name

2014 National Mass Care Exercise

### Type of Exercise

Full-scale Exercise

### Exercise Start Date

May 19, 2014

### Exercise End Date

May 22, 2014

### Duration

4 days



### Primary Location

State Emergency Operations Center – Tallahassee, Florida

### Sponsors

- Florida Division of Emergency Management
- Federal Emergency Management Agency
- American Red Cross

### Program

State Training and Exercise Program

### Missions

Preparedness, Response and Recovery

### State Mass Care Exercise Objectives

- Validate State Mass Care/Emergency Assistance coordination process.
- Validate state Multi-Agency Feeding and Shelter Task Force operational procedures.

### National Mass Care Exercise Objectives

- Evaluate state-to-federal coordination systems for mass care.
- Integrate staff from key NGOs, faith based organizations, and the private sector into an effective mass care multi-agency organization.

### Documents Evaluated in the Exercise

- *2014 State of Florida Multi-Agency Feeding Plan*
- *2014 State of Florida Multi-Agency Shelter Support Plan*



- 2014 Generic Mass Care TF Standard Operational Guide -Version 2
- 2014 Feeding Task Force Standard Operational Guide
- 2014 Shelter Task Force Standard Operational Guide
- 2014 Florida Shelter Reporting Instructions (doc)
- 2014 ESF 6 Standard Operating Guide
- Draft Multi-Agency Distribution of Emergency Supplies Template
- Draft Multi-Agency Reunification Services Template

### Scenario Type

Catastrophic Hurricane

### Exercise Evaluation Team

#### Documentation

- Kam Kennedy
- Julia Dailey
- Louis Carrow

#### Evaluators

- Justin Breeding
- Caprice Brown
- Pamela Spring
- Donna Wiese

#### Number of Participants

- Players – 69, see roster
- Controllers – 8
- Evaluators – 4
- Observers – 22
- Agencies – 38 federal, state, nongovernmental organization, private sector and academic agencies representing the whole of the community.



## Background

The State of Florida conducted its annual Hurricane Exercise from May 19 through May 22, 2014. The purpose of the exercise was to enhance interagency coordination and cooperation by involving federal, state, and county governments in response to a major hurricane that threatened three areas of the state including the Keys, the central peninsula, and the Panhandle. The exercise trained and acquainted new and existing State Emergency Response Team (SERT) members along with voluntary and private sector organizations on their mission essential emergency support functions as they relate to response and recovery activities.

As part of the 2014 exercise, Florida's Emergency Support Function (ESF) 6 exercised four Mass Care task forces. These task forces included the:

- Shelter Task Force (STF)
- Feeding Task Force (FTF)
- Distribution Task Force (DTF)
- Reunification Services Task Force (RSTF)

Numerous partner agencies participated in the task forces to plan and prepare for shelter, feeding, distribution and reunification operations pre- and post-landfall. The task forces were exercised using the 2014 exercise scenario but were asked to focus on forecasting anticipated need, identifying available resources and resource shortfalls,

working through the request mechanisms necessary for obtaining needed resources, and planning collaborative efforts to meet the mass care missions necessitated by the scenario as well as by the secondary and tertiary events that ensued. The task forces dealt comprehensively with mass care concerns including meeting the needs of individuals with disabilities and others with access and functional needs, infants, children and the elderly.



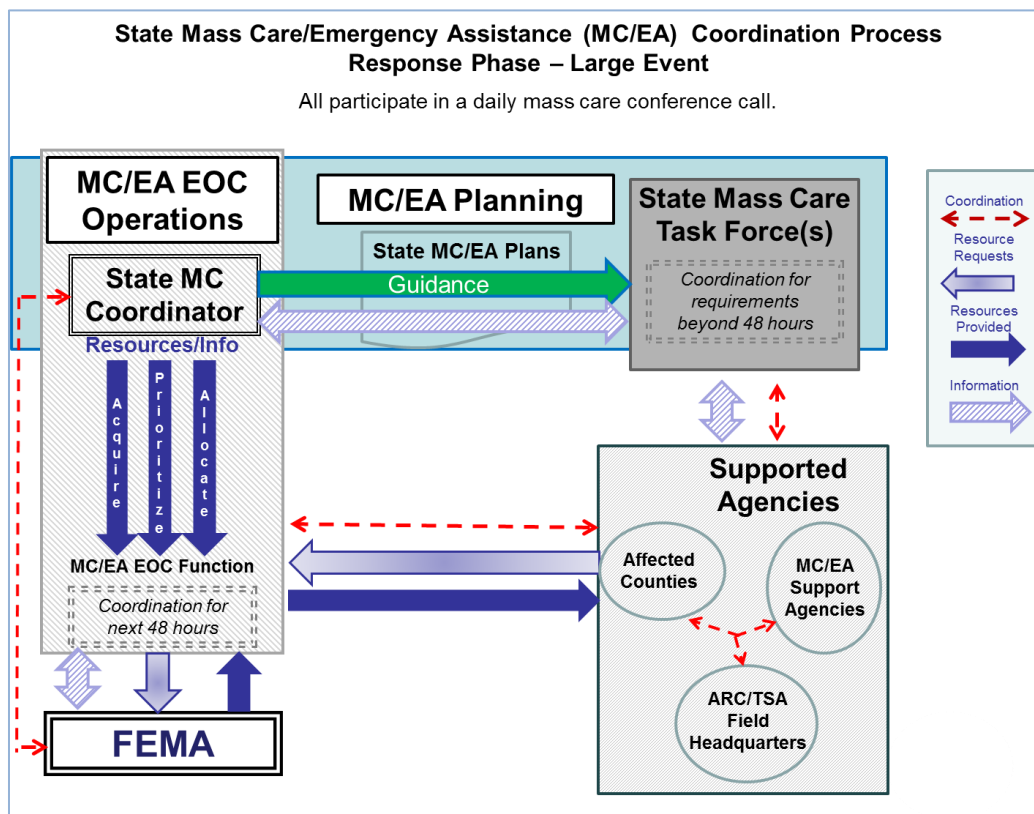
## Overview of Exercise Objectives

### Validate State Mass Care/Emergency Assistance (MC/EA) coordination process.

In a major Incident a State or other jurisdiction faces a dramatic increase in the number and complexity of mass care tasks that must be coordinated. The existing MC/EA structure and staffing must expand to meet the coordination complexity of the Incident or be overwhelmed. As additional personnel are brought in from outside the jurisdiction to handle the workload of the expanding Incident an effective way to put these people to work is to organize them into one or more task forces, organized by mass care activity (feeding, sheltering, distribution of emergency supplies & reunification services).

*White Paper: Mass Care Task Force Structure and Function*, published in December 2013, attempted to translate the lessons learned during the 2012 and 2013 National Mass Care Exercises into Best Practices for the organization and employment of mass care task forces. The White Paper outlined the State MC/EA Coordination Process as shown in Diagram 1.

