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CEPAR

Office of Critical Event
Preparedness and Response

Exercise Plan (ExPlan)

Emory University

Operation Gateway

Radiation Injury Treatment Network (RITN) Full Scale Exercise

Exercise Dates: September 16 & 17, 2016

Published August 2016

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Preface

The September 16 and 17, 2016 Radiation Injury Treatment Network (RITN) Full Scale Exercise, Operation Gateway, is being conducted at the Dobbins Air Force Reserve Base and Emory University Hospital. The exercise is being sponsored by Emory University. The University's Office of Critical Event Preparedness and Response (CEPAR) has developed this Exercise Plan (ExPlan), following the guidance set forth in the Federal Emergency Management Agency (FEMA) Homeland Security Exercise and Evaluation Program (HSEEP).

The ExPlan gives officials, observers, and participants from participating organizations the information necessary to observe or participate in an exercise focusing on participant emergency response plans, policies, and procedures that pertain to the coordination of resources required to activate Emory University Hospital (EUH) as a Radiation Injury Treatment Network (RITN) center. The information in this document is current as of the date of publication and is subject to change as dictated by the CEPAR office.

This is an *unclassified exercise*. Some exercise material is intended for the exclusive use of exercise planners, controllers and evaluators. Players may view other materials deemed necessary for their performance as is typical for emergency response. All exercise participants may view the ExPlan. The Controller and Evaluator Handbook is a restricted document intended for controllers and evaluators only.

All exercise participants should use appropriate guidelines to ensure the proper control of information within their areas of expertise and to protect this material from public dissemination. Public release of exercise materials is at the discretion of the CEPAR office.

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Handling Instructions

1. The title of this document is the *The Emory Radiation Injury Treatment Network (RITN) Full Scale Exercise ExPlan*
2. The information gathered in this ExPlan is For Official Use Only (FOUO) and should be handled as sensitive information not to be disclosed. This document should be safeguarded, handled, transmitted, and stored in such a manner to prevent disclosure of the document. Reproduction of this document is not permitted without prior approval.
3. The attached materials will be disseminated only on a need-to-know basis, and will not be left unattended or stored in a manner that would result in inadvertent access or unauthorized disclosure.

For additional information please consult with the follow point of contact:

Samuel Shartar
Senior Administrator
Office of Critical Event Preparedness and Response
1599 Clifton Road NE
Atlanta, GA 30322
404-712-1302

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Chapter 1: General Information

Introduction

Operation Gateway, the Emory Radiation Injury Treatment Network (RITN) Full Scale exercise is designed to establish a learning environment for participants to exercise emergency response plans, policies, and procedures that pertain to an activation of Emory University Hospital (EUH) as a RITN center.

A full-scale exercise (FSE) is intended to simulate the live response to an event and to test the response capabilities for the management of the event. Multiple agencies will be responding to this event and have participated in the design of this exercise.

There will be two venues where this exercise will take place:

1. The Dobbins Air Reserve Base
2. Emory University Hospital (MABs Functional Exercise)

Confidentiality

This is an *unclassified exercise*. Players may view other materials deemed necessary for their performance as is typical for emergency response. All exercise participants may view the ExPlan.

Purpose

The purpose of this exercise is to evaluate the operational capabilities required for Emory University Hospital/Emory Healthcare to manage patients who have been exposed to a radiological event, and who require treatment for marrow toxic injuries. Coordination of Emory University Hospital's response with the regional Federal Coordinating Center (FCC) and the Dobbins Air Reserve Base (DARB) will also be assessed. Additionally, the emergency operations and medical surge coordination will be evaluated.

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Target Capabilities

The capabilities listed below provide the foundation for development of the exercise objectives and scenario, as the purpose of the exercise is to measure and validate performance of these capabilities and their associated critical tasks.

- Communications
- Planning
- Medical Surge
- Triage, Pre-hospital, and Hospital Treatment

Georgia uses the Regional Coordinating Hospital (RCH) model. Target capabilities for this exercise will also be incorporated into the Healthcare Preparedness Capabilities to ensure that Emory's planning and response capabilities fit with the healthcare coalition's surge planning and coordination for the region.

- Capability Three: Emergency Operations Coordination
 - Function 1: Healthcare organization multi-agency representation and coordination with emergency operations.
 - Function 3: Support healthcare response efforts through coordination of resources.
- Capability Ten: Medical Surge
 - The Healthcare Coalition assists with the coordination of the healthcare organization response during incidents that require medical surge.

