



FLORIDA HURRICANE EXERCISE 2012

Mass Care After Action Report

June 15, 2012



Hurricane Gispert After Action report

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Table of Contents

Table of Contents	i
Executive Summary	3
Exercise Overview	4
Exercise Details	4
Background	6
Overview of Exercise Objectives	7
Common Task Force Feedback	11
Communication and Connectivity	11
Task Force/ESF-6 Desk Interaction	12
Mass Care Battle Rhythm	13
Task Force Membership, Roles and Responsibilities	13
Information Exchange	13
Shelter Task Force Recommendations	13
Shelter Task Force General Comments	13
Shelter Task Force Membership and Structure	14
Shelter Task Force Suggested Reference Support	16
Distribution Task Force Recommendations ..	17

Distribution Task Force General Comments	17
Food Box Strike Team Membership and Structure	17
Food Box Strike Team Suggested Support	
References	18
Feeding Task Force _____	18
Feeding Task Force General Comments	18
Feeding Task Force Membership and Structure	19
Feeding Task Force Suggestions for Improvement	19
Feeding Task Force Suggested Support	
References	20
Recommendations _____	20
Appendix A—List of Exercise Participants ___	22

Executive Summary

The Mass Care portion of the Florida 2012 Statewide Hurricane Gispert Exercise was the largest state mass care exercise ever conducted in the nation. Sixty-four players, controllers and evaluators from 26 federal, state, nongovernmental, private sector and academic agencies representing the whole of the community participated in the exercise. The scenario of a major hurricane threatening the densely populated urban communities of the Tampa Bay region allowed the participants to address a broad expanse of the Mass Care Services Core Capability. The exercise also addressed the call in the Draft 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.”

Assumptions inserted in the exercise reduced the available national resources of the voluntary agencies in order to force the state and FEMA Region to practice rarely or never utilized procedures for accessing federal mass care resources. New state Mass Care processes and systems were developed prior to the event and then tested during the exercise. These new state processes and systems include:

- Integration of mass care personnel from five other states (Arizona, Arkansas, Georgia, Missouri and New Jersey) into the Florida Mass Care operation in a simulation of an EMAC deployment;
- The simultaneous establishment and use of three state Mass Care Task Forces (Feeding, Sheltering & Distribution) with federal, state, NGO and private sector participation in each Task Force;
- The successful test of new procedures for the request and employment of federal contracted feeding services under FEMA’s Individual Assistance – Technical Assistance Contract;
- 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 thereby using that estimate to determine Functional Needs Support Service resource requirements by kind and quantity.
- State procedures for identifying the need for household food distribution and assembling the resources to meet that need;
- The evaluation of three NIMS Mass Care Resource Typing documents pre-released by FEMA for use by the exercise participants;

- The successful test of three mass care procedural documents suitable as templates for states nationwide:
 - Acquisition and Employment of Federal Mass Care Resources Guidance Document,
 - Household Disaster Feeding Operational Procedures,
 - Draft Multi-Agency Sheltering Task Force Guidance Document

The size, complexity and scope of the exercise were such that many areas for improvement were identified. These areas include:

- The increased size and task force structure of the ESF 6 organization created numerous organizational, communication and situational awareness issues for a large number of the participants.
- Internal Task Force processes, positions and job aids must be identified;
- In spite of the many process improvements developed prior to the exercise the FEMA Individual Assistance – Technical Assistance Contract remains a difficult and complex resource for states to access in a timely manner.
- Additional education and training on the use of USDA commodities for congregate feeding and for household distribution is required within the mass care community.
- The training value for the state simulated EMAC and NGO personnel could be enhanced at the expense of some loss of continuity in the exercise by rotating select individuals within the ESF 6 organizational structure on separate days.

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 Details

Exercise Name

Florida 2012 Statewide Hurricane Gispert Exercise

Type of Exercise

Functional Exercise

Exercise Start Date

May 21, 2012

Exercise End Date

May 24, 2012

Duration

4 days

Primary Location

State Emergency Operations Center – Tallahassee, Florida

Sponsor

Florida Division of Emergency Management

Program

State Training and Exercise Program

Missions

Preparedness, Response and Recovery

Mass Care Exercise Objectives

- Validate draft National operational procedures for the reception of federal mass care resources and the integration of these resources into the existing voluntary agency infrastructure
- Validate State Multi-Agency Feeding Task Force operational procedures
- Develop National Multi-Agency Shelter Task Force operational procedures
- Validate State ESF 6 operational procedures for reception and integration of EMAC mass care personnel
- Validate State ESF 6 operational procedures for requesting FNSS supplies and Personal Assistance Services
- Validate draft National operational procedures for household disaster feeding

