MCM Distribution – RDS Warehouse Full-scale Exercise

Controller/Evaluator Handbook

10-13-15

The Controller/Evaluator (C/E) Handbook describes the roles and responsibilities of exercise controllers and evaluators, and the procedures they should follow. Because the C/E Handbook contains information about the scenario and about exercise administration, it is distributed to only those individuals specifically designated as controllers or evaluators; it should not be provided to exercise players. The C/E Handbook may supplement the Exercise Plan (ExPlan) or be a standalone document.

EXERCISE OVERVIEW

Exercise Name	MCM Distribution – RDS Warehouse Full-scale Exercise
Exercise Dates	October 13, 2015
Scope	This exercise is a full-scale exercise, planned for eight hours duration at EMS Agency's Disaster Staging Facility (DSF - 10430 Slusher St., Santa Fe Springs, CA 90670). Exercise play of six hours total is limited to the MCM distribution operations at the RSS Warehouse. While many MCM distribution activities are being exercised, there will not be any deliveries.
Mission Area(s)	Response
Core Capabilities	Public Health and Medical Services
Objectives	1. Evaluate the Los Angeles County Operational Area's ability to activate and operate a *Regional Distribution Site* (RDS) to receive, store, pick, stage, ship, and manage the inventory of medical countermeasures in accordance with the RDS Operations Guide and the MCM Distribution Plan for the Los Angeles County Operational Area MCM ConOps, and in response to a simulated OA-wide Anthrax attack. 2. Evaluate the Los Angeles County Operational Area's ability to distribute medical countermeasures (MCM) in accordance with the MCM Distribution Plan for the Los Angeles County Operational Area MCM ConOps, and in response to a simulated OA-wide Anthrax attack.
Threat or Hazard	Anthrax – Terrorist Attack
Scenario	• The scenario is a wide-scale aerosolized anthrax attack in Southern California. For the purpose of triggering the regional deployment of MCM as the key element of the emergency response, the scenario involves multiple releases of five pounds of dry anthrax spores, which will have been dispersed on the coast line via several aircraft to achieve maximum dispersal in the Los Angeles Basin and surrounding counties. • Prior to the beginning of Exercise Play, the BioWatch Program will have provided the mechanism for detection and initial notifications. Requests for Medical Countermeasures (MCM) will have been accomplished via California's Standardized Emergency

Management System (SEMS) and protocols defined in the California Public Health and Medical Emergency Operations Manual (EOM). The County's Emergency management structure has been activated (EOC/DOC activities will be simulated). The County's Health Officer has declared a local Health Emergency and the Operational Area (OA) MCM Plan was activated.

- The County's Health Officer, CDPH and CDC mutually agreed that CDC would immediately begin to push 720,000 unit-of-use bottles of antibiotics (i.e., equally split between Cipro and Doxy) to the County's RDS warehouse, with initial deliveries to commence by Hour-5 (from the Health Officer's decision to deploy MCM, which is 0900 hours, on 10-13-15.). These first deliveries will be followed by matching deliveries of 720,000 bottles each for every subsequent hour until the County's total MCM needs for this phase of the response (e.g., first 48 hours) have been met.
- The MCM Distribution Plan, as well as the County's RDS Warehouse operation, were activated, with the initial receiving operations at the RDS Warehouse to commence at Hour-5. At the request of the DPH DOC, an Incident Management Team (IMT) from Los Angeles County Fire was assigned to manage the MCM Distribution operation, and private resources were contracted.
    - Simultaneously, CDPH will have established their State RSS Warehouse operations in Riverside County and the CDC will be pushing the same quantities of MCM to that site to supply MCM needs of all neighboring counties. Therefore, mutual aid will not be available from CDPH or Regions 1 and 6.
- Given the prevailing winds and geography, the initial phase of the response (e.g., first 48 hours) will require providing mass prophylaxis to approximately ten million Los Angeles County residents, as well as approximately four million additional individuals who are expected to seek MCM. For the purpose of this exercise, only simulated MCM will be physically supplied and processed. Materiel will be delivered to the County's RDS Warehouse (EMS Disaster Staging Facility [DSF] in Santa Fe Springs) for further distribution to 205 Points of Dispensing (PODs). The initial shipments of 9,600 bottles each (one full pallet) of Cipro and Doxy per POD are to begin immediately upon receipt of incoming MCM. Shipment priority is to PODs based on longer travel distance. Two trucks will be loaded, but no deliveries will be made. (*Incoming and out-going trucks will be reused.*)
- It is understood that in an actual event, subsequent shipments of MCM from the SNS would be delivered in phases until all counties had 100% of their distribution needs met.

Sponsor	L.A. County DPH (PHEP grant funding is being used for this exercise)
Participating Organizations	• Staffing of Player Positions, includes the following: o IMT for the RSS Warehouse and MCM Distribution operations' management and coordination responsibilities, which are staffed by L.A. County Fire Department personnel o The Security Branch Director is from LASD o Two Subject Matter Experts (SME's) on both MCM Distribution and DPH Procurement/Finance, as well as Inventory Control Unit personnel from DPH o Additional Subject Matter Experts (SME's) on both Emergency Medical Supplies Storage and Distribution, as well as a couple of warehouse supervisors and a driver for incoming shipments are from Los Angeles County EMS o A crew of warehouse workers, including two supervisors, as well as the delivery truck drivers, are from private vendors. • Staffing of Evaluator positions is from CDPH, OCHCA, and Constant and Associates • Staffing of Controller and SimCell positions is from Los Angeles County DPH All other positions are being simulated. The full list of participating agencies has been provided in Appendix B.
Point of Contact	Michael Contreras Director of Emergency Operations Los Angeles County Department of Public Health 600 S. Commonwealth Avenue, Suite 700 Los Angeles, CA 90005 (213) 637-3600 micontreras@ph.lacounty.gov Michael Melton Emergency Logistics Coordinator Los Angeles County Department of Public Health 241 N. Figueroa Street, Room 151 Los Angeles, CA 90012 (213) 240-8192 mmelton@ph.lacounty.gov

