

N A T I O N A L   E X E R C I S E   P R O G R A M

# Exercise Plan

PROJECT ESCAPE

U.S. DEPARTMENT OF HOMELAND SECURITY



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For Official Use Only

## **PREFACE**

The Project Escape is jointly sponsored by Robert Wood University Hospital – Hamilton, Hamilton Continuing Care Center, and the Health Care Association of New Jersey (HCANJ). This Exercise Plan (ExPlan) was produced with input, advice, and assistance from the Project ESCAPE Exercise Planning Team Exercise Planning Team, which followed guidance set forth in the U.S. Department of Homeland Security (DHS) Homeland Security Exercise and Evaluation Program (HSEEP).

This ExPlan gives officials, observers, media personnel, and players from participating organizations information they need to observe or participate in a evacuation and medical surge response exercise that focuses on participants’ emergency response plans, policies, and procedures. The information in this document is current at the date of publication, April 19, 2012, and is subject to change as dictated by the Exercise Planning Team.

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## **CHAPTER 1: GENERAL INFORMATION**

### **Introduction**

The Project ESCAPE “Evaluate Surge Capacity and Prioritized Evacuation” exercise is designed to establish a learning environment for players to exercise emergency response plans, policies, and procedures as they pertain to an evacuation of a long term care facility and the medical surge of an acute care facility. A full scale exercise is a complex event that requires detailed planning. To ensure an effective exercise, subject matter experts (SMEs) and local representatives from numerous agencies have taken part in the planning process and will take part in exercise conduct and evaluation.

This Exercise Plan (ExPlan) was produced at the direction of the Exercise Director with input, advice, and assistance from the Project ESCAPE Exercise Planning Team. This exercise is evidence of the growing public safety collaborative partnerships between long term care facilities and acute care hospitals regarding the response to a large scale medical emergency that could occur within the Central West Medical Coordination Center Region of New Jersey.

### **Confidentiality**

The Project ESCAPE is an unclassified exercise. Control of information is based on public sensitivity regarding the nature of the exercise rather than actual exercise content. Some exercise material is intended for the exclusive use of exercise planners, controllers, and evaluators, but players may view other materials that are deemed necessary to their performance. All exercise participants may view this ExPlan. The Controller and Evaluator (C/E) Handbook is a restricted document that is intended for controllers and evaluators only.

All exercise participants should use appropriate guidelines to ensure proper control of information within their areas of expertise and protect this material in accordance with current organizational directives.

Public release of exercise materials to third parties is at the discretion of the U.S. Department of Homeland Security (DHS) and the Project ESCAPE Exercise Planning Team.

### **Purpose**

The purpose of this exercise is to evaluate player actions against current response plans and capabilities for response to a fire within a long term care facility and the medical surge of a hospital emergency room.

### **Target Capabilities**

The National Planning Scenarios and establishment of the National Preparedness Priorities have steered the focus of homeland security toward a capabilities-based planning approach. Capabilities-based planning focuses on planning under uncertainty because the next danger or disaster can never be forecast with complete accuracy. Therefore, capabilities-based planning takes an all-hazards approach to planning and preparation that builds capabilities that can be applied to a wide variety of incidents. States and urban areas use capabilities-based planning to identify a baseline assessment of their homeland security efforts by comparing their current

capabilities against the Target Capabilities List (TCL) and the critical tasks of the Universal Task List (UTL). This approach identifies gaps in current capabilities and focuses efforts on identifying and developing priority capabilities and tasks for the jurisdiction. These priority capabilities are articulated in the jurisdiction’s homeland security strategy and Multiyear Training and Exercise Plan, of which this exercise is a component.