Exercise Objectives

The following objectives were selected to evaluate emergency response procedures, identifying areas for improvement, and achieving collaboration with other responding agencies. This exercise will focus on the following objectives:

- Activate the RITN Response Team
- Coordinate communication and patient reception with the FCC, Cobb/Douglas Board of Health (BOH), and the Regional Coordinating Hospital (RCH)
- Use of Mobile Ambulance Buses (MABs) and shuttles for mass patient movement
- On-site incident command/unified command in patient reception area in the Dobbins Air Reserve Base (DARB)
- Evaluate emergency medical and hematological triage and treatment processes at DARB
- Crisis communications/ Public Information Officer (PIO) and Joint Information Center (JIC) functions

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Chapter 2: Exercise Logistics

Exercise summary

The full-scale exercise is designed to establish a learning environment for participants to exercise their plans and procedures for responding to an activation of Emory RITN after a radiation incident involving the detonation of a ten-kiloton improvised nuclear device in the city of St. Louis, Missouri. The exercise will be conducted on September 16 and 17, 2016. The exercise is scheduled to last approximately four and a half hours, or until it has been determined that the exercise objectives have been met. This includes the Hotwash.

The exercise will center on patient arrival, medical and radiological triage, management, and transport. Patients will arrive to Dobbins Air Reserve Base (DARB), undergo triage, and be prepared for transport to Emory University Hospital (EUH).

The exercise will be conducted over a two-day period, utilizing two separate venues: The Dobbins Air Reserve Base (DARB) and Emory University Hospital. The functional exercise at Emory University Hospital will take place on Friday September 16th at 10:30 AM. Select members of the University's Incident Management Team and Emergency Support Functions Group, Cobb County, DeKalb County, the State Department of Public Health and the Veterans Affairs Medical Center (VAMC) will convene to manage the incident. Representatives from Grady Memorial Hospital (GMH), Wellstar Kennestone Hospital, Metro Atlanta Ambulance Service (MAAS), and Dobbins Air Reserve Base will also be participating. Observers from the Georgia Emergency Management and Homeland Security Agency (GEMHSA) and other relevant agencies will also be present.

The exercise will begin with the arrival of patients to Dobbins Air Reserve Base through the National Disaster Medical System. Additional information will be provided and considered as the group moves through the exercise scenario. At the conclusion of the exercise, a Hotwash will be conducted.

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Assumptions

The following general assumptions apply:

- Real emergencies will stop the exercise play until it can be determined that it is safe and appropriate to continue with the exercise.
- The exercise will be conducted in a no-fault learning environment where systems and processes will be evaluated, not individuals.
- Exercise simulation will be realistic and plausible, containing sufficient detail for participants to respond.
- Exercise participants will react to the information and situations as they are presented, in the same manner as if this had been a real event.

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. There are constructs and constraints for any exercise.

We recognize and accept the following as necessary:

- This exercise will be conducted on an active military base, which will require participants to follow all safety and operational requirements as dictated by base command.
- Exercise communication and coordination will be limited to participating exercise venues.
- 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.

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Exercise Tools

Controller and Evaluator (C/E) Handbook

The *C/E Handbook* is designed to help exercise controllers and evaluators conduct and evaluate the exercise. The handbook also enables controllers and evaluators to understand their roles and responsibilities in exercise execution and evaluation. If a player or observer finds an unattended handbook, 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 participants, 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 with arrival of aircraft. Situation updates will be provided. Exercise Play will proceed according to the events outlined in the Master Exercise Event Log (MSEL). The exercise will end once the objectives have been met. The exercise is anticipated to end at 2:15 PM with a forty five-minute hotwash built into the play.

Exercise Rules

- 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 must identify the organization, agency, office, or individual with whom they wish to speak.
- This is designed to be a learning environment. Finding gaps in planning is a primary goal.

Safety Requirements

Exercise participant safety takes priority over exercise events. Although the participants involved in the RITN Exercise come from various response agencies, they share the basic responsibility for ensuring a safe environment for all personnel involved in the exercise.

Because aspects of an emergency response are dangerous, professional health and safety ethics should guide all participants to operate in their assigned roles in the safest manner possible.

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The following general requirements apply to the exercise:

- All participants will be provided with a safety briefing specific to base safety and operations.
- Safety Controllers will be identified and will be responsible for participant safety.
- All controllers, evaluators, and exercise staff members will serve as safety observers while exercise activities are underway. Any safety concerns must be immediately reported to the Exercise Safety Officer.
- 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. **“Stop the exercise”** will be the phrase used to stop exercise activity.
- 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.