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) Evaluate the Los Angeles County Operational Area's ability to activate and operate a *Regional Distribution Site* (RDS) to receive, store, pick, stage, ship, and manage the inventory of medical countermeasures in accordance with the RDS Operations Guide and the MCM Distribution Plan for the Los Angeles County Operational Area MCM ConOps, and in response to a simulated OA-wide Anthrax attack.	Public Health and Medical Services
2) Evaluate the Los Angeles County Operational Area's ability to distribute medical countermeasures (MCM) in accordance with the MCM Distribution Plan for the Los Angeles County Operational Area MCM ConOps, and in response to a simulated OA-wide Anthrax attack.	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).
- **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.
- **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:

- The exercise is conducted in a no-fault learning environment wherein capabilities, plans, systems, and processes will be evaluated, not individuals.
- The exercise scenario is plausible (including scenario injects), and events occur as they are presented. Players should not fight the scenario.
- During some timeframes being exercised information may be incomplete and/or inaccurate. This is intended to reflect reality and to test exercise objectives. Simulators will provide sufficient detail to allow players to react to information and situations, but it may intentionally be less information than Players want.
- Scripted exercise events will be based on the Anthrax – Terrorist Attack scenario and current response plans of the County of Los Angeles, as well as from CDPH and CDC.
- The IMT has received appropriate Delegation of Authority from L.A. County DPH Executives to allow them to execute their responsibilities for MCM Distribution.

- All exercise Players assigned to the Inventory Control Unit will have received training on IMATS.

Artificialities

During this exercise, the following artificialities apply:

- Exercise communications, venue, and coordination will be limited to the participating exercise Players at the RDS site and three truck drivers; while all other contacts will be with individuals at the SimCell. (Note: Players and SimCell staff must use the Communications Directory for determination of the appropriate phone number for each party contacted, including Players and non-players [SimCell]).
- Only communication methods listed in the Communications Directory will be available for Players to use during the exercise; however, the MCM Distribution Manager (or designee) may develop and distribute a new Communications Directory that includes additional and/or alternative communications options.
- Exercise Simulators will role-play all nonparticipating organizations, entities, or individuals (anything not listed in the Communications Directory) via telephone communication with the SimCell or via Simulator (Actor Controller) making contact with Player(s) to provide information (i.e., Incoming Shipment Manifest)..
- Participating agencies may need to balance exercise play with real-world emergencies. Real-world emergencies will take priority.
- No actual medications will be used during the entire exercise, but simulated medications will indicate the item's name, lot number, expiration date, and NDC number on the outside of the pallet's shrink wrap. EMS is providing 50 pallets of simulated MCM.
- Each pallet of antibiotics is assumed to contain 96 cases of 100 bottles per case, or a total of 9,600 bottles. Contents of each pallet will be limited to only the single item of either Cipro or Doxy and the entire contents of the pallet will have the same lot information. Use only information contained on the attached Post-It Sheet (approximately 20" x 30").
- The shrink wrap should not be damaged or removed throughout the exercise, unless the Player is specifically instructed by an exercise Controller to remove the shrink wrap.
- During full scale elements of the exercise, Players will only be dealing with a small portion of the resources or population that they would actually manage in a real-world event. Resources will continuously be used and reused by Players to simulate the quantity of resources that they would have in reality. For example, Players at the RDS Warehouse may move a pallet to a loading dock to demonstrate the loading of one truck; and may then need to move that same pallet back to a staging area; and then to another loading dock to demonstrate loading a second truck.
- To evaluate throughput requirements for the RDS and PODs, evaluators may use a smaller, but proportionate ratio of time and quantity to determine if the objective was met. For example, the RDS Warehouse must demonstrate an ability to process 115 pallets in one hour; evaluators may use 29 pallets in 15 minutes or 58 pallets in 30 minutes to measure the objective.

- The single tractor-trailer vehicle will be used primarily for incoming MCM; however, in order to repeat the cycle of receiving MCM this truck may be unloaded and then reloaded. Additionally, the SimCell may "stand-in" for the delivery truck drivers and security escorts (which are not Players) in order to meet the resource needs of approximately four tractor-trailer deliveries of incoming MCM per hour (e.g., 720,000 bottles involves 75 pallets, which would require approximately three 53' trailers of 25 pallets each, but additional incoming MCM and periods of surge in deliveries are both anticipated).
- The two box trucks will be used as delivery vehicles and they will be used primarily for out-going MCM; however, in order to repeat the cycle of shipment of MCM these trucks will need to be unloaded at the RDS Warehouse so that they can be reloaded. Additionally, the SimCell may "stand-in" for the delivery truck drivers and security escorts (which are not Players) in order to meet the resource needs of 204 POD deliveries. After the first hour of incoming MCM, the desired rate of out-going shipments is for processing 58 trucks, with two pallets each, to depart the RDS Warehouse per hour.
- No actual deliveries of MCM to dispensing sites will occur during the exercise.
- No actual security escorts will be assigned to shipments of MCM to dispensing sites during the exercise. The only security position participating is the Security Branch Director.

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 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.

Site Access

Security

Entry control is required for the exercise venue. L.A. County DPH has made arrangements with EMS agency to allow registered participants to gain access to the venue. 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.

Observer Coordination

Organizations with observers attending the event should coordinate with L.A. County DPH for access to the exercise site. 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 will be advised of observer presence during the exercise brief. The number of observers will be kept to a maximum of ten to avoid interference with exercise play.

Exercise Identification

Exercise staff and players will be identified by color-coded badges to clearly display exercise roles. Table 2 describes these identification items.

