

2014 Statewide Medical/Health Exercise

ALAMEDA COUNTY

Controller and Evaluator Handbook



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This exercise is being conducted in coordination with the annual California Statewide Medical and Health Exercise taking place on November 20th, 2014. The Bay Area CRI FSE and ALCO EMSA 2014 is taking place during an overlapping timeline and in coordination with the California Statewide Medical and Health Exercise, but is utilizing a different scenario in order to meet Federal requirements for the Cities' Readiness Initiative Program.

The ALCO Exercise Planning Team (EPT) has conducted additional exercise planning, created customized exercise documents, and is responsible for coordinating the local and regional activities associated with the exercise.

This Controller/Evaluator Handbook (C/E Handbook) was produced with input, advice, and assistance from the ALCO Exercise Planning Team, which followed guidance set forth by the U.S. Department of Homeland Security (DHS) Homeland Security Exercise and Evaluation Program (HSEEP). This C/E Handbook gives controllers and evaluators information they need to participate in a response exercise that focuses on participants' emergency response plans, policies, and procedures as they pertain to a regional incident requiring the use of medical countermeasures. The information in this document is current at the date of publication, and is subject to change as dictated by the EPT.

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EXERCISE OVERVIEW

Exercise Name	2014 Statewide Medical and Health Exercise
Exercise Dates	<p>BioWatch Regional/Local Call, BioWatch National Call and Risk Communication Call - November 17th, 2014</p> <p>Full-Scale Exercise events - November 18th -20th, 2014</p> <ul style="list-style-type: none"> ▪ Receive, Stage and Store (RSS) Warehouse ▪ Public Information Officer (PIO)/Joint Information Center (JIC) ▪ Emergency Operations Center (EOC) ▪ Departmental Operations Center (DOC) ▪ Regional Emergency Operations Center (REOC) ▪ Points of Dispensing (POD)
Scope	<p>This exercise is a full-scale planned for November 13-20th, 2014 at various locations across the Bay Area to include Regional, Operational Area (OA) and local jurisdictions. For a complete list of participating organizations please refer to Appendix B: Exercise Participants.</p>
Mission Area(s)	Response
Core Capabilities	<p>Public Information and Warning</p> <p>Operational Coordination</p> <p>Situational Assessment</p> <p>Operational Communications</p> <p>Public Health and Medical Services</p>
Objectives	<p>Exercise Objectives</p> <p>Exercise design objectives are developed to focus on improving the understanding of a response concept, evaluating emergency response procedures, identifying areas for improvement and building collaborative relationships. Exercise planners are encouraged to customize the exercise objectives to their local plans, policies and procedures.</p> <p>RSS (PH, CDC and State Only)</p> <ol style="list-style-type: none"> 1. Evaluate the ability of the RSS Warehouses to receive initial

- notification and ongoing event communications from internal and external partners.
2. Evaluate the ability of ALCO PH and city governments to safely and effectively receive stage and store (RSS) and distribute warehouse.
 3. Test the ability to communicate key information to the PH DOC, including when the RSS has activated, and when the SNS assets have been delivered to the designated POD site. (RSS)

POD (Facilities hosting a POD)

4. Evaluate the activation, set-up and operation of at least one POD per million people. (POD)
5. Assess the ability of the POD Manager to communicate with the PH DOC, including notification that POD is open, delivering timely reports, and other key event information. (POD)
6. Exercise communications process internally and externally in accordance with Operational Area policies and procedures within the exercise timeframe. (EOC/DOC/REOC)

EOC/DOC All

7. Activate the Incident Command System (ICS) system in response to an anthrax attack. (EOC/DOC/REOC)
8. Develop an Incident Action Plan (IAP) and conduct associated briefings within the locally determined parameters and timeframes established for the exercise. (EOC/DOC/REOC)
9. Exercise communications process internally and externally in accordance with Operational Area policies and procedures within the exercise timeframe. (EOC/DOC/REOC)
10. Test accessing and completing Resource Request forms from ALCO website and sending requests using MHOAC protocols during the Statewide Exercise 2014.
11. Test completing ALCO specific Situational Reports (Sit Rep) and practice sending forms using MHOAC protocols during the Statewide Exercise 2014.

Medical Surge Health Care

12. Test Alameda County Medical Surge Plans including: 1) hospital bed expansion and decompression; 2) hospital and other health care system status reporting including bed availability; and 3) patient triage, movement, and tracking.
13. Demonstrate pediatric pharmacy response capability.

	<p>(compounding/dosing using new AAP pediatric anthrax guidelines)</p> <p>14. Demonstrate medical surge operational area situation awareness, information management, and dissemination.</p> <p>Other Objectives</p> <ol style="list-style-type: none"> 1. Test the ability of local, state and federal public health officials to execute the Bay Area BioWatch Notification Protocol. (BioWatch) (Regional)
<p>Threat or Hazard</p>	<p>Biological Threat (Anthrax)</p>
<p>Scenario</p>	<p>On Tuesday, November 18, 2014, trained field staff from the Bay Area Air Quality Management District collected and replaced filters on BioWatch collectors in and around the San Francisco/Bay Area Region as part of regular BioWatch daily collection activities. All of the filters were collected and delivered to the BioWatch Laboratory (CDPH Richmond Lab) for testing. Preliminary lab Polymerase Chain Reaction (PCR) results indicated a screening-positive for <i>B. anthracis</i> on BioWatch filters collected in all of the BioWatch Program participating areas with filters (Alameda County, City of Berkeley, City and County of San Francisco, San Mateo County, Contra Costa County, and Santa Clara County). Per laboratory procedure, the lab completed a PCR verification panel, which yielded positive results for all PSU filters.</p> <p>The lab then conducted a Technical Laboratory Conference Call (TLCC) with CDC and DHS. After the consultation the Laboratory Director declared a BioWatch Actionable Result at 0800. He/she completed the BioWatch Actionable Result (BAR) Data Form and sent it to the National Operational Center (NOC).</p>
<p>Sponsor</p>	<p>Bay Area Urban Area Security Initiative (UASI)</p> <p>Bay Area Mass Prophylaxis Working Group (BAMPWG)</p> <p>Association of Bay Area Health Officials (ABAHO)</p> <p>Alameda County Health Services Agency</p>
<p>Participating Organizations</p>	<p>The exercise will include coordination and communication between Federal, State, Regional, Operational Area and local jurisdictions. For a complete list of participating agencies please refer to Appendix B.</p>
<p>Point of Contact</p>	<p>Federal</p>