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.
- 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:
 - Venue and function
 - Location within the venue and function
 - Condition
 - Requirements
- The Exercise Director 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. Notification will be made from the Lead Controller.

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Site Access

All participants (players, controllers, observers, VIPs, and other exercise personnel) will meet on the Emory Clairmont campus at 6:30AM. Participants will be transported to Dobbins Air Reserve Base utilizing Emory shuttles. This is necessary to efficiently move participants through base security. Participants will be confirmed in advance in order to facilitate the background investigation process that will allow for access onto the base.

Participants should park at the Clairmont parking deck. Upon arrival, participants should assemble at the Student Activities and Athletics Center (SAAC) for accountability and assignment to the appropriate shuttle bus. Shuttles will depart promptly at 07:30 AM.

Given that the exercise is taking place on an active military base, accountability for all exercise personnel is essential. Participants will have to clear security to gain entry onto the base and must be accounted for before we depart the base. Movement on the base will be highly restricted; therefore you must remain where the controllers direct you.

Cellphones will need to remain on the buses during the exercise. This is to prevent issues with documenting secure areas on the base, or the loss of your cellular device. There will be a process in place to insure the security of your phones. We apologize for this inconvenience. In the event of an emergency, there will be a process in place for you to receive notification by calling the Emory Police Department.

Food and hydration will be provided and available throughout the exercise.

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Chapter 3: Participant Guidelines

Exercise Participants

The following are the categories of participants involved in this exercise.

- **Participants.** Participants have an active role in responding to the simulated emergency and perform their regular roles and responsibilities during the exercise. They will initiate actions that will respond to and mitigate the simulated emergency.
- **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 provide key data to players and may prompt or initiate certain player actions to ensure exercise continuity.
- **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.
- **Actors.** Actors simulate the role of victims, perpetrator (s) or bystanders.
- **Observers.** Observers visit or view selected segments of the exercise. Observers do not play in the exercise, nor do they perform any control or evaluation functions. Observers view the exercise from a designated observation area and must remain within the observation area during the exercise.
- **VIPs:** VIPs are also observers, but they frequently are grouped separately. A dedicated group of exercise controllers will be assigned to manage these groups.

Identification:

Controllers, Evaluators, and Observers will be identified based on the color of their vest.

- Operations: Red
- Controllers: Blue
- Safety Officers: Green
- Evaluators: Orange
- Observers: Tan
- VIPs: Yellow
- Exercise Executive Staff: White

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Participant Instructions

Before the exercise

- Provide information requested for background investigation and access to base.
- Review the appropriate emergency plans, procedures, and exercise support documents.
- Read the Participant Information Handout.
- Participate in the Safety Briefing

During the Exercise

- Follow all safety and security instructions provide during the briefing.
- Respond to the exercise events and information as if the emergency were real unless otherwise directed by an exercise controller.

Following the Exercise

- During the Hotwash, focus on identification of gaps in the existing planning. This is a learning exercise designed to identify gaps for corrective planning.
- Provide any notes or materials generated from the exercise for review and inclusion in the After Action Report (AAR).

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Chapter 4: Evaluation and Post-Exercise Activities

Exercise Documentation

The goal of the exercise is to comprehensively exercise and evaluate Emory University's plans and capabilities related to receiving RITN patients through the NDMS system. After the exercise, data collected will be used to identify strengths and areas for improvement.

"Hotwash"

Immediately following the completion of exercise, there will be a hotwash with participants. The hotwash is an opportunity for participants to voice their opinions on the exercise and their own performance. The hotwash should not last more than 45 minutes.

After Action Conference and Improvement Plan

The After Action Report (AAR) is the culmination of the exercise. It is a written report outlining the strengths and areas for improvement identified during the exercise. The AAR will include the timeline, executive summary, scenario description, outcomes, and capability analysis. The CEPAR office will draft the AAR.

The improvement process represents the comprehensive, continuing preparedness effort of which the exercise is a part. The 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 stakeholders to hear the results of the evaluation analysis, validate the findings and recommendations in the draft AAR, and begin development of the IP. This meeting will be scheduled for a later date and time.

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. Key stakeholders from agencies that participated in the exercise create the IP during the After Action Conference.

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Appendix A: Exercise Schedules

Emory University Hospital (September 16, 2016 – MAB Functional Exercise):

Time	Personnel	Activity
10:15	All	Arrive at EUH.
10:30	All	Start exercise.
11:30	All	End exercise.
11:30	All	Start hotwash.
12:00	All	End hotwash.