Group	Badge Color
Exercise Director	Yellow
Controllers	Yellow
Simulators	Yellow
Evaluators	Blue
RDS Warehouse (Players)	Green
MCM Distribution (Players)	Green
Observers	Orange

Table 2. Exercise Identification

POST-EXERCISE AND EVALUATION ACTIVITIES

Debriefings

Post-exercise debriefing's aim will be to collect sufficient relevant data to support effective evaluation and improvement planning.

Post-exercise Debriefing

At the conclusion of exercise play, controllers will facilitate a post-exercise debriefing to allow players to discuss strengths and areas for improvement, and 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 post-exercise debriefing should not exceed 30 minutes.

Controller and Evaluator Debriefing

Controllers and evaluators will attend a facilitated C/E Debriefing immediately following the post-exercise debriefing. During this debriefing, controllers and evaluators will provide an overview of their observed functional areas and discuss strengths and areas for improvement.

Participant Feedback Forms

Participant Feedback Forms provide players with the opportunity to comment candidly on exercise activities and exercise design. Participant Feedback Forms will 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, will be used to evaluate the exercise and compile the After-Action Report (AAR).

After-Action Report

The AAR summarizes key information related to evaluation. The AAR will primarily focus on the analysis of core capabilities, including capability performance, strengths, and areas for improvement. The AAR will 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 will be prioritized and tracked as a part of a continuous corrective action program.

After-Action Meeting

The After-Action Meeting (AAM) is a meeting that will be 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 will be an interactive session that will provide 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 will be 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 an 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 will be asked to 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 and check-in.
- Wear the appropriate identification badge, once it has been provided as part of the check-in process.
- 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 copy of the ExPlan, 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 about your action and intent, as 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 Post-exercise Debriefing at the 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. All inventory movements will be simulated.

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, activity logs, badges, and other exercise tools (e.g., MSEL) 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.

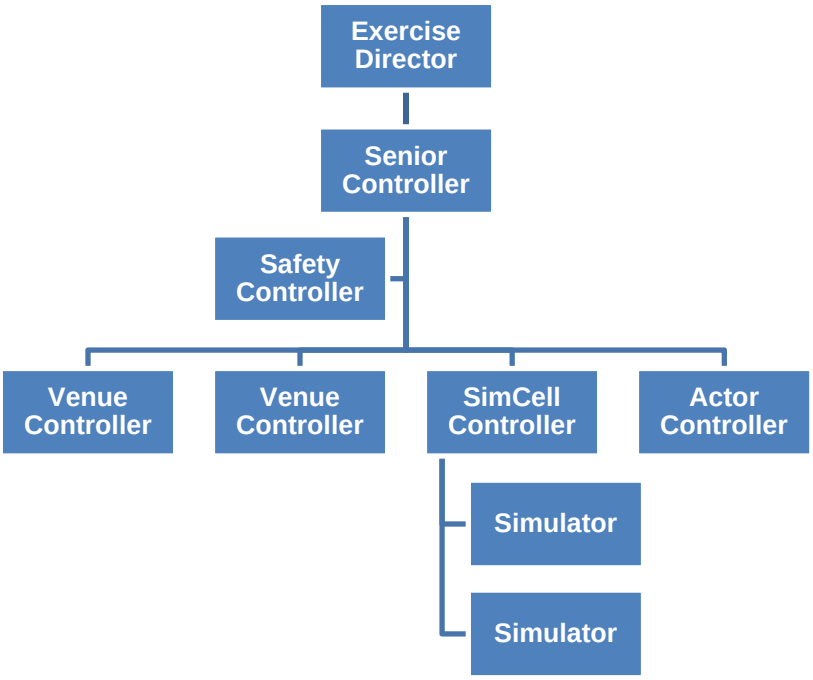


Figure 1. Exercise Control Structure

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, for incoming shipments notify the Senior Controller and in every case notify the SimCell Supervisor, as well as 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 Controller and Evaluator Debriefing. Have your summary ready for the Exercise Director.

Controller Responsibilities

The following table details controller responsibilities. For controller assignment details, see Appendix F.

Controller Responsibilities
Exercise Director
• 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
• 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

Controller Responsibilities
• Oversees setup and takedown of the exercise
Safety Controller
• Monitors exercise safety during exercise setup, conduct, and cleanup • Receives any reports of safety concerns from other controllers or participants
Public Information Officer (PIO)
• 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
• 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
• 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.

Evaluation Documentation

Evaluator Package

The evaluator package contains this C/E Handbook, 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 and Senior Controller compile 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 required 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, 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 Controller and Evaluator 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.

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.

Note: Observation notes for discussion based exercises will focus on *discussion* of the how critical tasks would be completed, rather than actual actions taken.

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. For specific evaluator assignments, see Appendix F. For exercise site maps highlighting key locations, see Appendix D.

APPENDIX A: EXERCISE SCHEDULE

Time	Personnel	Activity	Location
October 8, 2015			
10:00 am	Mike Melton, David Henkel, PHA and EMS	Set up warehouse and IT, also receive RSS-In-A-Box kit	DSF
October 13, 2015			
7:00 am	Controllers and exercise staff	Check-in and C & E training – Receive documents for assignment	DSF
8:00 am	Participants (players, observers)	Arrive and register – Receive documents for assignment	DSF
8:30 am	All – Players' Exercise Briefing	Exercise Overview (by Mike Melton)	DSF
8:50 am	Begin Exercise Play: Start-of-Shift Briefing and JIT Training	Players (by Chief Duvally and Mike Melton)	DSF
9:30 am	RDS - Commence warehouse ops. with setup activities MCM Distribution - Commence delivery ops. with setup activities	Players	DSF
9:50 am	On-going Operations of incoming and out-going MCM	Players	DSF
2:30 pm	All	Exercise Play Ends	DSF
Immediately Following the End of Exercise	All	Post-exercise Debriefing – Turn in all Participant Feedback Forms	DSF
Immediately Following the End of above Debrief	Controllers, evaluators, and elected and appointed officials	Controller and Evaluator After Action Review	DSF
4:00 pm	All	Everyone is released	DSF