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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.

Exercise Objective	Core Capability
1. Test the ability of local, state and federal public health officials to execute the Bay Area BioWatch Notification Protocol. (BioWatch)	Situational Assessment
2. Evaluate the ability of the RSS Warehouses to receive initial notification and ongoing event communications from internal and external partners.	Public Health and Medical Services
3. Evaluate the ability of ALCO PH and city governments to safely and effectively receive stage and store (RSS) and distribute warehouse.	Public Health and Medical Services
4. Test the ability to communicate key information to the PH DOC, including when the RSS has activated, and when the SNS assets have been delivered to the designated POD site. (RSS)	Public Health and Medical Services
5. Evaluate the activation, set-up and operation of at least one POD per million people. (POD)	Public Health and Medical Services
6. Assess the ability of the POD Manager to communicate with the PH DOC, including notification that POD is open, delivering timely reports, and other key event information. (POD)	Operational Coordination

Exercise Objective	Core Capability
7. Exercise communications process internally and externally in accordance with Operational Area policies and procedures within the exercise timeframe. (EOC/DOC/REOC)	Operational Coordination
8. Activate the Incident Command System (ICS) system in response to an anthrax attack. (EOC/DOC/REOC)	Operational Coordination
9. Develop an Incident Action Plan (IAP) and conduct associated briefings within the locally determined parameters and timeframes established for the exercise. (EOC/DOC/REOC)	Situational Assessment
10. Test completing ALCO specific Situational Reports (Sit Rep) and practice sending forms using MHOAC protocols during the Statewide Exercise 2014	Situational Assessment
11. Test Alameda County Medical Surge Plans including: 1) hospital bed expansion and decompression; 2) hospital and other health care system status reporting including bed availability; and 3) patient triage, movement, and tracking.	Public Health and Medical Services
12. Demonstrate pediatric pharmacy response capability (compounding/dosing using new AAP pediatric anthrax guidelines)	Public Health and Medical Services

Exercise Objective	Core Capability
13. Demonstrate medical surge operational area situation awareness, information management, and dissemination	Public Health and Medical Services
14. Test accessing and completing Resource Request forms and send request using MHOAC protocol during statewide exercise 2014	Public Health and Medical Services

Table 1. Exercise Objectives and Associated Core 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:

- **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). Each participating jurisdiction shall designate a lead evaluator.
- **Actors.** Actors simulate specific roles during exercise play, typically victims or other bystanders. For this exercise, actors may be participants that support POD operations as people needing medical counter measures.
- **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.** Some media personnel may be present as observers, pending approval by the sponsor organization and the Exercise Planning Team.
- **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:

- All medical materiel arrives to each participating jurisdiction at the same time.
- All PODs are opening at the same time on November 20th.
- It is assumed that all jurisdictions are operating RSS Warehouses to support POD activities.
- 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:

- The exercise on November 20th will begin days into the operational period(s), requiring pre-event information to include a Situation Report or Incident Action Plan (IAP) to be available.
- All jurisdictions are operating RSS Warehouses (real or simulated) to support POD activities.
- Many closed PODs would be open prior to public PODs, given this were a real anthrax incident.

- Exercise communication and coordination is limited to participating exercise organizations, venues, and the SimCell.
- Only communication methods listed in the Communications Directory are available for players to use during the exercise.

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. The Senior Controller will notify the Venue Control Cells and the SimCell as soon as possible if a real emergency occurs.

Emergency Medical Services

The sponsor organization will coordinate with local emergency medical services in the event of a real-world emergency. Each venue or site is responsible for coordination with first responders during an emergency. Call 9-1-1 immediately followed by the Senior Controller or SimCell.

Weapons Policy

All participants will follow the relevant weapons policy for the exercising organization or exercise venue. Please see the Appendix F of the Exercise Plan (ExPlan) for a detailed description of the required precautions when weapons are used near exercise play areas.

Site Access

Security

If entry control is required for the exercise venue(s), the sponsor organization is responsible for arranging appropriate security measures. To prevent interruption of the exercise, access to exercise sites and the SimCell is limited to exercise participants. Players should advise their venue’s controller or evaluator of any unauthorized persons.

Media/Observer Coordination

Organizations with media personnel and/or observers attending the event should coordinate with the sponsor organization for access to the exercise site. Media/Observers are escorted to

designated areas and accompanied by an exercise controller at all times. Sponsor organization representatives and/or the observer controller may be present to explain exercise conduct and answer questions. Exercise participants should be advised of media and/or observer presence.