**Diagram 1**



The 2014 NMCE validated this process, as shown, to be effective and capable of being utilized by states or other large jurisdictions across the nation. The coordination graphic emphasizes the point (reinforced

during this Exercise) that the mass care task forces play a planning and coordination (as opposed to operational) role in a large event and focus on mass care resource requirements beyond 48 hours in the future. The Exercise reinforced the point that jurisdictions must develop their own plans and operational procedures in accordance with a standardized state mass care coordination process that is familiar to new personnel arriving in response to a large Incident.

A key focus of this Exercise was the flow of information and coordination between the State Mass Care Task Forces and the Supported Agencies (see Diagram 1). The Task Forces were charged with coordinating for requirements beyond 48 hours. This necessitated identifying individuals who were not fully occupied with immediate operational tasks to perform this planning function for the ARC/TSA Field Headquarters.

The American Red Cross assigned a Mass Care Chief to the State EOC to perform this role and this proved to be an effective solution. The Salvation Army assigned additional staff to the State EOC to perform the normal administrative, liaison tasks and the State Liaison became, in effect, the Agency planner. These two Agency planners worked with the task forces and became the conduit for the flow of information and coordination to their respective Field Headquarters.

### **Validate state Multi-Agency Feeding & Shelter Task Force Operational Procedures.**

The mass care task force Standard Operating Guide (SOG) provides a framework within which the task force members can operate. The SOG outlines the organization of the task force, defines the roles of the different positions and prescribes the concepts by which the task force will perform their coordination and reporting tasks.

Thanks to voluminous and detailed feedback by task force members in the two previous exercises, the revised SOGs for the Feeding and Shelter Task Forces were validated during the 2014 Exercise. Two vital, non-mass care administrative positions in the task forces were the Display Processor and the Situation Reporter. The role of the Display Processor was shown to be critical in maintaining situational awareness for task force members because they were operating in a building separate from the EOC. The Situation Reporter was responsible for collecting, preparing and distributing the written information that was the important outcome of the task force's efforts.

In furtherance of the National Mass Care Strategy, exercise participants worked on the development of "a standard set of national basic planning assumptions, capability estimates, and resource matrixes for sheltering and feeding." These assumptions and estimates were specified in the operational procedures and incorporated into spreadsheets for use in mass care planning. The value of the spreadsheets was noted by the participants. The Mass Care Planners in the task forces played a vital role by managing the input and output of information from these spreadsheets.

The most important role in the task force is that of Task Force Leader. In recognition of the importance of this role the SOGs provided a lengthy checklist as a Job Aid for the Task Force Leader. The Exercise generated discussion about the desired qualifications, training and employment of Task Force Leaders and the need for the national mass care community to work together to develop this capability.

## Evaluate state-to-federal coordination systems for mass care and integrate staff

The exercise addressed the call in the National Mass Care Strategy (NMCS) for “an annual national Mass Care system exercise that focuses on establishing state to federal coordination systems and integrating staff from key federal, NGO, faith-based organizations and the private sector into an effective Mass Care multi-agency coordination structure.” In fulfillment of this objective the exercise included over 100 players, controllers, evaluators and observers from 38 federal, state, nongovernmental organization, private sector and academic agencies representing the whole of the community.

Participants in the exercise found that a mass care task force, charged with executing a multi-agency plan (feeding, sheltering, distribution of emergency supplies or reunification services) and provided with a functional operational procedure, is an effective way for jurisdictions to integrate key NGOs, faith based organizations, and the private sector into an effective response.

The following areas were found to be effective in integrating staff and enhancing coordination between the various agencies:

- An effective, daily, state Mass Care Conference Call is critical for synchronizing the actions of the various agencies in a large and complex incident.
- Mass care information products, like the Mass Care Situation Analysis, that are produced and disseminated to ESF 6 stakeholders help to define a common operating picture for decision makers.
- A geospatial information system, like the state of Florida GATOR system, assists participants unfamiliar with the geography of the state to gain better mass care situational awareness.
- FEMA liaisons established in the Task Forces were effective in educating task force participants on federal resources and increased the capability of the task force.

The size, complexity and scope of the exercise were such that areas for improvement were identified. The root causes for these areas were exercise design, mass care doctrine (or lack of) and the level of training and experience of the participants.

With the desire to give as many people as possible the opportunity to observe and be trained, the task forces were larger than they would be in an actual incident, and not as effective. This was raised as an issue in the 2012 and the 2013 exercises. The organizers made a conscious decision that all who could afford to participate would gain entry into the Exercise, with the understanding that there would be some degradation in the process during the Exercise. The loss in one area would be a gain in the other.

The lack of a defined mass care common operating picture for planning and operations left the task forces unable to create critical pathways forward within the four mass care activities. In particular, on the first day, there were multiple arguments between task force members about basic mass care planning assumptions. A way to alleviate this problem would be for the State Mass Care Coordinator to establish early in the Incident a coordinating element of mass care planners that could seed the task forces with background knowledge when the task forces were established (see Appendix C).



The mass care task forces worked better when they focused on mass care planning as opposed to tactical or operational issues. Few participants had any training in mass care planning, which drove some to rely on their operational experience, and led in some cases to a focus on areas more relevant to the tactical or operational. This is an issue that can be resolved through additional training of exercise participants prior to attending the Exercise.

A process was established to synthesize and report the outcomes of the analysis performed by the four task forces but the process did not begin to function until the third day of the exercise. The format for a Mass Care Situation Analysis was used for the first time in this exercise in an effort to achieve this synthesis. The issues outlined above inhibited the ability of the task forces to produce an analysis and then integrate them into a single document in a timely manner.

The mass care community needs to adjust food preparation processes in field kitchens to reflect the available food inventory. Current field kitchen equipment, training and processes are adapted to food delivered in #10 cans. Food purveyors, ranging from USDA to SYSCO, carry significantly fewer #10 cans in their inventories as the commercial food system has shifted to newer technologies like fresh frozen and dehydrated, as well as new forms of packaging. Discussions in the Feeding Task Force during the Exercise focused on the fact that in large disasters the limited amount of canned food would be exhausted and alternatives would have to be utilized. In addition, the amount of raw food product shelved in active inventory ranges in days versus weeks, further reducing the available supply. These issues necessitate examining how we can shift and adapt voluntary agency current production capability to newer technologies as well as working with the food industry to ensure we have a deep enough supply of food during major disasters.





## Common Task Force Feedback

Throughout the exercise, participants were surveyed via feedback forms and in-person interviews in order to gain their perspective on the task force concept, its effectiveness in response and ways to fine-tune the concept for future use. A number of similar themes resulted from this feedback that will allow the Florida State Emergency Response Team to refine its task force plans. A summary of the primary themes is given below.