Dobbins Air Reserve Base (September 17, 2016 – Full Scale Exercise):

Time	Personnel	Activity
06:30	All	Arrive at Clairmont campus. Check in begins.
06:45	All	Shuttle assignments issued.
07:00	All	Final accountability of personnel on board of shuttles.
07:30	All	Shuttles depart for DARB.
08:00	All	Shuttles arrive at DARB for entry into base.
09:30	All	Safety and exercise briefing.
10:00	All	Start exercise.
11:30	All	Lunch.
12:30	All	Resume exercise.
1:30	All	End exercise.
1:30	All	Hotwash
2:15	All	End hotwash.
2:15	All	Accountability and board shuttles for Emory.
3:30	All	Arrive at Emory.

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Appendix B: Participating Agencies

Agency	Area
Atlanta Fire and Rescue Department	MABs
Atlanta Veterans Affairs Medical Center	Federal Coordinating Center
Children's Healthcare of Atlanta (CHOA)	Observing
Cobb County Emergency Management Agency	Emergency Management
Cobb/Douglas Board of Health	Public Health Response
DeKalb County Emergency Management Agency	Emergency Management
DeKalb County Board of Public Health	Public Health Response
Dobbins Air Reserve Base (DARB)	NDMS Logistics and Exercise Venue Support
Emory Healthcare	Healthcare & Emergency Services
Emory University Hospital	Healthcare & Emergency Services
Fulton County Board of Public Health	Observing
Georgia Department of Public Health	Public Health NDMS and SNS
Georgia Emergency Management and Homeland Security Agency (GEMHSA)	Emergency Management Coordination
Georgia Hospital Association	NDMS Coordination
Grady Memorial Hospital	Region D Coordinating Hospital
Gwinnett County Board of Public Health	Public Health NDMS Operations
Gwinnett County Fire and Emergency Services	MABs
Metro Atlanta Ambulance Service	NDMS Transportation
National Marrow Donor Program	Observing
Northside Hospital RITN	Observing
University of Georgia	Observing
Wellstar Kennestone Hospital	Region N Coordinating Hospital

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Appendix C: RITN Annex

Incident Response Plan

Radiation Injury Treatment Network (RITN)

Background Information

This Response Plan is written to describe Emory's response to support Emory University Hospital and the Winship Cancer Institute, if they are called upon to accept patients as a part of the Radiation Injury Treatment Network (RITN). The overarching purpose of this planning document is to provide guidelines for effective leadership, organization, coordination and unified response to the event. The plan serves to identify the responsible parties and to provide a description of planned actions.

Emory's RITN is a collaborative effort involving Emory University's Bone Marrow & Stem Cell Transplant Program, Winship Cancer Institute, Emory University's Office of Critical Event Preparedness and Response (CEPAR), Emory's Department of Emergency Medicine, The Georgia Poison Center, and Emory University Hospital.

We are a part of the national response to a mass casualty incident resulting in marrow-toxic injuries. We would also be part of an information network providing clinical guidance to other centers, which are not a part of RITN, but where casualties might be provided care. RITN centers will also collect patient demographic, clinical and treatment data through the standard National Marrow Donor Program (NMDP) data collection process, which will be available for future research.

RITN centers have broad responsibility during a response. They may accept patient transfers from other institutions, provide intensive supportive care to victims, provide treatment expertise to practitioners caring for patients at other locations, travel to other centers to provide medical expertise, facilitate marrow transplant for those who require it, and collect and provide data on patients treated at their centers.

Possible incidents that would create the need for a RITN response would be exposure to ionizing radiation or a chemical mustard agent. This can occur after the detonation of an improvised nuclear device or a radiation exposure device.

Assumptions

- Emory University's Office of Critical Event Preparedness and Response (CEPAR) will coordinate Emory's activities to support a response to a mass casualty incident requiring activation of the RITN network.
- Emory University Hospital's Bone Marrow Transplant Unit and the Winship Cancer Institute will coordinate clinical care.
- We should plan to receive approximately 200 patients within five days of an incident.
- Patients will be decontaminated prior to arrival, but should be screened for external contamination prior to entry into Emory facilities.

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Concept of Operations

The Department of Health and Human Services-Assistant Secretary for Preparedness and Response will notify the RITN Control Team that there are victims who require treatment through RITN. The RITN Control Team will notify RITN centers of activation via email or telephone (voice or fax). CEPAR will alert and notify internal and external staff using Emory's emergency notification system. Once internal stakeholders have been notified, we will complete and submit a capabilities report using the HealthCare Standard system.

