

# The Medical Surge Tier System: Coordination and Collaboration

Wisconsin Hospital Emergency Preparedness Program  
(WHEPP)  
April 2015

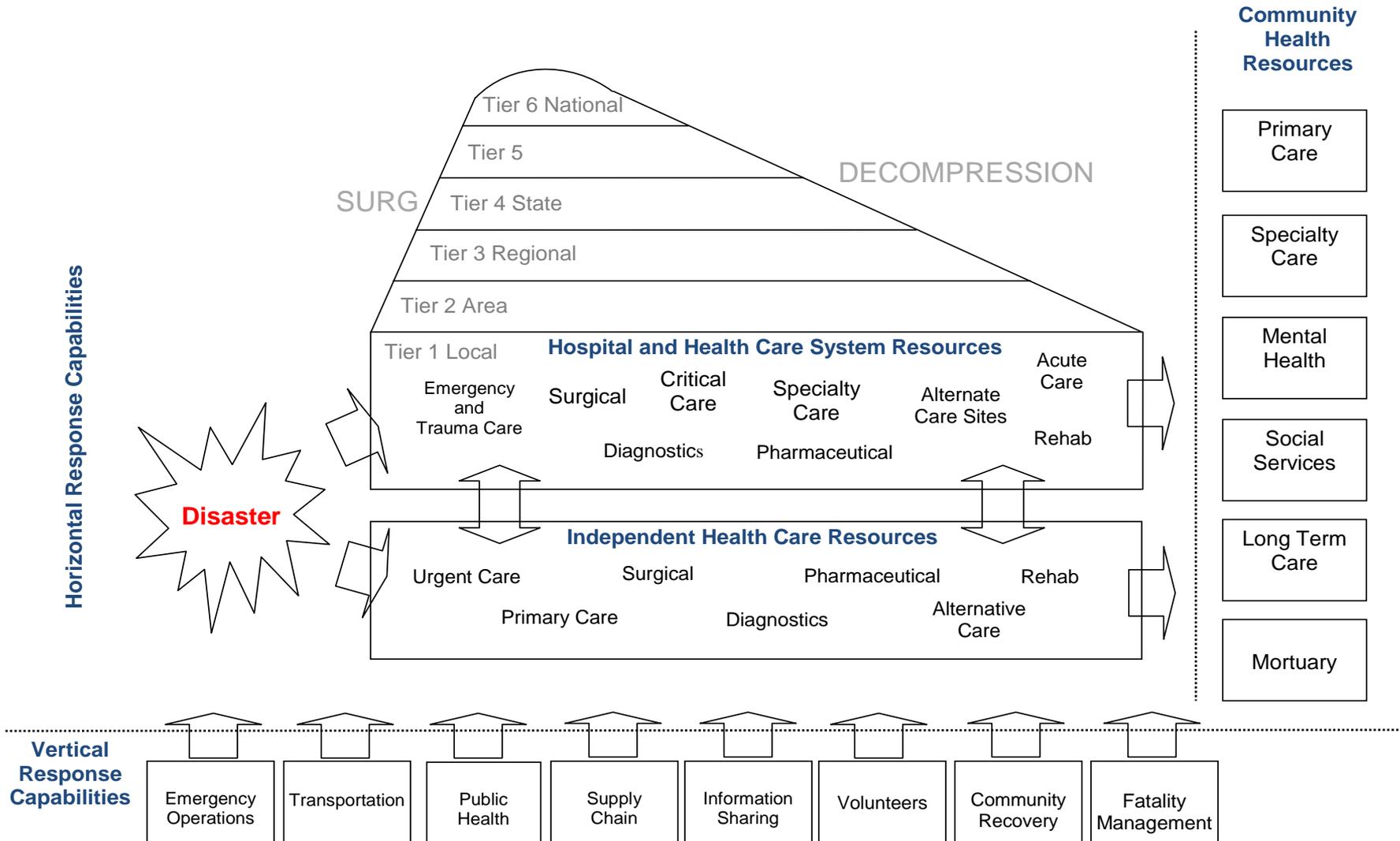


Wisconsin  
Department of Health Services

# Previous Discussions – The Need

- **Coordination for large-scale incidents**
  - If a local organization/agency does not have space or resources to manage the surge of patients, where does it turn?
  - Where can patients be moved?
  - How will patient movement or transfer be coordinated?
- **Assistant Secretary for Preparedness and Response (ASPR) guidance**
  - Specific patient capacity targets
  - Surgical capacity
  - Development of multi-disciplinary, multi-agency health care coalitions
  - Development of coordination systems/structures

# DISASTER HEALTHCARE RESPONSE – A COALITION MODEL



# The Process

- **Medical Surge Capacity Workgroup**
  - Workgroup of WHEPP
  - Multi-disciplinary representation
  - Multi-regional representation
  - Reports to WHEPP
- **Development process**
  - Workgroup discussion over two years to form draft
  - Distribution of draft tiers through WHEPP for feedback
  - Incorporation of feedback and finalization of tier structure
  - Development of resource document
  - Presentation and roll-out of final tiers and resource document



# The WHEPP Coordination Tiers

- General framework for coordination
- 6 Tiers –
  - Tier 1 – Local Health Care Organization (Health Care Asset Management)
  - Tier 2 – Area (Coalition) Coordination
  - Tier 3 – Regional (Jurisdictional) Coordination
  - Tier 4 – Intrastate (Inter-jurisdictional) Coordination
  - Tier 5 – Interstate Regional Coordination
  - Tier 6 - Federal Support to Response

# Principles of the Tier Coordination Structure

- Meets ASPR/HHS recommendations
  - Compatible with ASPR/HHS tier structure
  - Promotes multi-disciplinary, multi-organizational coalition approach
  
- Provides framework for coordination
  - Adds structure to communication pathways
  - Standardizes the process

# Principles of the Tier Coordination Structure

- Modular, bottom-up approach
  - Consistent with Incident Command System principles
  - Locally driven - each tier decides when to activate the next level
  - Area or Regional Medical Coordinating Centers only assume coordination function when tier below requests it (or if tier below is obviously incapacitated)
- Allows for flexibility while maintaining a standardized process
  - Each region tailors its coalition and internal area boundaries as needed
  - Adaptable to unique hazards faced in an area/region
  - Coalitions set their own triggers for activation

# Principles of the Tier Coordination Structure

- Communication and coordination is the most important aspect of planning, mitigation, response, and recovery.
  - Healthcare coalitions will strive to maintain links within the coalition and with other organizations/agencies in order to allow for information flow and coordination throughout the community.
  - During an incident, regular communication between the incident scene and the healthcare organization or coalition is critical for successful incident management.
  - The purpose of the Wisconsin healthcare coalition tiered response framework is to promote structured communication and coordination.

