



*Beeper
Shuffle
Limited
Full-
Scale
Exercise*

Florida Department
of Health
After Action
Report/Improvement
Plan



June 13-22, 2012

Handling Instructions

1. The title of this document is the Florida Department of Health Beeper Shuffle Limited Full-Scale Exercise After Action Report/Improvement Plan.
2. This is a public document – no special handling instructions are required.
3. For more information, please contact Ben St. John, FDOH Exercise Director, (850) 245-4040, ext, 3228 or Benny_StJohn@DOH.State.FI.US.

Florida Department of Health
Beeper Shuffle
After Action Report/Improvement Plan (AAR/IP)

Contents

HANDLING INSTRUCTIONS	1
CONTENTS	2
EXECUTIVE SUMMARY	4
SECTION 1: ANALYSIS OF CAPABILITIES	6
Response Mission Area Capability: Planning.....	6
Response Mission Area Capability: Operational Communications.....	9
SECTION 2: CONCLUSION	12
APPENDIX A: IMPROVEMENT PLAN.....	13
APPENDIX B: BEST PRACTICE	18

Florida Department of Health
Beeper Shuffle
After Action Report/Improvement Plan (AAR/IP)

The Beeper Shuffle exercise After Action Report and Improvement Plan is in compliance with Homeland Security's Exercise and Evaluation Program (HSEEP) and will be used to enhance future Department of Health response plans, trainings, exercises, and event responses.

Adopted on 2/20/13 by:



Mike McHargue
Director (Acting)
Bureau of Preparedness and Response

Executive Summary

Exercise Overview:

The Beeper Shuffle was a limited in scope full scale exercise designed around the planned temporary relocation of the Bureau of Preparedness and Response due to reorganization and work space re-design. The relocation of personnel and functions provided an opportunity to assess continuity of operations foundational elements of the FDOH Emergency Operations Plan.

Exercise Purpose & Design:

Beeper Shuffle was designed to demonstrate the ability of the FDOH Bureau of Preparedness and Response to accomplish continuity of operations (COOP) in the event that primary infrastructure or resources become unavailable. The exercise was designed to occur in the background of the Bureau's actual temporary relocation with near zero impact on staff.

Scope:

This full scale exercise was conducted during normal work hours on the dates indicated below. It encompassed all personnel assigned to the Bureau of Preparedness and Response and limited to the FDOH Tallahassee Central Office Compound, State Emergency Operations Center and other local facilities utilized for temporary use.

Dates: 13-22 June, 2012

National Preparedness Goal Core Capabilities:

- Planning
- Operational Communications

Objectives:

1. Conduct COOP notifications and confirm 100% BPR notification confirmation within 4 hours of initiation.
2. Account for 100% of assigned personnel across all dispersed work locations.
3. Identify the COOP Coordinator by all BPR staff.
4. Identify BPR Mission Essential Functions.
5. Establish Mission Essential Functions.

Florida Department of Health
Beeper Shuffle
After Action Report/Improvement Plan (AAR/IP)

Scenario:

Beeper Shuffle was driven by the legislative requirement to reorganize the FDOH which has had a cascading effect, which required a renovation of workspace. This mandate provided the opportunity to assess continuity of operations within the Bureau of Preparedness and Response. Timelines were driven by the assigned project manager and no exercise artificiality was required.

Major Events:

- 11 June 2012, Message delivery for all BPR staff as a reminder to be prepared to vacate office space by close of business 13 June 2012.
- 13 June 2012, Message delivery for BPR supervisory personnel to complete duty roster with personnel work locations and operating hours.
- 13 June 2012, Message delivery for all BPR staff providing altered reporting times and location for 14 June 2012 and requiring message acknowledgement.
- 15 and 18 June 2012, Relocation to alternate work locations and re-establishment of Mission Essential Functions.

Section 1: Analysis of Capabilities

Response Mission Area Capability: Planning

Capability Summary: Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or community-based approaches to meet defined objectives.

Activity 1.1: Strength - Proactive Planning Unit

Observation 1.1: The Planning Unit team excelled in responding to the implementation of continuity of operations.