APPENDIX B: EXERCISE PARTICIPANTS

Participating Individuals and Respective Agencies or "Private", If Contracted	
Name	**Agency**
Command and Control of MCM Distribution	
Chief Nick Duvally	Los Angeles County Fire Department
Mitch Diehl	Los Angeles County Fire Department
IMT (To Be Determined)	Los Angeles County Fire Department
Chris Foster (Subject Matter Expert)	Los Angeles County Dept. of Public Health
Mike Melton (Subject Matter Expert)	Los Angeles County Dept. of Public Health
RDS Warehouse Floor Players	
IMT (To Be Determined)	Los Angeles County Fire Department
Robert Smock (Fork Lift Driver)	L. A. Co. Emergency Medical Services
Steve Rosales (Fork Lift Driver)	L. A. Co. Emergency Medical Services
Nick Gutierrez (Supervisor of Crew)	Private
Ben Roman (*Warehouse Crew)	Private
Angel Sanchez (*Warehouse Crew)	Private
Angel Campos (*Warehouse Crew)	Private
Charles Axe (*Warehouse Crew)	Private
Marc Ramirez (*Warehouse Crew)	Private
Carl Ramirez (*Warehouse Crew)	Private
Eric Castaneda (*Warehouse Crew)	Private
David Webster (*Warehouse Crew)	Private
Eduardo Hernandez (*Warehouse Crew)	Private
Jeffery Lopez (*Warehouse Crew)	Private
Enrique Jimenez (*Warehouse Crew)	Private
Jose Verla (*Warehouse Crew)	Private
* Only ten of twelve listed will report	
Daniel Sundberg (Supervisor - Fairplex)	Private
RDS Warehouse – Inventory Control Unit Players	
Gary Delgadillo (Unit Leader / Supervisor)	Los Angeles County Dept. of Public Health
David Henkel (Task Tracking and QA)	Los Angeles County Dept. of Public Health
Daksha Chokshi (Task Tracking Support)	Los Angeles County Dept. of Public Health
Alex Choo (Receiving)	Los Angeles County Dept. of Public Health
Alfredo Reyes (Receiving Support)	Los Angeles County Dept. of Public Health
Michelle Chang (Requests)	Los Angeles County Dept. of Public Health
Edward Lee (Requests Support)	Los Angeles County Dept. of Public Health
Nicole Rico (Pick List)	Los Angeles County Dept. of Public Health
Al Johnson (Shipping)	Los Angeles County Dept. of Public Health
Nancy Song (Shipping Support)	Los Angeles County Dept. of Public Health

Participating Individuals and Respective Agencies or "Private", If Contracted	
Name	**Agency**
MCM Distribution Players (Delivery Vehicle Staging Area, Dispatch, Drivers – In & Out)	
IMT (To Be Determined)	Los Angeles County Fire Department
Jerry Crow (Truck Driver – EMS Box)	L. A. Co. Emergency Medical Services
Jose Roman (Truck Driver – Box)	Private
(Actor) Paul Mauer (Truck Driver – 53')	*Private (Paul is an Actor Controller since his assignment as the operator of an incoming truck is outside the scope of Players who are managed by the IMT)*
SimCell	
Anthony Arakelian (Lead of SimCell)	Los Angeles County Dept. of Public Health
Joseph Kim	Los Angeles County Dept. of Public Health
Juan Cabrera	Los Angeles County Dept. of Public Health
Controller	
Cash Reed (Lead Controller)	Los Angeles County Dept. of Public Health
Jim Eads (Safety Controller)	L. A. Co. Emergency Medical Services
Susie Tang	Los Angeles County Dept. of Public Health
Danny Huang	Los Angeles County Dept. of Public Health
(Actor) Paul Mauer (Truck Driver – 53')	Private *(Paul is an Actor Controller since his assignment as the operator of an incoming truck is outside the scope of Players who are managed by the IMT)*
Evaluators	
Charlotte Haynes	California Department of Public Health
Charles Schafer	California Department of Public Health
Gus Plasencia	Orange County Health Care Agency
Jim Sims	Constant and Associates
Robbie Spears	Constant and Associates
Invited Observers	