The capabilities listed here have been selected by the Project ESCAPE Exercise Planning Team. These capabilities provide the foundation for development of the exercise objectives and scenario. The purpose of this exercise is to measure and validate performance of these capabilities and their associated critical tasks. The selected capabilities are:

- Evacuation
- Medical Surge
- Communications
- Incident Management

## **Exercise Objectives**

The Exercise Planning Team selected objectives that focus on evaluating emergency response procedures, identifying areas for improvement, and achieving a collaborative attitude. This exercise will focus on the following objectives:

1. Evaluate the ability to safely and efficiently evacuate residents from a long term care facility. Hamilton Continuing Care Center staff are expected to establish internal command and control structure in response to an internal emergency event, communicate effectively, ensure the medical needs and safety of residents are met at all times, establish a triage area for coordination of the evacuation of residents, ensure that all necessary medical records and other immediately essential information is communicated and/or transported to receiving agencies.
2. Evaluate medical surge into an acute care hospital from the CW Regional community. Robert Wood Johnson Hospital –Hamilton staff are expected to manage and expand the capacity of their existing health care system in order to provide appropriate levels of triage and subsequent medical care. This will including providing definitive care to individuals a the appropriate clinical level of care, within sufficient time to achieve recovery and minimize medical complications associated with burns and smoke inhalation as a result of an event resulting in a number and/or type of patients that overwhelm the day-to-day medical capacity of the hospital.

## CHAPTER 2: EXERCISE LOGISTICS

### Exercise Summary

#### General

The Project ESCAPE is designed to establish a learning environment for players to exercise their plans and procedures for responding to a healthcare facility evacuation and medical surge. The Project ESCAPE will be conducted on April 26, 2012, beginning at 0300. Exercise play is scheduled for seven (7) hours or until the Exercise Director and Senior Controller determine that the exercise objectives have been met at each venue.

#### Assumptions

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

- The exercise will be conducted in a no-fault learning environment wherein systems and processes, not individuals, will be evaluated.
- Exercise simulation will be realistic and plausible and will contain sufficient detail from which players can respond.
- Exercise players will react to information and situations as they are presented, in the same manner as if the simulated incident were real.

#### Constructs and Constraints

Constructs are exercise devices that are designed to enhance or improve exercise realism. Constraints are exercise limitations that may detract from exercise realism. Constraints may be the inadvertent result of a faulty construct, or they may pertain to financial and staffing issues. Although there are constructs and constraints (also known as exercise artificialities) for any exercise, the Exercise Planning Team recognizes and accepts the following as necessary:

- Exercise communication and coordination will be limited to participating exercise venues and the Simulation Cell (SimCell).
- Only communication methods listed in the Communications Directory will be available for players to use during the exercise.
- Participating agencies may need to balance exercise play with real-world emergencies. Real-world emergencies will take priority.

#### Exercise Participants

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

- **Players.** Players are agency personnel who have an active role in responding to the simulated emergency and perform their regular roles and responsibilities during the

exercise. Players initiate actions that will respond to and mitigate the simulated emergency.

- **Facility Controllers.** Controllers set up and operate the exercise site, plan and manage exercise play, and act in the roles of response individuals and agencies that are not playing in the exercise. Controllers direct the pace of exercise play; they routinely include members of the Exercise Planning Team. They provide key data to players and may prompt or initiate certain player actions to ensure exercise continuity.
- **Human Patient Simulator Controllers.** Patient simulator controllers are personnel who assist as nonparticipating individuals and who have primary responsibility to supervise and operate the human patient simulators. They will have face-to-face contact with players and serve as technical support personnel in control of the patient simulators at all times. All patient simulators function under the direct supervision of Patient Simulator Controllers in accordance with instructions provided by the Senior Exercise Director. All patient simulators are ultimately controlled by the Simulation Laboratory Director, Burlington County College – Center for Public Health Preparedness.
- **Evaluators.** Evaluators evaluate and provide feedback on a designated functional area of the exercise. They are chosen on the basis of their expertise in the functional area(s) they have been assigned to review during the exercise and their familiarity with local emergency response procedures. Evaluators assess and document participants’ performance against established emergency plans and exercise evaluation criteria, in accordance with Homeland Security Exercise and Evaluation Program (HSEEP) standards. They typically are chosen from planning committee members or agencies or organizations that are participating in the exercise.
- **Human patient simulators.** Human patient simulators are exercise participants who act or simulate specific roles during exercise play. These high fidelity human mannequins allow players to conduct basic patient assessments and perform interventions such as CPR, drug delivery, defibrillation, and wound care. Simulators can breathe, bleed, blink, speak, register pulses, respond to light stimuli and register distinctive physiological responses such as heart and lung sounds. “Patients” can simulate biological, chemical, nuclear and radiological exposures, as well as, traumatic injuries through the use of moulage.
- **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. VIPs are also observers, but they frequently are grouped separately. A dedicated group of exercise controllers will be assigned to manage these groups.