Documents evaluated in the exercise

- ESF 6 Appendix to the State Comprehensive Emergency Management Plan
- ESF 6 2011 Standard Operating Guidelines
- Florida Mass Care/Emergency Assistance Capability Level Guide
- State of Florida Multiagency Feeding Plan 2011 Final
- State Multiagency Feeding Task Force Operational Procedures, V1
- Acquisition and Employment of Federal Mass Care Resources Guidance Document, V3
- Household Disaster Feeding Operational Procedures, v2
- Draft Multi-Agency Sheltering Task Force Guidance Document
- FEMA 508-9 (May 2012) Resource Typing Definitions for Mass Care (Disseminated for 2012 HURREX use only)

- Supplemental Aid to the FEMA 508-9 (May 2012) Resource Typing Definitions for Mass Care (Disseminated for 2012 HURREX use only)
- FEMA 509-9 (May 2012) Job Titles and Position Qualifications for Mass Care (Disseminated for 2012 HURREX use only)

Scenario Type

Catastrophic Hurricane

Exercise Evaluation Team

- Kam Kennedy
- Jeff Jellets
- David Lebsack
- Jenny LaTour

Number of Participants

- Players – 54, see roster
- Controllers - 6
- Evaluators - 4
- Agencies – 26 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 21 through May 24, 2012. The purpose of the Mass Care portion 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 the vicinity of the Tampa Bay region. The exercise trained and acquainted new and existing State Emergency Response Team (SERT) members along with volunteer and private sector organizations on their mission essential emergency support functions as they relate to response and recovery activities.

As part of the 2012 exercise, Florida's Emergency Support Function (ESF) 6 exercised three Mass Care task forces. These task forces included the:

- Shelter Task Force (SFT)
- Feeding Task Force (FTF)
- Distribution Task Force (DTF)

Numerous partner agencies participated in the task forces to plan and prepare for shelter, feeding and distribution operations pre- and post-landfall. The task forces were exercised using the 2012 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 access and/or functional needs, infants, children and the elderly.

Overview of Exercise Objectives

Validate draft National operational procedures for the reception of federal mass care resources and the integration of these resources into the existing voluntary agency infrastructure

In November 2011 the Florida Division of Emergency Management contracted with the Center for Disaster Risk Policy at Florida State University to manage a Facilitated Discussion and Tabletop Exercise on mass care resource coordination during a catastrophic event. The outcome of this process was a coordination document entitled Acquisition and Employment of Federal Mass Care Resources Guidance Document.

By design, the exercise included assumptions that reduced the available feeding resources of the national voluntary agencies. This shortfall was identified on the initial mass care conference call and became an issue for discussion by the Feeding Task Force. The Task Force recommended that the shortfall be rectified through the provision of 4 feeding kitchens from CH2MHill, the IA-TAC contractor assigned to Region IV. The result was that the response included 10 kitchens from the Southern Baptists, 2 from the Salvation Army and 4 federally contracted kitchens.

The state decided to provide the same logistic support to the federal kitchens that was provided to the voluntary agency kitchens, including the purchase of the food. There were advantages and disadvantages to selecting this course of action. The biggest advantages were in costs and efficiencies. If the logistical infrastructure was in place to put generators, portalets, trailers, water, ice and food at 12 locations, then the same infrastructure could be used to place these items at the additional 4 locations for less cost and greater efficiency than if the contractor had to locate and provide these items. For water and ice in particular, all available quantities would be under contract to the state or FEMA and the contractor would be forced to use these resources. The principal disadvantage is that these 4 locations are 4 more potential problems to add to the large and growing list of problems faced by the State Mass Care Coordinator during a large or catastrophic event.

The Action Request Form submission for the federally contracted kitchens during the exercise was routine and passed almost unnoticed by the rest of the Feeding Task Force. This was a direct result of the months of work and discussion between the

state, CH2MHill and FEMA. This outcome disguised the fact that the process for requesting mass care contracted services from FEMA is very complex and time consuming. There was not time in the exercise to test the process for securing the necessary permissions to place the federally contracted kitchens in the 4 selected locations.

The Guidance Document developed in the beginning months of this year and then tested in a Tabletop and now a Functional Exercise is a resource for other states to use when conducting their mass care planning. When final revisions from the exercise are complete, this document will be made available at floridadisaster.org.

Validate State Multi-Agency Feeding Task Force operational procedures

In the first quarter of 2012 a draft State Multiagency Feeding Task Force Operational Procedures, V1 was developed in coordination with all the relevant stakeholders so that these procedures could be tested during the 2012 State Hurricane Exercise. The 2012 exercise was the State's first opportunity to test the Feeding Task Force concept. According to the State Feeding Plan, the Feeding TF is activated if either: a) the American Red Cross requests that the state purchase the bulk food for the voluntary agency kitchens, or b) if the feeding requirement for the disaster exceeded the available national capacity of the voluntary agencies. By design of the exercise both criteria for Task Force activation were met.