Exercise Identification

Exercise staff may be identified by badges to clearly display exercise roles; additionally, uniform clothing may be worn to show agency affiliation. Table 2 describes these identification items.

Group	Color
Exercise Director	Black
Evaluators	Black
Players, Uniformed	Red
Players, Civilian Clothes	Red
Incident Commander	White
Logistics Section	Yellow
Planning Section	Blue
Operations Section	Red

Table 2. Exercise Identification

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 allow 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 may attend a facilitated C/E Debriefing immediately following the exercise or as coordinated by the local venue. During this debriefing, controllers and evaluators provide an overview of their observed functional areas and discuss strengths and areas for improvement. This debriefing will be scheduled site by site, and there will be no overall exercise debriefing for controllers and evaluators. However, many exercise planning team participants are serving as controller and evaluators; therefore they will participate in the Exercise Team Debriefing on Friday, November 21, 2014. (More details in Appendix A: Exercise Schedule).

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 AAR. Each jurisdiction's lead evaluator shall be responsible for collecting the Participant Feedback Forms, EEGs and notes for use in the After Action Report.

After Action Report (AAR)

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 a drill/exercise.**”
- Exercise players who place telephone calls or initiate radio communication with the SimCell 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.
- Read your Player Information Handout, which includes information on exercise safety.

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, 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 will simulate the roles and interactions of nonparticipating organizations or individuals.

CONTROLLER INFORMATION AND GUIDANCE

Exercise Control Overview

Exercise control maintains exercise scope, pace, and integrity during exercise conduct. The control structure in a well-developed exercise ensures that exercise play assesses objectives in a coordinated fashion at all levels and at all locations for the duration of the exercise.

Exercise Control Documentation

Controller Package

The controller package consists of the C/E Handbook, Master Scenario Events List (MSEL), Communications Directory and other exercise tools (e.g., notepads, activity logs) as necessary. Controllers must bring their packages and any additional professional materials specific to their assigned exercise activities.

Incident Simulation

Because the exercise is of limited duration and scope, certain details will be simulated. Venue controllers are responsible for providing players with the physical description of what would fully occur at the incident sites and surrounding areas. SimCell controllers will simulate the roles and interactions of nonparticipating organizations or individuals.

Scenario Tools

The MSEL outlines benchmarks and injects that drive exercise play. It also details realistic input to exercise players, as well as information expected to emanate from simulated organizations (i.e., nonparticipating organizations or individuals who usually would respond to the situation). The MSEL consists of the following two parts:

- **Timeline.** This is a list of key exercise events, including scheduled injects and expected player actions. The timeline is used to track exercise events relative to desired response activities.
- **Injects.** An individual event inject is a detailed description of each exercise event. The inject includes the following pieces of information: scenario time, intended recipient, responsible controller, inject type, a short description of the event, and the expected player action.

Exercise Control Structure

Control of the exercise is accomplished through an exercise control structure. The control structure is the framework that allows controllers to communicate and coordinate with other controllers at other exercise venues, the SimCell, or a Control Cell to deliver and track exercise information. The control structure for this exercise is shown in Figure 1.

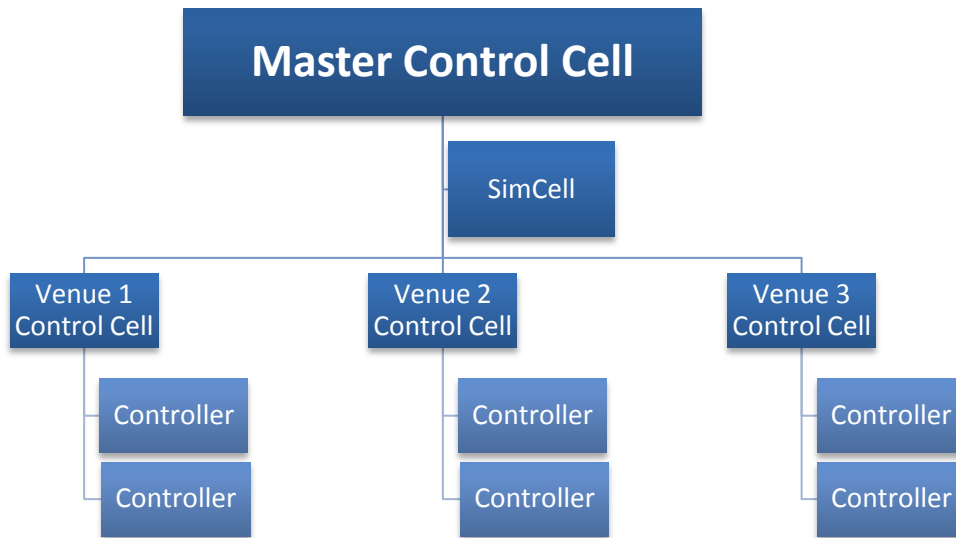


Figure 1. Exercise Control Structure

Controller Instructions

Before the Exercise

- Review appropriate emergency plans, procedures, and protocols.
- Review appropriate exercise package materials, including the objectives, scenario, injects, safety and security plans, and controller instructions.
- Attend required briefings.
- Report to the exercise check-in location at the time designated in the exercise schedule, meet with the exercise staff, and present the Player Briefing.
- Be at the appropriate location at least 15 minutes before the exercise starts.
- Obtain, locate and test necessary communications equipment.

