



**Knox/East Tennessee Healthcare Coalition  
2020 Full Scale Surge Exercise:  
Complex Coordinated Terrorist Attack  
*Regional Surge Event***

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Exercise Plan/Participant Guide/Controller and  
Evaluator Handbook  
April 24, 2020

## EXERCISE OVERVIEW

<b>Exercise Name</b>	KET HC 2020 Full Scale Surge Exercise: Complex Coordinated Terrorist Attack
<b>Exercise Dates</b>	April 24, 2020
<b>Scope</b>	This exercise is a full-scale exercise planned for healthcare facilities and community partners/organizations within the Knox/East Tennessee Healthcare Coalition's jurisdiction. Exercise play is limited to the parameters set forth within each participating organization.
<b>Mission Area(s)</b>	Preparedness and Response
<b>Core Capabilities</b>	HPP Capabilities 1: (Foundation for Health Care and Medical Readiness), 2 (Health Care and Medical Response Coordination), 3 (Continuity of Health Care Service Delivery), 4 (Medical Surge)
<b>Objectives</b>	<p>Surge Objectives:</p> <ol style="list-style-type: none"> <li>1. Evaluate participating organizations ability to process a surge of patients.</li> <li>2. Demonstrate participating organizations ability to coordinate with outside agencies.</li> <li>3. Evaluate participating organizations ability to identify and coordinate resource support under time urgency, uncertainty, and logistical constraints of an emergency.</li> <li>4. Assess use of the Incident Command system to manage the incident using appropriate ICS forms.</li> <li>5. Evaluate the ability of participating organizations and the Coalition to enhance situational awareness during an event and effectively communicate through appropriate and redundant channels.</li> <li>6. Evaluate the sustainability plan for a 96+ hour event.</li> </ol>
<b>Threat or Hazard</b>	Complex Coordinated Terrorist Attack

<b>Exercise Name</b>	KET HC 2020 Full Scale Surge Exercise: Complex Coordinated Terrorist Attack	
<b>Scenario</b>	<p>On April 24, 2020, approximately 8:45 a.m, several explosions occur in highly populated areas of Sevier county, causing high numbers of casualties and fatalities. The surge of patients into the local hospital, LeConte Medical Center, quickly exceeds the hospitals resources and measures are taken regionally to disperse patients so that each hospital receives a surge of patients. Resources are diverted to Sevier county to help with patient movement, communications and supplies. Terroristic activity is suspected.</p> <p>An hour later, an identified terrorist group executes their primary plan, with carefully coordinated cyber strikes to multiple power stations, hacking the operational technology systems within the infrastructure. The strategic attacks quickly overload the damaged power grid, causing a cascade of secondary outages across our region. Not only does this leave several hospitals in our area without power, but other health care facilities (including long term care, home health/hospice, dialysis, and ancillary clinics) as well. Many regional resources are still located in Sevier County.</p> <p>Simulated hours/days later, power has still not been restored and after depleting resources, Methodist Medical Center, Turkey Creek Medical Center, and Fort Loudon Medical Center are forced to evacuate. Considerations for hospital evacuation, as well as affected CMS facilities will need to be taken into account.</p>	
<b>Sponsor</b>	Knox/East Tennessee Healthcare Coalition	
<b>Participating Organizations</b>	Region-wide hospitals, long term care, dialysis clinics, healthcare clinics, public health, RMCC (Regional Medical Communication Center), EMS, EMA, Forensic Center, Blood Bank and other appropriate partners	
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## GENERAL INFORMATION

### Exercise Objectives and Core Capabilities

The following exercise objectives in Table 1 describe the expected outcomes for the exercise. The objectives are linked to core capabilities, which are distinct critical elements necessary to achieve the specific mission area(s). The objectives and aligned core capabilities are guided by elected and appointed officials and selected by the Exercise Planning Team.