The TF was allocated a conference room in the State EOC, which had the advantage of proximity to the ESF 6 room but the disadvantage of separation from the other two Task Forces. The TF had the right mix of federal, state, voluntary agency and private sector personnel to complete the assigned tasks.

The SERT Food Order forms were developed during the 2009 Hurricane Suiter exercise and these spreadsheets served well for the initial and second order. The initial food order was purchased by the state and the second and subsequent food orders were covered by an ARF to FEMA. This allowed the TF to practice the procedures for both contingencies.

An objective of the exercise was to develop procedures to integrate the available USDA commodities into the voluntary agency food orders. Attempts to mix the USDA and private sector commodities on the same trailer raised accountability issues that could not be overcome. The solution that met everyone's criteria was to build as many mixed trailer loads of fruits and vegetables as possible from available USDA stocks and send those mixed loads directly to kitchen sites. The private sector food companies would complete the orders and build the trailer loads to complete the 3 day food order for each kitchen site.

An artificiality of the exercise created confusion for some of the TF members. The confusion arose when the tentative field kitchen locations were selected. According to the state Feeding Plan the agency that owns the equipment decides, in

coordination with the state and the other voluntary agencies, where the field kitchens will operate. This decision is normally made by American Red Cross and Southern Baptists representatives at the Disaster Field Operation or at the Salvation Army headquarters in the field. During the exercise the Salvation Army and American Red Cross representatives to the Task Force also played the role of their counterparts in the field. This gave some participants the impression that the Feeding Task Force decided where the kitchens would be located. In a real event the decisions on locations for field kitchens would be made in the field and communicated to the Task Force through their respective liaisons.

Develop National Multi-Agency Shelter Task Force operational procedures

The state of Florida had never utilized a Multi-Agency Sheltering Task Force in either a real event or an exercise. An initial draft of a Multi-Agency Shelter Task Force Guidance Document had been developed nationally but required additional work by skilled mass care shelter experts. The availability of a scenario and the expertise of the participants allowed the opportunity to begin the process of creating a document for national use.

The Shelter TF occupied a space outside the Emergency Operations Center building at a distance of a short walk. If activated for a real event the Shelter TF would face a similar situation. The exercise revealed that the TF did not have sufficient resources or processes to maintain situational awareness of the event, coordinate with other Task Forces or the ESF 6 desk in the EOC, or receive necessary guidance from the State Mass Care Coordinator. The Task Force did accomplish considerable work on the concept of a Shelter Task Force and their recommendations are included later in this report.

Validate State ESF 6 operational procedures for reception and integration of EMAC mass care personnel

The state of Florida is at a very high risk of a disaster that would require a national mass care response. To coordinate the considerable resources flowing into the state during such an event the state would require additional personnel from FEMA, the voluntary agencies and other states through the Emergency Management Assistance Compact, or EMAC. To assist with the receipt and integration of these personnel ESF 6 has developed a written Standard Operating Guide (SOG), Task Books for ESF 6 positions within the EOC and an online introductory course. The intent was to make these materials available to the external personnel upon identification and before their arrival at the state EOC.

From the opening hours of the exercise the ESF 6 SOG collapsed under the strain of coordinating with three Task Forces during a catastrophic event. Wire, masking tape and band aids were applied but coordination and communication within and between the disparate parts of the ESF 6 structure, scattered between multiple rooms in three buildings, continued to be poor. A new paradigm was needed.

Two of the five incoming state mass care personnel were utilized as the Feeding and Sheltering Task Force Leaders. This was an important and useful utilization of these resources. The other three EMAC personnel were overqualified for the ESF 6 positions they occupied in the state EOC. The positions, while important (and at times critical) were primarily administrative and required little, if any, knowledge of mass care. An important takeaway from the exercise is that the ESF 6 positions in the EOC are more akin to ICS positions like Plans (particularly the Situation Unit Leader) and Logistics (especially the Supply Unit Leader). By adapting the ESF 6 SOG to fit the particular terminology of these ICS positions, then they can be filled by ICS trained personnel from the counties and municipalities through Mutual Aid. These would make state mass care personnel arriving via EMAC available for duties requiring more mass care expertise, like a Leader of one of the Task Forces.

Validate State ESF 6 operational procedures for requesting FNSS supplies and Personal Assistance Services

In a catastrophic mass care event, where resources are “pushed” into the impact area rather than “pulled” by requests from the locals, mass care requirements must be estimated by kind and quantity prior to or right after the event so that they can arrive in time to achieve the desired outcome.

In the initial mass care conference call of the exercise, when the storm was about 24 hours from impact, the consensus from the participants on the call was that the post impact, short-term shelter population would be about 18,000 persons. This was the figure used by the Task Force to estimate the Functional Needs Support Services requirements for the event.