### Strengths

This exercise marked the third year the Task Force concept was exercised as part of the SERT Hurricane Exercise. Individuals who had participated in or observed the exercise several times noted that from inception in 2012, the Task Force concept, guidance and tools have been enhanced significantly and the concept operated effectively during this exercise. Some of the common strengths expressed were that:

- Task Force members had better understanding of their roles and responsibilities which allowed the Task Forces to move ahead more rapidly with their work.
- Communication was more robust between Task Forces.
- The Task Force Leadership meeting was a welcome addition to the battle rhythm and should occur daily. It provided significant forward momentum for the exercise.
- The training provided to the display-processor position enabled the position to be more effective for each Task Force.
- Task Forces were provided with clear direction.
- The plans for the Shelter, Feeding and Distribution of Emergency Supplies Task Forces were well-done, easy to follow, and were beneficial towards informing the work of each Task Force.

### Improvements

The maturation of the task force concept significantly decreased the number of suggested improvements over prior years. A testament to the value of the task force concept was that most suggestions for improvement centered around ways the participants would utilize the concept in their own states. Some common suggestions were that:

- The Task Forces spent a lot of time focusing on forecasting need, but were unsure if their projections were in alignment with other Task Forces. They felt that it would be important for the State to validate projections and ensure that all Task Forces were working with the same projections.
- Communication strategies between Task Forces needed further refinement and direction.
- Many states/organizations would not have the bandwidth to provide a designated liaison at each Task Force and that some bandwidth issues might be resolved by means of a planning cell which could provide consistent projections to all Task Forces.

Further discussion of the suggestions given for each task force is outlined below.

## Communication and Connectivity

Communication and connectivity issues present in prior years' exercises were less evident during the 2014 exercise. The use of display-processors helped Task Forces maintain situational awareness and closer connectivity with the activity at the ESF-6 desk. During this exercise, the Shelter and Feeding Task Forces recognized the need to be connected with one another early-on and began using a liaison between the two groups after the first day.

Additionally, the Task Forces requested that a regular Task Force Leader's meeting be included on the battle rhythm. Comments about this change were 100% positive as the meeting ensured Task Force leader's were on the same page with their projections and more aware of the overlapping areas where their Task Forces would need to connect.

Task Force members were also very complimentary of the phone list provided at the beginning of the exercise. This support enabled more robust inter-Task Force communication as well as communication with the EOC.

The bulk of communication and connectivity suggestions for improvement surrounded material resources for the Task Forces. Task Forces want to be fully equipped with computers, printers, projectors, copiers and plenty of extension cords. They also wanted to have work rooms large enough to accommodate all members comfortably.

A suggestion was made that the Task Forces could be co-located in a large area, thereby allowing groups to share a printer and copier and to encourage inter-Task Force communication. However, some participants cautioned that co-location could be distracting if the room was not large enough to provide distinct working areas for each group.

## Overall

As in prior years, feedback from participants was extremely appreciative of the task force concept and the broad range of partners included in each group. The exercise gave participants an opportunity to network, learn more about partner services and capabilities, and work with advanced forecasting templates. All participants expressed agreement that there is great benefit in the concept.

Participants were also very enthusiastic in their praise of the plans, tools, templates and job aids that have been fine-tuned over the past three years. There were no specific suggestions given for improvement of these products.

There were three areas that participants did call out as concerns: organizational bandwidth to support multiple task forces; ensuring common projections; and trained task force leadership.

While capacity-building remains the top priority for all concerned, several suggestions were made that might help to address some of the concerns broached. These included:

- Use of a planning cell made up of a cell lead, planning specialists and a liaison for each Task Force. The planning cell would assume the responsibility of forecasting projections for all of the Task Forces. The liaisons would inform the work of the Task Force and the planning cell;

- Pre-disaster selection, training and maintenance of a cadre of Task Force liaisons from either the State or partner organizations. This would ensure that Task Force leadership is knowledgeable and able to operate more effectively from the outset;
- Exploring the possibility of virtual or co-located task forces which could help to alleviate bandwidth concerns.



## Recommendations

States or other large jurisdictions desiring to utilize the MC/EA Coordination Process during the response phase of a large incident must take the following steps:

- Designate a State Mass Care Coordinator. The role of the State Mass Care Coordinator is critical to the effectiveness of the process. The qualifications for a Type 1 or a Type 2 State Mass Care Coordinator are published and available at FEMA's *Resource Typing Library* website.
- Develop a written multi-agency plan for a mass care task force to utilize upon activation. All or most of the additional staff required to respond to a large Incident will arrive from outside the jurisdiction and may be unfamiliar with local geography and procedures. The time available for explanations will be brief so established plans should be made available to incoming staff prior to arrival. A *Multi-Agency Feeding Plan Template* can be found at the *National Mass Care Strategy* website and Templates for Sheltering, Distribution of Emergency Supplies and Reunification Services are being developed. For additional assistance in these areas States can contact their FEMA Region.
- Develop a written operational procedure for a mass care task force to utilize upon activation, for the reasons outlined in the bullet above. A *Generic Mass Care Task Force* operations procedure was utilized during this exercise and is available for jurisdictions to use as a guide or a template.

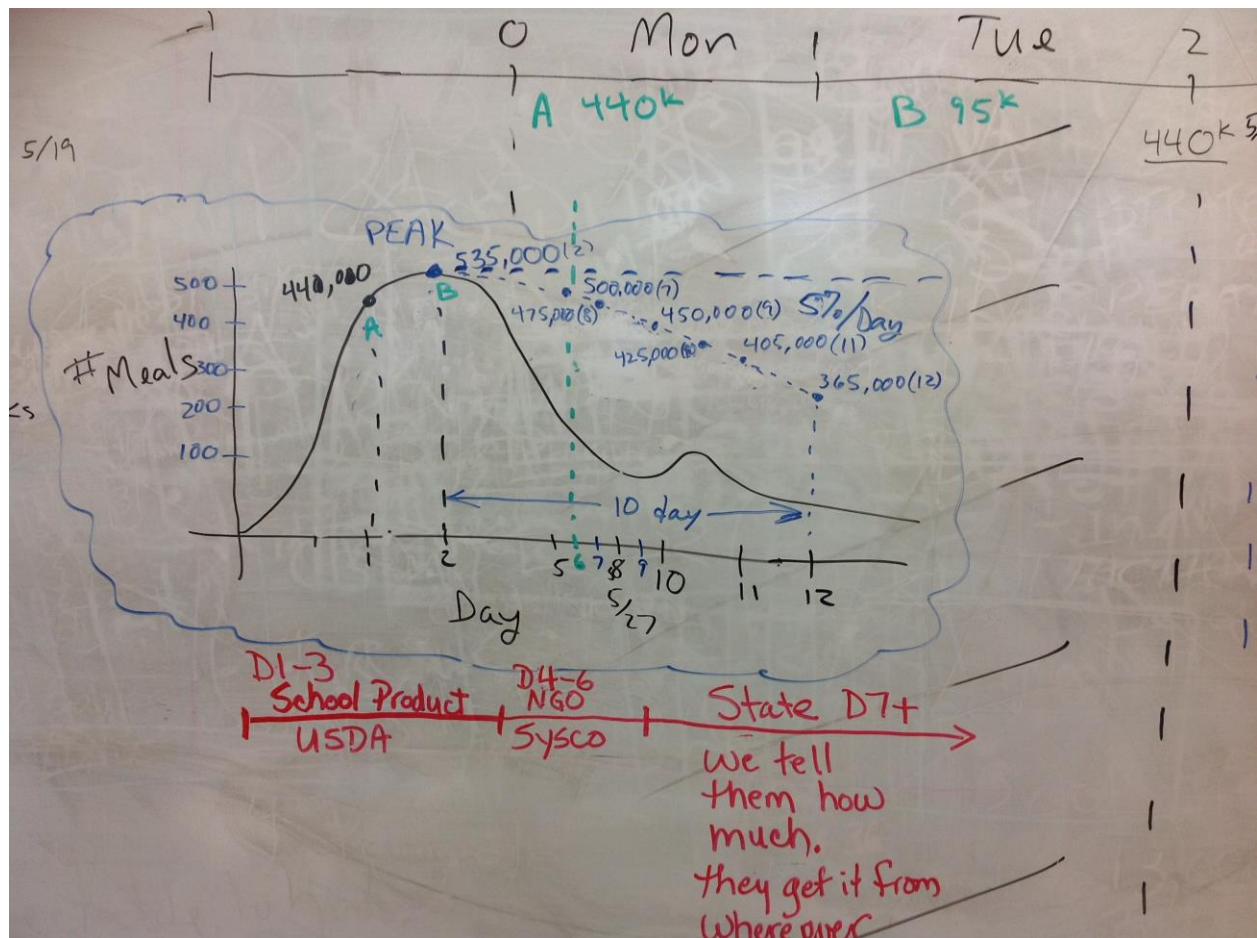
The Exercise identified the need for a cadre of trained mass care task force leaders that can deploy, upon request, to States and other large jurisdictions affected by a large Incident. An immediate step to develop this capability on a national level is to encourage and support:

- Individuals in the mass care community to become qualified as a Type 1 or Type 2 State Mass Care Coordinator; and
- Travel by qualified State Mass Care Coordinators to future National Mass Care Exercises in order that they may get experience leading mass care task forces.

The Exercise identified the need for trained mass care planners able to generate, through a spreadsheet, a common set of assumptions for use by the TFs and the support agencies. The various versions of a mass care spreadsheet utilized during the Exercise should be developed into a Mass Care Planning Spreadsheet Template that can be utilized by jurisdictions throughout the nation.

The Exercise identified the need to coordinate the planning efforts of the mass care task forces with the Supported Agencies (like the American Red Cross Disaster Relief Operation and the Salvation Army Incident Command). The Red Cross and Salvation Army should identify individuals capable of performing this role and ensure that they get the opportunity to exercise this planning role in future National Mass Care Exercises.

The final recommendation of this report is that FEMA, the American Red Cross and the mass care community across the nation support the next National Mass Care Exercise in Texas in 2015.



## Appendix A — List of Exercise Participants

| NAME                                   | POSITION                                   | ORGANIZATION                |
|--|--|-----------------------------|
| <b>EVALUATORS</b>                      |  |                             |
| Donna Weise                            | Evaluator #1                               | ARC                         |
| Caprice Brown                          | Evaluator #2                               | ARC                         |
| Justin Breeding                        | Evaluator #3                               | FEMA                        |
| Pam Spring                             | Evaluator #4                               | Maryland                    |
| Kam Kennedy                            | Documentation                              | ARC                         |
| Julie Daly                             | Documentation                              | ARC                         |
| Louis Carrow                           | Documentation                              | ARC                         |
| <b>CONTROLLERS</b>                     |  |                             |
| Rick Schofield                         | Lead Controller                            | ARC                         |
| Eddie Blackmon                         | Southern Baptists                          | Southern Baptist Convention |
| Delton Beall                           | Florida Baptists                           | FLA Baptists                |
| Mike Falino                            | Mass Care Planner Coach                    | CH2M Hill                   |
| Sandy Cory                             | Mass Care Planner Coach                    | CH2M Hill                   |
| Adrian Walker                          | Observer Coordinator                       | FEMA                        |
| Kevin Smith                            | TSA Florida Division                       | TSA                         |
| Alex Resnick                           | Simulation Cell Representative             | ESF6                        |
| <b>PLAYERS</b>                         |  |                             |
| <b>ESF 6</b>                           |  |                             |
| Mike Whitehead                         | State Mass Care Coordinator                | DBPR                        |
| Larry Shine                            | MC TF Coordinator                          | Texas                       |
| Peter Newman                           | Deputy ESF 6 Coordinator                   | DBPR                        |
| John Daly                              | FEMA Region IV                             | FEMA Region IV              |
| <b>ESF 6 STATE LIAISONS</b>            |  |                             |
| Matt Howard                            | ESF 6 Recovery Coordinator                 | DCF                         |
| Michelle Sheffield                     | Special Needs Coordinator                  | DOH                         |
| Delores Madison                        | Department of Economic Opportunity Liaison | DEO                         |
| Gregory Davis                          | Department of Education liaison            | DOE                         |
| <b>ESF 6 VOLUNTARY AGENCY LIAISONS</b> |  |                             |
| Cesar Rivera                           | Lead Red Cross State liaison               | ARC                         |
| Steve Ade                              | Red Cross Mass Care Chief                  | ARC                         |
| Bob Holdredge                          | Red Cross State liaison                    | ARC                         |
| Tanya Holloway                         | Red Cross State liaison                    | ARC                         |
| Ryan Lock                              | Red Cross State liaison                    | ARC                         |
| Rod Smith                              | Florida Baptists Representative            | FLA Baptists                |
| Kathy Clark                            | Salvation Army State liaison               | TSA                         |
| Julie Smith                            | Salvation Army State liaison               | TSA                         |
| Jennie Smith                           | Salvation Army State liaison               | TSA                         |
| Gary Sapper                            | Salvation Army State liaison               | TSA                         |
| Rebecca Macquire                       | Salvation Army State liaison               | TSA                         |
| <b>ESF 6 EOC STAFF</b>                 |  |                             |
| Brandi Gamble                          | Resource Unit Leader                       | EMAC State – PA             |
| Andy Janacek                           | Situation Unit Leader                      | DBPR                        |
| Cory Read                              | Situation Unit Deputy (Mon-Tue)            | EMAC State – PA             |
| Glenn Williams                         | Situation Unit Deputy (Wed-Thu)            | EMAC State – PA             |