References:

- ◆ FDOH Emergency Operations Plan, Version 3.0 (December, 2011).

Analysis: The Planning Unit Manager and team executed COOP processes in a manner that should be emulated by all units faced with COOP conditions. The team quickly organized at an alternate location and established accountability. The team then discussed priorities, schedules, individual responsibilities and required meetings in order to sustain operations. Actions continued after the initial phase into the following days where discussions continued with how to build upon existing COOP plans and procedures.

Recommendation: Establish similar processes across all units.

Activity 1.2: Area for Improvement - Awareness of BPR Mission Essential Functions

Observation 1.2: Assigned BPR personnel require increased exposure or introduction to the MEFs.

References:

- ◆ FDOH Emergency Operations Plan, Version 3.0 (December, 2011).

Analysis: Forty-four BPR personnel responded to a COOP survey issued during the exercise. Of the 44, 57.5% could appropriately identify in which plan the mission essential functions should be located, and 52% identified that they knew what the MEFs were. Forty-one percent of personnel did not know if they had MEF responsibilities, while 50% knew their roles; 9% identified that they had no responsibilities.

Florida Department of Health
Beeper Shuffle
After Action Report/Improvement Plan (AAR/IP)

The BPR MEFs are closely protected and not readily available for staff members to review, potentially contributing to the low knowledge rates. One program manager identified an unawareness of responsibility of two of the eight BPR mission essential functions. In order to ensure a successful COOP operation, assigned staff personnel must be prepared with the requisite knowledge and training needed to sustain BPR operations.

Recommendations:

- Provide orientation training to all BPR personnel on the FDOH Emergency Operations Plan.
- Provide MEFs to all BPR staff and train personnel on individual roles and responsibilities as related to the MEFs.
- Identify actions to be taken by personnel who have no COOP MEF responsibilities.

Activity 1.3: Area for Improvement - FDOH EOP Measures of Success (Obj-5)

Observation 1.3: Internal document conflict on the operational establishment of Mission Essential Functions.

References:

- ◆ FDOH Emergency Operations Plan, Version 3.0 (December, 2011).
- ◆ FDEM Continuity of Operations Implementation Guidance (September, 2002).
- ◆ FEMA Continuity Guidance Circular 1 (CGC 1), Continuity Guidance for Non-Federal Entities (January, 2009).

Analysis: The FDOH EOP, in Section II, paragraph C, Measures of Success, identifies the ability to “Maintain and restore identified FDOH mission essential functions to full functionality within 30 days of an interruption in capacity (e.g. staff, facilities, equipment, and other essential infrastructure)”. Attachment E.7, Operational Checklist for FDOH Central Office COOP Activities, identifies as an objective “All staff with COOP roles and responsibilities including staff required to perform Mission Essential Functions (MEFs) are operational no later than 12-hours after activation.” Attachment E.7 aligns more closely with guidance provided by both FDEM and FEMA guidance and also positions the FDOH to quickly respond and continue potentially lifesaving activities. The Continuity Guidance Circular 1 (CGC 1) also identifies the ability to sustain MEF operations for up to 30 days. Providing consistency within the document and aligning with state and federal guidance will eliminate the potential for confusion in the event plan implementation is required.

Florida Department of Health
Beeper Shuffle
After Action Report/Improvement Plan (AAR/IP)

Recommendations:

- Review state and federal guidance on continuity of operations planning and de-conflict verbiage within the EOP.

Activity 1.4: Area for Improvement - Personnel Mission Essential Function Assignments

Observation 1.4: Some BPR personnel are unaware of their responsibilities, if any, for Mission Essential Function assignments.

References:

- ◆ FDOH Emergency Operations Plan, Version 3.0 (December, 2011).
- ◆ FDEM Continuity of Operations Implementation Guidance (September, 2002).
- ◆ FEMA Continuity Guidance Circular 1 (CGC 1), Continuity Guidance for Non-Federal Entities (January, 2009).

