

SOUTHWEST FLORIDA
**HEALTHCARE
COALITION**

HEALTH PLANNING COUNCIL
OF SOUTHWEST FL

Operation Evacuation: A Discussion-Based Exercise

Situation Manual

November 7, 2023

This Situation Manual (SitMan) provides exercise participants with all the necessary tools for their roles in the exercise. Some exercise material is intended for the exclusive use of exercise planners, facilitators, and evaluators, but players may view other materials that are necessary to their performance. All exercise participants may view the SitMan.

EXERCISE OVERVIEW

Exercise Name	Operation Evacuation: A Discussion-Based Exercise
Exercise Dates & Time	November 7, 2023 / 9:00 AM – 12:30 PM ET
Scope	This exercise is a discussion-based exercise, planned for up to 3.5 hours. Exercise play is limited to virtual participation at each facility or organization.
Focus Area(s)	Response
Core Capabilities	<p>Hospital Preparedness Program (HPP) Capabilities</p> <ul style="list-style-type: none"> • HPP Capability 2: Health Care and Medical Response Coordination • HPP Capability 3: Continuity of Health Care Service Delivery <p>Federal Emergency Management Agency (FEMA) Capabilities</p> <ul style="list-style-type: none"> • Planning • Operational Coordination • Situational Assessment • Public health, Healthcare and Emergency Medical Services <p>Public Health Emergency Preparedness (PHEP) Capabilities</p> <ul style="list-style-type: none"> • Capability 3: Emergency Operations Coordination
Objectives	<ul style="list-style-type: none"> • Objective 1: Display the ability to swiftly initiate and execute immediate evacuation procedures. • Objective 2: Discuss your organization’s process for identifying transportation resources and for pairing patients with transportation resources. • Objective 3: Identify suitable alternate care sites, equipped with the necessary support for evacuated patients. • Objective 4: Discuss the ability to track and account for all patients and staff during an evacuation.
Threat or Hazard	Tornado
Scenario	A powerful tornado has struck your facility and damaged much of your community.
Sponsor	Southwest Florida Healthcare Coalition
Participating Jurisdictions/ Organizations	Multiple Healthcare organizations within the Southwest Florida Healthcare Coalition. For a full list of participating organizations, please reference Appendix B .

Point of Contact

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GENERAL INFORMATION

Exercise Objectives and Capabilities

The following exercise objectives in Table 1 describe the expected outcomes for the exercise. The objectives are linked to both FEMA Core Capabilities, and HPP capabilities. The objectives and aligned capabilities were guided by the Southwest Florida Healthcare Coalition.

Exercise Objectives	HPP Core Capability	FEMA Core Capability	PHEP Core Capabilities
Objective 1: Examine the ability to swiftly initiate and execute immediate evacuation procedures.	HPP Capability 2: Health Care and Medical Response Coordination	Planning Operational Coordination Situational Assessment	Capability 3: Emergency Operations Coordination
Objective 2: Discuss your organization’s process for identifying transportation resources and for pairing patients with transportation resources.	HPP Capability 2: Health Care and Medical Response Coordination	Planning Operational Coordination Public health, Healthcare and Emergency Medical Services	Capability 3: Emergency Operations Coordination
Objective 3: Identify suitable alternate care sites, equipped with the necessary support for evacuated patients.	HPP Capability 2: Health Care and Medical Response Coordination HPP Capability 3: Continuity of Health Care Service Delivery	Planning Operational Coordination Public health, Healthcare and Emergency Medical Services	Capability 3: Emergency Operations Coordination
Objective 4: Discuss the ability to track and account for all patients and staff during an evacuation.	HPP Capability 2: Health Care and Medical Response Coordination	Planning Operational Coordination	Capability 3: Emergency Operations Coordination

Table 1. Exercise Objectives and Associated Capabilities

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:

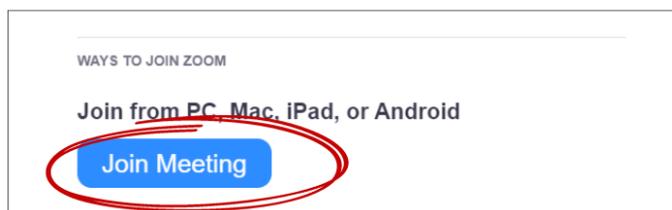
- **Healthcare Participants:** Healthcare participants are personnel who are expected to actively participate in discussing their regular roles and responsibilities during the exercise. For this exercise, Ancillary Care participants will be grouped into two distinct agency types during breakout sessions: Inpatient (Residential) and Outpatient (Non-Residential).
- **Other Participants:** Other participants may include personnel from supporting organizations that play a role in the regional healthcare service delivery. These participants are expected to actively participate and discuss their regular roles and responsibilities during the exercise.
- **Facilitators:** The Main Facilitator plans and manages exercise play, sets up and operates the virtual exercise. The Main Facilitator directs the pace of the exercise, provides key data to participants, and may prompt or initiate certain participant actions to ensure exercise continuity. In addition, they issue exercise material to participants as required and monitor the exercise timeline.

During this exercise there will also be Breakout Group Facilitators. These Breakout Group Facilitators observe participant actions, provide feedback on a designated functional area of the exercise, and may act in the roles of organizations or individuals that are not playing in the exercise, if needed.

- **Note Takers:** Note Takers observe and document performance against established capability targets and critical tasks, in accordance with the Exercise Evaluation Guides (EEGs).
- **Technology Support Staff:** The Technology Support will include an individual who performs administrative and logistical support tasks during the exercise (i.e., registration, monitoring Zoom breakout groups, operating polls, etc.).

Virtual Exercise Participation

After registering for the exercise, participants should have received a confirmation email, information on how to access their exercise materials through the Web Portal, and an individualized login link to the exercise from Zoom. **If you plan to participate as a group, we highly recommend participating from a single physical location, using one Zoom login.**



As a part of your set of exercise documents, you can download and review the Virtual Exercise Participation Guide through your [All Clear Web Portal](#). This document informs participants of

their 'to-do' items for before, during, and after the exercise and it functions as a 'Quick Start' guide for utilizing the Zoom platform for virtual exercises.

Exercise Structure

This exercise will be a multimedia, facilitated exercise. Players will participate in the following three modules:

- Module 1: Initial Response
- Module 2: Triage and Evacuation
- Module 3: Transportation and Alternate Care Sites

Each module begins with a multimedia update that summarizes key events occurring within that time period. After the updates, participants review the situation and engage in functional group discussions. Functional groups will be designed based on the results of registration.

After these functional group discussions, participants will engage in a moderated plenary discussion in which a spokesperson from each group will present a synopsis of the group's actions, based on the scenario.

Exercise Guidelines

- This exercise will be held in an open, no-fault environment wherein capabilities, plans, systems, and processes will be evaluated. Varying viewpoints, even disagreements, are expected.
- Respond to the scenario using your knowledge of current plans and capabilities (i.e., you may use only existing assets) and insights derived from your training.
- Decisions are not precedent setting and may not reflect your organization's final position on a given issue. This exercise is an opportunity to discuss and present multiple options and possible solutions.
- Issue identification is not as valuable as suggestions and recommended actions that could improve response efforts. Problem-solving efforts should be the focus.
- The assumption is that the exercise scenario is plausible and events occur as they are presented. All players will receive information at the same time.

Exercise Evaluation Activities

Exercise Evaluation is based on the objectives and aligned capabilities, and capability targets, which are documented in Exercise Evaluation Guides (EEGs). The Note Takers have EEGs for each of their assigned groups. Additionally, players will be asked to **complete a [Participant Feedback Form](#) by November 10, 2023**. These documents, paired with facilitator observations and notes, will be used to evaluate the exercise, and compile the After-Action Report (AAR)/Improvement Plan (IP).

- **Hot Wash / Debrief:** At the conclusion of exercise play, the Main Facilitator will conduct a Hot Wash, which is an immediate exercise debrief to allow participants to discuss strengths and areas for improvement, and for Group Facilitators and Note Takers to seek clarification regarding player discussion and decision-making processes. All participants are encouraged to provide feedback and engage in this discussion.

- **After-Action Report and Improvement Planning:** By December 7, 2023, you will receive a completed After-Action Report/Improvement Plan (AAR/IP). You will need to incorporate your organization's specific information into the organization specific Improvement Plan to make this report complete. If you are having trouble completing the organization-specific portions of the After-Action Report, please reach out to Elaina Huffman at ElainaH@AllClearEMG.com.