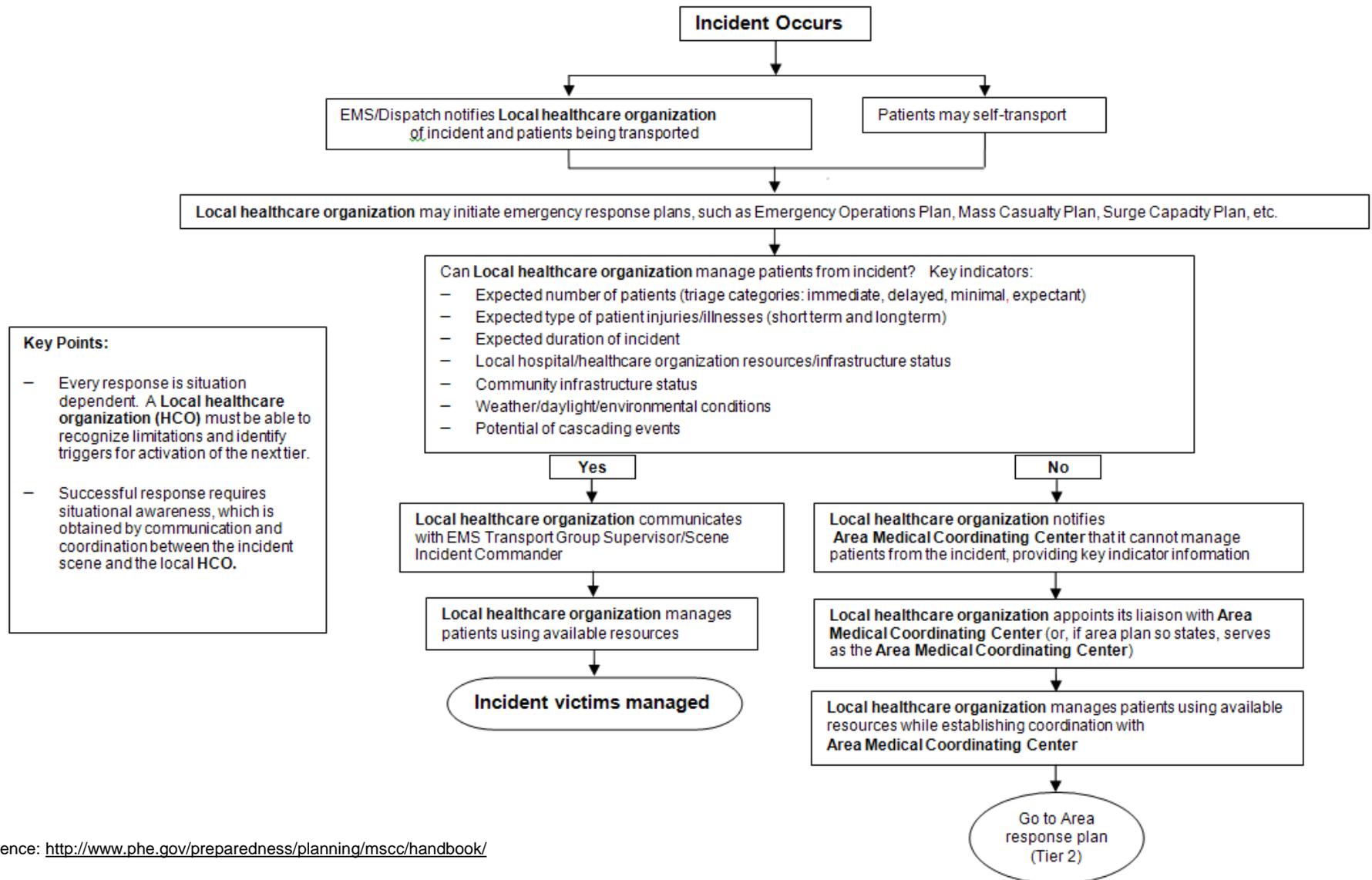
# Definitions

- **Local healthcare organization (HCO, or “healthcare organization”, “healthcare entity”)**: A single entity providing medical services, this may include (but is not limited to) a hospital, integrated healthcare system, emergency medical services (EMS) agency, physician office, outpatient clinic, nursing home or other skilled nursing facility.
- **Healthcare coalition (HCC, or “coalition”)**: A multi-disciplinary, multi-organization partnership that organizes individual healthcare assets/organizations into a single functional unit in order to maximize cooperative planning, information sharing, and management coordination.
  - Include hospitals, public health agencies, EMS, emergency management, long-term care or alternative treatment facilities, dialysis and other outpatient treatment centers, nursing homes and other skilled nursing facilities, private physician offices, clinics, community health centers and any other healthcare asset.
  - May also include emergency response and public safety agencies, community and volunteer organizations, educational institutions, and any other organization that may provide resources to care for patients during an event.

- **Health Emergency Region** (or “region”): A geographic region with borders defined by the Wisconsin Department of Health Services for the purposes of medical planning and response coordination in large-scale emergencies.
- **Area Medical Coordinating Center (AMCC)** – A healthcare or healthcare-related entity (such as public safety answering or dispatch center, transfer/access center, etc.) in the geographic area of an incident, with the ability to support the healthcare coalition with coordination of information and patient movement.
  - Designated through planned criteria or schedule.
  - Depending on the area and situation, an AMCC may be the initial healthcare organization impacted by an incident and/or may also be the Regional Medical Coordinating
  - For example, the closest trauma center to a mass casualty incident may serve as the AMCC.
- **Regional Medical Coordinating Center (RMCC)**: A designated healthcare or healthcare- related entity (public safety answering or dispatch center, transfer/access center, etc.) serving a Health Emergency Region, with the pre-determined ability to support the healthcare coalition with coordination of information and patient movement along with planning activities.
  - The RMCC can be seen as the coordinating center for a region’s healthcare coalition.

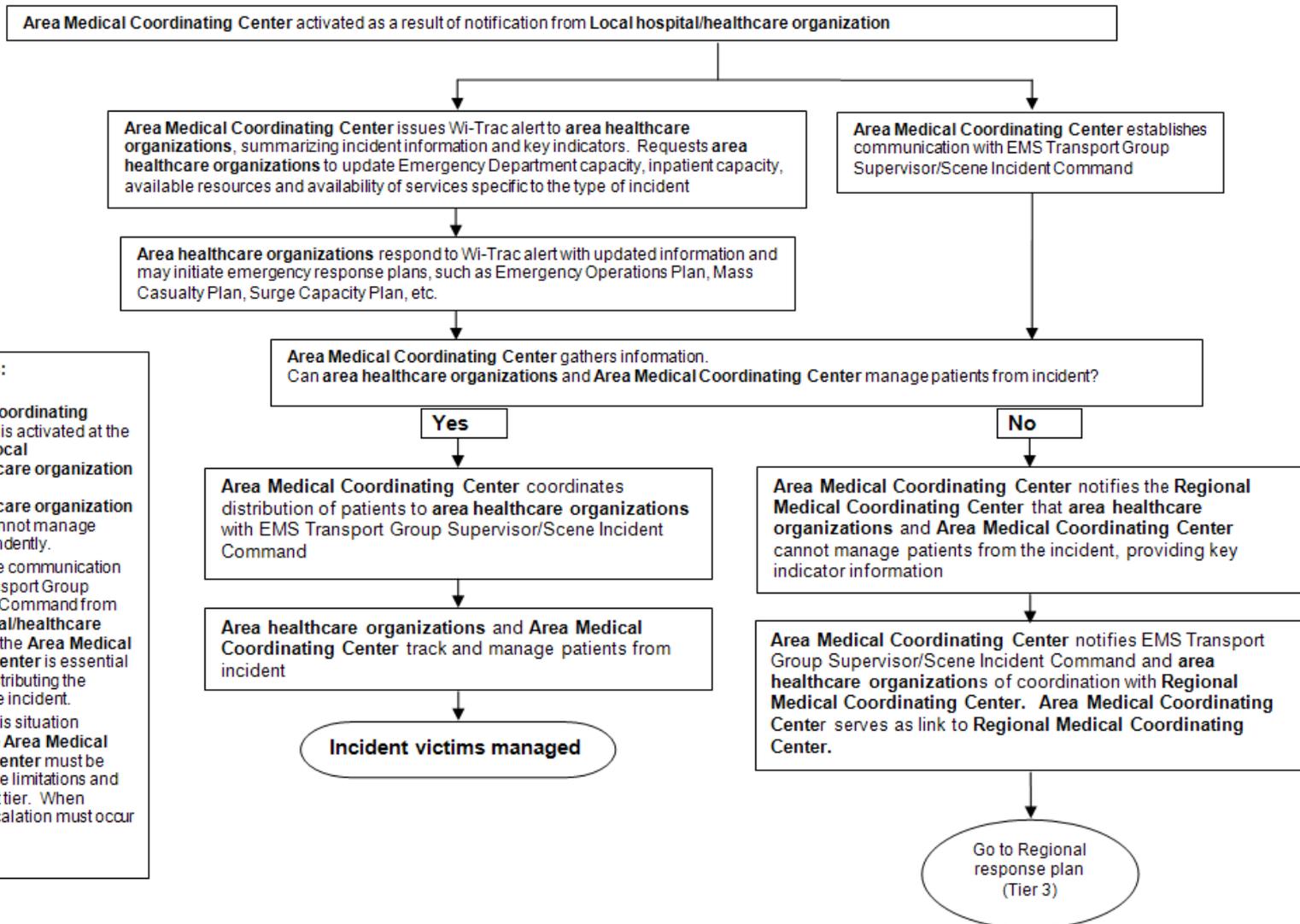
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## Wisconsin Healthcare Emergency Preparedness Program (WHEPP) Healthcare Coalition Tiers Medical Management of Incident by local Healthcare Organization (DHHS Tier 1 Response) - Decision Tree



