

2018 Statewide Hurricane Functional Exercise

After-Action Report/Improvement Plan

31 May 2018

The After-Action Report/Improvement Plan (AAR/IP) aligns exercise objectives with preparedness doctrine to include the National Preparedness Goal and related frameworks and guidance. Exercise information required for preparedness reporting and trend analysis is included; users are encouraged to add additional sections as needed to support their own organizational needs.

The 2018 Statewide Hurricane Functional Exercise (2018 HurrEx) After Action Report and Improvement Plan is in compliance with The Department of Homeland Security’s Exercise and Evaluation Program (HSEEP) and will be used to enhance future Florida Department of Health response plans, trainings, exercises, incident, and event responses.

Adopted on: _____

By: _____

EXERCISE OVERVIEW

Exercise Name	2018 Statewide Hurricane Functional Exercise (2018 HurrEx)
Exercise Dates	April 30 – May 3, 2018
Scope	This exercise was four days in duration and involved play from the Florida Department of Health (FDOH), the State Emergency Response Team (SERT), the Florida Division of Emergency Management (FDEM), as well as from partners throughout the state on the local level. Exercise play was limited to locations identified by the FDOH Exercise Planning Team with full or partial activation of the emergency operations centers, health care facilities, and select additional emergency support functions.
Mission Area(s)	Protection, Response
Capabilities	<ul style="list-style-type: none"> • Emergency Operation Coordination • Medical Surge • Mass Care • Public Health Surveillance and Epidemiological Investigation
Objectives	See page 3
Threat or Hazard	Hurricane
Scenario	Hurricane “Coleman” was based on a modified version of Hurricane Donna, which occurred in August/September of 1960. Hurricane Coleman was a Category 4 storm that threatened Regions 3 through 7. The storm made landfall on Long Key between Marathon and Islamorada at the evening of Thursday, May 3, 2018, with winds near 140 mph and gusts to 160 mph. Coleman emerged into Florida Bay and made a second landfall in Florida near Cape Romano in Collier County late in the evening on Thursday, May 3, 2018, with winds of 130 mph.
Sponsor	Florida Division of Emergency Management
Participating Organizations	<p>Florida Department of Health</p> <p>Florida Division of Emergency Management</p> <p>See Appendix B for a full listing.</p>

Exercise Name	2018 Statewide Hurricane Functional Exercise (2018 HurrEx)
Point of Contact	<p>ESF-8 Lead Planner and Exercise Director Christina Stenberg Statewide ESF-8 Exercise Coordinator FDOH, Bureau of Preparedness and Response 4052 Bald Cypress Way Tallahassee, FL 32399 Christina.Stenberg@flhealth.gov</p> <p>Exercise Planner Bobby Bailey Exercise Program Manager FDOH, Bureau of Preparedness and Response 4052 Bald Cypress Way Tallahassee, FL 32399 Bobby.Bailey@flhealth.gov</p> <p>Program Manager Benny St John Training, Education, and Exercise Program Administrator FDOH, Bureau of Preparedness and Response 4052 Bald Cypress Way Tallahassee, FL 32399 Benny.StJohn@flhealth.gov</p>

ANALYSIS OF CAPABILITIES

Aligning exercise objectives and capabilities provides a consistent taxonomy for evaluation that transcends individual exercises to support preparedness reporting and trend analysis. Table 1 includes the exercise objectives, aligned capabilities, and performance ratings for each capability as observed during the exercise and determined by the evaluation team.

Objective	Capability	Performed without Challenges (P)	Performed with Some Challenges (S)	Performed with Major Challenges (M)	Unable to be Performed (U)
Demonstrate the ability to screen, validate, assign, and track all ESF-8 mission requests through completion.	Capability 3: Emergency Operations Coordination		X		
Monitor and coordinate resources to support the health care system in impacted counties.	Capability 7: Mass Care Capability 10: Medical Surge		X		
Demonstrate the ability to recruit, activate, deploy, track, and demobilize responders during an event to fulfill mission requests. Staffing missions may include environmental health, epidemiology, and special needs shelters.	Capability 3: Emergency Operations Coordination	NOT EVALUATED			
Develop and maintain situational awareness of special needs shelters' operational activities throughout the state.	Capability 3: Emergency Operations Coordination Capability 7: Mass Care Capability 13: Public Health Surveillance and Epidemiological Investigation		X		

Objective	Capability	Performed without Challenges (P)	Performed with Some Challenges (S)	Performed with Major Challenges (M)	Unable to be Performed (U)
Validate the ability for ESF-8 staff to effectively utilize the mission management system during an event.	Capability 3: Emergency Operations Coordination	X			

Table 1. Summary of Capability Performance

Ratings Definitions:

Performed without Challenges (P): The targets and critical tasks associated with the 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 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 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 capability were not performed in a manner that achieved the objective(s).