APPENDIX C: C/E COMMUNICATIONS DIRECTORY

Position	Name	Phone Number
MCM Distribution (Command & Control and RDS Warehouse Branch)		
MCM Distribution Manager	Chief Duvally	IMT (TBD)
Operations Section Chief	IMT (TBD)	IMT (TBD)
RDS Warehouse Branch Director	IMT (TBD)	IMT (TBD)
Security Branch Director	Sgt. Eric Fox	LASD (TBD)
Receiving Unit Leader	IMT (TBD)	IMT (TBD)
Storage Unit Leader	IMT (TBD)	IMT (TBD)
Picking Unit Leader	IMT (TBD)	IMT (TBD)
Quality Assurance Unit Leader	IMT (TBD)	IMT (TBD)
Shipping Unit Leader	IMT (TBD)	IMT (TBD)
Inventory Control Unit (ICU) Leader	Gary Delgadillo	323-890-7649
ICU – Task Tracking and QA	David Henkel	213-271-5286
ICU – Receiving	Alex Choo	213-250-8616
ICU – Requests	Michelle Chang	323-890-8107
ICU – Picking	Nicole Rico	323-890-7980
IUC – Shipping	Al Johnson	323-890-7979
Subject Matter Expert – MCM Dist-RDS	Mike Melton	323-842-9662
Subject Matter Expert – Procurement	Chris Foster	DPH (TBD)
MCM Delivery Branch		
MCM Delivery Branch Director	IMT (TBD)	IMT (TBD)
Delivery Vehicle Staging Area Mngr.	IMT (TBD)	IMT (TBD)
Dispatcher	IMT (TBD)	IMT (TBD)
Delivery Vehicle Staging Area Mngr.	IMT (TBD)	IMT (TBD)
Incoming Driver (*Actor Controller*)	Paul Mauer (Private)	818-404-9595
Out-going Delivery Truck Driver #1	Jerry Crow (EMS)	EMS (TBD)
Out-going Delivery Truck Driver #2	Jose Roman (Private)	323-335-4542
Evaluators		
Lead Evaluator (IMT – ICS C&C)	Charlotte Haynes	CDPH (TBD)
Evaluator (RDS – ICU, IMATS)	Charles Schafer	CDPH (TBD)
Evaluator (RDS – out-going activities)	Gus Plasencia	OCHCA (TBD)
Evaluator (RDS – incoming activities)	Jim Sims	C&A (TBD)
Evaluator (Dispatch & Staging Ops.)	Robbie Spears	C&A (TBD)
Controllers		
Exercise Director	Mike Contreras	323-254-5829
Lead Controller (RDS Receiving)	Cash Reed	213-270-5835
Safety Controller	Jim Eads	805-559-4044
RDS – Shipping	Susie Tang	DPH (TBD)
RDS – C&C	Danny Huang	626-898-5492
SimCell – All Others		
DPH DOC Logistics Section	Anthony Arakelian	323-384-8752
Truck Drivers to PODs (Out-going)	Joseph Kim	562-347-1510
Truck Drivers (Incoming) & LECLO	Juan Cabrera	213-379-3118
For ALL Other SimCell (562-347-1510)	**General Positions Played by SimCell**	**For ALL Other SimCell 562-347-1510**

APPENDIX D: EXERCISE SITE MAPS

Figure D.1 RDS Warehouse Layout

RDS Warehouse (EMS DSF) – Floorplan, with Workstations for MCM Exercise On 10-13-15

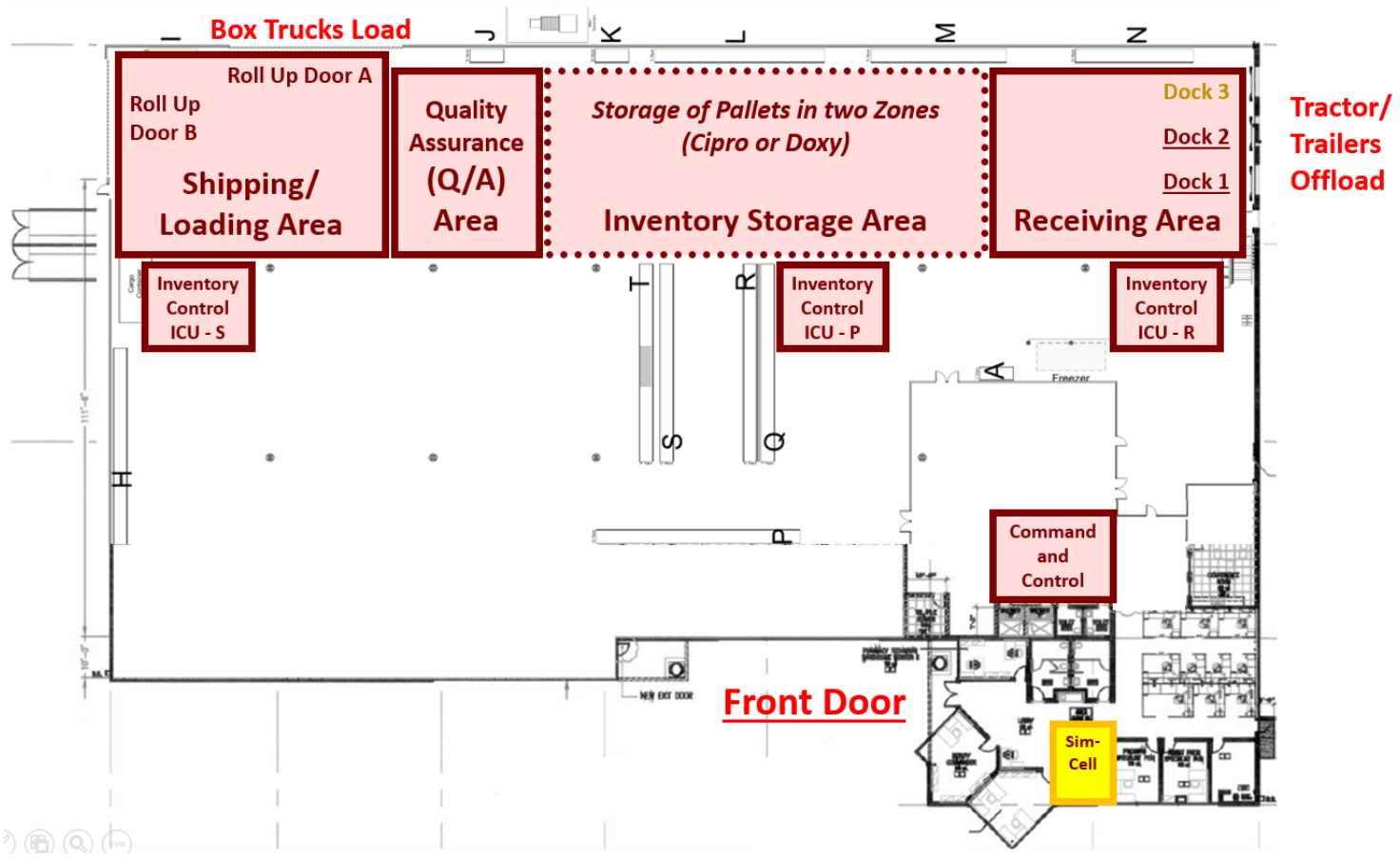
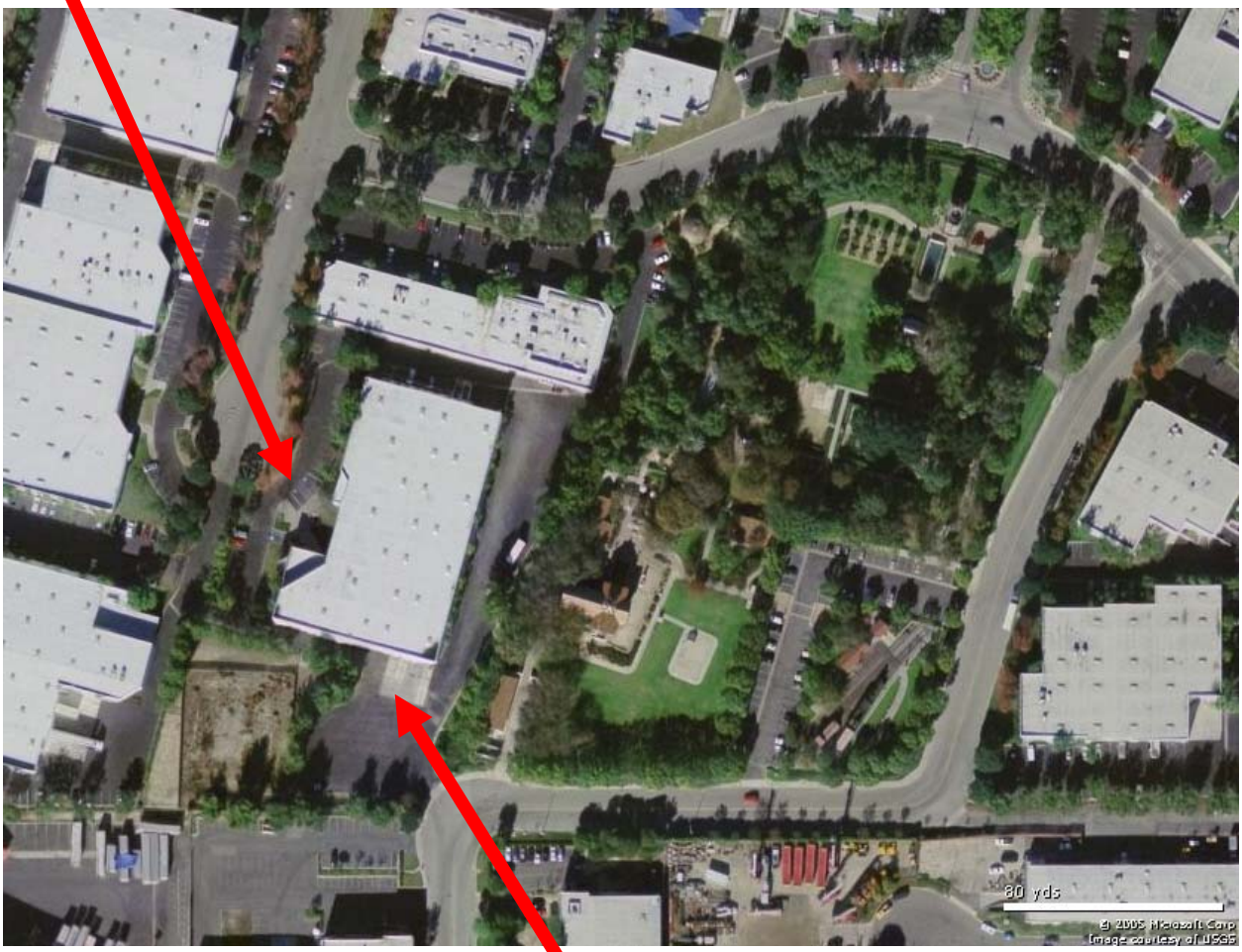