| NAME                            | POSITION   | ORGANIZATION        |
|---------------------------------|--|---------------------|
| <b>FEEDING TASK FORCE</b>       |  |                     |
| Ryan Logan                      | Feeding Task Force Controller                      | ARC                 |
| Russ Hendrickson                | MAFTF Leader A (Mon-Tue)                           | EMAC State – NJ     |
| Glenn Williams                  | Deputy MAFTF Leader A (Mon-Tue)                    | EMAC State – PA     |
| Garry Sitze                     | MAFTF Leader B (Wed-Thur)                          | FEMA                |
| Cory Read                       | Deputy MAFTF Leader B (Wed-Thur)                   | EMAC State PA       |
| Robert Adams                    | Situation Reporter                                 | City of Tallahassee |
| Joe Dombi                       | FTF Mass Care Planner                              | CH2M Hill           |
| Karen Ryan                      | Display Processor                                  | City of Tallahassee |
| Shenique Bridges                | ESF 11 Food & Water rep                            | DACS                |
| Eugene Malvaeu                  | USDA-FNS SE Region                                 | USDA                |
| Tony Muscolino                  | ARC Feeding Task Force Representative #1           | ARC                 |
| Richard Acker                   | ARC Feeding Task Force Representative #2           | ARC                 |
| Lance Rocks                     | TSA Feeding Task Force Representative              | TSA                 |
| Sarah Jo Trimble                | Florida Baptists Feeding Task Force Representative | FLA Baptists        |
| Charles Fillingam               | Florida Baptists Feeding Task Force Representative | FLA Baptists        |
| Rebecca Brislain                | FAFB Feeding Task Force                            | FLA Food Banks      |
| Garry Sitze                     | FEMA FTF Rep (Mon-Tue)                             | FEMA                |
| Zullyvette Feliciano            | FEMA FTF Rep (Wed-Thur)                            | FEMA                |
| Mark Keener                     | Private Sector Feeding Task Force Representative   | Sysco               |
| Brian Head                      | Private Sector Feeding Task Force Representative   | Sysco               |
| <b>SHELTER TASK FORCE</b>       |  |                     |
| Peggy Mott                      | Shelter Task Force Controller                      | FEMA                |
| Johnny Hatten                   | Shelter Task Force Leader A (Mon-Tue)              | EMAC State – MD     |
| Jan Blosser                     | Deputy Shelter Task Force Leader A (Mon-Tue)       | EMAC State – PA     |
| Devon Heberlig                  | Shelter Task Force Leader B (Wed-Thur)             | EMAC State – PA     |
| Matt Updegrove                  | Deputy Shelter Task Force Leader B (Wed-Thur)      | EMAC State - PA     |
| Frederick Williams              | STF Mass Care Planner                              | FEMA                |
| Clay Fallis                     | Situation Reporter                                 | City of Tallahassee |
| JoAnne Maltese                  | Display Processor                                  | City of Tallahassee |
| Valerie Beyon                   | State Disability Coordinator                       | DOH                 |
| Bob Sheldon                     | ARC Shelter TF Rep #1                              | ARC - GA            |
| Bruce Cuber                     | ARC Shelter TF Rep #2                              | ARC - LA            |
| Page Merkison                   | Department of Elder Affairs liaison                | DOEA                |
| Eddy Harris                     | Agency for Persons with Disabilities liaison       | APD                 |
| Janet Collins                   | DOH Liaison  | DOH                 |
| Mike Kapuschinski               | FEMA STF Rep                                       | FEMA                |
| <b>DISTRIBUTION TASK FORCE</b>  |  |                     |
| Dante Glinecki                  | Dist Task Force Leader A (Mon-Tue)                 | EMAC State - MO     |
| Russ Hendrickson                | Dist Task Force Leader B (Wed-Thur)                | EMAC State - NJ     |
| Susan Newhouse                  | Situation Reporter                                 | City of Tallahassee |
| Elizabeth Fuhrman               | Mass Care Planner                                  | FEMA                |
| Mike Pickerell                  | Controller   | FEMA                |
| Charlene Sargent                | NGO liaison  | Adventists          |
| Steve Irwin                     | NGO Liaison  | Convoy of Hope      |
| <b>REUNIFICATION TASK FORCE</b> |  |                     |
| Daniel Porth                    | Reunification Task Force Leader A (Mon-Tue)        | EMAC State - AZ     |
| Warren Miller                   | Reunification Task Force Leader B (Wed-Thur)       | City of Jackson, MS |
| Robby Powers                    | Situation Reporter                                 | City of Tallahassee |
| Catherine Welker                | Controller   | FEMA                |
| Sharon Hawa                     | NGO Liaison  | NCMEC               |



| NAME             | POSITION | ORGANIZATION               |
|------------------|----------|----------------------------|
| <b>OBSERVERS</b> |          |                            |
| Keith Brown      | Observer | Picadilly Restaurants      |
| Jeff Miller      | Observer | Picadilly Restaurants      |
| Kyle McPhee      | Observer | Hagerty Consulting         |
| April Geruso     | Observer | Hagerty Consulting         |
| Beth Krah        | Observer | ActivTek Health Solutions  |
| Jerri Stark      | Observer | Sysco                      |
| Hayley Reynolds  | Observer | MIT Lincoln Laboratory     |
| Heather Gordon   | Observer | Deployed Resources         |
| Vera Hughes      | Observer | Texas DEM                  |
| COL Ruben Alonzo | Observer | Texas National Guard       |
| Cora Russell     | Observer | USDA FNS                   |
| Miguel Cruz      | Observer | CDC                        |
| Steven Yoshimura | Observer | Hawaii State Civil Defense |
| Gerald Wright    | Observer | FEMA                       |
| Carla Boyce      | Observer | FEMA                       |
| Caprice Brown    | Observer | ARC                        |
| Lauren Twohig    | Observer | ARC                        |
| Shannon Macnamee | Observer | ARC                        |
| Steve Taylor     | Observer | ARC                        |
| Amanda Hyade     | Observer | ARC                        |
| Virginia Mewborn | Observer | ARC                        |
| Alvin Migues     | Observer | TSA                        |



## Appendix B – Task Force Specific Comments & Recommendations

*Note to Appendix B: The following represents a synthesis of the specific comments made by the task force participants over the course of the Exercise. A summary of these comments is presented in the main body of the Report. The comments are not attributed, are in some cases contradictory, and in other cases contrary to the conclusions and recommendations of this Report. These comments are offered in order to convey the enthusiasm and range of opinions that were present at the exercise.*

### Distribution of Emergency Supplies Task Force Comments and Recommendations

#### Distribution of Emergency Supplies Task Force General Comments

The Distribution Task Force (DTF) showed good progression over the course of peak exercise play. The DTF formed in about four hours and began working coherently the afternoon of the first day.

The DTF expressed frustration in two areas. First was confusion that arose over their involvement in distribution of shelf stable meals. The population that might need these items has some overlap with the Shelter and Feeding Task Forces. De-conflicting who had these responsibilities was achieved through the implementation of a task force leader's meeting on day two of the exercise. Task force members did suggest, however, that it might be helpful to have a planning cell at the ESF-6 desk provide a common operating picture for all of the task forces.



A second area needing improvement was in de-conflicting forward-planning and tactical planning instructions. The task force understood their role to be forward-planning; however they felt they were receiving conflicting instructions from the task force coordinator. Task force members noted that in a real-life event, this misalignment could be expected, but they wanted to ensure the focus of the task force remained forward-planning.