During the Exercise

- Wear controller identification items (e.g., badge).
- Avoid personal conversations with exercise players.
- If you have been given injects, deliver them to appropriate players at the time indicated in the MSEL (or as directed by the Exercise Director). **Note:** If the information depends on some action to be taken by the player, do not deliver the inject until the player has earned the information by successfully accomplishing the required action.
- When you deliver an inject, notify the local Venue Control Cell and note the time that you delivered the inject and player actions.

- Receive and record exercise information from players that would be directed to nonparticipating organizations.
- Observe and record exercise artificialities that interfere with exercise realism. If exercise artificialities interfere with exercise play, report it to the Exercise Director.
- Begin and end all exercise communications with the statement, **“This is an exercise.”**
- Do not prompt players regarding what a specific response should be, unless an inject directs you to do so. Clarify information but do not provide coaching.
- Ensure that all observers and media personnel stay out of the exercise activity area. If you need assistance, notify the Exercise Director.
- Do not give information to players about scenario event progress or other participants’ methods of problem resolution. Players are expected to obtain information through their own resources.

After the Exercise

- Distribute copies of Participant Feedback Forms and pertinent documentation.
- All controllers are expected to conduct a Hot Wash at their venue and, in coordination with the venue evaluator, take notes on findings identified by exercise players. Before the Hot Wash, do not discuss specific issues or problems with exercise players.
- At exercise termination, summarize your notes from the exercise and Hot Wash, and prepare for the Exercise Debriefing, if applicable.

Controller Responsibilities

The following table details controller responsibilities.

Controller Responsibilities	
Exercise Director	<ul style="list-style-type: none"> • Oversees all exercise functions • Oversees and remains in contact with controllers and evaluators • Oversees setup and cleanup of exercise, and positioning of controllers and evaluators
Senior Controller	<ul style="list-style-type: none"> • Monitors exercise progress • Coordinates decisions regarding deviations or significant changes to the scenario • Monitors controller actions and ensures implementation of designed or modified actions at the appropriate time • Debriefs controllers and evaluators after the exercise • Oversees setup and takedown of the exercise
Safety Controller	<ul style="list-style-type: none"> • Monitors exercise safety during exercise setup, conduct, and cleanup • Receives any reports of safety concerns from other controllers or participants

Controller Responsibilities	
Public Information Officer (PIO)- Real World Media Needs	
<ul style="list-style-type: none"> • Provides escort for observers • Provides narration and explanation during exercise events, as needed • Performs pre-exercise and post-exercise public affairs duties • May act as media briefer and escort at exercise site • Serves as safety officer for his or her site 	
Venue Controller	
<ul style="list-style-type: none"> • Issues exercise materials to players • Monitors exercise timeline • Provides input to players (i.e., injects) as described in MSEL • Serves as safety officer for his or her site 	
Simulation Cell (SimCell) Controller	
<ul style="list-style-type: none"> • Role plays as nonparticipating organizations or individuals • Monitors exercise timeline • Provides input to players (i.e., injects) as described in MSEL 	

Table 3. Controller Responsibilities

EVALUATOR INFORMATION AND GUIDANCE

Exercise Evaluation Overview

Exercise evaluation assesses an organization's capabilities to accomplish a mission, function, or objective. Evaluation provides an opportunity to assess performance of critical tasks to capability target levels. Evaluation is accomplished by the following means:

- Observing the event and collecting supporting data;
- Analyzing collected data to identify strengths and areas for improvement; and
- Reporting exercise outcomes in the AAR.

Each participating jurisdiction shall assign a Lead Evaluator responsible for coordinating evaluator activities in their jurisdiction.

Evaluation Documentation

Evaluator Package

The evaluator package contains this C/E Handbook, Master Scenario Events List (MSEL), EEGs, and other items as necessary. Evaluators should bring the package to the exercise. They may reorganize the material so information that is critical to their specific assignment is readily accessible. Evaluators may bring additional professional materials specific to their assigned activities.

Exercise Evaluation Guides

EEGs provide a consistent tool to guide exercise observation and data collection. EEGs are aligned to exercise objectives and core capabilities, and list the relevant capability targets and critical tasks. Data collected in EEGs by each evaluator will be used to develop the analysis of capabilities in the AAR.

Each evaluator is provided with an EEG for each capability that he/she is assigned to evaluate. Evaluators should complete all assigned EEGs and submit to the Lead Evaluator at the conclusion of the exercise. The Lead Evaluator compiles all evaluator submissions into the first working draft of the AAR.

After Action Report/Improvement Plan

The main focus of the AAR is the analysis of core capabilities. For each core capability exercised, the AAR includes a rating of how the exercise participants performed, as well as strengths and areas for improvement.

Following completion of the draft AAR, elected and appointed officials confirm observations identified in the AAR, and determine which areas for improvement require further action. As part of the improvement planning process, elected and appointed officials identify corrective actions to bring areas for improvement to resolution and determine the appropriate organization

with responsibility for those actions. Corrective actions are consolidated in the IP, which is included as an appendix to the AAR.

Evaluator Instructions

General

- Avoid personal conversations with players.
- Do not give information to players about event progress or other participants' methods of problem resolution. Players are expected to obtain information through their own resources.

Before the Exercise

- Review appropriate plans, procedures, and protocols.
- Attend controller/evaluator training and other briefings.
- Review appropriate exercise materials, including the exercise schedule and evaluator instructions.
- Review the EEGs and other supporting materials for your area of responsibility to ensure that you have a thorough understanding of the core capabilities, capability targets, and critical tasks you are assigned to evaluate.
- Report to the exercise check-in location at the time designated in the exercise schedule, and meet with the exercise staff.
- Obtain or locate necessary communications equipment (if applicable), and test it to ensure that you can communicate with other evaluators and the Exercise Director.

