



Supply Shortfall: A Crisis Standards of Care Discussion-Based Exercise

Situation Manual

December 12, 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	Supply Shortfall: A Crisis Standards of Care Discussion-Based Exercise
Exercise Dates & Time	December 12, 2023 / 1:00 PM – 4:30 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>FEMA Core Capabilities</p> <ul style="list-style-type: none"> Operational Communications Operational Coordination Planning Intel and Information Sharing <p>HPP Core Capabilities</p> <ul style="list-style-type: none"> Capability 2: Health Care and Medical Response Coordination <p>PHEP Core Capabilities</p> <ul style="list-style-type: none"> Capability 2: Community Recovery Capability 3: Emergency Operations Coordination Capability 6: Information Sharing
Objectives	<ul style="list-style-type: none"> Objective 1: Discuss your organization's ability to respond to a staffing shortage, focusing on identifying essential functions and implementing contingency and crisis strategies. Objective 2: Discuss your organization's response procedures as it relates to a critical supply shortage, leading to the implementation of contingency and crisis strategies. Objective 3: Discuss your organization's contingency and crisis response capabilities in the event of a pharmaceutical shortage directly impacting patient care.
Threat or Hazard	Crisis Standards of Care / Supply Chain Interruptions
Scenario	This exercise contains three separate crisis standards of care-based scenarios to which participants can respond using their plans, policies, and procedures.
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 Cre Capabilities
Objective 1: Discuss your organization's ability to respond to a staffing shortage, focusing on identifying essential functions and implementing contingency and crisis strategies.	Capability 2: Community Recovery		Operational Coordination
Objective 2: Discuss your organization's response procedures as it relates to a critical supply shortage, leading to the implementation of contingency and crisis strategies.	Capability 3: Emergency Operations Coordination	Capability 2: Health Care and Medical Response Coordination	Operational Communications
Objective 3: Discuss your organization's contingency and crisis response capabilities in the event of a pharmaceutical shortage directly impacting patient care.	Capability 6: Information Sharing		Intel and Information Sharing

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:

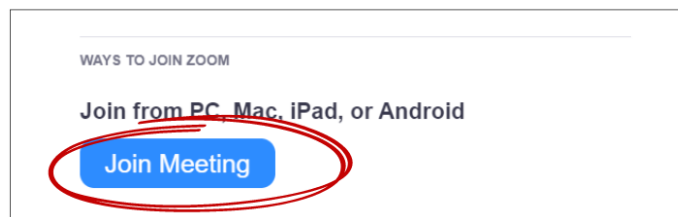
- Healthcare Participants:** Healthcare participants are personnel who are expected to actively participate in discussing their regular roles and responsibilities during the exercise. For this exercise, Ancillary Care participants will be grouped into two distinct agency types during breakout sessions: 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: Staffing Shortages
- Module 2: Medical Supply Disruption
- Module 3: Insulin Shortages

Each module is designed as a standalone module and 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 December 15, 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 January 12, 2024, 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@AIIClearEMG.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: STAFFING SHORTAGES

Scenario

In the past week, several employees have reported flu-like symptoms, including fever, cough, and fatigue. Initially, it was perceived as a seasonal flu outbreak. However, within a short period, the number of affected staff members has rapidly increased, and the symptoms appear to be more severe than the typical flu. Concerns have arisen that this might be an unidentified and highly contagious infectious disease.

Over the weekend, the number of affected employees has risen significantly, with reports of at least 30% of the workforce in the region exhibiting symptoms. To add, there have been reports of an increased number of patients/residents presenting with flu-like symptoms, putting additional strain on your organization.

Key Issues

- Rapid outbreak of a highly infectious disease.
- Shortage of essential workers
- Increased number of patients/residents presenting with flu-like symptoms.

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. Describe your current conventional staffing strategies.
2. Describe your current process for conserving staff time so they can focus on clinical duties.
3. Describe any additional options or operational changes that would be implemented to compensate for decreased staffing.
4. At what point would you look to utilize supplemental staffing?
 - a. Is this considered a conventional strategy or a contingency strategy for your organization?
5. Who would you look to for additional information, guidance, or assistance in the local area? Region? State? Federal?
6. Assume you are unable to maintain or support recommended staffing ratios.
 - a. Describe what criteria would be used to prioritize patient care.
 - b. Are there any contingency plans or surge capacity protocols in place for staffing?