The Task Force Evaluator and Controller noted that having a set battle rhythm for the task force would aid in more rapid formation. Additionally, several members of the task force noted that developing common terminology for distribution would be helpful.

### **Distribution Task Force Materials**

The task force used the plans and tools developed for it and had few suggestions for improvement. Those areas that were mentioned surrounded the need for common terminology nationwide, as well as determining whether to use pounds or truckloads as a common measure.

### **Distribution Task Force Recommendations**

Following are the recommendations synthesized from the DTF evaluation comments:

- Task Force Leadership
  - Ensure there is a daily task force leader's meeting that provides leaders with an opportunity to de-conflict overlap areas and provide leaders with an update of objectives and assignments.
- Common Operating Picture
  - Develop a planning cell in the ESF-6 desk to provide a common operating picture to all of the task forces.
- Battle Rhythm
  - Provide a battle rhythm for the task force to ensure consistency of operations.

### **Feeding Task Force Comments and Recommendations**

#### **Feeding Task Force General Comments**

As in prior years, task force evaluation comments were overwhelmingly enthusiastic about the concept of task forces and their application. They expressed appreciation for the breadth of subject matter expertise and the value of working together to forward-plan the needs of the operation.

The Feeding Task Force (FTF) showed marked improvement over prior years in their ability to form and accomplish their objectives. Even though there was improvement, the FTF got bogged down at one point in trying to ensure their projections were informed by the work of the Distribution and Shelter Task Forces.

The plan and tools received high marks and few comments were received about any needed improvements.

#### **Feeding Task Force Logistics**

Many team members who had played in prior exercises were pleased with the inclusion of a display-processor and want to see this addition maintained. Several suggestions for fine-tuning the display-processor position including: ensuring the display-processor has a computer; ensuring display-processors have adequate training as soon as they arrive so they understand how to access and use the systems and where information will be stored; and ensuring that display-processors have log-ins/passwords for the system so they can be productive immediately.

An additional suggestion was to have the EOC situation unit leader, the display-processor and the task force situation reporter meet at the beginning of the exercise (or real-life event) to ensure everyone understands where to post and retrieve information.



### Feeding Task Force Recommendations

Following are overall recommendations that were synthesized from the feedback:

- Task Force Leadership
  - Provide leaders with training on task force operations.
  - Provide leaders with a checklist for forming the group.
  - Ensure all task force leaders meet daily to de-conflict projections.
- Display-Processors
  - Provide training on the state's system as soon as the display-processor arrives.
  - Ensure the task force has a computer dedicated to the display-processor.
  - Amplify the display-processor checklist to include how to: log on to EMEX; read Missions; show GATOR.
  - Arrange display-processor and EOC situation unit to meet at beginning of display-processors deployment to discuss how to access needed information from the system and where to store documents.
- Overall Operations
  - Ensure that task force maintains focus on forward-planning and does not become engaged tactically.

### Reunification Services Task Force Comments and Recommendations

#### Reunification Task Force General Comments

This was the first year that the Reunification Task Force (RTF) was exercised. As such, the RTF demonstrated formation struggles similar to the other task forces in the 2012 and 2013 exercises. The



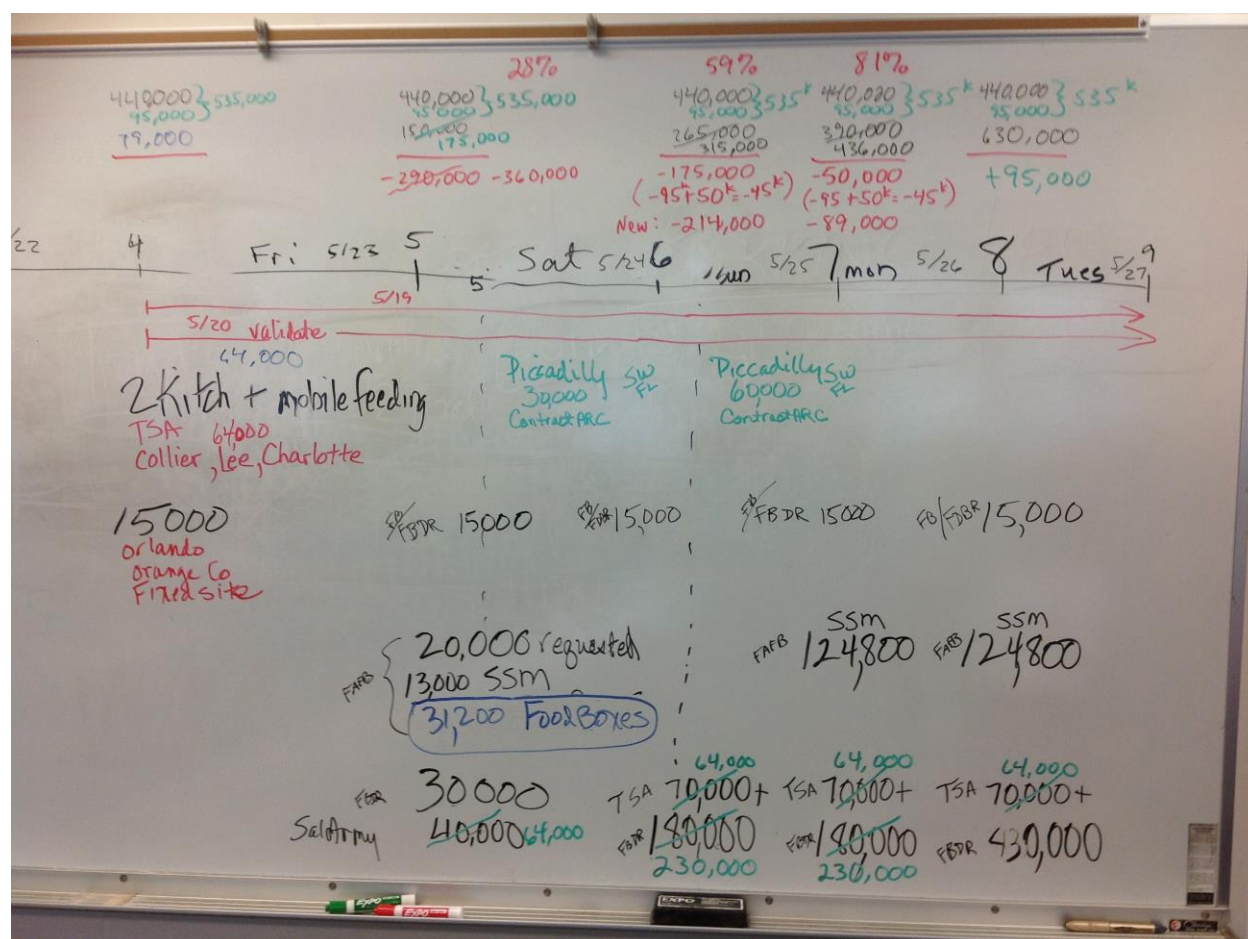
RTF expressed frustration with clarity of purpose; not understanding task force objectives; not knowing which state agencies to reach out to; not knowing the full range of support options that might be available in the state; and not having a final plan to guide their efforts.