The following sections provide an overview of the performance related to each exercise objective and associated capability, highlighting strengths and areas for improvement.

EXECUTIVE SUMMARY

Purpose

The overarching purpose of this exercise was to introduce the SERT's new mission management system, WebEOC. Additionally, this exercise was used to continue to develop positive relationships with the federal, state, county, and city government as well as other partners in response to a natural disaster incident. The exercise was an opportunity to assess the training of Emergency Support Function 8 (ESF-8) staff's response capabilities, test the ability of ESF-8 to support the SERT, and integrate improvements to plans and/or training of personnel.

This exercise was also used to train and acquaint new and existing employees on their mission-essential response roles and responsibilities within their respective agency.

Scope

This exercise was four days in duration and involved play from the FDOH, the SERT, the FDEM, as well as from partners throughout the state on the local level.

Play was limited due to the nature of the exercise. No physical deployments of staff or resources occurred. Staffing of ESF-8 was minimal. All missions were handled notionally.

Summary

On Saturday April 28, 2018, weather advisories regarding Hurricane Coleman were dispersed throughout the SERT. The storm was shown as a category 4 and heading towards Florida. Monday, April 30, 2018, the SERT activated and placed the call for all ESFs to report to the State Emergency Operations Center (SEOC). As the week progressed south Florida received increasingly severe rainfall. The storm made landfall on Long Key between Marathon and Islamorada at the evening of Thursday, May 3, 2018, with winds near 140 mph and gusts to 160 mph. Coleman emerged into Florida Bay and made a second landfall in Florida near Cape Romano in Collier County late in the evening on Thursday, May 3, 2018, with winds of 130 mph.

Objective 1: Demonstrate the ability to screen, validate, assign, and track all ESF-8 mission requests through completion.

The strengths and areas for improvement for each capability aligned to this objective are described in this section.

Capability 3: Emergency Operations Coordination

Strengths

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

Strength 1.1: The new ESF-8 position, Mission Director, was tested for the first time during this exercise with only informal instructions as to roles and responsibilities. The Mission Director and Deputy Mission Director put in exemplary effort to test and refine the position throughout the exercise week. They worked diligently to process a variety of requests to ensure missions were appropriately handled. And it is notable that they were also learning how to use the new mission management system simultaneously.

Areas for Improvement

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

Area for Improvement 1.2: No ESF-8 specific documentation currently exists detailing the Mission Director position's job duties and expectations.

Reference: State ESF-8 Standard Operation Procedure (Version 4.0; Feb 2015); Public Health and Medical Emergency Operations Plan (Version 4.0, 6 October 2014)

Analysis: The position of "Mission Director" was created recently to improve the ESF-8 mission management process. As the position was new and untested, the personnel had only informal instructions to base their response activities on. No published documentation exists to guide the Mission Director or other ESF-8 personnel on the position's roles and responsibilities.

During the exercise the Mission Director and Deputy Mission Director received missions from the SERT, then reviewed the mission details to ensure the request was meant for ESF-8. Due to the scope of the exercise, the Mission Unit was not staffed. Therefore, the Mission Director and Deputy Mission Director served in the capacity of the Mission Unit and validated the specific mission details, which included querying further information from the requester (i.e. how long is the resource needed for?). When the mission details were validated the Mission Director or Deputy Mission Director then sub-tasked the mission to the appropriate Section or Branch.

Recommendation 1.2.1: Update current ESF-8 Standard Operating Procedure (SOP) and Emergency Operations Plan (EOP) as well as any other appropriate plans to include Mission Director position. Additionally, create job aides with job roles and responsibilities. Pertinent questions to consider answering in the update plans/job aides:

- What are the expected roles and responsibilities?
- Who does this position directly report to?