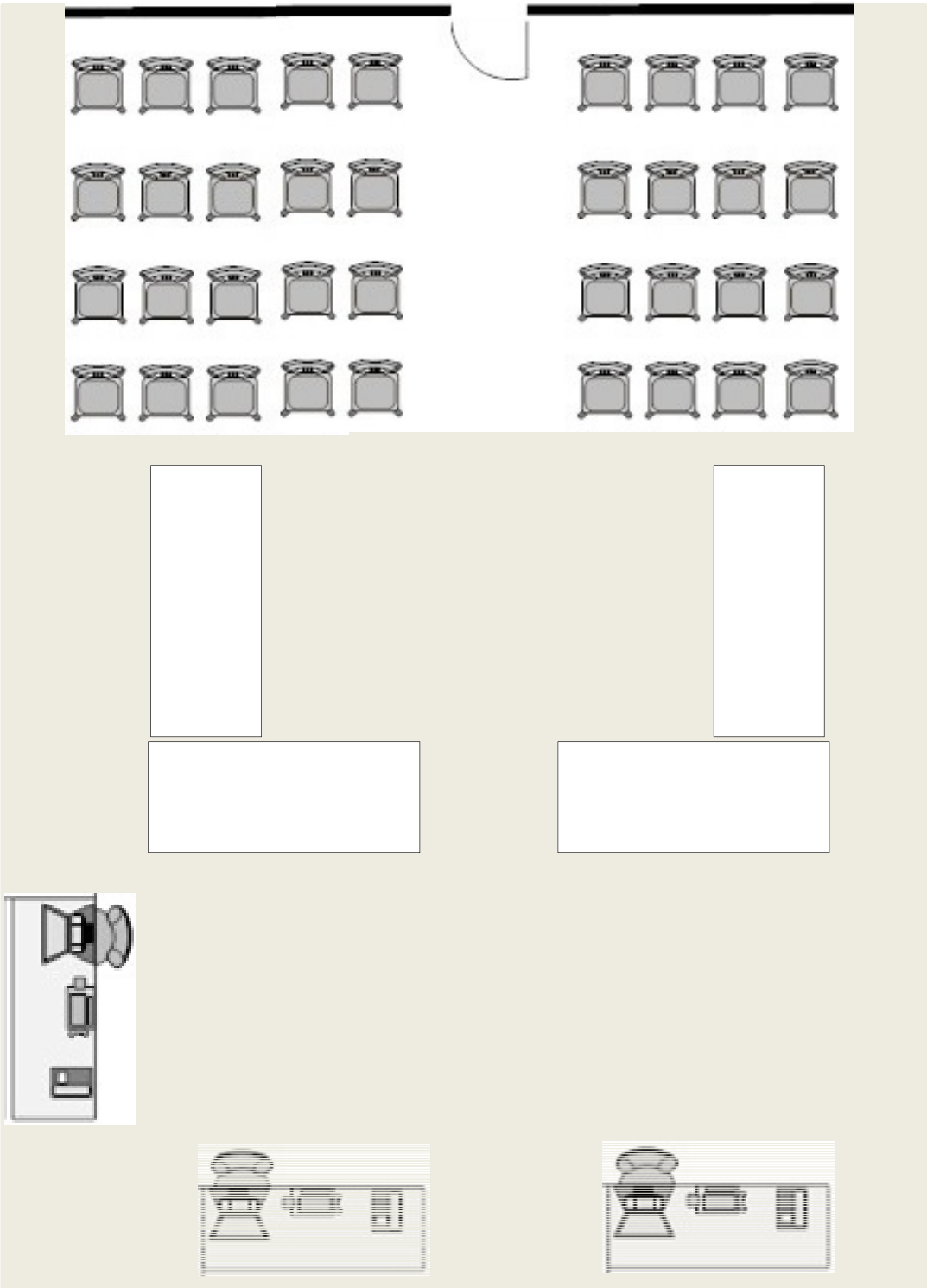
Figure D.2 RDS Aerial – Includes Street Approaches (West or South) and Heritage Park