## Exercise Tools

### Controller and Evaluator (C/E) Handbook

The *Project ESCAPE C/E Handbook* is designed to help exercise controllers and evaluators conduct and evaluate an effective exercise. The handbook also enables controllers and evaluators to understand their roles and responsibilities in exercise execution and evaluation. If a player,

observer, or media representative finds an unattended handbook, he or she should give it to the nearest controller or evaluator.

## Master Scenario Events List (MSEL)

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, agencies, and individuals who usually would respond to the situation). An inject includes several items of information, such as inject time, intended recipient, responsible controller, inject type, a short description of the event, and the expected player action.

## Exercise Implementation

### Exercise Play

Exercise play will begin at 0300, with a situation update for each participating venue. Play will proceed according to events outlined in the MSEL, in accordance with established plans and procedures. The exercise will conclude after completion of operations and attainment of exercise objectives, as determined by the Exercise Director. The exercise is expected to end at 1000.

### Exercise Rules

The following general rules govern exercise play:

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

## Safety Requirements

### General

Exercise participant safety takes priority over exercise events. Although the participants involved in Project ESCAPE come from various response agencies, they share the basic responsibility for ensuring a safe environment for all personnel involved in the exercise. The following general requirements apply to the exercise:

- All exercise controllers, evaluators, and exercise staff members will serve as safety observers while exercise activities are underway. Please report any unsafe conditions during the exercise to an exercise controller.

- Participants will be responsible for their own and each other’s safety during the exercise. All persons associated with the exercise must stop play if, in their opinion, a real safety problem exists. After the problem is corrected, exercise play can be resumed.
- All organizations will comply with their respective environmental, health, and safety plans and procedures, as well as appropriate Federal, State, and local environmental health and safety regulations.

## Exercise Setup

Exercise setup involves prestaging and dispersal of exercise materials, including registration materials, documentation, signage, and other equipment as appropriate.

## Accident Reporting and Real Emergencies

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 first advise the nearest controller and then, if possible, render aid, provided the aid does not exceed his or her training.
- The controller who is made aware of a real emergency will initiate the “real-world emergency” broadcast on the controller radio network and provide the following information to the Senior Controller and Exercise Director:
  - Venue and function
  - Location within the venue and function
  - Condition
  - Requirements
- The SimCell will be notified as soon as possible if a real emergency occurs.
- If the nature of the emergency requires suspension of the exercise at the venue or function, all exercise activities at that facility will immediately cease. Exercise play may resume at that venue or function after the situation has been addressed.
- Exercise play at other venues and functions should not cease if one venue or function has declared a real-world emergency, unless they rely on the affected venue.
- If a real emergency occurs that affects the entire exercise, the exercise may be suspended or terminated at the discretion of the Exercise Director and Senior Controller. Notification will be made from the SimCell.

## Site Access

### Security

The each player organization will control entry to exercise venues. To prevent confusion and interruption of the exercise, access to exercise sites and the SimCell will be limited to exercise participants only. Players should advise their venue’s controller or evaluator if an unauthorized

person is present. Each organization should follow its internal security procedures, augmented as necessary to comply with exercise requirements.

## Observer Coordination

Each organization with observers will coordinate with the Exercise Director for access to the exercise site. Observers will be escorted to an observation area for orientation and conduct of the exercise. All observers must remain within the designated observation area during the exercise. Player representatives and/or the observer controller will be present to explain the exercise program and answer questions for observers during the exercise.

## Refreshments and Restroom Facilities

Refreshments and potable water will be provided for all exercise participants throughout the exercise. Restroom facilities will be available at each venue.