Table 1: Exercise Objectives and Core Capabilities

**Table 1. Exercise Objectives and Associated Core Capabilities**

Exercise Objective	HPP Core Capability	Objective	Activity (If Applicable)
Evaluate participating organizations ability to process a surge of patients.	<p><b>4</b> Medical Surge</p>	<p><b>2</b> Respond to a Medical Surge</p>	<p><b>1</b> Implement Emergency Department and Inpatient Medical Surge Response</p> <p><b>2</b> Implement Out of Hospital Medical Surge Response</p> <p><b>4</b> Provide Pediatric Care During a Medical Surge Response</p> <p><b>6</b> Provide Burn Care During a Medical Surge Response</p> <p><b>7</b> Provide Trauma Care During a Medical Surge Response</p> <p><b>8</b> Respond to Behavioral Health Needs During a Medical Surge Response</p> <p><b>11</b> Manage Mass Fatalities</p>

Exercise Objective	HPP Core Capability	Objective	Activity (If Applicable)
Demonstrate participating organizations ability to coordinate with outside agencies.	<b>1</b> Foundation for Health Care and Medical Readiness	<b>4</b> Train and Prepare the Healthcare and Medical Workforce	<b>3</b> Plan and Conduct Coordinated Exercise With Healthcare Coalition Members and Other Response Organizations
Evaluate participating organizations ability to identify and coordinate resource support under time urgency, uncertainty, and logistical constraints of an emergency.	<b>1</b> Foundation for Health Care and Medical Readiness	<b>2</b> Identify Risk and Needs	<b>4</b> Assess Community Planning for Children, Pregnant Women, Seniors, Individuals with Access and Functional Needs, Including People with Disabilities, and Others with Unique Needs
		<b>4</b> Train and Prepare the Healthcare and Medical Workforce	<b>1</b> Promote Role Appropriate National Incident Management System Implementation  <b>2</b> Educate and Train on Identified Preparedness and Response Gaps  <b>3</b> Plan and Conduct Coordinated Exercise With Healthcare Coalition Members and Other Response Organizations

Exercise Objective	HPP Core Capability	Objective	Activity (If Applicable)
	<b>2</b> Health Care and Medical Response Coordination	<b>2</b> Utilize Communications Systems and Platforms	
	<b>3</b> Continuity of Healthcare Service Delivery	<b>1</b> Identify Essential Functions for Health Care Delivery	
	<b>4</b> Medical Surge	<b>2</b> Respond to a Medical Surge	
Assess use of the Incident Command system to manage the incident using appropriate ICS forms.	<b>1</b> Foundation for Health Care and Medical Readiness	<b>4</b> Train and Prepare the Healthcare and Medical Workforce	<b>1</b> Promote Role Appropriate National Incident Management System Implementation
Evaluate the ability of participating organizations and the Coalition to enhance situational awareness during an event and effectively communicate through appropriate and redundant channels.	<b>1</b> Foundation for Health Care and Medical Readiness	<b>1</b> Establish and Operationalize the Health Care Coalition	
	<b>2</b> Health Care and Medical Response Coordination	<b>2</b> Utilize Information Sharing Procedures and Platforms	

Exercise Objective	HPP Core Capability	Objective	Activity (If Applicable)
Evaluate the sustainability plan for a 96+ hour event.	<b>3</b> Continuity of Health Care Service Delivery	<b>2</b> Plan for Continuity of Operations	<b>1</b> Develop a Health Care Organization Continuity of Operations Plan
		<b>3</b> Maintain Access to Non-Personnel Resources During an Emergency	<b>1</b> Assess Supply Chain Integrity  <b>2</b> Assess and Address Equipment, Supply, and Pharmaceutical Requirements
	<b>3</b> Continuity of Healthcare Service Delivery	<b>1</b> Identify Essential Functions for Health Care Delivery	
	<b>4</b> Medical Surge	<b>2</b> Respond to a Medical Surge	

## Participant Roles and Responsibilities

The term *participant* encompasses many groups of people, not just those playing in the exercise. Groups of participants involved in the exercise, and their respective roles and responsibilities, are as follows:

- **Players.** Players are personnel who have an active role in discussing or performing their regular roles and responsibilities during the exercise. Players discuss or initiate actions in response to the simulated emergency.
- **Controllers.** Controllers plan and manage exercise play, set up and operate the exercise site, and act in the roles of organizations or individuals that are not playing in the exercise. Controllers direct the pace of the exercise, provide key data to players, and may prompt or initiate certain player actions to ensure



exercise continuity. In addition, they issue exercise material to players as required, monitor the exercise timeline, and supervise the safety of all exercise participants.