- Does this position validate mission details (such as asset type, duration resource is needed, etc.)?

Recommendation 1.2.2: Update ESF-8 Standard Operating Procedure (SOP) and Emergency Operations Plan (EOP) as well as any other appropriate plans to include new mission management process flow that incorporates the Mission Director position.

Objective 2: Monitor and coordinate resources to support the health care system in impacted counties.

The strengths and areas for improvement for each capability aligned to this objective are described in this section.

Capability 7: Mass Care

Capability 10: Medical Surge

Strengths

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

Strength 2.1: Shortly before the exercise a new FDOH staff member was brought onto the team and was assigned the role of Logistics Section Chief. This new team member adapted quickly to their role and worked diligently to learn as much as possible regarding ESF-8 response activities. Additionally, the interim Logistics Section Chief worked closely with the new Logistics Section Chief to ensure they were well trained on the position. This collaboration, along with the dedicated attitudes of both staff members, strongly contributed to the success of the exercise.

Area for Improvement 2.2: Process for handling generator and power restoration requests is not published in plans.

Reference: State ESF-8 Standard Operation Procedure (Version 4.0; Feb 2015); Public Health and Medical Emergency Operations Plan (Version 4.0, 6 October 2014)

Analysis: During the exercise there were several requests for generators and power restoration, for both Special Needs Shelters and medical facilities, submitted through WebEOC. Missions include FL00562, FL00557, FL00421, and FL00241. The ESF-8 staff collaborated with SERT Logistics, the Agency for Healthcare Administration (AHCA), and Human Services to determine the how to handle these requests. Discussion topics included which group was responsible for approving the requests, which group would acquire the generators, which group will manage the generators at the facilities/shelters, etc. By the end of the exercise a process was determined, but no documentation has been created yet.

Recommendation 2.2.1: Formalize the process for handling generator and power restoration requests, then update the ESF-8 SOP, EOP, Special Need Shelter Plan as well as any other appropriate plans.

Met expectations:

Analysis: FDOH The Incident Management Team (IMT) effectively performed the planning cycle for the incident. Daily Incident Action Plan (IAP) meetings were held to establish objectives for each operational period and assign tasks to each Section. These meetings also allowed all ESF-8 Section leads and deputies to report out on their activities as well as any concerns or challenges. The planning objectives and the operational objectives were documented in the FDOH IMT IAP form and the Situation Report, respectively.

Various mission requests from either the Simulation Cell (SimCell) or counties were processed. These requests included

- Resources and staff for special needs shelters (i.e. nurses, administrative staff, generators, cots, oxygen, bedding, medical supplies)
- Ambulances
- Information on the quantity of ventilators in the FDOH cache
- Generators for medical facilities
- Environmental Health (EH)/Epidemiology (Epi) support
- Florida Emergency Mortuary Operation Response System (FEMORS)/Disaster Mortuary Operational Response Team (DMORT)
- A field hospital

Due to the limited scope of the exercise, these missions were worked notionally. First, the requests were investigated to determine if it was appropriate for ESF-8. If it was not an ESF-8 mission, it was sent back to the SERT. If it was appropriate for ESF-8, the mission details were validated, then the mission was sub-tasked to a Branch or Section. The assigned Branch or Section player(s) would then discuss the actions they would take to process the request. The player(s) then updated the mission management system with pertinent information.

The FDOH ESF-8 team also continued their partnership with ESF-4&9 and Emergency Medical Services (EMS) to coordinate mission requests. While no patient movement missions were expected due to the scope of the exercise, ESF-4/9 requested ESF-8 help to instruct two EMS personnel in the process for handling patient transport requests. The ECO quickly activated three ESF-8 staff to orient the ESF-4/9 EMS personnel to the Ambulance Deployment Plan and patient movement process.

Additionally, the AHCA ECO was physically present in the EOC, actively engaged, which allowed for timely collaboration with the FDOH ESF-8 team. After the FDOH ESF-8 Planning Chief consulted with the AHCA ECO regarding the information needed from health care facilities, the AHCA ECO discussed the process for monitoring statewide hospital bed census/availability. Furthermore, daily reporting via FLHealthStat was initiated notionally by the AHCA representative.