During the Exercise

- Wear evaluator identification items (e.g., badge).
- Stay in proximity to player decision-makers.
- Use EEGs to document performance relative to exercise objectives, core capabilities, capability targets, and critical tasks.
- Focus on critical tasks, as specified in the EEGs.
- Your primary duty is to document performance of core capabilities. After the exercise, that information will be used to determine whether the exercise capability targets were effectively met and to identify strengths and areas for improvement.

After the Exercise

- Participate in the Hot Wash, and take notes on findings identified by players. Before the Hot Wash, do not discuss specific issues or problems with participants. After the Hot Wash, summarize your notes and prepare for the Exercise Debriefing. Have your summary ready for the Lead Evaluator.

- Complete and submit all EEGs and other documentation to the Lead Evaluator at the end of the exercise or within the approved timeline.

Using Exercise Evaluation Guides

Terminology

The EEGs are structured to capture information specifically related to the evaluation requirements developed by the Exercise Planning Team. The following evaluation requirements are documented in each EEG:

- **Core capabilities:** The distinct critical elements necessary to achieve a specific mission area (e.g., prevention). To assess both capacity and gaps, each core capability includes capability targets.
- **Capability target(s):** The performance thresholds for each core capability; they state the exact *amount* of capability that players aim to achieve. Capability targets are typically written as quantitative or qualitative statements.
- **Critical tasks:** The distinct elements required to perform a core capability; they describe *how* the capability target will be met. Critical tasks generally include the activities, resources, and responsibilities required to fulfill capability targets. Capability targets and critical tasks are based on operational plans, policies, and procedures to be exercised and tested during the exercise.
- **Performance ratings:** The summary description of performance against target levels. Performance ratings include both Target Ratings, describing how exercise participants performed relative to each capability target, and Core Capability Ratings, describing overall performance relative to entire the core capability.

Documenting Observations

For each EEG, evaluators provide a target rating, observation notes and an explanation of the target rating, and a final core capability rating. In order to efficiently complete these sections of the EEG, evaluators should focus their observations on the capability targets and critical tasks listed in the EEG.

Observation notes should include *if* and *how* quantitative or qualitative targets were met. For example, a capability target might state, “*Within 4 hours of the incident....*” Notes on that target should include the actual time required for exercise players to complete the critical tasks. Additionally, observations should include:

- How the target was or was not met;
- Pertinent decisions made and information gathered to make decisions;
- Requests made and how requests were handled;
- Resources utilized;
- Plans, policies, procedures, or legislative authorities used or implemented; and
- Any other factors contributed to the results.

Evaluators should also note if an obvious cause or underlying reason resulted in players not meeting a capability target or critical task. However, the evaluators should not include recommendations in the EEGs. As part of the after-action and improvement planning processes, elected and appointed officials will review and confirm observations documented in the AAR and determine areas for improvement requiring further action.

Assigning Ratings

Based on their observations, evaluators assign a target rating for each capability target listed on the EEG. Evaluators then consider all target ratings for the core capability and assign an overall core capability rating. The rating scale includes four ratings:

- Performed without Challenge (P)
- Performed with Some Challenges (S)
- Performed with Major Challenges (M)
- Unable to be Performed (U)

Definitions for each of these ratings are included in the EEG.

Placement and Monitoring

Evaluators should be located so they can observe player actions and hear conversations without interfering with those activities. In certain conditions, more than one evaluator may be needed in a particular setting or area.

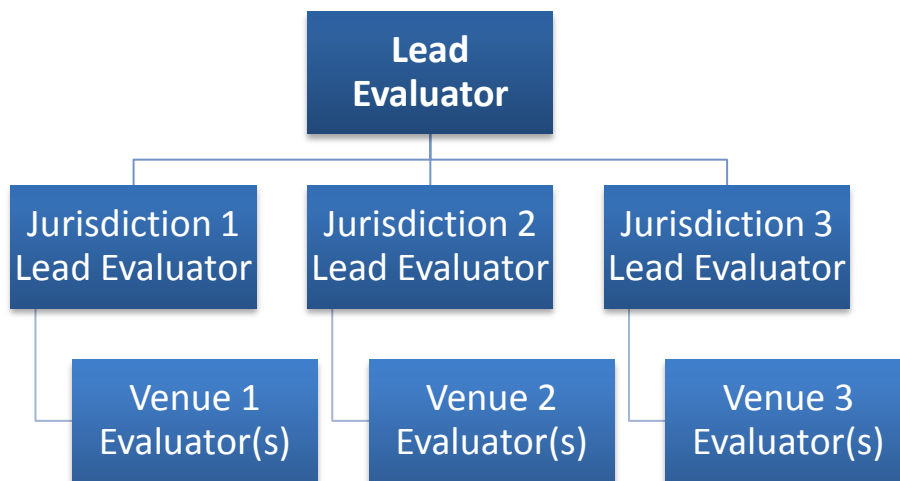


Figure 2. Exercise Evaluation Structure

APPENDIX A: EXERCISE SCHEDULE

Time	Personnel	Activity	Location
Thursday, November 13, 2014			
1400-1600	Controllers, evaluators, and exercise staff	Session 1 - Controller and Evaluator Training	<p>To connect to the Web Conference: =====</p> <p>Click here: https://connect1.uc.att.com/service12/meet/?ExEventID=88452856&CT=M</p> <p>TO CONNECT WITH YOUR *TELEPHONE ONLY* (no computer):</p> <ol style="list-style-type: none"> 1. Call the following number: * Toll-Free Number (in USA): 888-278-0254 2. When prompted, enter the Meeting Access Code: 8452856#
Friday, November 14, 2014			
0900-1100	Controllers, evaluators, and exercise staff	Session 2 - Controller and Evaluator Training	<p>To connect to the Web Conference: =====</p> <p>Click here: https://connect1.uc.att.com/service12/meet/?ExEventID=88452856&CT=M</p> <p>TO CONNECT WITH YOUR *TELEPHONE ONLY* (no computer):</p> <ol style="list-style-type: none"> 1. Call the following number: * Toll-Free Number (in USA): 888-278-0254 2. When prompted, enter the Meeting Access Code: 8452856#