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## Wisconsin Healthcare Emergency Preparedness Program (WHEPP) Healthcare Coalition Tiers Medical Management of Incident by area Healthcare Coalition (DHHS Tier 2 Response) - Decision Tree

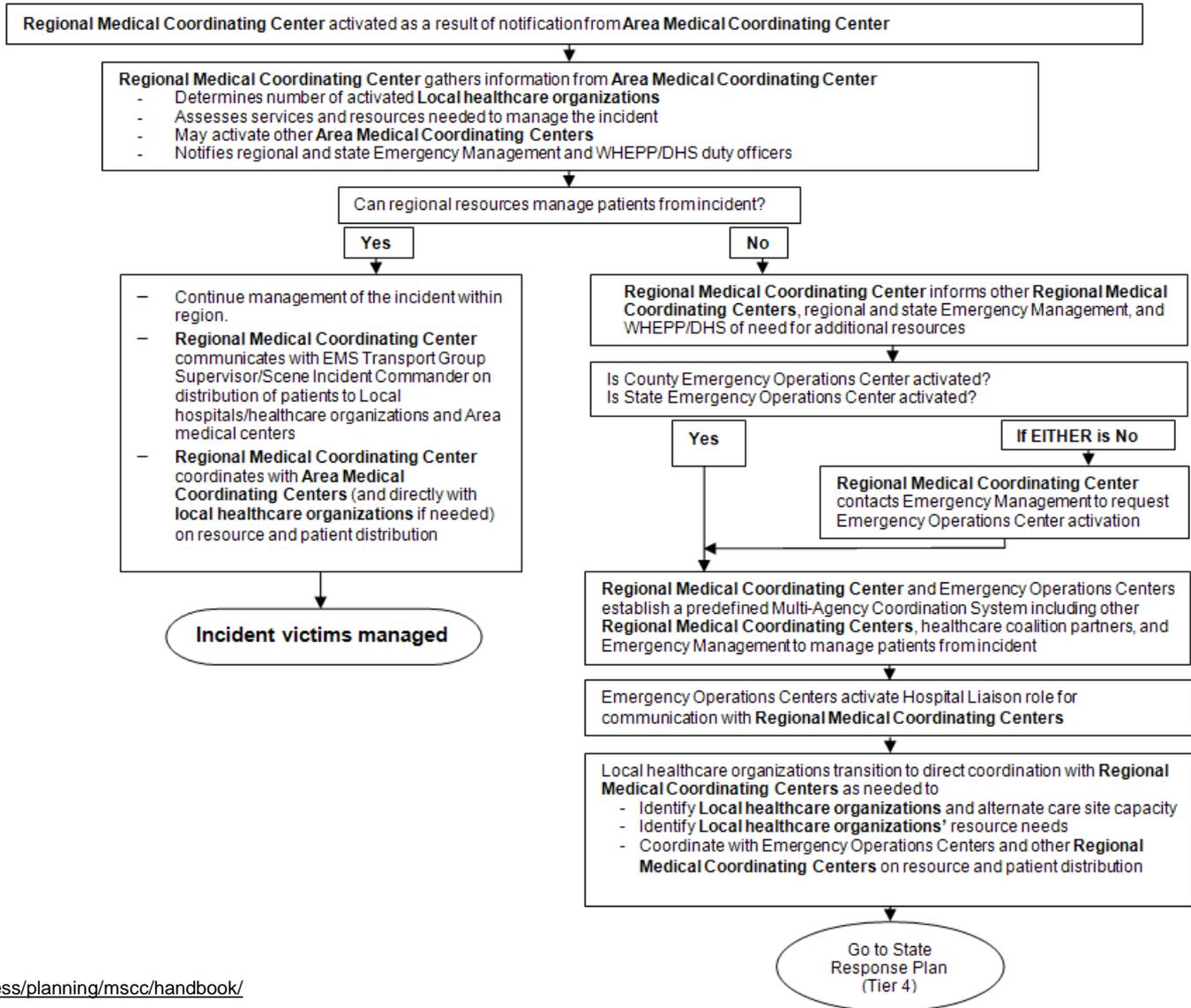


**Key Points:**

- Area Medical Coordinating Center (AMCC) is activated at the request of the Local hospital/healthcare organization when the Local hospital/healthcare organization determines it cannot manage incident independently.
- Transitioning the communication of the EMS Transport Group /Scene Incident Command from the local hospital/healthcare organization to the Area Medical Coordinating Center is essential to effectively distributing the patients from the incident.
- Every response is situation dependent. The Area Medical Coordinating Center must be able to recognize limitations and activate the next tier. When needed, this escalation must occur rapidly.

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## Wisconsin Healthcare Emergency Preparedness Program (WHEPP) Healthcare Coalition Tiers Regional / Jurisdictional Incident Management (Tier 3 Response) – Decision Tree



### Key Points:

- **Regional Medical Coordinating Center** is activated at the request of the **Area Coordinating Medical Center** when the area determines it is unable to manage incident independently.
- An incident of regional scale should trigger notification of other **Regional Medical Coordinating Centers** and state Emergency Management.
- Communication between the **Regional Medical Coordinating Center** and **Area Medical Coordinating Centers** is essential to transitioning the patient distribution function of managing the incident.
- **Area Medical Coordinating Centers** will communicate with EMS Transport Group Supervisor/Scene Incident Commander and all local hospital/healthcare organizations of the **Regional Medical Coordinating Center's** assumption of patient coordination duties.
- Every response is situation dependent. The **Regional Medical Coordinating Center** must be able to recognize limitations and activate the next tier. When needed, this escalation may occur rapidly.