Analysis: The identification of an organization's continuity personnel is a critical part of ensuring that an organization can successfully respond to a continuity event. In the earlier cited survey, 50% of survey respondents recognized that they had COOP responsibilities, 41% did not know and 9% identified that they did not have responsibilities. In order to insure an effective COOP response the organization should implement a process to identify, document, communicate with and train continuity personnel. Personnel should be officially informed of their roles and responsibilities by providing documentation to ensure that continuity personnel know and accept their roles and responsibilities as identified in CGC 1, page J-2. Documentation of responsibilities and procedures is inherent to an enhanced transition from normal operations to emergency operations and will aid those who are responsible for activities. Identify and document redundancy in personnel capability to accomplish all identified MEFS in the event of diminished capacity.

Recommendations:

- Identify personnel and alternates to fulfill each MEF and inform those who do not have such assignments.
- Develop a subordinate document to the EOP and document staff responsibilities and procedures.
- Officially inform and document tasked personnel of their assigned roles and responsibilities and their acceptance.
- Train tasked personnel on roles, responsibilities and necessary functions/actions.

Florida Department of Health
Beeper Shuffle
After Action Report/Improvement Plan (AAR/IP)

Activity 1.5: Area for Improvement - Deferment of Non-Mission Essential Operations (Obj-5)

Observation 1.5: The EOP does not identify deferring non-mission essential operations during COOP activations or operations.

References:

- ◆ FDOH Emergency Operations Plan, Version 3.0 (December, 2011).
- ◆ FDEM Continuity of Operations Implementation Guidance (September, 2002).
- ◆ FEMA Continuity Guidance Circular 1 (CGC 1), Continuity Guidance for Non-Federal Entities (January, 2009).

Analysis: Under emergency COOP conditions, there should be limited or no expectation of conducting normal day to day functions except where they overlap with execution of mission essential functions or as circumstances allow. In accordance with CGC 1, the task of separating general operating functions from essential functions is an early and critical component of continuity planning and ties to which staff has roles and responsibilities for MEFs and those who must be given guidance from Human Resources on pay guidance, leave, work scheduling, benefits, authorities and flexibilities. The EOP identifies that all employees have emergency roles and responsibilities which could not be validated independently. As this ties into FDEM's COOP Implementation Guidance document, which identifies that "Agencies should also implement their procedures to provide instruction to both essential but particularly non-essential personnel on what they are to do."

Recommendations:

- Review state and federal guidance on continuity of operations planning and deconflict verbiage within a Bureau specific document subordinate to the EOP to reflect non-essential personnel.

Response Mission Area Capability: Operational Communications

Capability Summary: Ensure the capacity for timely communications in support of security, situational awareness, and operations by any and all means available, among and between affected communities in the impact area and all response forces.

Activity 2.1: Area for Improvement - Personnel Accountability (Obj-2)

Observation 2.1: Accountability of all assigned personnel could not be determined.

Florida Department of Health
Beeper Shuffle
After Action Report/Improvement Plan (AAR/IP)

References:

- ◆ FDOH Emergency Operations Plan, Version 3.0 (December, 2011).
- ◆ FDEM Continuity of Operations Implementation Guidance (September, 2002).
- ◆ FEMA Continuity Guidance Circular 1 (CGC 1), Continuity Guidance for Non-Federal Entities (January, 2009).

Analysis: The ability to execute mission essential functions is directly tied to the notification, availability and accountability of personnel. While it was apparent that some supervisors at the unit level had accountability, there did not appear to be a roll-up of all BPR personnel to ensure 100% accountability across all units. Attempts to roll-up information fell short as not all supervisors reported data requested by the point of contact. Beyond ensuring the health, safety and welfare of staff, initial accountability of all personnel should occur whether on or off-site and accountability should be sustained throughout operations. CGC 1 identifies implementing a "...process to...account for all staff in the event of an emergency.". Similarly, FDEM's COOP implementation guidance identifies providing for "Procedures to implement the plan and personnel notification and accountability".

Recommendations:

- Establish a process and procedures for all personnel and supervisors to ensure 100% accountability of personnel for both noticed and no-notice events and capture within appropriate planning documents.