Time	Personnel	Activity	Location
Monday, November 17, 2014			
0900-1030	BioWatch Partners (pre-identified)	BioWatch Regional Call	Conference Call
1030-1130	BioWatch Partners (pre-identified)	BioWatch National Call	Conference Call
1300-1400	State, BioWatch and Local PIO Partners (pre-identified)	BioWatch Risk Communication Call	Conference Call
Tuesday, November 18, 2014 (some sites are doing EOC or Notification drills)			
Various	DOC/EOC Personnel	Notification Drills/EOC and DOC Activation	Various
Wednesday, November 19, 2014			
0800	RSS Venue Controllers, Exercise Staff	Exercise Site Set Up	RSS Locations
0815	RSS Venue Participants	Exercise Registration	RSS Locations
0845	RSS Venue Controllers	Conduct Player Briefing	RSS Locations
0900	RSS Venue Controllers	Start of Exercise (StartEx)	RSS Locations
1200	RSS Venue Controllers	PAUSE OF EXERCISE (PauseEx) UNTIL 11/20	RSS Locations
1205	RSS Venue Controllers	Conduct Player Hotwash and Site Clean-Up	RSS Locations
Thursday, November 20, 2014			
0800	Venue Controllers, Exercise Staff	Exercise Site Set Up	All Locations
0815	Simulation Cell (SimCell)	SimCell Activated	All Locations
0815	Simulation Cell (SimCell)	Communications Check Begins (with Venue Controllers)	All Locations
0830	All Venue Participants	Exercise Registration	All Locations
0845	All Venue Controllers	Conduct Player Briefing	All Locations
0900	SimCell and All Venue Controllers	Start of Exercise (StartEx)	All Locations
1200-1400	All Venue Participants	Various Sites End Exercise Play	Various Locations
1400	SimCell Staff and Venue Controllers	End of Exercise (EndEx) and SimCell Deactivated	Various Locations and SimCell
After EndEx	All Venue Controllers	Conduct Player Hotwash	All Locations
After Hot Wash	All Venue Controllers	Exercise Site Clean Up	All Locations

Time	Personnel	Activity	Location
Friday, November 21, 2014			
1000-1200	Exercise Planning Team	Exercise Debriefing	Conference Call and in-person at Alameda County Health Department, 1000 Broadway, Conf Room 310A/B, Oakland, CA 94607 Invitation Only
Wednesday, January 14, 2015			
1000-1300	Exercise Planning Team	After Action Conference	Alameda County Public Health 1000 Broadway, Conf Room 5000A, Oakland, CA 94607

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APPENDIX B: EXERCISE PARTICIPANTS

Participating Organizations		
Federal		
Department of Homeland Security, Office of Health Affairs, BioWatch Program		
State		
California Department of Public Health		
California Emergency Medical Services Authority		
California Office of Emergency Services		
Regional		
Regional Emergency Operations Center		
Regional Disaster Medical Health Coordinator		
Operational Area		
Alameda County Office of Emergency Services	Lt. Pace Stokes	(510) 725-7670 hpstokes@acgov.org
Alameda County Environmental Health Services	Cynthia Bartus	(510) 562-6714 cynthia.bartus@acgov.org
Alameda County Public Health Department	Zerlyn Ladua	(510) 208-5962 zerlyn.ladua@acgov.org
Alameda County Emergency Medical Services	Cynthia Frankel	(925) 285-2403 cynthia.frankel@acgov.org
City of Berkeley	Sergio Martinez	(510) 981-7713 smartinez@ci.berkeley.ca.us
Alta Bates Medical Center (Berkeley)	Elizabeth Smith	(510) 869-8722 smithe@sutterhealth.org
Alta Bates Medical Center (Oakland)	Elizabeth Smith	(510) 869-8722 smithe@sutterhealth.org
Children's Hospital Oakland	Michelle Heckle	(510) 928-0915 mheckle@mail.cho.org
ValleyCare Health System	Caryn Thornburg	(925) 373-4178 cthornbu@valleycare.com
Alameda Health System	Sandra Williams	(510) 535-7669 swilliams@alamedahealthsystem.org
Alameda Hospital	Gloria Williams	(510) 814-4608 gcwilliams@alamedahealthsystem.org
Eden Medical Center	Peggy Hatten	(510) 727-8263 hattenp@sutterhealth.org
Washington Hospital Healthcare Systems	Gus Arroyo	(510) 818-7206 gus_arroyo@whhs.com
St. Rose Hospital	Kristen Gallegos	(510) 264-4126 kgallegos@srhca.org