- c. Discuss who would be involved in the decision-making for this situation.
7. Describe your organization's crisis strategies as they relate to staffing.
 - a. What would trigger the activation of your crisis strategies?
 - b. How would your facility communicate any changes to operations?
8. What resources or support systems are available to employees that would allow them to work extra or longer shifts?
9. If staffing shortages were impacting other healthcare facilities in your region, how could you assist, assuming you were not impacted.

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: MEDICAL SUPPLY DISRUPTION

Scenario

Your region has been experiencing unprecedented levels of rainfall due to a series of back-to-back tropical storms. The rainfall and flooding have resulted in significant road closures along Highway 75 and Highway 41. Due to these unforeseen road closures, supply chains have been disrupted and you are experiencing a shortage of critical medical supplies including oxygen. There is no timetable on when you will be able to receive supplies.

Key Issues

- Closures on Highway 75 and Highway 41.
- You are unable to receive medical supply shipments.

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. How are you prioritizing patients for care, given the limited resources and equipment?
2. What ethical considerations are you considering when making resource allocation decisions?
3. Would this scenario trigger any contingency or crisis strategies?
 - a. If not, describe the type of situation that would trigger those strategies.
 - b. Describe your contingency and crisis strategies.
4. How would your organization communicate any changes to normal operations?
5. Who would you look to for additional information, guidance, or assistance in the local area? Region? State? Federal?
6. What resources will your organization need to support the current situation?
 - a. Describe the process for procuring these resources.
 - b. How long will it take to procure these resources?
 - c. How long will these resources last?
7. What additional concerns do you have regarding the situation?
 - a. Describe how you would plan to address those concerns.

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: INSULIN SHORTAGES

Scenario

As you were watching the news, you heard that a sophisticated cyber-attack has targeted three large pharmaceutical manufacturers. The attack has compromised the systems responsible for producing insulin, the quality control mechanisms, and the distribution mechanisms. Reports are suggesting that everyone in the United States be prepared for sustained insulin shortages in the following months.

Key Issues

- Prolonged insulin shortages within the United States.

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 any prior experience with pharmaceutical shortages?
 - a. How did these shortages impact your patient population?
2. Discuss how your organization would determine your current supply of insulin.
 - a. Describe your process for identifying how long your current supply of insulin will last.
3. Describe your current conventional process for addressing insulin shortages.
 - a. Allocation and Rationing
 - b. Clinical Guidance and Protocols
 - c. Long-term Implications
4. If this shortage were to continue, describe your contingency strategies.
 - a. How would your facility communicate any changes to normal operations?
5. Describe the circumstances that would require your organization to move to crisis strategies for insulin allocation?
 - a. Describe those strategies.
6. In situations where there are disagreements about which patients should receive insulin, how is the final decision made?
7. What resources outside of the usual supply chain does your organization have for procuring more insulin?

8. Who would you look to for additional information, guidance, or assistance in the local area? Region? State? Federal?

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	December 12, 2023
1:00 PM	Welcome and Introductions
1:20 PM	Module 1: Staffing Shortages
1:50 PM	Discussion
2:00 PM	Break
2:05 PM	Module 2: Medical Supply Disruption
2:35 PM	Discussion
2:45 PM	Module 3: Insulin Shortages
3:15 PM	Discussion
3:25 PM	Hotwash
4:00 PM	Closing Comments

APPENDIX B: EXERCISE PARTICIPANTS

The list of participants is based on exercise registration as of November 8, 2023. All exercise participants will be listed in the final After-Action Report/Improvement Plan.

Participants	
Organization Name	Organization Type
ARC Dialysis, LLC	End Stage Renal Disease (ESRD)
Avow	Hospice
Barkley Surgicenter	Ambulatory Surgical Center (ASC)
Cape Coral Hospital	Hospital
Charlotte County Emergency Management	Emergency Management
Cypress Cove	Long Term Care (LTC)
Florida Department of Health	Public Health
Florida Department of Health - Collier	Public Health
Florida Department of Health - Glades County	Public Health
Florida Department of Health - Hendry and Glades	Public Health
Florida Department of Health - Highlands	Public Health
Florida Department of Health - Lee County	Public Health
Florida Department of Health - Region 6	Public Health
Golisano Children's Hospital Lee Health	Hospital
Hendry County Emergency Management	Emergency Management
Lee County Emergency Management	Emergency Management
Lee Health	Hospital
Peace River Surgery Center, LLC	Ambulatory Surgical Center (ASC)
Sarasota Memorial Health Care System	Hospital
The Preserve	Skilled Nursing Facility (SNF)

APPENDIX C: ACRONYMS

Acronym	Term
AAR/IP	After-Action Report/Improvement Plan
CSC	Crisis Standards of Care
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