Front Entrance (10430 Slusher Dr., Santa Fe Springs



Southside Entrance to the RDS Warehouse and Docks

Figure D.3 Command and Control – Sample IMT Layout for the DSF Conference Room



APPENDIX E: EXERCISE SCENARIO

Scenario

- The scenario is a wide-scale aerosolized anthrax attack in Southern California. For the purpose of triggering the regional deployment of MCM as the key element of the emergency response, the scenario involves multiple releases of five pounds of dry anthrax spores, which will have been dispersed on the coast line via several aircraft to achieve maximum dispersal in the Los Angeles Basin and surrounding counties.
- Prior to the beginning of Exercise Play, the BioWatch Program will have provided the mechanism for detection and initial notifications. Requests for Medical Countermeasures (MCM) will have been accomplished via California's Standardized Emergency Management System (SEMS) and protocols defined in the California Public Health and Medical Emergency Operations Manual (EOM). The County's Emergency management structure has been activated (EOC/DOC activities will be simulated). The County's Health Officer has declared a local Health Emergency and the Operational Area (OA) MCM Plan was activated.
- The County's Health Officer, CDPH and CDC mutually agreed that CDC would immediately begin to push 720,000 unit-of-use bottles of antibiotics (i.e., equally split between Cipro and Doxy) to the County's RDS warehouse, with initial deliveries to commence by Hour-5 (from the Health Officer's decision to deploy MCM, which is 0900 hours, on 10-13-15.). These first deliveries will be followed by matching deliveries of 720,000 bottles each for every subsequent hour until the County's total MCM needs for this phase of the response (e.g., first 48 hours) have been met.
- The MCM Distribution Plan, as well as the County's RDS Warehouse operation, were activated, with the initial receiving operations at the RDS Warehouse to commence at Hour-5. At the request of the DPH DOC, an Incident Management Team (IMT) from Los Angeles County Fire was assigned to manage the MCM Distribution operation, and private resources were contracted.
    - Simultaneously, CDPH will have established their State RSS Warehouse operations in Riverside County and the CDC will be pushing the same quantities of MCM to that site to supply MCM needs of all neighboring counties. Therefore, mutual aid will not be available from CDPH or Regions 1 and 6.
- Given the prevailing winds and geography, the initial phase of the response (e.g., first 48 hours) will require providing mass prophylaxis to approximately ten million Los Angeles County residents, as well as approximately four million additional individuals who are expected to seek MCM. For the purpose of this exercise, only simulated MCM will be physically supplied and processed. Materiel will be delivered to the County's RDS Warehouse (EMS Disaster Staging Facility [DSF] in Santa Fe Springs) for further distribution to 205 Points of Dispensing (PODs). The initial shipments of 9,600 bottles each (one full pallet) of Cipro and Doxy per POD are to begin immediately upon receipt of incoming MCM. Shipment priority is to PODs based on longer travel distance. Two trucks will be loaded, but no deliveries will be made. (*Incoming and out-going trucks will be reused.*)
- It is understood that in an actual event, subsequent shipments of MCM from the SNS would be delivered in phases until all counties had 100% of their distribution needs met.