Kaiser Oakland	David Mueller	(510) 752-7463 david_x_mueller@kp.org
Axis Community Center	Aurora Bataclan	(925) 201-6229 abataclan@axishealth.org
Hayward Healthcare and Wellness Center	Ada Lukban	(510) 783-4811 Administrator@haywardhcc.com
Lifelong Medical Care	Jacquelin Poon	(510) 981-4134 jpoon@lifelongmedical.org
Chaparral House	Rory Craig	(510) 848-8774 rcraig@chaparralhouse.org
University Health Services Berkeley	Pam Cameron	(510) 643-9169 pcameron@berkeley.edu
Tri City Health Center	Mani Bhandari	(510) 252-5819 mbhandari@tri-cityhealth.org
West Oakland Health Council	Adrionne Beasley	(510) 302-3729 adrionneb@wohc.org
Native American Health Center	Dawn Lulua-Claxton	(510) 535-4471 dawnl@nativehealth.org
Asian Health Services	Dong Suh	(510) 986-6836 dsuh@ahschc.org
La Clinica de la Raza	Noel Rozal	(510) 535-6445 nrozal@laclinica.org
Tiburcio Vasquez Health Center	Imelda Ragasa	(510) 471-5907 iragasa@tvhc.org
ALCO VOAD	Bruce Bird	(925) 699-1395 alcovoad@gmail.com
PG and E	Michael Velasquez	(707) 266-3676
Paramedics Plus	David Beahm	(510) 746-5780 dbeahm@paramedicsplus.com
Local		
Livermore and Pleasanton Fire Department	Tracy Hein	(925) 454-2317 thein@lpfire.org
Pleasanton Police Department	Brian Laurence	(925) 321-1639 blaurence@cityofpleasantonca.gov

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APPENDIX C: COMMUNICATIONS PLAN

Exercise Start, Suspension, and Termination Instructions

The exercise on November 20th, 2014 is scheduled to run from 0900 – 1400, or until the Exercise Director and Senior Controller determines that exercise objectives have been met. The Exercise Director will announce exercise suspension or termination through the controller communications network. **The exercise should start at 0900 without any prompting from the SimCell or Exercise Director.**

All spoken and written communications will start and end with the statement “THIS IS AN EXERCISE.”

Player Communications

Players will use routine, in-place agency communication systems. The need to maintain capability for a real-world response may preclude the use of certain communication channels or systems that usually would be available for an actual emergency. In no instance will exercise communications interfere with real-world emergency communications. Each venue will coordinate its own internal communication networks and channels.

The primary means of communication among the SimCell, controllers, and venues will be cell phones and landlines. A list of key telephone numbers will be provided in the **Communications Directory**, a separate document from this ExPlan and the Controller/Evaluator Handbook.

Communications Check

Before the exercise starts, the Senior Controller and the SimCell will conduct a communications check with all participating venue controllers and EOCs/DOCs. This communications check ensures redundancy and uninterrupted flow of control information.

Player Briefing

Exercise controllers at each venue will provide specific exercise, safety, and scenario details to participants to begin exercise play. This activity will be integrated as a part of the initial exercise venue briefing, and will precede exercise activity. Additionally, some scenario information will be provided to exercise participants by email prior to the exercise.

Public Affairs

This exercise enables players to demonstrate increased readiness to deal with an anthrax incident in the Bay Area. Any public health exercise may be a newsworthy event. Special attention must be given to the needs of media representatives, allowing them to get as complete and accurate a story as possible; however, their activities must not compromise exercise realism, safety, or objectives.

Participating agencies are requested to coordinate any prior public messaging regarding the Bay Area CRI FSE activities with the Bay Area CRI FSE exercise planning team and the identified public information officer.

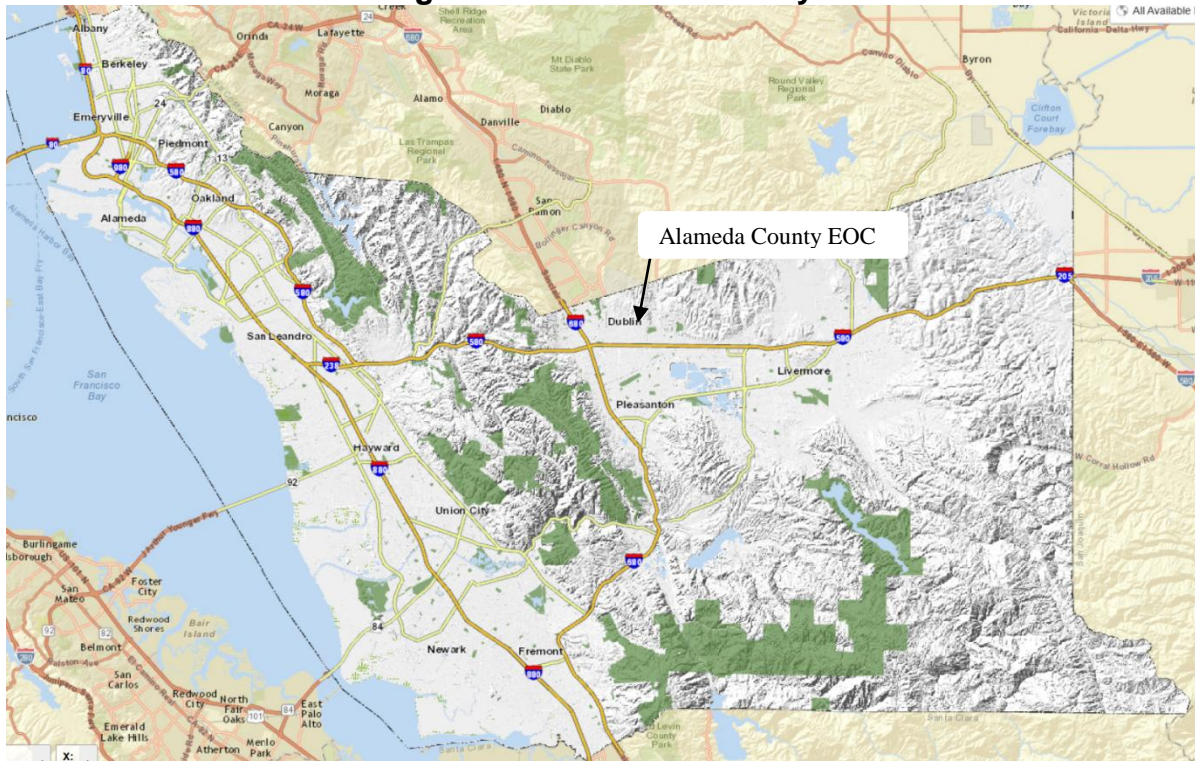
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APPENDIX D: EXERCISE SITE MAPS