- **Simulators.** Simulators are control staff personnel who role play nonparticipating organizations or individuals. They most often operate out of the Simulation Cell (SimCell), but they may occasionally have face-to-face contact with players. Simulators function semi-independently under the supervision of SimCell controllers, enacting roles (e.g., media reporters or next of kin) in accordance with instructions provided in the Master Scenario Events List (MSEL). All simulators are ultimately accountable to the Exercise Director and Senior Controller.
- **Evaluators.** Evaluators evaluate and provide feedback on a designated functional area of the exercise. Evaluators observe and document performance against established capability targets and critical tasks, in accordance with the Exercise Evaluation Guides (EEGs).
- **Actors.** Actors simulate specific roles during exercise play, typically victims or other bystanders.
- **Observers.** Observers visit or view selected segments of the exercise. Observers do not play in the exercise, nor do they perform any control or evaluation functions. Observers view the exercise from a designated observation area and must remain within the observation area during the exercise. Very Important Persons (VIPs) are also observers, but they frequently are grouped separately.
- **Media Personnel.** KCHD Community Relations staff will work with the coalition to produce a media package on the day of the exercise. There will be no open media invitations during the event.
- **Support Staff.** The exercise support staff includes individuals who perform administrative and logistical support tasks during the exercise (e.g., registration, catering).

## Exercise Assumptions and Artificialities

In any exercise, assumptions and artificialities may be necessary to complete play in the time allotted and/or account for logistical limitations. Exercise participants should accept that assumptions and artificialities are inherent in any exercise, and should not allow these considerations to negatively impact their participation.

### Assumptions

Assumptions constitute the implied factual foundation for the exercise and, as such, are assumed to be present before the exercise starts. The following assumptions apply to the exercise:

- The exercise is conducted in a no-fault learning environment wherein capabilities, plans, systems, and processes will be evaluated.
- The exercise scenario is plausible, and events occur as they are presented.
- Exercise simulation contains sufficient detail to allow players to react to information and situations as they are presented as if the simulated incident were real.
- Participating agencies may need to balance exercise play with real-world emergencies. Real-world emergencies take priority.

### **Artificialities**

During this exercise, the following artificialities apply:

- Exercise communication and coordination is limited to participating exercise organizations and venues.

## EXERCISE LOGISTICS

### Safety

Exercise participant safety takes priority over exercise events. The following general requirements apply to the exercise:

- A Safety Controller is responsible for participant safety; any safety concerns must be immediately reported to the Safety Controller. The Safety Controller and Exercise Director will determine if a real-world emergency warrants a pause in exercise play and when exercise play can be resumed.
- For an emergency that requires assistance, use the phrase “**real-world emergency.**” The following procedures should be used in case of a real emergency during the exercise:
  - Anyone who observes a participant who is seriously ill or injured will immediately notify emergency services and the closest controller, and, within reason and training, render aid.
  - The controller aware of a real emergency will initiate the “**real-world emergency**” broadcast and provide the Safety Controller, Senior Controller, and Exercise Director with the location of the emergency and resources needed, if any.

## POST-EXERCISE AND EVALUATION ACTIVITIES

### Debriefings

Post-exercise debriefings aim to collect sufficient relevant data to support effective evaluation and improvement planning.