Activity 2.2: Area for Improvement - Staff Notification Confirmations (Obj-1)

Observation 2.2: Staff members were notified via a Florida Department of Health Emergency Notification System (FDENS) alert; however a process is not in place to confirm message receipt if not acknowledged within FDENS.

References:

- ◆ FDOH Emergency Operations Plan, Version 3.0 (December, 2011).
- ◆ FDEM Continuity of Operations Implementation Guidance (September, 2002).
- ◆ FEMA Continuity Guidance Circular 1 (CGC 1), Continuity Guidance for Non-Federal Entities (January, 2009).
- ◆ FDOH Emergency Operations Plan, Emergency Notification Annex (March, 2009)
- ◆ FDOH Emergency Support Function 8, Public Health and Medical Standard Operating Procedure

Analysis: The FDENS system serves as one of the tools that can provide emergency notifications to registered personnel. This exercise highlighted that

Florida Department of Health
Beeper Shuffle
After Action Report/Improvement Plan (AAR/IP)

not all assigned personnel are registered within FDENS as required and that a process is not documented within existing plans to follow-up to insure messages have been received, if not acknowledged within FDENS. Notification procedures documented were not generic enough for use in a COOP event and did not allow for notification closure. Confirmation of notifications or activations provides validation that mission essential personnel are aware of actions to take and provides for the safety of all assigned personnel.

Recommendations:

- Supervisors validate that all assigned personnel are registered in FDENS, address non-compliant personnel with appropriate corrective actions to include elevating non-compliant personnel to the next supervisory level as appropriate.
- Update the EOP Emergency Notification Annex with a process that confirms individual notifications and follow up actions required to insure the well being of personnel that have not confirmed message receipt.

Section 2: Conclusion

The required reorganization and relocation of staff to meet legislative requirements provided an opportunity to conduct a limited review of the Bureau of Preparedness and Response's ability to execute continuity of operations for an emergency event. The exercise was terminated as scheduled, which was gratuitous, as Tropical Storm Debby entered Florida the week of 24 June 2012. TS Debbie brought heavy rainfall, tornadoes and flooding, prompting the Governor to declare a "State of Emergency" and the activation of ESF-8. Despite operating from dispersed locations due to the continued reconstruction, ESF-8 was able to support state missions successfully for TS Debbie. Given the opportunity, the Tallahassee FDOH Central Office as a whole could benefit from a broader, more encompassing exercise to further test the department's resiliency.

Performance Rating

- **Objective 1** - Conduct COOP notifications and confirm 100% BPR notification confirmation within 4 hours of initiation—**Not Met**
- **Objective 2** - Account for 100% of assigned personnel across all dispersed work locations.—**Not Met**
- **Objective 3** - BPR Personnel appropriately identify the Coop Coordinator.—**Partially Met**
- **Objective 4** - Identify BPR Mission Essential Functions—**Not Met**
- **Objective 5** - Establish Mission Essential Functions—**Met**

Florida Department of Health
Beeper Shuffle
 After Action Report/Improvement Plan (AAR/IP)

Appendix A: Improvement Plan

Capability	Observation Title	Corrective Action Description	Capability Element	Primary Responsible Agency	Agency POC	Start Date	Completion Date
Planning	Observation 1.1: The Planning Unit team excelled in responding to the implementation of continuity of operations.	Strength—Establish similar processes across all units.	Planning	DOH Bureau of Preparedness and Response	Planning Unit Manager	N/A	N/A
	Observation 1.2: Assigned BPR personnel require increased exposure or introduction to the MEFs.	Provide orientation training to all BPR personnel on the FDOH Emergency Operations Plan.	Training	DOH Bureau of Preparedness and Response	Planning Unit Manager	29 Jan 2013	30 July 2013
		Provide MEFs to all BPR staff and train personnel on individual roles and responsibilities as related to the MEFs.	Training	DOH Bureau of Preparedness and Response	Planning Unit Manager	29 Jan 2013	30 July 2013