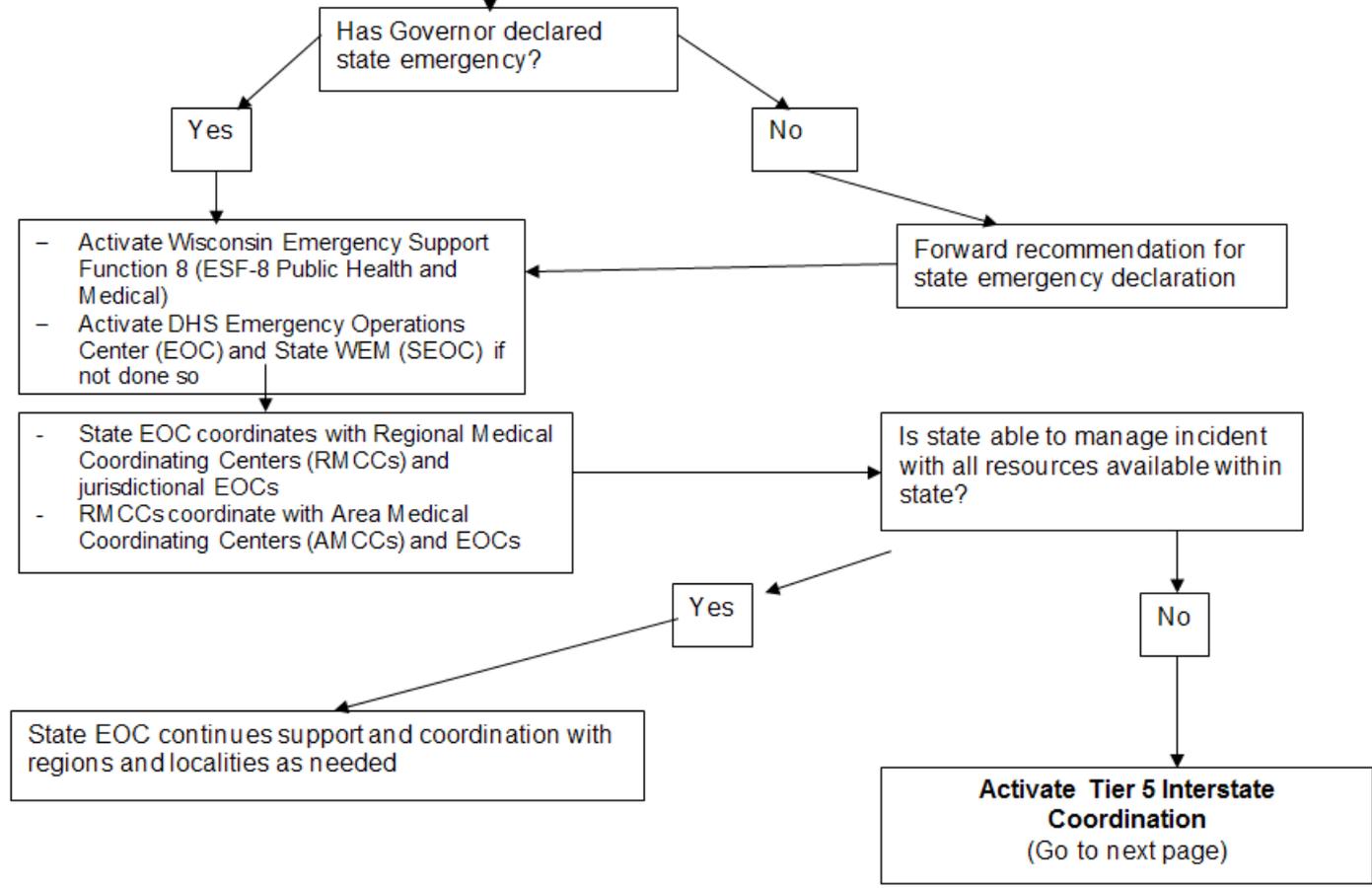
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## Wisconsin Regional Healthcare Coalitions

### State Response and Coordination of Intrastate Jurisdictions (Tier 4 Response) - Decision Tree

Notification from **Regional Medical Coordinating Centers (RMCCs)** to **WI Dept. of Health Services (DHS)** or **Emergency Management (WEM)** occurs

- Key points:**
- Systematic coordination and delivery of state assets will support local and jurisdictional/ regional responses.
  - Communication is essential for managing response.
  - State will monitor situation and will activate Tier 5 (interstate response) when state resources are inadequate.



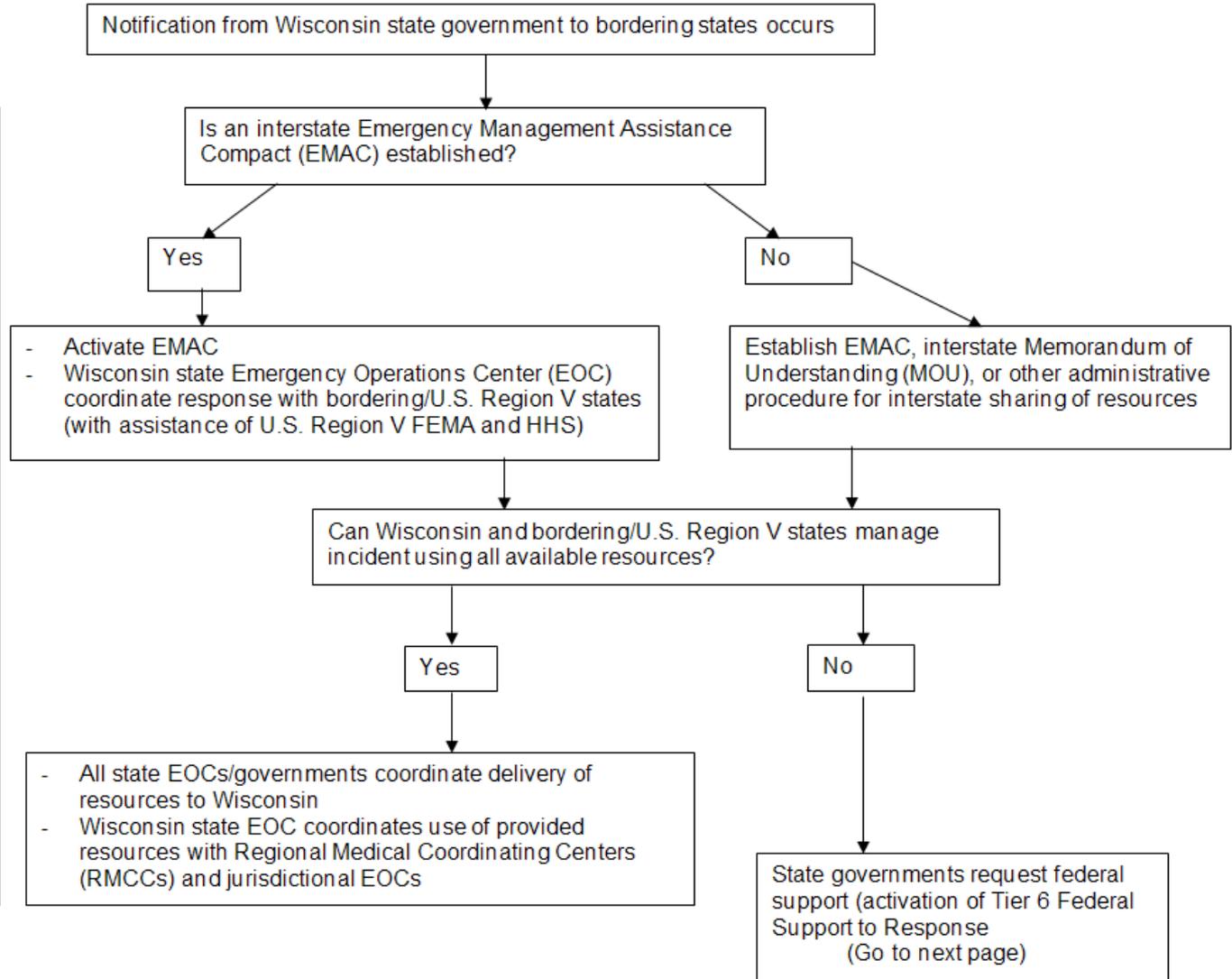
# Tier 5- Interstate Regional Management Coordination

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## Wisconsin Regional Healthcare Coalitions Interstate Regional Management Coordination (Tier 5 Response) - Decision Tree

**Key Points:**

- Incident Command System (ICS)/National Incident Management System (NIMS) principles will be used
- Communication and coordination between and within states is essential.
- Pre-defined legal agreements and administrative procedures (e.g. EMACs, MOUs) will speed response and coordination during an incident.
- The assistance of the U.S. Region V offices of the Dept. of Health and Human Services (HHS) or Federal Emergency Management Agency (FEMA) may be needed for coordination



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## **Wisconsin Regional Healthcare Coalitions Federal Support to Response (Tier 6 Response) - Decision Tree**

### **Key Points:**

- Incident Command System (ICS), National Incident Management System (NIMS), and National Response Framework (NRF) principles and process will be used.
- Federal assistance requires the approval of a request from a state governor.
- State governments are responsible for coordinating the use/delivery of provided federal support with federal authorities.
- The U.S. Dept. of Health and Human Services (HHS) will deploy an Incident Response Coordination Team (IRCT) to coordinate all deployed ESF-8 (Public

Federal government receives request for federal assistance from state governor(s)

Federal assets under National Response Framework Emergency Support Function 8 (ESF-8 Public Health and Medical) are activated if the following occur:

- Presidentially declared disaster or emergency
- Declaration of incident of national significance by U.S. Dept. of Homeland Security
- Request from another federal agency

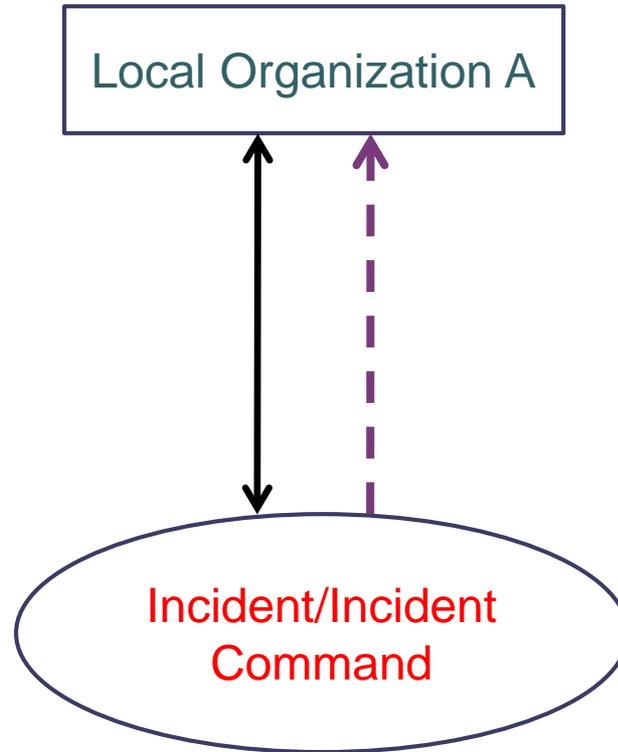
U.S. Dept. of Health and Human Services (HHS) Secretary's Operations Center (SOC) is activated to coordinate ESF-8 Public Health and Medical response to support tiers 1 through 6

HHS SOC coordinates with HHS Regional Response Coordination Centers (RRCCs), U.S. Dept. of Homeland Security's National Response Coordination Center (NRCC), and state governments to manage response

# Clarifications between AMCC and RMCC:

- Both centers serve to coordinate information and patient movement, but on different scales and usually at different points in a response operation.
- Both are pre-determined centers.
- Multiple AMCCs will be present within a Health Emergency Region.
  - The number, location, and area covered by an AMCC will vary, depending on groupings of hospital and/or locations of potential hazards (airports, festival grounds, etc).
- Each Health Emergency Region will have a one RMCC.
- AMCC's role is to coordinate smaller surge events able to be handled primarily by a few hospitals located in same local geographic area
  - For example, a bus or multi-vehicle crash), as well as provide coordination of the initial triage and transport for larger scale surge events (such as a plane crash, building explosion, etc.).
- RMCCs role is coordination of larger scale surge events requiring the resources of the entire region (multiple areas); especially coordination of secondary triage and transfer to tertiary care centers.
- RMCC also has a lead role in the medical planning and response to large-scale hazards within a region.

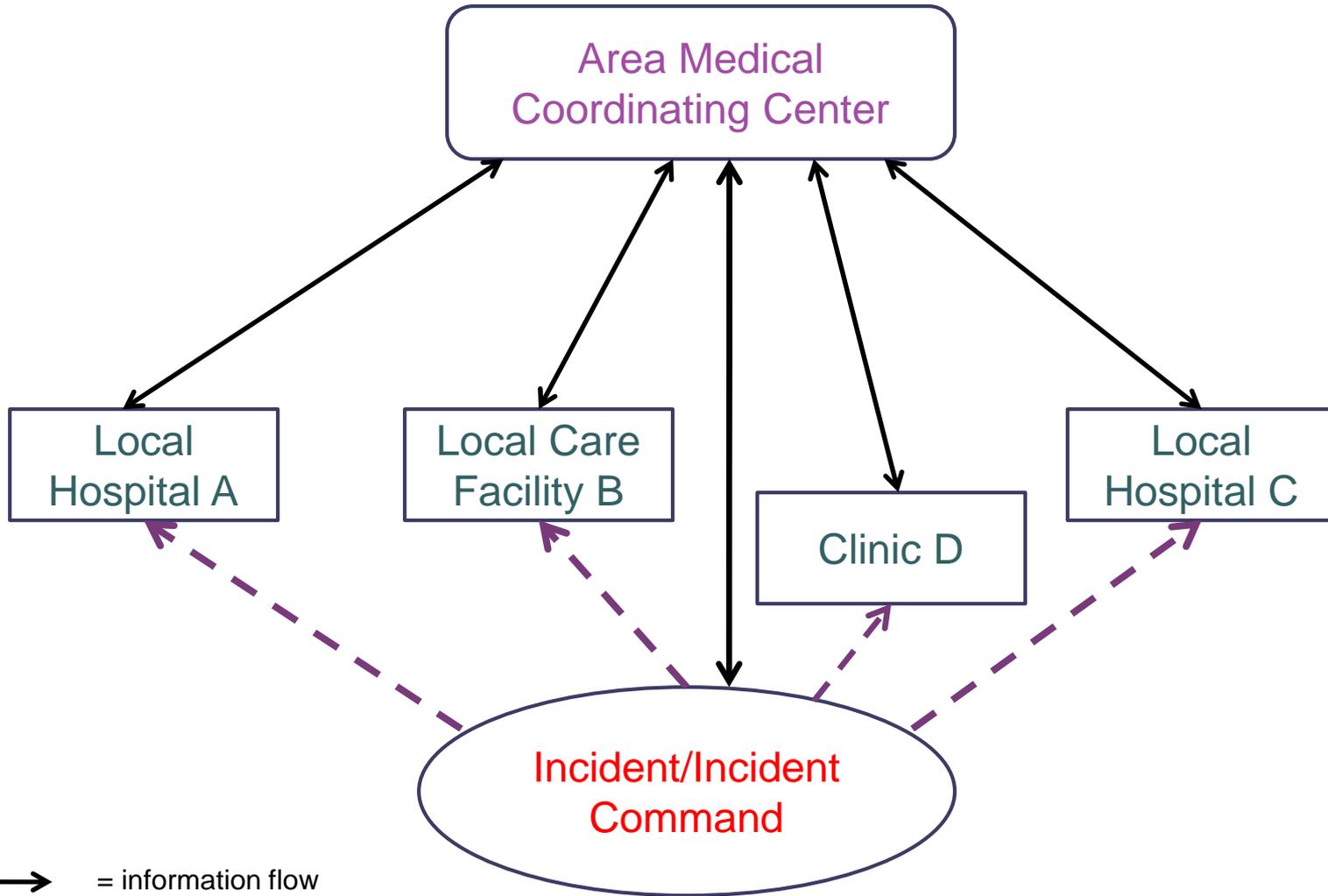
# Tier 1



↔ = information flow

← - - - = patient flow (EMS/transportation)