The depth of subject matter expertise that was available was appreciated by the Task Force; however they noted that the Red Cross, a significant player in reunification, was not represented on the team. This disconnect made it difficult for the task force to get a full understanding of the range of resources that could be available.

As in prior years, the forming stage of the RTF's development took substantially longer than their Shelter, Feeding and Distribution counterparts. This demonstrates the validity of the effort that has been put into planning and exercising the other three concepts. As such, even though RTF members were initially frustrated, they recognized that as plans and tools are developed and refined the concept will work and is useful. They noted that developing a standing task force would be beneficial.

### Reunification Task Force Composition

The RTF spent a great deal of time discussing who should be on the task force. As mentioned previously, inclusion of the Red Cross within the task force composition will be critical to its success. Additionally, evaluators noted that appointing a deputy to ensure task force operations when the task force leader is



in meetings would be beneficial.

### **Reunification Task Force Operations**

Most of the forming frustration experienced by the RTF could be traced to the absence of a finalized plan. With a plan the RTF would have known the resources available; the state agencies they could work with to access these resources; that other agencies and federal partners that could be tapped; and they would have had an understanding of the concept of operations for SERT. The RTF also struggled with gaining clarity around their purpose and their objectives and with developing an effective battle rhythm for their work.

### **Reunification Task Force Recommendations**

Following are recommendations taken from the comments provided by RTF evaluators, controllers and members:

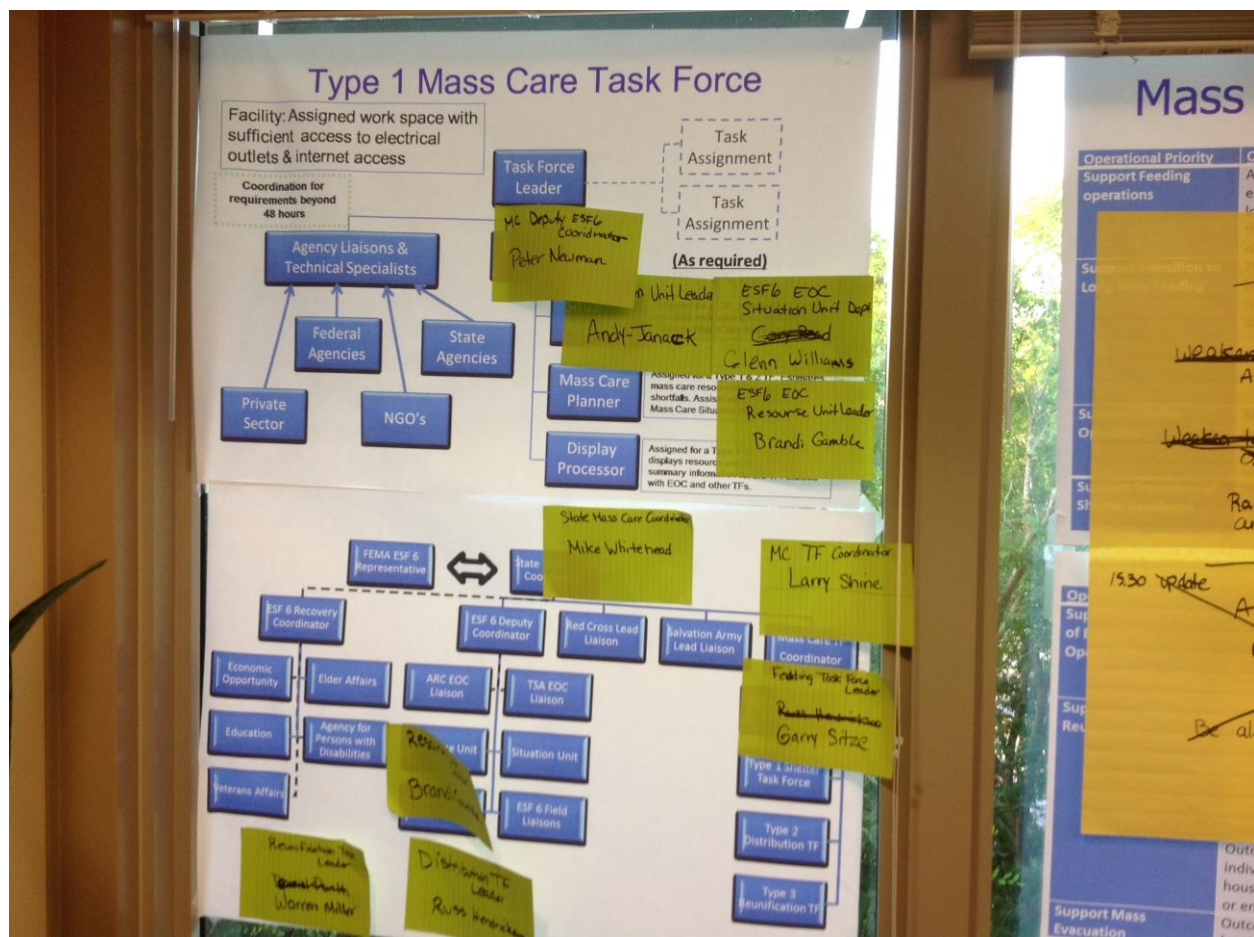
- Task Force Leadership
  - Ensure task force leader is trained pre-exercise.
  - A task force leader conference call pre-exercise would help them to understand their role and provide them with ways to form the task force more effectively.
  - If possible, have a trained cadre of task force leaders to assume this role in a disaster.
  - Provide task force leaders with a step-by-step checklist for forming the team. The checklist should include:
    - Introductions and establishment of roles and responsibilities for each team member.
    - Ground rules for the operation of the task force.
    - Overview of the task forces objectives; the situation; the resources available; the partners and their roles; the ESF structure for the state; and the plans, job aids and systems the task force can use.
- Task Force Composition
  - Ensure Red Cross is a member of the task force.
  - If possible, develop a standing task force that meets bi-annually or quarterly.
  - Have the task force leader appoint a deputy to ensure continuity of operations.
- Logistics
  - Ensure the task force has internet connectivity; a phone list; and training on the state's systems for situational awareness.
  - Develop a consistent battle rhythm for the task force that includes a morning briefing; morning meeting between all of the task force leaders; and an evening briefing.
  - The RTF Plan:
    - Include a section in the plan on forming a Task Force;
    - Ensure plan provides resources and also indicates at what disaster level those resources can be deployed;
    - Identify a state lead agency for reunification.



### Shelter Task Force General Comments

## The exercise for the Shelter Task Force

The STF offered several suggestions



An additional concern: who's projected shelter figures are used, the estimate developed by the task force or the one estimated by the coordinator? There was confusion on where the numbers came from and if they were using the correct tools for projection. A task force specific pre-exercise call could help get everyone on the same page prior to the exercise. This observation should also be considered in terms of any implications it may have to the plan or SOG.