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. The IP identifies specific corrective actions, assigns them to responsible parties, and establishes target dates for their completion.

MODULE 1: INITIAL RESPONSE

Scenario

A powerful tornado has struck the healthcare facility, resulting in severe structural damage, rendering parts of the building unsafe for occupancy.

Your community is without power, and mobile phones and internet is down. As you peer around the building, you notice shattered windows, cracks in walls, and water pouring into the building.

Key Issues

- Your facility appears to be structurally damaged.
- Evacuation of staff and patients is imminent.

Questions

Based on the information provided, participate in the discussion concerning the issues raised in Module 1. Identify any critical issues, decisions, requirements, or questions that should be addressed at this time.

The following questions are provided as suggested subjects that you may wish to address as the discussion progresses. These questions are not meant to constitute a definitive list of concerns to be addressed, nor is there a requirement to address every question.

1. After the tornado hits your facility, describe your immediate actions.
2. [Home Health] What guidance is provided to staff and patients following a tornado of this magnitude?
3. For your organization, is it clear which staff member would take the lead in the emergency? Identify this person or position.
 - a. What tasks have they been trained to perform?

4. What would trigger point(s) would result in an immediate evacuation of your facility?
5. Describe any immediate communications that would be occurring and how those communications would be made.
 - a. How do you communicate internally that there is an immediate need to evacuate and clear the building?
 - b. [Fire, Emergency Medical Services, and Support Agencies] How would you be notified that a healthcare organization will be evacuating?
6. Does your organization have a clear process to assess infrastructure damage?
 - a. Who takes the lead in damage assessment?
 - b. [Home Health] How is the safety and stability of patients' homes assessed following the tornado.
7. How would the damage to your facility alter operations?
8. What challenges do you foresee in the event of an immediate evacuation.
9. What additional support or resources would you consider requesting at this time.

MODULE 1: ORGANIZATION EVALUATION CHART

Complete the following chart by documenting any organization specific strengths and areas for improvement. For each area for improvement, identify a mitigation action item or a description of how you plan to address the area for improvement. This chart can be used later when completing your organization specific Improvement Plan.

Strengths	
1.	
2.	
3.	
Areas for Improvement	Mitigation Action Items (i.e., planning, training, exercise, equipment)
1.	1.
2.	2.
3.	3.

MODULE 2: TRIAGE AND EVACUATION

Scenario

Leadership has officially communicated the need to evacuate the building. Some stairwells and main entrances and exits appear to be blocked and you notice some individuals exiting the building of their own will. Ambulances and other response vehicles should be arriving shortly to assist.

Key Issues

- Evacuation is underway and main exits are unavailable.
- Transportation resources are in route.

Questions

Based on the information provided, participate in the discussion concerning the issues raised in Module 2. Identify any critical issues, decisions, requirements, or questions that should be addressed at this time.

The following questions are provided as suggested subjects that you may wish to address as the discussion progresses. These questions are not meant to constitute a definitive list of concerns to be addressed, nor is there a requirement to address every question.

1. What incident command roles will be assigned at your facility?
2. What are the specific roles and responsibilities of staff members during the evacuation process?
3. Discuss how patients are categorized based on their medical conditions and the urgency of evacuation?
 - a. [Fire, Emergency Medical Services, and Support Agencies] What method of triage would you use if assisting in the evacuation of a building?
4. What are the designated evacuation routes for different sections of the building, and how are these communicated to patients and staff?
5. Describe resources and safety equipment that would be available to assist with evacuation.
 - a. How are patients with mobility challenges or those requiring specialized equipment accommodated during the evacuation?
6. Are there other resources that would be helpful but are not available?

- a. How often are available resources and equipment inventoried and tested?
7. Describe any specialty evacuation equipment your organization has.
 - a. Who is trained to use the organization evacuation equipment?
 - b. What techniques are available to be used for evacuation if standard resources are not available?
 8. [Home Health] What protocols are in place for home health staff to communicate with local authorities and emergency services to ensure timely access to resources and assistance for patients in affected areas?
 9. Based on your current evacuation plan, what elements would need to be changed or included to accommodate an immediate evacuation?

MODULE 2: ORGANIZATION EVALUATION CHART

Complete the following chart by documenting any organization specific strengths and areas for improvement. For each area for improvement, identify a mitigation action item or a description of how you plan to address the area for improvement. This chart can be used later when completing your organization specific Improvement Plan.