Florida Department of Health
Beeper Shuffle
 After Action Report/Improvement Plan (AAR/IP)

		Identify actions to be taken by personnel who have no MEF responsibilities in the event COOP operations are implemented.	Training	DOH Bureau of Preparedness and Response	Planning Unit Manager	29 Jan 2013	30 July 2013
	Observation 1.3: Internal document conflict on the operational establishment of Mission Essential Functions.	Review state and federal guidance on continuity of operations planning and deconflict verbiage within the EOP.	Planning	DOH Bureau of Preparedness and Response	Planning Unit Manager	29 Jan 2013	30 July 2013
	Observation 1.4: Some BPR personnel are unaware of if their responsibilities, if any, for Mission Essential Function assignments	Identify personnel and alternates to fulfill each MEF and inform those who do not have such assignments.	Planning	DOH Bureau of Preparedness and Response	Planning Unit Manager	29 Jan 2013	30 July 2013
		Develop a subordinate document to the EOP and document staff responsibilities and procedures.	Planning	DOH Bureau of Preparedness and Response	Planning Unit Manager	29 Jan 2013	30 July 2013

Florida Department of Health
Beeper Shuffle
 After Action Report/Improvement Plan (AAR/IP)

		Officially inform and document tasked personnel of their assigned roles and responsibilities and their acceptance.	Planning	DOH Bureau of Preparedness and Response	Planning Unit Manager	29 Jan 2013	30 July 2013
		Train tasked personnel on roles, responsibilities and necessary functions/actions.	Planning	DOH Bureau of Preparedness and Response	Planning Unit Manager	29 Jan 2013	31 Dec 2013
	Observation 1.5: The EOP does not identify deferring non-mission essential operations during COOP activations or operations.	Review state and federal guidance on continuity of operations planning and deconflict verbiage within a Bureau specific document subordinate to the EOP to reflect non-essential personnel	Planning	DOH Bureau of Preparedness and Response	Planning Unit Manager	29 Jan 2013	30 July 2013

Florida Department of Health
Beeper Shuffle
 After Action Report/Improvement Plan (AAR/IP)

Operational Communi- cations	Observation 2.1: Accountability of all assigned personnel could not be determined.	Establish a process and procedures for all personnel and supervisors to ensure 100% accountability of personnel for both noticed and no-notice events and capture within appropriate planning documents.	Planning	DOH Bureau of Preparedness and Response	Planning Unit Manager	29 Jan 2013	30 July 2013
	Observation 2.2: Staff members were notified via a Florida Department of Health Emergency Notification System (FDENS) alert, however a process is not in place to confirm message receipt if not acknowledged within FDENS.	Supervisors validate that all assigned personnel are registered in FDENS, address non-compliant personnel with appropriate corrective actions to include elevating non-compliant personnel to the next supervisory level as appropriate.	Planning	DOH Bureau of Preparedness and Response	BPR Bureau Chief	29 Jan 2013	30 April 2013

Florida Department of Health
Beeper Shuffle
 After Action Report/Improvement Plan (AAR/IP)

		Update the EOP Emergency Notification Annex with a process that confirms individual notifications and follow up actions required to insure the well being of personnel that have not confirmed message receipt.	Planning	DOH Bureau of Preparedness and Response	Planning Unit Manager	29 Jan 2013	30 July 2013
--	--	---	----------	---	-----------------------	-------------	--------------

Appendix B: Best Practice

Planning Unit

- The Planning Unit Manager and team executed COOP processes in a manner that should be emulated by all units faced with COOP conditions. Although the Planning Unit is responsible for writing and maintaining the EOP, and are expected to know and understand the contents, they clearly stood out in actually being prepared and able to operationalize the plan for the unit. The team quickly organized at an alternate location and established accountability. The team then discussed priorities, schedules, individual responsibilities and required meetings in order to sustain operations. Team members were prepared with jump drives of archived materials and “Go-Kits” that had them ready to execute operations with minimal delay. Actions continued after the initial phase into the following days where discussions continued with how to build upon existing COOP plans and procedures.