### **Shelter Task Force Plans and Tools**

The team developing the plans and tools for the STF received a lot of praise from the task force. The STF members used the plan consistently throughout the exercise. They also gave high marks to the EEI tools, the spreadsheet, Hurrevac and GATOR.

The group's specific recommendations for improvement included providing more clarity on the organization chart as to how the task force should communicate with the task force coordinator and other task forces. They also suggested that a report template with directions be added to the Task Force Checklist.

### **Shelter Task Force Composition and Location**

One artificiality of this year's exercise was a significant increase in the number of observers who came. This increase was due to the fact that the National Mass Care Exercise will be hosted by other states in 2015 and 2016. The observers were pleased to have an opportunity to view the activity and learn about the national plan template, tools and SOGs. The networking was of tremendous value to everyone involved however exercise participants did indicate that the large number of people was sometimes distracting from exercise play.

In terms of Shelter Task Force Composition, the task force recommended that pet sheltering representatives be included on the task force. They also suggested that state-centric partners in sheltering such as CERTs or other state partners with significant roles in sheltering be included. Additionally, the STF requested that a liaison be included from the State Led Disaster Housing Task Force to enable the team to smoothly transition their work to longer-term housing.

Communication with other task forces was a paramount concern of the STF. They expressed frustration with being isolated from the Feeding Task Force and suggest that co-location or close proximity location of the task forces be included in the plan.

### **Shelter Task Force Battle Rhythm**

As mentioned in the feedback from other task forces, have a set battle rhythm for the task forces would be helpful. A template for a battle rhythm should be included in the SOG with recommendations for the specific individual who should attend each meeting.

### **Shelter Task Force Situational Awareness**

In terms of situational awareness, the STF noted they had more data in EM Constellation to use which was appreciated. There was a concern mentioned that the STF was not using the most current population census data. Additionally the STF noted that information on vulnerable populations was not included on GATOR and that shelter counts needed to be updated more regularly. The STF was introduced to Hurrevac later in the exercise which may have resolved some of these problems.

### Shelter Task Force Other

It was good to note that the STF thought ahead towards the transition from sheltering to longer-term housing. Several members asked about the possibility of a Shelter Transition Team. The group had discussions around who handles transition and noted that it often falls to the county to work out transition plans. A suggestion was given for including a liaison from a government agency that might be responsible for establishing transition teams in each county.

### Shelter Task Force Recommendations

The following recommendations were synthesized from the evaluation comments of the evaluator, controller and STF leader as well as written evaluations from participants.

- Exercise Set up, Materials and Play
  - Hold a conference call with STF participants prior to the exercise. During the conference call:
    - Review the plan
    - Review the SOGs
    - Train participants on use of the tools
    - Clarify objectives, roles and responsibilities
    - Provide logistical information
    - Overview state-specific situational awareness systems
    - Review logistical support that will be available at the exercise and how to access it
  - Hold a conference call with all task force leaders prior to the exercise. During the call:
    - Review the objectives for the task force
    - Clarify roles and responsibilities of the task force leader
    - Highlight portions of the SOG checklist of relevance to the task force leader
    - Provide task force leaders with a battle rhythm and recommendations for forming the team on day one of the exercise
  - Ensure evaluation criteria in the EEG is separated by task force and EOC.
- Plans and Tools
  - Clarify communication pathways on the organizational chart to ensure effective communication between task forces.
  - Include a report template with directions for completing it within the checklist.
- Composition and Location
  - Include the following team members on the task force:
    - ESF-8 liaison
    - State-specific partners in sheltering such as CERTs
    - Red Cross
    - State-specific disaster housing task force liaison
- If a large enough space is available, co-locate all of the task forces together. If space does not permit, locate task forces within close proximity of one another to ease inter-task force communication and visibility.
- Battle Rhythm
  - Provide a suggested battle rhythm in the SOG with suggestions for which participant(s) should attend each meeting.
- Logistics

- Ensure the display-processor has access to the emergency management data system first thing.
- Ensure the display-processor has a computer.
- Provide the STF with the following:
  - Extension cords
  - Printer
  - Polycom phone system for conference calls
  - Large post-it pads, easels and markers
  - Large table name cards with position names on them



## Appendix C – Exercise Brief for Simulated Planning Cell

In an effort to improve the common operating picture of the task forces the mass care planners were brought together on Day 3 of the Exercise and given the following briefing.

# Planning Cell

Recap – first 2 days

## Overall Concept

- High Level Focus
- Quick framing of issues
  - for county/state /federal input
  - Action/Decisions /Recommendations/Options
  - Assignment to Task Forces
- Identify other information needed

## Key Focus

- Life Sustaining Mass Care
- Key Issues in Shelter, Feeding, Bulk, and Reunification
- Transition to Longer Term Solutions
- Impact of secondary issues (Holidays, Weather, Flooding etc...)
- Isolated Populations (Area, Housing etc...)
- Next Event

## Hurricane Jones

- Key Impact Areas (Not all impact areas)
  - SE FL (South Dade and Monroe County)
  - SW FL (North Lee, Charlotte, Sarasota, Manatee)
  - West FL (Hillsborough, Pinellas, Pasco)
  - North FL (Significant Flooding areas as identified)
- Other Area of Concern
  - Orange County (Short Term Tourism)



## Spreadsheet

- Requirements – High Level Overview  
See Excel

## Planning Issues

- Supply and Demand Curves (timelines)
  - Ramp up
  - Sustain
  - Closeout
- Resources to support and/or speed up Supply Curve
- Influencing Factors

## Shelter Planning Issues - Pick

- Sheltering for potentially 8,000 Monroe Residents until FEMA/State programs kick-in
- Sheltering of Responders (Mass Care – perhaps others)
- Shelter Transition/Consolidation out of School Shelters – smaller footprint
- Timing – Supply and Demand

## Life Support Planning Issues - Pick

- Support to those at home – or support for relo
- Vector Control
- Health and Sanitation
- Prevention of further damage
- Comms, electric, showers, laundry support
- Critical power needs
- Infants, Access and Functional Needs

## Feeding Planning Issues - Pick

- Food resupply of evac shelters
  - Now
  - Next Event
- Feeding delivery issues
- Assortment – Short Term versus Sustained
- Raw Food Product
- Production Capability
- Timing Supply and Demand

## Bulk Planning Issues - Pick

- Delivery Issues
  - Geography
  - Agencies versus goods
- Assortments linked to need
- Linkage to PODS or normal infrastructure
- Transition to normal social services infrastructure
- Timing Supply and Demand

## Reunification Planning Issues - Pick

- Communication Status – Normal/Emergency
- Injury and Fatality Messaging/Connections
- Families separated in impact areas
- Out of state contact (Tourists, Elderly, Family etc)
- Timing Supply and Demand

## Assignment and Tracking Issues

- Not Planning but needs
- Who has the ball?
- Resources Needed?
- Who Needs to Know?
- Stakeholders?

## Decision Timeline – Noticed Event