## Exercise Identification

Identification badges will be issued to the exercise staff. All exercise personnel and observers will be identified by agency uniforms or identification badges distributed by the exercise staff. **Table 2.1** describes these identification items.

**Table 2.1. Exercise Identification**

Group	Badge Color
Exercise Director	White
Controllers	Green
Evaluators	Red
Observers	Blue
Players, Uniformed	None

## Communications Plan

### Exercise Start, Suspension, and Termination Instructions

The exercise is scheduled to run for seven (7) hours or until the Exercise Director and Senior Controller determine that exercise objectives have been met. The Exercise Director will announce the start of the exercise and exercise suspension or termination through the controller communications network.

**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. Additional communication assets may be made available as the exercise progresses. 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 handheld radios and cell phones. A list of key telephone and fax numbers and radio call signs will be available as a Communications Directory before the exercise starts.

### **Communications Check**

Before the exercise starts, the SimCell will conduct a communications check with all interfacing communication means to ensure redundancy and uninterrupted flow of control information.

### **Player Briefing**

Controllers may be required to read specific scenario details to participants to begin exercise play. They may also have technical handouts or other materials to give to players to better orient them to the exercise environment.

### **Public Affairs**

This exercise enables players to demonstrate increased readiness to deal with an evacuation and medical surge of two types of medical facilities. Any public safety 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.

Each participating player organization is responsible for disseminating public information before the exercise related specifically to their operations.

Each venue will follow internal procedures and establish an appropriate plan to work with media personnel during the exercise. Media personnel must be accompanied by assigned escorts to enter the exercise play area.

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## **CHAPTER 3: PLAYER INFORMATION AND GUIDANCE**

### **Exercise Staff**

#### **Exercise Director**

The Exercise Director has overall responsibility for planning, coordinating, and overseeing all exercise functions. The Exercise Director also manages exercise activities and maintains close dialogue with the Senior Controller about the status of play and achievement of exercise objectives.

#### **Senior Controller**

The Senior Controller is responsible for overall organization of the exercise and takes direction from the Exercise Director. The Senior Controller monitors exercise progress and coordinates decisions regarding deviations or significant changes to the scenario caused by unexpected developments during play. The Senior Controller monitors actions by individual controllers and ensures that they implement all designated and modified actions at the appropriate time. The Senior Controller debriefs controllers and evaluators after the exercise and oversees setup and takedown of the exercise.

#### **Safety Controller**

The Safety Controller is responsible for monitoring exercise safety during setup, conduct, and cleanup of the exercise. All exercise participants will assist the Safety Controller by reporting any safety concerns.

#### **Controllers**

Individual controllers issue exercise materials to players as required, monitor the exercise timeline, and monitor the safety of all exercise participants. Controllers also provide injects to players, as described in the MSEL. Specific controller responsibilities are addressed in the C/E Handbook.

#### **Evaluators**

Evaluators work as a team with controllers. Evaluators are SMEs who record events that take place in their assigned location and submit documentation for review and inclusion in the After Action Report (AAR). Evaluators should not have any direct interaction with players. Specific evaluator responsibilities are addressed in the C/E Handbook.

### **Player Instructions**

#### **Before the Exercise**

- Review appropriate emergency plans, procedures, and exercise support documents.
- Be at the appropriate site at least 30 minutes before the exercise starts. Wear the appropriate uniform and 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 or agency'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, agency, office, 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 facility 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 Project ESCAPE is of limited duration and scope, the physical description of what would fully occur at the incident sites and surrounding areas will be relayed to players by simulators or controllers.

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## **CHAPTER 4: EVALUATION AND POSTEXERCISE ACTIVITIES**

### **Exercise Documentation**

The goal of the Project ESCAPE is to comprehensively exercise and evaluate both player organization’s plans and capabilities as they pertain to the evacuation and medical surge of healthcare facilities. After the exercise, data collected by controllers, evaluators, SimCell personnel, and players will be used to identify strengths and areas for improvement in the context of the exercise objectives.