The state had done a preliminary estimate of FNSS equipment and supplies in the counties earlier in the year. The state also purchased a cache of FNSS supplies and equipment and positioned these items at the State Logistics Response Center in Orlando. Using the estimated post impact shelter population of 18,000, the TF estimated that the state had adequate FNSS supplies and equipment on hand for that size population. The TF did estimate that the state would have a shortage of Personal Assistance Services and prepared an Action Request Form to FEMA for that service.

Validate draft National operational procedures for household disaster feeding

A Household Disaster Feeding Operational Procedures was developed with considerable assistance from a number of individuals during March-April 2012 so that a procedure would be available for testing during the exercise. The Distribution Task Force took advantage of the assembled mass care expertise at the exercise to revise and update the document. Once completed, the document will be made available on floridadisaster.org.

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 SERT to refine its task force plans. A summary of the primary themes is given below.

Strengths

Overall, evaluations expressed a strong appreciation for the task force concept. Participants noted that the concept had the following strengths:

- Encouraged open, honest communication.
- Gave participants an opportunity to learn about the processes and procedures used by all the organizations present.
- Provided a transparent decision-making forum that ensured more efficient and effective mass care operations.
- Helped to foster a collaborative spirit.
- Allowed for important discovery of participant capabilities and new ways organizations could work together to meet the mission.

Improvements

Participants provided invaluable insights into areas for improving the task force concept and the task force plans. Of primary importance were these suggestions:

- Within each task force plan:
 - Identify task force membership
 - Clearly delineate task force positions
 - Define roles and responsibilities for each task force position
- Encourage organizations to send task force representatives with strong understanding of the policies, procedures and capabilities of their organizations.
- Facilitate communication between the task forces as well as with the ESF-6 desk. Hold structured meetings between the task forces and the ESF-6 desk as part of the mass care battle rhythm to ensure this communication occurs.
- Embed a planner within each task force to ensure documentation and incorporation of task force work into the IAP.

Further discussion of the suggestions given for each task force is outlined in the following section.

Communication and Connectivity

All of the task forces expressed a sense of isolation from the exercise and a disconnect between their work and that of the ESF-6 desk and Human Services Branch. Task force members noted that whether an exercise or a real event, it was

likely they could be located at a distance from the State Emergency Operations Center (SEOC) and considered this when formulating suggestions.

To improve communication, Task force members suggested that:

- Each task force be provided with a minimum of two computers and two projectors in order to display EM Constellation and working documents or websites throughout the operational period.
- Directions for accessing wi-fi, EM Constellation and other emergency management systems be provided on a job aid or other handout accessible to all task force members.
- The process of obtaining User IDs and passwords be expedited for task force members.
- Each task force room be equipped with standard office supplies.
- Each task force be equipped with wall-maps of the affected areas or access to GIS systems that can provide overlays of shelter locations, distribution routes, etc.
- A copier and a printer be accessible to all task forces.
- SEOC briefings be made available to task forces either streaming on-line or by being piped in through an intercom.

A number of task force members suggested that developing procedures for virtual meetings might be important noting that task force members might not be available to deploy to the task force but could join virtually, or that the size of the event might not require a full task force and work could be achieved via conference call and webinar.

Task Force/ESF-6 Desk Interaction

The sense of disconnection expressed by task force members seemed to be related not only to technology and location but also to operating guidance for the responsibilities and authorities of the task forces in relation to the ESF-6 desk and Human Services Branch. It is interesting to note that all of the task forces perceived their role as planning and operational, whereas the ESF-6 desk perceived each task forces' role as planning only. The role and authority of each task force must be clarified and documented within operating guidance. If this role represents a change in the ESF-6 desk's role, additional training should occur to ensure a seamless integration of the task forces with the SEOC.

To address the interaction between task forces and between each task force and the ESF-6 desk, participants suggested that:

- Guidance be developed outlining the roles and authorities of each task force.
- Each task force be staffed with liaisons. These liaisons would liaise between the task force and its sister task forces as well as the task force and the ESF-6 desk.
- The ESF-6 desk forward all e-mail traffic to every task force member to enable members to maintain situational awareness. Task force members recognized that it was not their role to handle this traffic, but indicated that

- having this awareness would inform their planning process and help to course correct their activities in support of the response.
- The ESF-6 desk provide situation reports to the task force and vice versa.

Mass Care Battle Rhythm

All of the task forces agreed that the Mass Care Conference Call was extremely beneficial. They wanted the call to have a standard agenda. They also suggested that an additional meeting between the ESF-6 Lead, ESF-6 desk lead, Human Services Branch lead, and each of the task force leaders be held following each Mass Care Conference Call. This meeting would help the leaders calibrate their activities and de-conflict any duplication of effort.