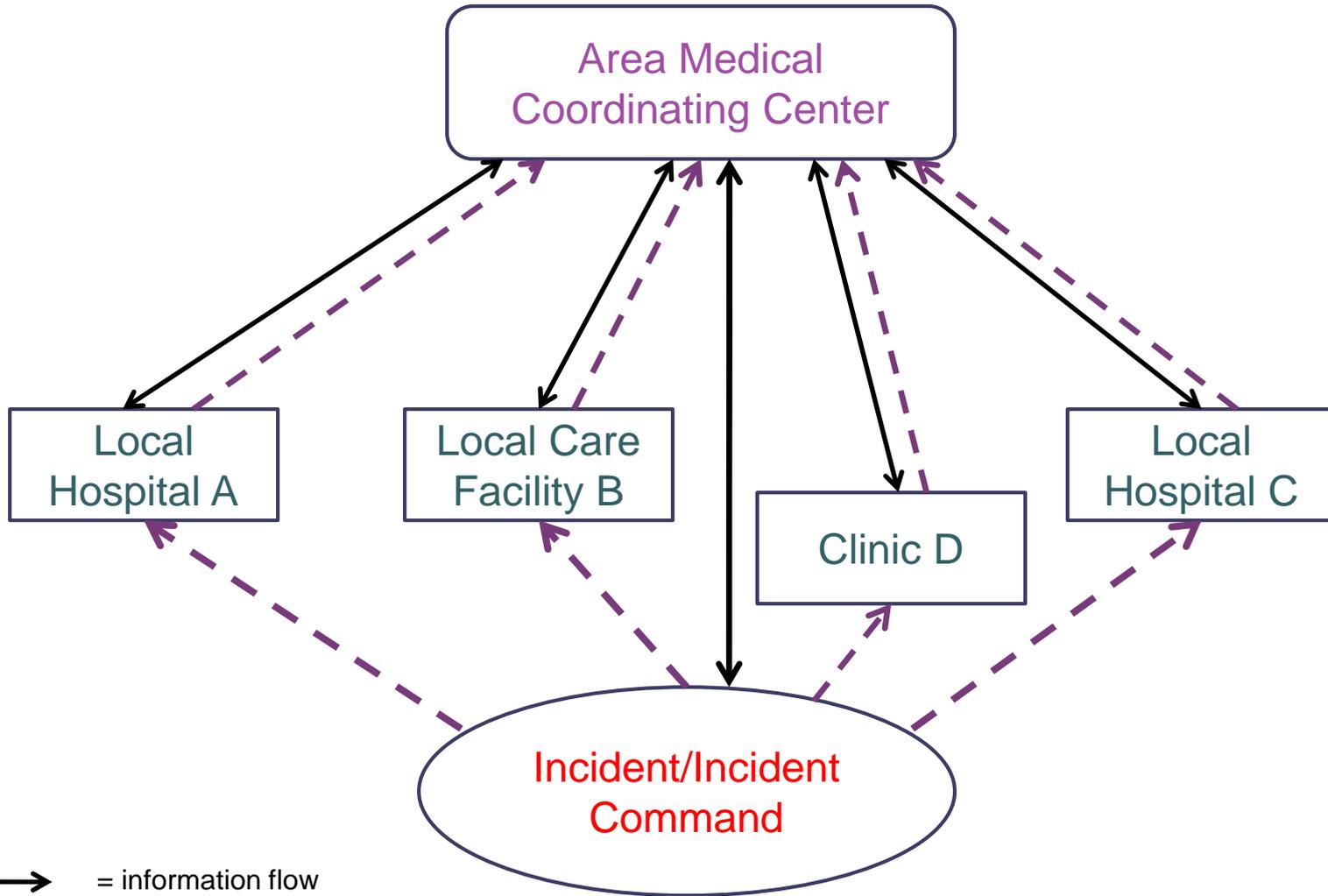
# Tier 2



↔ = information flow

← - - - = patient flow (EMS/transportation)

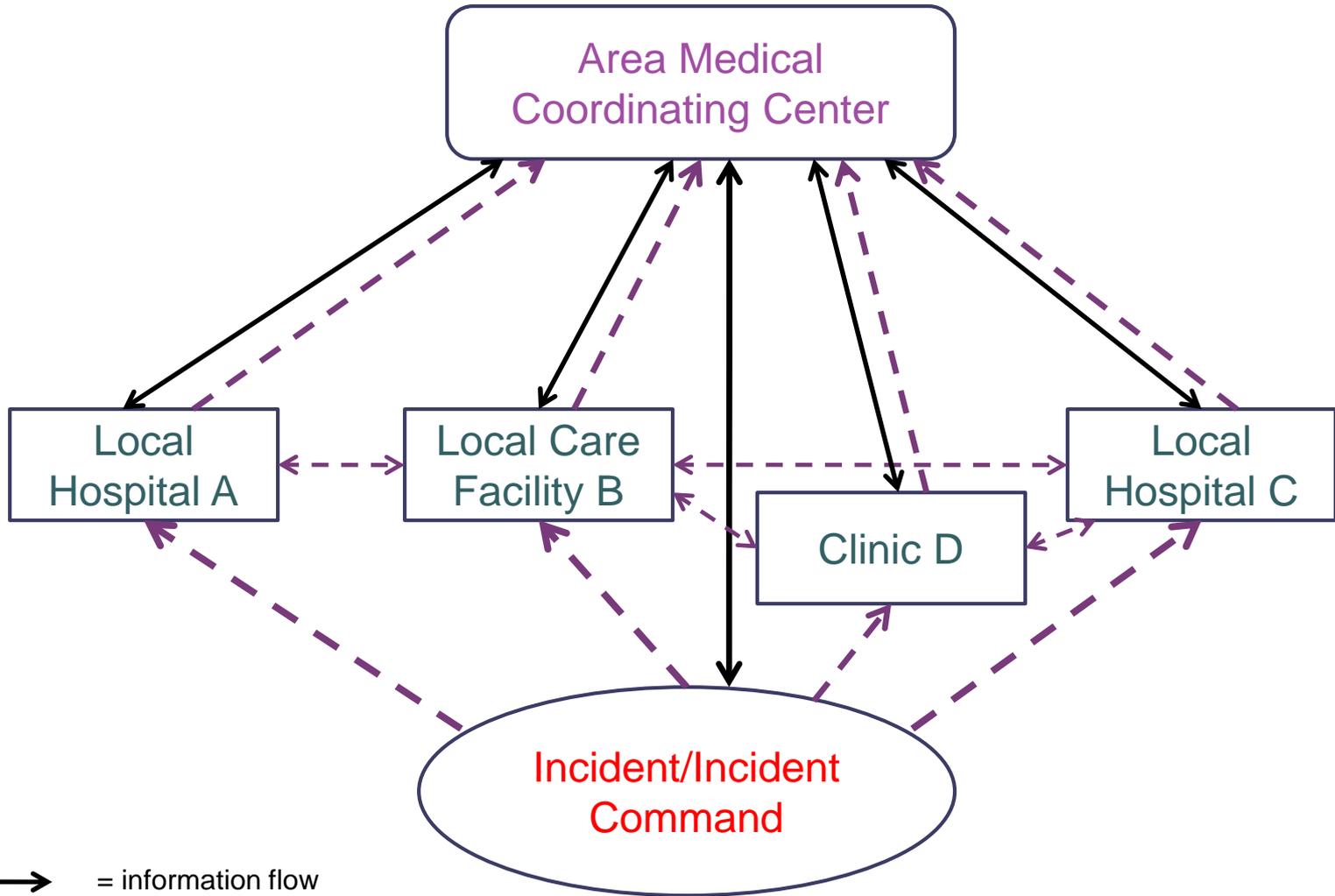
## Tier 2 (cont.)



↔ = information flow

← - - - = patient flow (EMS/transportation)