### Hot Wash

At the conclusion of exercise play, controllers facilitate a Hot Wash to allow players to discuss strengths and areas for improvement, and evaluators to seek clarification regarding player actions and decision-making processes. All participants may attend; however, observers are not encouraged to attend the meeting. The Hot Wash should not exceed 30 minutes.

### Controller and Evaluator Debriefing

Controllers and evaluators attend a facilitated C/E Debriefing immediately following the exercise. During this debriefing, controllers and evaluators provide an overview of their observed functional areas and discuss strengths and areas for improvement.

### Participant Feedback Forms

Participant Feedback Forms provide players with the opportunity to comment candidly on exercise activities and exercise design. Participant Feedback Forms should be collected at the conclusion of the Hot Wash.

### Evaluation

#### Exercise Evaluation Guides

EEGs assist evaluators in collecting relevant exercise observations. EEGs document exercise objectives and aligned core capabilities, capability targets, and critical tasks. Each EEG provides evaluators with information on what they should expect to see demonstrated in their functional area. The EEGs, coupled with Participant Feedback Forms and Hot Wash notes, are used to evaluate the exercise and compile the After-Action Report (AAR).

#### After-Action Report

The AAR summarizes key information related to evaluation. The AAR primarily focuses on the analysis of core capabilities, including capability performance, strengths, and areas for improvement. AARs also include basic exercise information, including the

exercise name, type of exercise, dates, location, participating organizations, mission area(s), specific threat or hazard, a brief scenario description, and the name of the exercise sponsor and POC.

## **Improvement Planning**

Improvement planning is the process by which the observations recorded in the AAR are resolved through development of concrete corrective actions, which are prioritized and tracked as a part of a continuous corrective action program.

## **After-Action Meeting**

The After-Action Meeting (AAM) is a meeting held among decision- and policy-makers from the exercising organizations, as well as the Lead Evaluator and members of the Exercise Planning Team, to debrief the exercise and to review and refine the draft AAR and Improvement Plan (IP). The AAM should be an interactive session, providing attendees the opportunity to discuss and validate the observations and corrective actions in the draft AAR/IP.

## **Improvement Plan**

The IP identifies specific corrective actions, assigns them to responsible parties, and establishes target dates for their completion. It is created by elected and appointed officials from the organizations participating in the exercise, and discussed and validated during the AAM.

## PARTICIPANT INFORMATION AND GUIDANCE

### Exercise Rules

The following general rules govern exercise play:

- Real-world emergency actions take priority over exercise actions.
- Exercise players will comply with real-world emergency procedures, unless otherwise directed by the control staff.
- All communications (including written, radio, telephone, and e-mail) during the exercise will begin and end with the statement **“This is an exercise.”**
- Exercise players who place telephone calls or initiate radio communication with the SimCell (if applicable) must identify the organization or individual with whom they wish to speak.

### Players Instructions

Players should follow certain guidelines before, during, and after the exercise to ensure a safe and effective exercise.

#### Before the Exercise

- Review appropriate organizational plans, procedures, and exercise support documents.
- Be at the appropriate site at least 30 minutes before the exercise starts. Wear the appropriate uniform and/or identification item(s).
- Sign in when you arrive.
- If you gain knowledge of the scenario before the exercise, notify a controller so that appropriate actions can be taken to ensure a valid evaluation.

#### During the Exercise

- Respond to exercise events and information as if the emergency were real, unless otherwise directed by an exercise controller.
- Controllers will give you only information they are specifically directed to disseminate. You are expected to obtain other necessary information through existing emergency information channels.
- Do not engage in personal conversations with controllers, evaluators, observers, or media personnel. If you are asked an exercise-related question, give a short,

concise answer. If you are busy and cannot immediately respond, indicate that, but report back with an answer as soon as possible.