Objective 3: Demonstrate the ability to recruit, activate, deploy, track, and demobilize responders during an event to fulfill mission requests. Staffing missions may include environmental health, epidemiology, and special needs shelters.

The strengths and areas for improvement for each capability aligned to this objective are described in this section.

Capability 7: Mass Care

Capability 10: Medical Surge

THIS OBJECTIVE WAS NOT EVALUATED.

Due to the scope of the exercise this objective was not able to be evaluated. All staffing missions were fulfilled notionally; no recruiting, activation, deploying, tracking, or demobilizing activities occurred.

Objective 4: Develop and maintain situational awareness of special needs shelters' operational activities throughout the state.

The strengths and areas for improvement for each capability aligned to this objective are described in this section.

Capability 3: Emergency Operations Coordination

Capability 7: Mass Care

Capability 13: Public Health Surveillance and Epidemiological Investigation

Area for Improvement 4.1: EH and Epi don't have a process in place to gather actionable information in a timely manner.

Reference: State ESF-8 Standard Operation Procedure (Version 4.0; Feb 2015); Public Health and Medical Emergency Operations Plan (Version 4.0, 6 October 2014)

Analysis: During the exercise, the EH and Epi groups were involved in discussions regarding the ability to gather information for situational awareness and for response activities. It was determined that the current process for data collection results in delays that could slow down the ability for EH and Epi to make informed decisions.

One example related to Food Assessments includes Mission FL00104. During the exercise ESF-6 established a Kitchen for Mass Care Feeding. To obtain up to date information on these sites, ESF-8 EH/Epi needed to monitor the mission management system for each of these missions individually. This is a time-consuming process that requires staff to frequently search an

extensive list of missions. With the new mission management system, WebEOC, it is possible to make a dashboard with a list of all Mass Care Feeding locations as well as the sites' status. This will help keep the field teams updated on new locations and when established locations close. Currently, a template/dashboard with this function does not exist in the new system and will need to be added.

Additionally, Mission FL00073 included pre-staging two Disaster Medical Assistance Teams (DMATs) to prepare for a medical surge. During the exercise discussions ESF-8 EH/Epi determined that the information flow between the mobile medical site and the Department regarding patient statuses could be too delayed for a prompt identification of a disease outbreak in an affected area. During a disaster, such as a hurricane or mass evacuation, EH/Epi would be performing surveillance activities to determine if the number of patients with an illness was higher than expected and/or if an unexpected illness was being reported in the population. Receiving this data quickly is essential to a rapid response. When a DMAT team is requested, EH/Epi will need to be informed what communication method will be utilized between the mobile medical site and the Department. Once EH/EPI has determined how patient information will be communicated (i.e. electronic health records, etc.), they can work with a local staff member or have a single resource deployed to that location before the site is active.

These examples highlight how ESF-8 can improve situational awareness and accelerate response actions to a potential outbreak if these types of data can be shared quickly.

Recommendation 4.2.1: Create a dashboard on the mission management system with all Mass Care Feeding locations, to include site status.

Recommendation 4.2.2: Develop and formalize a process for directly gathering information from ESF-6 and SERT Logistics, along with determining a method to facilitate data collected by DMATs. Once the process is determined, update ESF-8 SOP and EOP as well as other appropriate plans to reflect the change.

Objective 5: Validate the ability for ESF-8 staff to effectively utilize the mission management system.

The strengths and areas for improvement for each capability aligned to this objective are described in this section.

Capability 3: Emergency Operations Coordination

Met Expectations:

Analysis: Neither Strengths nor Areas for Improvement were observed for this objective. The ESF-8 players performed their duties as expected and no gaps were identified.

The SERT utilized this exercise as the first test of the new mission management system, WebEOC. The ESF-8 players were able to use WebEOC much the same as the previous mission management system. They were able to create new missions, access existing missions, and create updates for existing missions.

The ESF-8 players only ran into minor issues using the new system. These challenges included:

- Inability to attach a document to a mission as the incorrect browser was used (Internet Explorer)
- When creating a supporting mission, the information from the primary mission didn't prepopulate
- Users were not able to determine if a primary mission had a supporting mission unless they opened every single mission
- Insufficient information on the shelter board for ESF-8 purposes
- The inability to sub-task a mission within ESF-8

These system or user errors were all addressed with the FDEM during the exercise. They were either corrected immediately or added to the After Action Review board for FDEM to work through post-exercise. Several of these issues were corrected immediately after the exercise. For the remaining concerns, FDOH has already assigned a staff member to follow up with the FDEM on solutions.