### **Exercise Evaluation Guides (EEGs)**

The DHS has developed Exercise Evaluation Guides (EEGs) that identify expected activities for evaluation, provide consistency across exercises, and link individual tasks to disciplines and expected outcomes.

The EEGs selected by the exercise’s trusted agents are contained in the evaluator materials packet, along with the C/E Handbook. These EEGs have been selected because the activities they describe can be expected to be observed during the exercise. The EEGs will guide evaluation to match the exercise objectives. Supplemental evaluation materials designed for the Project ESCAPE may also be used.

### **Hot Wash**

Immediately after completion of exercise play, controllers will facilitate a Hot Wash with players from their assigned location. The Hot Wash is an opportunity for players to express their opinions about the exercise and their own performance. At this time, evaluators can seek clarification regarding certain actions and what prompted players to take them. The Hot Wash should not last more than 30 minutes. Evaluators should take notes during the Hot Wash and include these observations in their analysis.

### **Controller and Evaluator Debriefing**

Controllers, evaluators, and selected exercise participants will attend a facilitated Controller and Evaluator Debriefing immediately after the hotwash. During this debriefing, these individuals will discuss their observations of the exercise in an open environment to clarify actions taken during the exercise. Evaluators should take this opportunity to complete their EEGs for submission to the Lead Evaluator and begin the analysis process outlining issues to be included in the AAR.

### **After Action Report (AAR)**

The AAR is the culmination of the Project ESCAPE full scale exercise. It is a written report that outlines strengths and areas for improvement identified during the exercise. The AAR will include the timeline, executive summary, scenario description, mission outcomes, and capability analysis. The AAR will be drafted by a core group of individuals from the Exercise Planning Team.



## **After Action Conference and Improvement Plan (IP)**

The improvement process represents the comprehensive, continuing preparedness effort of which the Project ESCAPE is a part. Lessons learned and recommendations from the AAR will be incorporated into an Improvement Plan (IP).

### **After Action Conference**

The After Action Conference is a forum for jurisdiction officials to hear the results of the evaluation analysis, validate findings and recommendations in the draft AAR, and begin development of the IP.

### **Improvement Plan (IP)**

The IP identifies how recommendations will be addressed, including what actions will be taken, who is responsible, and the timeline for completion. It is created by key stakeholders from the Project ESCAPE participating agencies during the After Action Conference.

## APPENDIX A: EXERCISE SCHEDULE

Time	Personnel	Activity	Location
<b>April 26, 2012</b>			
1200	BCC Controllers	Set up and Walk-through	HCCC
1230	Exercise Controllers, Evaluators	Controller and Evaluator Orientation Briefing	HCCC – Conference Room
1245	Controllers and Exercise Staff	Check-in for Final Instructions and communications check	HCCC – Conference Room
1245	Controllers and Exercise Staff	Assemble Players for briefing	HCCC – Conference Room
0100	<b>ALL</b>	<b>HCCC Exercise Starts</b>	HCCC
0500	<b>ALL</b>	<b>HCCC Exercise Ends</b>	HCCC
Immediately after HCCC ENDEX	<b>ALL</b>	Proceed directly to RWJH Emergency Room for Medical Surge Component	RWJH
0445	Controllers and Exercise Staff	Assemble Players for briefing	RWJH
0500	Controllers and Evaluators	<b>RWJH Exercise Starts</b>	RWJH
0800	<b>All</b>	<b>HCCC Exercise Ends</b>	RWJH
Immediately Following the Exercise	<b>All</b>	<b>HOTWASH</b>	RWJH Conference Room
Immediately after Hotwash	Controllers and Evaluators	<b>Controller Evaluator Debriefing</b>	RWJH Conference Room