Task Force Membership, Roles and Responsibilities

Another theme that surfaced from many participants was a lack of clarity about who was in charge of the task force and what the member roles and responsibilities should be. Suggestions on the membership, structure and responsibilities of each task force are provided in the task force specific feedback sections of this report.

Information Exchange

Almost 100% of the feedback forms received expressed appreciation for the task force concept and the broad range of partners included in each group. Participants noted that having all interested partners in the room together allowed for a tremendous amount of information exchange as well as fostered an environment conducive to rapid and effective decision-making.

Task force members were eager to learn more about their partner organizations and, with this in mind, a universal suggestion was that all task force members prepare a brief about their organization, its capacity and its capabilities. Participants wanted to have this brief delivered at the initial meeting and also have it in a form that could be readily shared with incoming members.

Shelter Task Force Recommendations

Shelter Task Force General Comments

The evaluator, leaders and members of the Shelter Task Force (STF) found the concept to be very beneficial and felt that any of the task forces (Shelter, Distribution or Feeding) would be helpful on any sized disaster. The group indicated that a decision should be made early on whether or not to stand up task forces and that the individual task forces selected for activation should be determined by the type of disaster for which they were needed.

In addition to the three task forces exercised, the STF noted several other task forces might be beneficial including:

- A Reunification Task Force
- Evacuation Task Force
- Household Pets Task Force

These additional functional areas could be represented by full task forces or by subcommittees (strike teams) stood up under the direction of the STF.

Shelter Task Force Membership and Structure

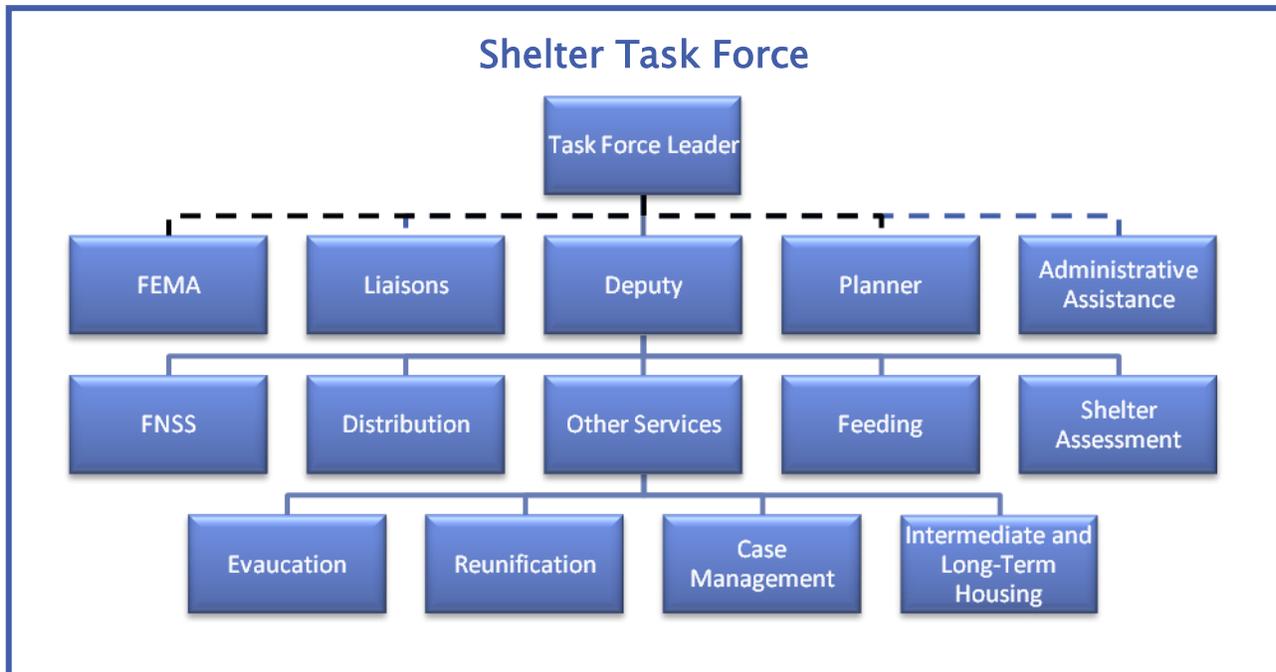
Task Force Membership

The STF recommended the task force contain the following members:

- State EOC liaison who has solid relationships with and a good understanding of the ESF-6 desk and Human Services branch
- State Disability Coordinator
- State Elder Affairs representative
- Representatives from voluntary organizations typically involved in sheltering
- State representative with an excellent grasp of the state and the local culture, an understanding of what happens in certain types of disasters and knowledge of the potential disaster impacts in specific communities
- Planner
- State Children and Family Service representative
- Private sector representative (unspecified as to which vendor/company might be needed)
- Centers for Independent Living representative
- Law enforcement liaison
- ESF-8 representative