Figure D.1: Bay Area Operational Areas and Core Cities



Figure D.2: Alameda County



APPENDIX E: EXERCISE SCENARIO

Scenario

On Tuesday, November 18th, filters in all of the BioWatch sites in the San Francisco/Bay Area BioWatch Program (Alameda County, City of Berkeley, City and County of San Francisco, San Mateo County, Contra Costa County, and Santa Clara County) were positive for *B. anthracis*. Per the San Francisco Bay Area BioWatch Consequence Management Plan, a BioWatch Actionable Result (BAR) was declared at 0800 PST, followed by local and national response actions.

Based on further credible law enforcement and public health threat information, the following significant events have happened:

Tuesday, November 18:

- BAR declared at 0800, followed by BioWatch Regional Conference Call, BioWatch National Conference Call, and BioWatch Risk Communication Call.
- **Alameda County** Emergency Operations Center and Medical/Health Department Operations Centers were activated to manage the response at 0930 on 11/18.
- Situation Reports and Resource Requests were submitted (Controller should hand out/review exercise documents) the Governor's Office issued a declaration of an emergency.
- Strategic National Stockpile (SNS) assets were requested from the Centers for Disease Control and Prevention. (CDC)
- Alameda County issued a local declaration of an emergency.

Wednesday, November 19:

- **Alameda County** Emergency Operations Center and Medical/Health Department Operations Centers conducted operations
 - Situation Reports and Resource Requests were submitted (Controller should hand out/review exercise documents)
- **Alameda County** RSS Warehouse received SNS materiel and conducted RSS operations. (Actual date for Alameda 11-13-14)
- **Alameda County** activated Point of Dispensing Sites for medical countermeasure dispensing on November 18, 2014.

Today is Thursday, November 20:

- **Alameda County** Emergency Operations Center and/or Medical/Health Department Operations Centers is starting the third operational period at 0900.
- Report/distribute **Alameda County** previous operational period IAPs (exercise document) and any other county-specific scenario updates or objectives.
- Discuss
 - Mass Prophylaxis Plan/Priority Prophylaxis Strategy
 - Other OA/Jurisdiction specific significant events

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APPENDIX F: CONTROLLER AND EVALUATOR ASSIGNMENTS

Important Note: Due to the nature of this large and complex exercise, controller and evaluator assignments will be located in the **Communications Directory**. The Communications Directory is a **KEY** document that all participants must have, including players, controllers, evaluators, SimCell and safety personnel. The Communications Directory will have all contact information including phone numbers and emails for all venues, staff and the Simulation Cell.

Please ensure you have a copy of the Communications Directory prior to exercise start – and that all players also have a copy.

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APPENDIX G: ACRONYMS

Acronym	Term
AAR	After Action Report
AAM	After Action Meeting
ABAHO	Association of Bay Area Health Officials
BAMPWG	Bay Area Mass Prophylaxis Working Group
BAR	BioWatch Actionable Result
C/E	Controller/Evaluator
CDC	Centers for Disease Control and Prevention
CDPH	California Department of Public Health
CRI	Cities' Readiness Initiative
DHS	U.S. Department of Homeland Security
DOC	Departmental Operations Center
EEG	Exercise Evaluation Guide
ENDEX	End of Exercise
EOC	Emergency Operations Center
EOM	Emergency Operations Manual
EPT	Exercise Planning Team
ExPlan	Exercise Plan
FEMA	Federal Emergency Management Agency
FSE	Full Scale Exercise
HSEEP	Homeland Security Exercise and Evaluation Program
IAP	Incident Action Plan
ICS	Incident Command System
IP	Improvement Plan
JIC	Joint Information Officer
JIS	Joint Information System
MACG	Multi-Agency Coordination Group
MHOAC	Medical Health Operational Area Coordinator
MSEL	Master Scenario Events List
NOC	National Operations Center
OA	Operational Area
PAUSEEX	Pause of Exercise
PCR	Polymerase Chain Reaction
PIO	Public Information Officer
POC	Point of Contact
POD	Point of Dispensing
RDMHS	Regional Disaster Medical Health Specialist
REOC	Regional Emergency Operations Center

Acronym	Term
RSS	Receive, Stage, and Store
SIMCELL	Simulation Cell
STARTEX	Start of Exercise
TLCC	Technical Laboratory Conference Call
UASI	Urban Area Security Initiative
VIPs	Very Important Persons

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