## APPENDIX B: EXERCISE SITE MAPS

Figure B.1 Robert Wood Johnson University Hospital - Hamilton

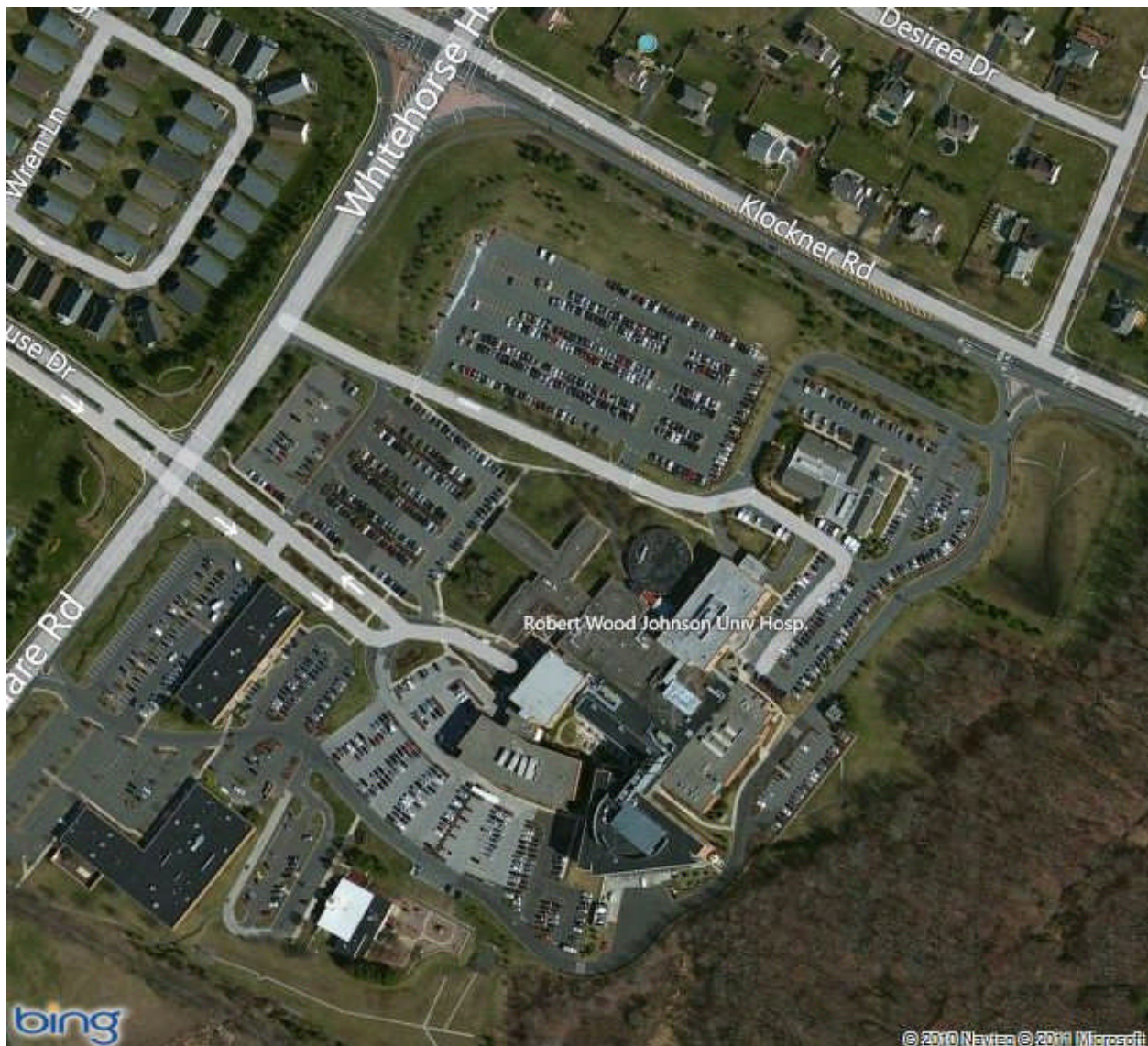




Figure B.2 Hamilton Continuing Care Center



## APPENDIX C: PARTICIPATING AGENCIES AND ORGANIZATIONS

Participating Agencies and Organizations
Robert Wood Johnson University Hospital - Hamilton
Hamilton Continuing Care Center
Health Care Association of New Jersey
New Jersey Department of Health and Senior Services
Burlington County College