The Control Team will notify Emory of the quantity and projected arrival date (s) of the patients. CEPAR will coordinate with local, state, and Federal partners to facilitate resources. Emory University Hospital will begin to create capacity to receive these patients. Just-In-Time training will also be provided for the staff regarding the operation of the RITN center, radiation safety, triage, and treatment protocols. The Communications groups for the Winship Cancer Institute, Emory University Hospital, and Emory University will coordinate internal and external messaging for staff, faculty, students, patients, and their families.

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Appendix D: Communications Plan

Radio Frequencies:

Specific frequencies will be dedicated for use during this exercise.

Emory University Mototrbo System:

Exercise Operations Channel 3 encrypted
Exercise Command Staff Channel 4 encrypted

Emory University P-25 800 MHz Radio System (DeKalb Backbone)

CEPAR Channel, encrypted

Cobb County 800 MHz Radio System:

Disaster 1

It is important that all communications pertaining to the drill begin and end with the statement:
“This is an exercise”

Personnel	Role	Cell	Radio Frequency
Sam Shartar	Exercise Director	404-772-6448	Emory TAC 4, CEPAR
Jim Zerylnick	Senior Controller	404-558-3449	Emory TAC 3, TAC 4
Angela Adams	Executive Staff	678-576-6264	Emory TAC 4, CEPAR
Vince Dollard	PIO	404-550-4867	Emory TAC 4
Donnie Reece	Executive Staff	404-304-8777	Emory TAC 4
SSgt Alan Abernethy	PA DARB	919-619-4734	Emory TAC 4
Tommy Rutledge	PIO Gwinnett Fire	678-300-5749	N/A
Sgt. Cortez Stafford	PIO Atlanta Fire	404-546-7175	N/A
Scott Thomaston	Safety Officer EU	404-210-6180	Emory TAC 4
Mark Weaver	Safety Officer DARB	678-655-2611	Emory TAC 4
Robert Swanson	Canteen	678-758-7040	Emory TAC 4
Michael Gaertner	COML	404-769-4235	Emory TAC 3, Emory TAC 4, CEPAR
Todd Kerzie	Logistics Chief	404-772-2414	Emory TAC 3
Burt Buchtinec	Accountability/Security	404-308-8230	Emory TAC 4, CEPAR
Adele Clements	Transportation	404-558-3519	Emory TAC 4
Patrick Ludford	Controller	404-435-2211	Emory TAC 3
Shayne Grizzle	Evaluator	404-556-5952	Emory TAC 3
Giles Roberts	Controller	470-388-6953	Emory TAC 3
Matthew Kallmyer	Controller	404-931-2020	Emory TAC 3
James Thaxton	Controller	770-286-6678	Emory TAC 3
Peggy Grimes	Evaluator	678-956-2250	Emory TAC 3
Jeanne Eckes	Evaluator	404-772-9701	Emory TAC 3
Brooks Moore	Evaluator	404-451-3400	Emory TAC 3
Sue Loeffler	Evaluator	404-964-2677	Emory TAC 3
Elliott Fried	Executive Staff/VIP Controller	404-394-2811	Emory TAC 4

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Appendix E: Acronyms

AAR	After Action Report
BMT	Bone Marrow Transplant
BOH	Board of Health
CAP	Corrective Action Plan
C/E	Controller/Evaluator
CEOG	Clifton Emergency Operations Group
CEPAR	Office of Critical Event Preparedness and Response
CHOA	Children's Healthcare of Atlanta
DARB	Dobbins Air Reserve Base
DHHS	Department of Health and Human Services
DHS	Department of Homeland Security
DPH	Department of Public Health
ECCH	Emory Conference Center Hotel
EEGs	Exercise Evaluation Guides
EOC	Emergency Operations Center
ESF	Emergency Support Function
EUH	Emory University Hospital
ExPlan	Exercise Plan
FCC	Federal Coordinating Center
FEMA	Federal Emergency Management Agency
FOUO	For Official Use Only
FSE	Full Scale Exercise
GEMHSA	Georgia Emergency Management and Homeland Security Agency
GMH	Grady Memorial Hospital
HSEEP	Homeland Security Exercise and Evaluation Program
ICC	Incident Command Center
IP	Improvement Plan
MAAS	Metro Atlanta Ambulance Service
MABs	Mobile Ambulance Buses
MSEL	Master Exercise Event Log
NDMS	National Disaster Medical System
PIO	Public Information Officer
RCH	Regional Coordinating Hospital
RITN	Radiation Injury Treatment Network
SAC	Student Activities Center
VAMC	Veterans Affairs Medical Center