Appendix A: IMPROVEMENT PLAN

This IP has been developed specifically for Florida Department of Health as a result of the 2018 Statewide Hurricane Functional Exercise conducted on April 30 to May 3, 2018.

Objective	Issue/Area for Improvement	Corrective Action	Capability Element	Primary Responsible POC	Start Date	Completion Date
Objective 1: Demonstrate the ability to screen, validate, assign, and track all ESF-8 mission requests through completion.	1.2: The new ESF-8 position, Mission Director, was tested for the first time during this exercise. No ESF-8 specific documentation currently exists detailing the position’s job duties and expectations.	1.2.1: Update current ESF-8 Standard Operating Procedure (SOP) and Emergency Operations Plan (EOP) as well as any other appropriate plan to include Mission Director position. Additionally, create job aides with job roles and responsibilities.	Planning	State ESF-8 Planning & Operations Section Manager	23 August 2018	30 June 2019
		1.2.2: Update ESF-8 Standard Operating Procedure (SOP) and Emergency Operations Plan (EOP) as well as any other appropriate plans to include new mission management process flow that incorporates the Mission Director position.	Planning	State ESF-8 Planning & Operations Section Manager	23 August 2018	30 June 2019

<p>Objective 2: Monitor and coordinate resources to support the health care system in impacted counties.</p>	<p>2.2: Process for handling generator and power restoration requests is not published in plans.</p>	<p>2.2.1: Formalize the process for handling generator and power restoration requests, then update the ESF-8 SOP, EOP, Special Need Shelter Plan as well as any other appropriate plans.</p>	<p>Planning</p>	<p>State ESF-8 Planning & Operations Section Manager</p>	<p>23 August 2018</p>	<p>30 June 2019</p>
<p>Objective 4: Develop and maintain situational awareness of special needs shelters' operational activities throughout the state.</p>	<p>4.2: EH and Epi don't have a process in place to gather actionable information in a timely manner.</p>	<p>4.2.1: Create a dashboard on the mission management system with all Mass Care Feeding locations, to include site status.</p>	<p>Planning</p>	<p>State ESF-8 Environmental Health State ESF-8 Epidemiology</p>	<p>23 August 2018</p>	<p>30 June 2019</p>
		<p>4.2.2: Develop and formalize a process for directly gathering information from ESF-6 and SERT Logistics, along with determining a method to facilitate data collected by DMATs. Once the process is determined, update ESF-8 SOP and EOP as well as other appropriate plans to reflect the change.</p>	<p>Planning</p>	<p>State ESF-8 Environmental Health State ESF-8 Epidemiology</p>	<p>23 August 2018</p>	<p>30 June 2019</p>

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

APPENDIX B: EXERCISE PARTICIPANTS

Participating Organizations
State
Agency for Persons with Disabilities
Department of Agriculture and Consumer Services
Department of Business and Professional Regulation
Department of Economic Opportunity
Department of Education
Department of Elder Affairs
Department of Environmental Protection
Department of Financial Services
Department of Health
Department of Law Enforcement
Department of Lottery
Department of Management Services
Department of Military Affairs
Department of Transportation
Division of Emergency Management
Public Service Commission
Volunteer Florida

APPENDIX C: ACRONYMS

Acronym	Definition
A	
AAR	After Action Report
AHCA	Agency for Health Care Administration
D	
DMAT	Disaster Medical Assistance Teams
DMORT	Disaster Mortuary Operational Response Team
E	
ECO	Emergency Coordinating Officer
EH	Environmental Health
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
Epi	Epidemiology
ESF	Emergency Support Function
F	
FDOH	Florida Department of Health
FEMORS	Florida Emergency Mortuary Operation Response System
H	
HSEEP	Homeland Security Exercise and Evaluation Program
HurrEx	Hurricane Exercise
I	
IP	Improvement Plan
S	
SERT	State Emergency Response Team
SME	Subject Matter Expert
SOP	Standard Operating Procedure