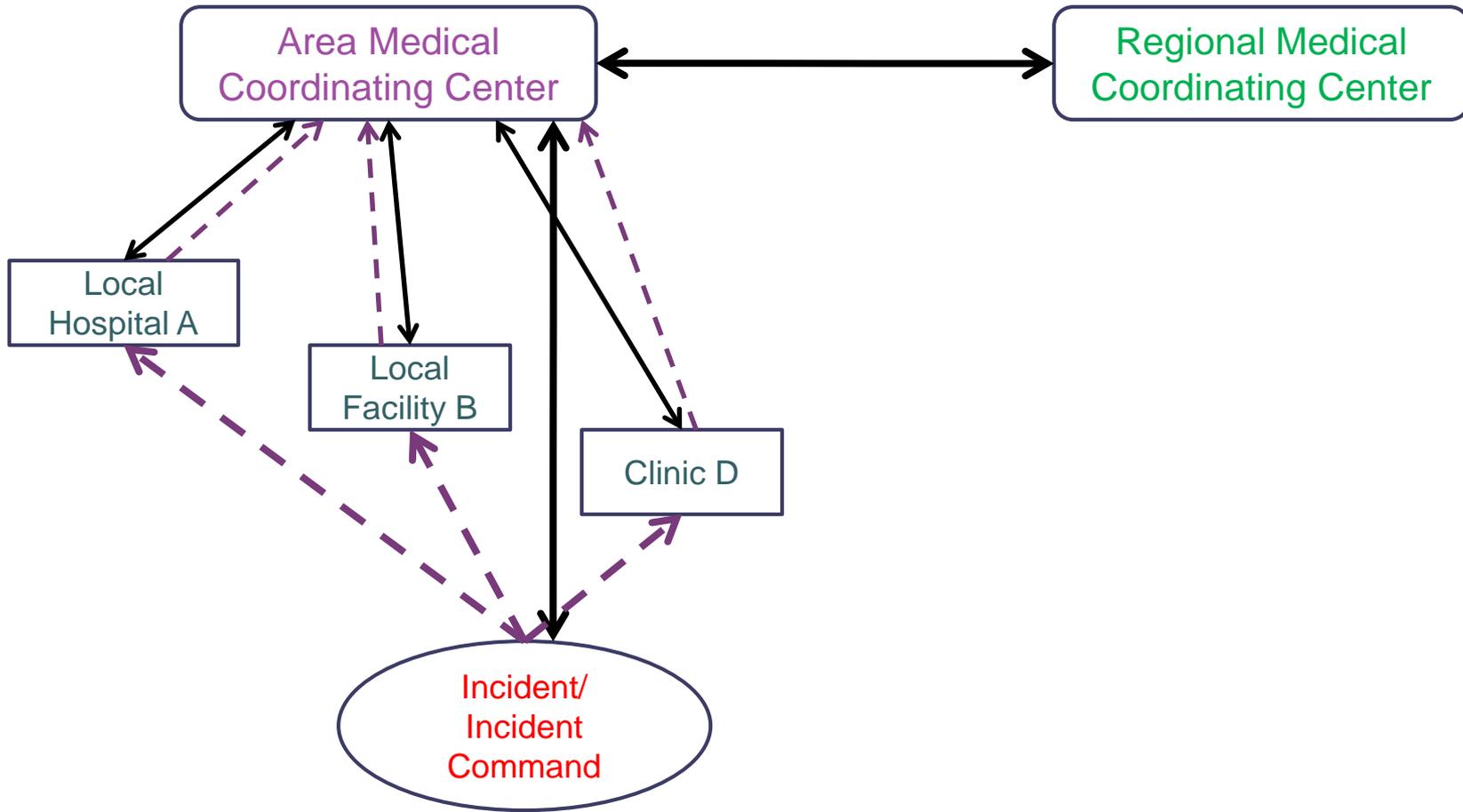
## Tier 2 (cont.)



↔ = information flow

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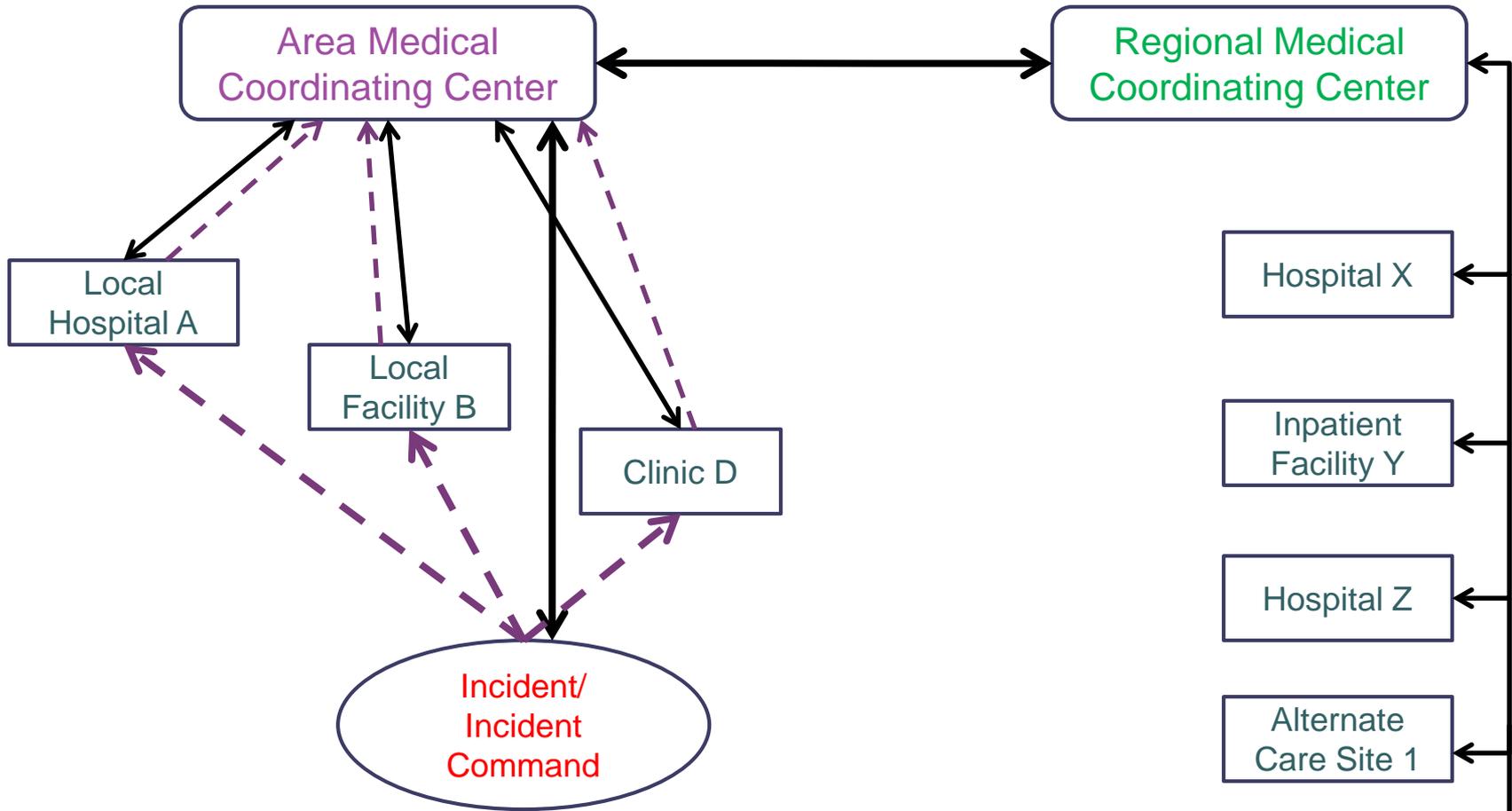
# Tier 3



↔ = information flow

← - - - = patient flow (EMS/transportation)