Strengths	
1.	
2.	
3.	
Areas for Improvement	Mitigation Action Items (i.e., planning, training, exercise, equipment)
1.	1.
2.	2.
3.	3.

MODULE 3: TRANSPORTATION AND ALTERNATE CARE SITES

Scenario

Ambulances and other first responders arrived on scene, but it appears as though there is confusion on where to park and which patients are requiring evacuation.

Key Issues

- Transportation resources have arrived on scene amid the chaos.

Questions

Based on the information provided, participate in the discussion concerning the issues raised in Module 3. Identify any critical issues, decisions, requirements, or questions that should be addressed at this time.

The following questions are provided as suggested subjects that you may wish to address as the discussion progresses. These questions are not meant to constitute a definitive list of concerns to be addressed, nor is there a requirement to address every question.

1. Describe how transportation resources would be identified.
 - a. What contingency plans are in place to address any potential shortages or limitations in transportation resources?
2. Describe how transportation resources are prioritized during an evacuation.
3. Describe your process for pairing an evacuated patient with the correct transportation resources.
4. Describe your process for coordinating a staging area for transportation resources.
5. [Home Health] How are patients with limited mobility or special medical needs assisted in reaching safe areas or relocated to alternative temporary care sites if necessary?
6. What criteria are used to identify and select appropriate alternate care sites?
 - a. How are essential medical equipment, supplies, and pharmaceuticals transferred to the identified alternate care sites to ensure the continuity of patient care and treatment?
7. How is real-time information about available transportation resources communicated to the hospital's emergency management team and staff members involved in the evacuation process?

8. How are patients' medical records and relevant information securely transferred and shared with the receiving healthcare facilities or alternate care sites to ensure continuity of care during transportation?

9. What procedures are in place to monitor the well-being of patients and evaluate any emerging health concerns or needs that arise in the aftermath of the tornado?

MODULE 3: ORGANIZATION EVALUATION CHART

Complete the following chart by documenting any organization specific strengths and areas for improvement. For each area for improvement, identify a mitigation action item or a description of how you plan to address the area for improvement. This chart can be used later when completing your organization specific Improvement Plan.

Strengths	
1.	
2.	
3.	
Areas for Improvement	Mitigation Action Items (i.e., planning, training, exercise, equipment)
1.	1.
2.	2.
3.	3.

APPENDIX A: EXERCISE SCHEDULE

Date	November 7, 2023
9:00 AM	Welcome and Introductions
9:20 AM	Module 1: Initial Response
9:50 AM	Group Report Out
10:00 AM	Break
10:10 AM	Module 2: Triage and Evacuation
10:40 AM	Group Report Out
10:50 AM	Module 3: Transportation and Alternate Care Sites
11:20 AM	Group Report Out
11:30 AM	Hotwash
12:00 PM	Closing Comments

APPENDIX B: EXERCISE PARTICIPANTS

The list of participants is based on exercise registration as of October 27, 2023. All exercise participants will be listed in the final After-Action Report/Improvement Plan.

Participants	
Organization Name	Organization Type
AdventHealth	Hospital
Amedisy	Home Health Agency
Barkley Surgicenter	Ambulatory Surgical Center (ASC)
Cypress Cove	Long Term Care (LTC)
Florida Department of Health Highlands	Public Health
Florida Department of Health in Glades County	Public Health
Florida Department of Health Hendry and Glades Counties	Public Health
Lee County Emergency Management	Emergency Management
LifeStar Living	Other
Peace River Surgery Center, LLC	Ambulatory Surgical Center (ASC)
Premier Surgery Center	Ambulatory Surgical Center (ASC)
Sarasota Memorial Health Care System	Hospital
Solaris North Naples	Skilled Nursing Facility (SNF)
Southwest Florida Healthcare Coalition	Healthcare Coalition
Surgicare Surgery Center	Ambulatory Surgical Center (ASC)

APPENDIX C: ACRONYMS

Acronym	Term
AAR/IP	After-Action Report/Improvement Plan
FEMA	Federal Emergency Management Agency
HPP	Hospital Preparedness Program
HSEEP	Homeland Security Exercise and Evaluation Program
PHEP	Public Health Emergency Preparedness
SitMan	Situation Manual
TTX	Tabletop Exercise