- If you do not understand the scope of the exercise, or if you are uncertain about an organization's participation in an exercise, ask a controller.
- Parts of the scenario may seem implausible. Recognize that the exercise has objectives to satisfy and may require incorporation of unrealistic aspects. Every effort has been made by the exercise's trusted agents to balance realism with safety and to create an effective learning and evaluation environment.
- All exercise communications will begin and end with the statement "This is an exercise." This precaution is taken so that anyone who overhears the conversation will not mistake exercise play for a real-world emergency.
- When you communicate with the SimCell (if applicable), identify the organization or individual with whom you wish to speak.
- Speak when you take an action. This procedure will ensure that evaluators are aware of critical actions as they occur.
- Maintain a log of your activities. Many times, this log may include documentation of activities that were missed by a controller or evaluator.

### After the Exercise

- Participate in the Hot Wash at your venue with controllers and evaluators.
- Complete the Participant Feedback Form. This form allows you to comment candidly on emergency response activities and exercise effectiveness. Provide the completed form to a controller or evaluator.
- Provide any notes or materials generated from the exercise to your controller or evaluator for review and inclusion in the AAR.

### Simulation Guidelines

Because the exercise is of limited duration and scope, certain details will be simulated. The physical description of what would fully occur at the incident sites and surrounding areas will be relayed to players by simulators or controllers. A SimCell (if applicable) will simulate the roles and interactions of nonparticipating organizations or individuals. The East Tennessee Regional Health Office will man the SimCell (if applicable) for all public health related communications for the East Region and Knox County participants.

## Appendix A: Exercise Schedule

Date	Personnel	Activity	Location
01/24/2020	Exercise planning committee	Initial planning meeting	KCHD
02/18/2020	Exercise planning committee	Mid exercise planning meeting	KCHD
03/10/2020	Exercise planning committee	Final exercise planning meeting	KCHD

Date	Personnel	Activity	Location
04/20/2020	Controller/Evaluators	Controller/Evaluator Meeting	KCHD Auditorium

### Exercise Day 04/24/2020

Date	Personnel	Activity	Location
8:00 AM	All Players, controllers, evaluators	All players, controllers need to be on-site	All locations
9:00 AM	All Participating Organizations	Initial Sevier County explosions event	LeConte Medical Center
10:00	Evacuating Facilities	Begin Tabletop	Turkey Creek Medical Center Fort Loudon Medical Center Methodist Medical Center
11:00	All participating organizations	Evacuation	All participating organizations
12:30	All participation agencies	END OF EXERCISE	All participation agencies

XXX Date	Personnel	Activity	Location
05/05/2020 2:00 PM	All Participating Organizations	Regional Hotwash	KCHD Auditorium





## Appendix B: Acronyms

Acronym	Term
AAM	After Action Meeting
AAR	After Action Report
AAR/IP	After Action Report/Improvement Plan
ALT	Assisted Living Facility
ASC	Ambulatory Surgical Center
ASPR	Assistant Secretary for Preparedness and Response
DHS	U.S. Department of Homeland Security
EEG	Exercise Evaluation Guide
EMA	Emergency Management Agency
EMS	Emergency Medical Services
ETRO	East TN Regional Office (Tennessee Department of Health)
Explan	Exercise Plan
FQHC	Federally Qualified Health Center
FSE	Full Scale Exercise
HHA	Home Health
HICS	Hospital Incident Command System
HPP	Hospital Preparedness Program
HSEEP	Homeland Security Exercise and Evaluation Program
IAP	Incident Action Plan
ICF/IID	Intermediate Care Facilities for Individuals with Intellectual Disability
ICS	Incident Command System
IP	Improvement Plan
KCHD	Knox County Health Department
KETHC	Knox/East TN Healthcare Coalition
LTC	Long Term Care
OPT-SLP	Rehabilitation Agencies, Clinics and Public Health Agencies as Providers of Outpatient Physical Therapy and Speech-Language Pathology Services
PHEP	Public Health Emergency Preparedness
POC	Point of Contact
SIMCELL	Simulation Cell
SME	Subject Matter Expert
SNF	Skilled Nursing Facility
SNF/LTC	Skilled Nursing Facility/Long Term Care

Acronym	Term
UTMC	University of Tennessee Medical Center
VIPs	Very Important Persons