Task Force Structure

Task Force members suggested the following structure for the STF:



Roles and responsibilities for the positions listed could include:

- Task Force Leader
 - Oversee task force
 - Determine task force objectives and input to the IAP
 - Attend daily mass care conference call
 - Attend daily task force update meeting
 - Interface with ESF-6 desk and Human Services Branch leads
- Deputy
 - Work with Task Force Leader to ensure effective planning and oversight of members
- Planner
 - Translate Task Force work into planning
 - Interface with ESF-6 desk and Human Services Branch to ensure effective inclusion in the IAP
- Administrative Assistance
 - Assist in monitoring EM Constellation and/or other emergency management programs
 - Draft ARFs
 - Monitor and track ARFs and mission assignments
- FEMA
 - Maintain liaison with Task Force Leader
 - Monitor Task Force performance
 - Advise on federal programs
 - Assist in obtaining federal programs if needed
- Liaisons
 - Provide linkage between the STF other task forces and the ESF-6 desk/Human Services Branch.

- Depending on the size of the TF this may be a collateral duty
- FNSS
 - Focus on Functional Needs Support Services requirements for shelters
- Distribution
 - Ensure effective distribution of comfort kits and other resources to individuals in shelter
- Feeding
 - Ensure shelter populations receive feeding and FNSS and/or cultural considerations are made in diets
- Shelter Assessment
 - Ensure shelter assessments occur and assist in coordinating temporary modifications to achieve accessibility if needed
- Other Services
 - Depending on the scope and nature of the event, the Other Services role in the task force would be responsible for a variety of client services as well as interfacing with evacuation to forecast shelter need

Task Force Roles and Responsibilities

STF participants expressed overwhelmingly that the STF concept would be very beneficial in response. They suggested additional amplification of the role of the task force as follows:

- The task force should be involved in evacuation and emergency sheltering as well as intermediate and long-term housing to ensure effective information exchange between shelters and any long-term housing committee a state might stand up.
- The task force should have a strong linkage to any mass evacuation coordinating elements to ensure effective coordination and situational awareness.
- All support agencies to ESF-6 should have a liaison to the task force.

Shelter Task Force Suggested Reference Support

The STF suggested the following list of reference information be available:

- Shelter Task Force SOG
- FNSS spreadsheet including forecasting capability for PAS
- Lists of shelter resources by county (including FNSS resources)
- Pre-scripted ARFs for PAS, DME, CMS
- Pre-scripted ARF for IA-TAC.
- Access to NSS and a listing of shelters in NSS for the impact area
- 2012 cabinet approved state sheltering plan
- 209 after action report on evacuations or an evacuation study to better understand evacuations
- Elder affairs documentation on elder populations within counties and care programs.

- Information on disability percentages and kinds of disabilities by county

Distribution Task Force Recommendations

Distribution Task Force General Comments

One of the artificialities specified in the Hurricane Exercise was that the distribution task force focus its efforts on determining whether food box distribution would be needed in the given scenario. Additionally, the task force was asked to coordinate how food boxes would be filled and distributed. For many NGOs distribution and bulk distribution have very specific connotations and the scope of the task force was artificially narrowed to deal solely with food box provision.

Given this constraint, members of the task force universally felt that the Distribution Task Force should not be a stand-alone task force but rather should be a subcommittee or strike team of the Feeding Task Force (FTF). They recommended that the FTF stand-up a Food Box Strike Team (FBST) if the event warranted, and that the FBST report up through and order through the FTF.

Interestingly, when asked whether a separate Distribution of Emergency Supplies Task Force (DESTF) should be employed, the response from the task force was quite mixed. Some participants felt there was no need for a DESTF. This response seemed to be predicated on the capacity and capability of the organization the individual represented and its previous role in bulk distribution. For example, someone from the Red Cross or Salvation Army was less inclined to suggest a DESTF than someone from an organization involved in donations management. Too, individuals who came from states outside of Florida were more inclined to believe that a DESTF might be useful, whereas participants accustomed to Florida's bulk distribution plans were less so.

A clear recommendation on whether or not to have a DESTF did not surface indicating that further investigation of this question may be necessary. The remainder of this section provides suggestions **only for the Food Box Strike Team** and does not consider the components of a DESTF.

Food Box Strike Team Membership and Structure

Task Force Membership

As previously indicated, participants on the Distribution Task Force universally agreed that it should be a strike team stood up underneath the Feeding Task Force. Members on this strike team should include:

- State representative with extensive knowledge of state and local distribution and feeding processes
- FEMA Representative

- Members of disaster feeding agencies for the state (Salvation Army, Red Cross, Food Bank)
- Private sector representative of a vendor if food box foods will be purchased
- Liaison to the DESTF (if applicable)
- Representatives from ESF-6 support agencies involved in provision of food and water

The task force recommended that the strike team leader be the state representative and the deputy the FEMA representative.