Major Events

SimCell (as DPH DOC Logistics Control Center)

- Provides MCM Distribution Manager (IMT) with Memo of a submitted and approved request to CDPH/CDC for the immediate delivery to the RDS Warehouse of 6 million Unit-of-Use bottles of Cipro and 6 million Unit-of-Use bottles of Doxy, with the estimated delivery time of 9:00 am, on 9-13-15, for the initial delivery of 720,000 bottles, which will be followed by similar quantities during each hour thereafter.
- Provides MCM Distribution Manager (IMT) with Excel file of 206 PODs that are each to receive 96 cases of Cipro and 96 cases of Doxy as soon as the stocks are available, with the shipment priority being PODs at the greatest distance have their Orders shipped first.
- Provides MCM Distribution Manager (IMT) with Excel file of 206 delivery trucks and associated delivery drivers, which are reporting to the Delivery Vehicle Staging Area for transport of the POD shipments.
- Provides MCM Distribution Manager (IMT) with PDF formatted file of 206 delivery routes between the RDS and a single POD for use be the delivery drivers during the POD shipments.
- Provides MCM Distribution Manager (IMT) with information that LASD (and all other law enforcement agencies of the county) will not be able to provide security escorts for POD deliveries

County RDS Warehouse at the EMS Disaster Staging Facility

- 0930 hours – The first tractor-trailer of incoming MCM arrives at the RDS Warehouse with 13 pallets of Cipro (1248 cases) and 13 pallets of Doxy (1248 cases)
- At a rate of four per hour, additional tractor-trailer trucks of incoming MCM arrive at the RDS with each trailer containing 13 pallets of Cipro (1248 cases) and 13 pallets of Doxy (1248 cases)
    - <u>SIMULATED incoming, based upon shipping invoice provided by SimCell</u>
- At 1000 hours, two box trucks are each loaded with two pallets (one each of Cipro and Doxy) for their respective deliveries to a POD (NOTE: No actual deliveries are made.)
- At a rate of fifty-eight shipments per hour (or approximately one out-going shipment per minute), additional Requests, Pick Lists and Shipping Documents are prepared by ICU
    - <u>SIMULATED out-going, based upon the Excel of PODs that was initially provided by SimCell</u> (as DPH DOC Logistics Control Center)
- At a rate of fifty-eight shipments per hour (approximately one per minute), additional box trucks for out-going MCM are loaded at the RDS Warehouse with a pallet of Cipro (96 cases) and a pallet of Doxy (96 cases)

    - SIMULATED out-going loads may be placed in numbered slots on the warehouse floor

- Once the Delivery Driver (who will be simulated in almost every instance) has returned the signed Shipping Document to the ICU as confirmation of delivery, then the ICU should complete the transfer to the receiving POD in IMATS

APPENDIX F: CONTROLLER AND EVALUATOR ASSIGNMENTS

Name	Role	Position
Disaster Staging Facility		
Michael Contreras	Exercise Director	Exercise Director
Controllers		
Cash Reed	Controller	Senior Controller
Jim Eads	Controller	Safety Controller
Susie Tang	Controller	RDS Warehouse floor
Danny Huang	Controller	IMT Operations
Simulation Cell (SimCell) Controllers		
Anthony Arakelian	SimCell Controller	Lead SimCell controller and Master Scenario Events List (MSEL) manager All positions at DPH DOC Logistics – Logistics Control Center
Joseph Kim	SimCell Controller	All out-going truck drivers, trucking resource suppliers, and security escorts
Juan Cabrera	SimCell Controller	All incoming trucks (Shipping Manifest injects), the LECLO (Law Enforcement Communications and Liaison Officer), as well as all other contacts, not listed previously
Evaluators		
Charlotte Haynes	Evaluator	Lead Evaluator Evaluate Command and Control (top of ICS), especially the IMT Operations Ensure the last nine PHEP Performance Measures for MCM Distribution are evaluated (Note: Performance Measures 1 and 2, are not part of this exercise)
Charles Schafer	Evaluator	Inventory Control Unit and out-going trucks
Gus Plasencia	Evaluator	RDS Warehouse Floor and incoming truck

APPENDIX G: ACRONYMS

AAC	After Action Conference
AAR	After Action Report
BOL	Bill of Lading
CAHAN	California Health Alert Network
CBRNE	Chemical, Biological, Radiological, Nuclear, and Explosive
CDC	Centers for Disease Control and Prevention
CDPH	California Department of Public Health
C/E	Controller/Evaluator
CHS	Community Health Services
DHS	Department of Health Services
DOC	Department Operations Center
DPH	Department of Public Health
EEG	Exercise Evaluation Guide
EHS	Environmental Health Services
EMSA	Emergency Medical Services Authority (State)
EMS	Emergency Medical Services (County)
EOC	Emergency Operations Center
EOU	Emergency Operations Unit
EPRP	Emergency Preparedness and Response Program
FEMA	Federal Emergency Management Agency
FE/FEX	Functional Exercise
FOUO	For Official Use Only
FSE	Full-scale Exercise
HSEEP	Homeland Security Exercise and Evaluation Program
IAP	Incident Action Plan
ICS	Incident Command System
ICO	Inventory Control Officer
ICU	Inventory Control Unit
IMATS	Inventory Management and Tracking System
IMT	Incident Management Team
IMS	Inventory Management System
IP	Improvement Plan

JAS	Job Action Sheet
JIT	Just In Time
JITT	Just In Time Training
LAC	Los Angeles County
LAC DPH	Los Angeles County Department of Public Health
LAC DHS	Los Angeles County Department of Health Services
LELCO	Law Enforcement Liaison and Communications Officer
MCM	Medical Countermeasure
MFI	Mass Fatality Incident
MI	Managed Inventory
MMRS	Metropolitan Medical Response System
MOU/A	Memorandum of Understanding/Agreement
MSEL	Master Scenario Events List
NIMS	National Incident Management System
OA	Operational Area
OCHCA	Orange County Health Care Agency
PLGD	Pick List Generation Drill
PO	Purchase Order
POC	Point of Contact
POD	Point of Dispensing
RR MH	Resource Request Medical-Health Form
RSS	Receipt, Store and Stage (Warehouse)
SEMS	Standardized Emergency Management System
SIMCELL	Simulation Cell
SME	Subject Matter Expert
SMI	Stockpile Managed Inventory
SNS	Strategic National Stockpile
SOC	State Operations Center
SOP	Standard Operating Procedure
SSAG	SNS Services Advance Group
VMI	Vendor Managed Inventory