# Tier 3 (cont.)

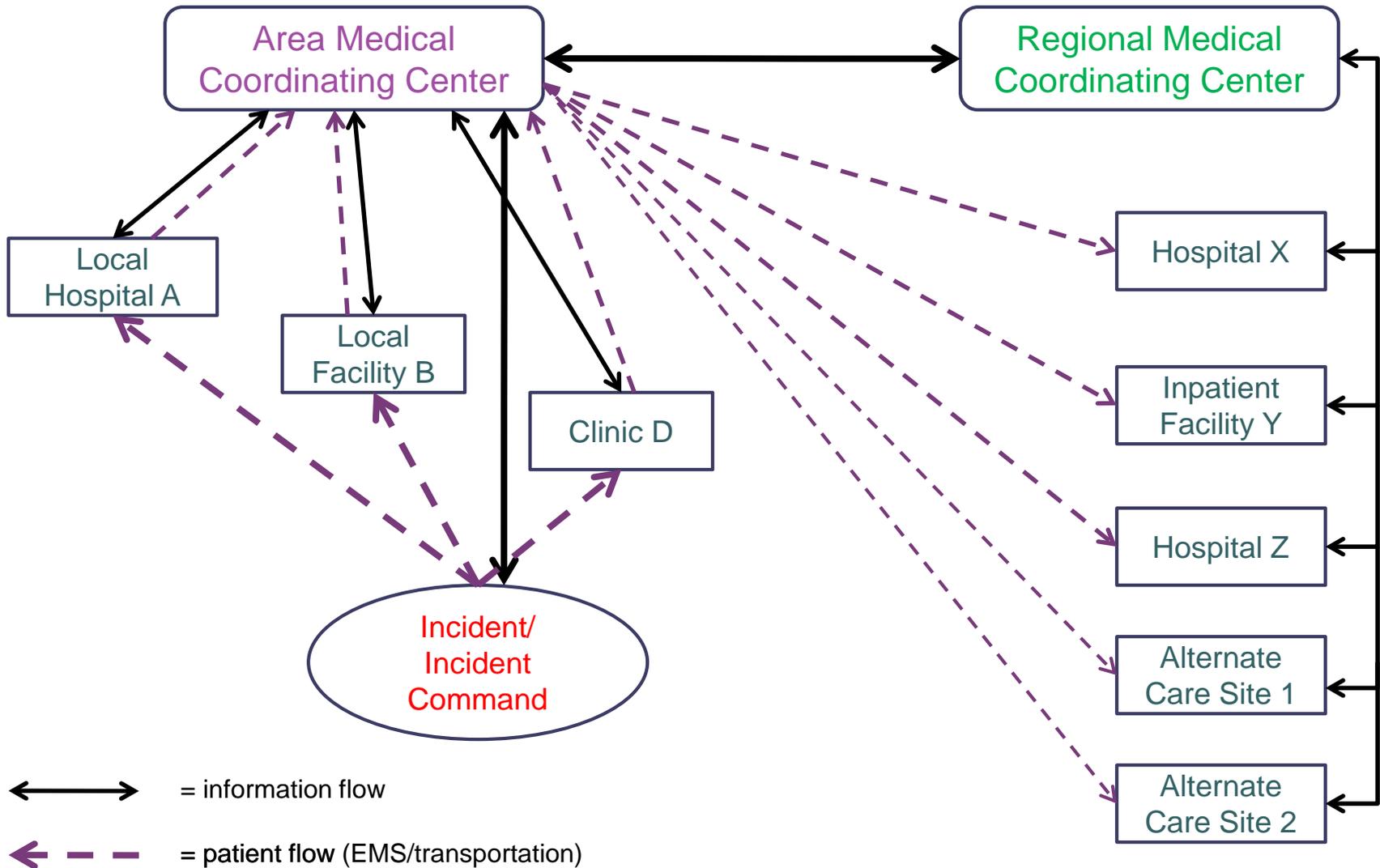


= information flow

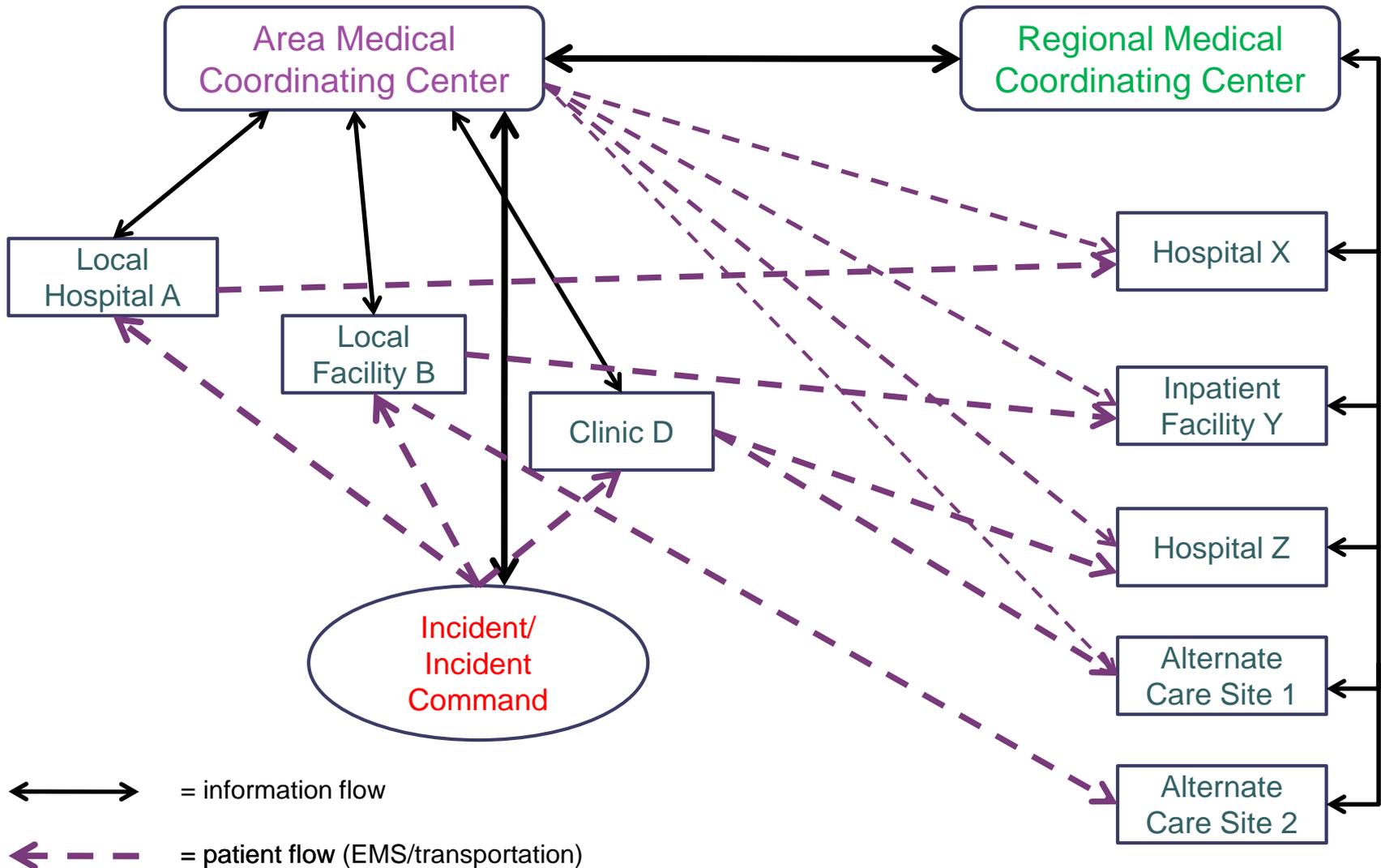


= patient flow (EMS/transportation)

# Tier 3 (cont.)



# Tier 3 (cont.)



# Tier Resource Document

REV 3.26.2014

## Wisconsin Preparedness Healthcare Coalition Coordination Tier Resource Document

March 26, 2014

The purpose of this document is to provide additional explanation of the tiered framework for healthcare response to disasters and special events. The information provided is intended to assist in the adaptation and tailoring of the tiered framework for localities and regions. Key principles and assumptions essential for effective coordination are highlighted.

### Definitions:

(see also United States Department of Health and Human Services, Office of the Secretary for Preparedness and Response, or HHS/ASPR, Medical Surge Capacity Handbook <http://www.phe.gov/Preparedness/planning/mscc/handbook/Pages/default.aspx>)

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# Next Steps – Continuing Development

- Which partners will be needed to develop the health care coalition?
- WHEPP guidance document on development and governance structure of regions/health care coalitions
- How would the health care organizations in your area/region respond to incidents such as:
  - Commercial plane crash
  - Collapse of the grandstands at the county fair
  - Outbreak of highly contagious disease at the local school
  - Chemical tanker spill in a high-traffic area

# The Vision

- The vision of the tier framework is to provide...
  - Rapid activation and coordinated approach to managing patients from large-scale or unusual incidents
  - Increased collaboration between health care , emergency response, and public service sectors
  - Increased Communication Interoperability between all participants in the greater Health Care Coalition
  - Seamless integration with the national/federal system
- ...so that our state will be able to provide the best medicine in the worst of times!