Food Box Strike Team Suggested Support References

The Food Box Strike Team suggested the following list of reference information be available:

- Survey of Food Bank inventory on hand.
- Appraisal of volunteer availability to assemble food boxes
- Identified warehousing for storage and assembly

Feeding Task Force

Feeding Task Force General Comments

As with all of the task forces the Feeding Task Force (FTF) continually expressed the positive benefits of having subject matter experts from across the feeding spectrum gathered in one room. Like Sheltering and Distribution, the FTF found great value in learning about the capabilities, capacities, processes and procedures of the organizations represented and found the collaborative approach beneficial to decision-making.

The FTF indicated the same frustrations with connectivity, interfacing with the other task forces and interfacing with the ESF-6 desk. They also noted a critical linkage that was missing – the link between the FTF and each of the represented NGOs' disaster operations headquarters. More than any other task force, the FTF recognized a critical cross-cutting issue that would need to be clarified between all partners in order to avoid duplication of effort and mis-communication.

For example, when establishing feeding sites or kitchen locations, the Southern Baptists and American Red Cross usually coordinate with one another at the Red Cross Disaster Response Operation (DRO). The locations are then fed to the SEOC if state provisioning is required. Task force members recognized the great benefit of a holistic strategy in determining operational sites, but want to ensure that partner organizations are aware of the process and willing to allow the FTF to make these determinations on their behalf.

Feeding Task Force Membership and Structure

Members

Task force members felt the FTF should be led by a state representative. Members noted that if a FEMA contractor was going to be providing kitchens, a representative from that contractor should sit on the task force.

Participants on the FTF also stressed that it is critical to have representatives on the FTF who are highly knowledgeable of their organization's capacity and capabilities and able to make decisions on behalf of their organizations. They noted that the following representatives should be included on the FTF:

- A representative from each NGOs involved in feeding for the operation.
- A representative from each Food Vendor
- Food Bank representatives
- FEMA representative
- State food and water representative (ESF-11 in Florida)
- State logistics representative
- Liaisons to sheltering and ESF-6 desk
- Planner
- Administrative assistant
- A dietician could be helpful

Feeding Task Force Suggestions for Improvement

A difficulty mentioned by FTF participants was the problem of integrating USDA foods into other food orders. This complexity slowed the group down. They suggest including clarification in the plan of:

- When USDA foods should be incorporated into vendor orders, and
- The process flow of USDA food orders.
- A contingency plan in case USDA foods are not available in the quantities needed.

The FTF would like to see the plan address how the task force stands up and comes together. They are concerned that while their membership picked up and operated quickly, in an actual event this might not be the case. They suggest:

- Pre-determined leadership.
- Member job descriptions and tasks identified and outlined.
- Checklists and job aids for the FTF as well as template agendas and other systemization that will help them get up to speed and operating quickly.
- Job aid explaining the state's procedures for ARFs.
- Clearly defined expectations of the task force.

Feeding Task Force Suggested Support References

- State approved Multi-Agency Feeding Plan
- Pre-scripted ARFs and an ARF template
- FTF Plan/guidance
- Job Aids for each position on the tasks force and checklists outlining what needs to be done.
- Flow chart of the ordering process for USDA foods
- System for having visibility on where orders are
- State requirements for orders
- Acronym definitions to ensure common understanding of terms

Recommendations

Based upon the feedback received from Hurricane Exercise participants, the following courses of action are recommended:

- Further define task force structure, roles and responsibilities.
- Determine interoperability between tasks forces and the ESF-6 desk.
- Identify and develop job aids and checklists.
- Revise and refine draft task force plans.
- Re-exercise plans annually to:
 - Continue refinement of the processes and procedures.
 - Explore use of additional task forces.
 - Expose partners to the task force concept.
 - Encourage relationship building among response partners in order to increase response effectiveness.
 - Bring in state counterparts to train them on the concept, thus ensuring well-trained EMAC assistance during actual events.
- Share the task force concept with other states and encourage its adoption.

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Appendix A—List of Exercise Participants

Name	Position	Organization
EVALUATORS		
Jeff Jellefs	Evaluator #1	The Salvation Army
Dave Lebsack	Evaluator #2	FEMA, Region VI
Jenny Latour	Evaluator #3	American Red Cross
Kam Kennedy	Documentation	American Red Cross
CONTROLLERS (Office across from Room 120C)		
Jono Anzalone	Lead Controller	FEMA, Region VII
Karen Hagan	Deputy Lead Controller	American Red Cross
Ian Campbell	ARC Chapters/Regions/DRO	American Red Cross
Fritz Wilson	Florida Baptists Emergency Director	Florida Baptists
Kevin Smith	TSA Florida Division	The Salvation Army
Cory Fast	Assistant Controller	FEMA, Region VII
PLAYERS		
ESF 6		
Michael Whitehead	State Mass Care Coordinator	Florida Department of Business & Professional Regulation
Ryan Logan	Mass Care	FEMA, Region IV
Peter Newman	Deputy ESF 6 Coordinator	Florida Department of Business & Professional Regulation
ESF 6 State liaisons		
Matt Howard	ESF 6 Recovery Coordinator	Florida Department of Children and Families
Sam Collins	Department of Economic Opportunity Liaison	Florida Department of Economic Opportunity
Cathy White	Department of Education liaison	Florida Department of Education
ESF 6 Voluntary Agency liaisons		
Beth Boyd	Red Cross State liaison	American Red Cross
Bob Holdredge	Red Cross State liaison	American Red Cross
Kathy Clark	Salvation Army State liaison	The Salvation Army
Julie Showers	Salvation Army State liaison	The Salvation Army

Hurricane Gispert After Action report

Sarah Jo Trimble	Florida Baptists Liaison	Florida Baptists
ESF 6 EOC Staff		
Andy Janacek	Mission Unit Leader	Florida Department of Business & Professional Regulation
Wendy Stewart	Mission Unit Leader	EMAC-Georgia
Daniel Porth	Information Unit Leader	EMAC-Arizona
Dennis Dura	Mission Unit Leader	EMAC-New Jersey
Feeding Task Force		
Ed Lyons	MAFTF Leader	EMAC-Arkansas
Chris Darlington	Deputy MAFTF Leader	FEMA HQS
Gloria Van Treese	ESF 11 Food & Water rep	Florida Department of Agriculture & Consumer Services
Holly Greuling	Feeding Task Force Dietician	Florida Department of Elder Affairs
Steve Hortin	USDA-FNS SE Region	U.S. Department of Agriculture
Karen Bird	ARC Feeding Task Force Representative	American Red Cross
Major Tom Loudon	TSA Feeding Task Force Representative	The Salvation Army
Eddie Blackmon	Florida Baptists Feeding Task Force Representative	Florida Baptists
Gerald Wright	IA-TAC COTAR	FEMA HQS
Mike Falino	FEMA Mass Care Planning Cell	CH2MHill
Bob Lytle	FEMA Mass Care Planning Cell	CH2MHill
Tom Tomblin	Private Sector Feeding Task Force Representative	U.S. Foods
Mischa Collins	Private Sector Feeding Task Force Representative	U.S. Foods
Natalie Stybell	Private Sector Task Force Representative	U.S. Foods
Sam Getchell	Private Sector Task Force Representative	Sysco
Tom Olitsky	Private Sector Feeding Task Force Representative	Sysco
Beth Hochstetler	Private Sector Feeding Task Force Representative	Sysco
Geoff Luebke	Private Sector Feeding Task Force Representative	FLA Restaurant & Lodging Assoc
Shelter Task Force		
Dante Glinecki	Shelter Task Force Leader	EMAC-Missouri
Peggy Mott	Deputy Shelter Task Force Leader	FEMA HQS

Hurricane Gispert After Action report

Ronnie Fetzko	ESF 8 Special Needs	Florida Department of Health
Katherine Galifinakis	Red Cross rep	American Red Cross
Pam Bartley	Red Cross rep	American Red Cross
Pamela Damitz	Department of Elder Affairs liaison	Florida Department of Elder Affairs
Eddy Harris	Agency for Persons with Disabilities liaison	Florida Agency for Persons with Disabilities
Mark O'Neill	Plans	University of South Florida
Fran Hall	FEMA Mass Care Planning Cell	CH2MHill
Sara Whitehead	Mass Care rep	FEMA, Region IX
Distribution Task Force		
Mary Register	ESF 15 rep - TF Leader	Volunteer Florida
Sharen Arnold	Deputy TF Leader	FEMA, Region VI
Linda White	Plans	Florida Department of Business & Professional Regulation
Rebecca Brislain	Florida Assoc of Food Banks TF representative	Florida Association of Food Banks
Steve Irwin	Convoy of Hope TF representative	Convoy of Hope
Gilbert De Armas	Red Cross rep	American Red Cross
Katie Sherk	Red Cross rep	American Red Cross
Captain Albert Cancia	Salvation Army Rep	The Salvation Army
Captain Pierre Smith Jim Stencil	Salvation Army Rep Florida Association of Food Banks Rep	The Salvation Army Chief Operation Officer, Second Harvest Food Bank Central Florida
Paul Clements	Florida Association of Food Banks Rep	Director of Development, America's Second Harvest of the Big Bend

