The Capitol Region Metropolitan Medical Response System
Hartford, Connecticut

DELIVERABLE #2

The MMRS Development Plan

Contract Number 233-02-0020

Submitted for the City of Hartford
by
The Hartford Health Department

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Introduction to The Capitol Region MMRS

The events of September 11, 2001 opened our eyes to the potential for incidents leading to mass casualties and to the threat these incidents pose to our very existence as a nation. Since September 11th, we have learned that planned terrorist activity against the United States is a complex and highly organized business, and evidence indicates that the intensity of these operations is on the upswing.

Mass casualty events, regardless of cause, can quickly overwhelm our local medical systems and deprive us of the most basic community health services. Accordingly, our regional medical institutions are developing emergency response systems to deal with these events. To be effective, such in-house systems must be based on a realistic and thorough assessment of present capabilities, including staffing levels, the presence of trained personnel to respond to a community-wide event, the existence of adequate personal protective equipment and pharmaceuticals for staff, and other special equipment requirements.

Once the gaps in an individual facility’s capacities are identified, a training regimen must be created to assure that adequate skills and knowledge are readily available upon demand. Ideally, training will be uniformly presented throughout the region to assure consistent standards of response. Additionally, a process for purchasing needed equipment and supplies must be implemented. Our regional medical community is deeply involved in this process, as all of us realize that without a planned response to a mass casualty event needless loss of life will occur.

The Capitol Region Metropolitan Medical Response System (CR-MMRS) is designed to support the process by which the Hartford regional healthcare community examines its current capabilities, identifies its strengths and deficiencies, and acts to augment and improve its capabilities. The goal of CR-MMRS is to facilitate the efforts of healthcare institutions and agencies across the region in developing an integrated, systematic and coordinated response to a mass casualty event that maximizes individual contributions while focusing on the benefits of inter-agency and inter-community cooperation.

Geographic Area Covered

The Capitol Region Municipal Medical Response System is a program of the Health Department of the City of Hartford, Connecticut. The Hartford Health Department has contracted with the Capitol Region Council of Governments to oversee the implementation of the Capitol Region MMRS project.

The Capitol Region MMRS will involve those Hartford-area communities that participate in the Capitol Region Council of Governments, as well as those towns who are generally dependent on the existing Hartford regional healthcare system. The Capitol Region Council of Governments (CRCOG) is the largest of Connecticut’s fifteen regional planning organizations, and is established under the Connecticut General Statutes as a voluntary association of municipal governments serving the City of Hartford and 28 surrounding suburban and rural communities. CRCOG is a Connecticut-chartered not-for-profit
corporation with 501[c]3 status. The CRCOG operational area is 760 square miles in size and it includes approximately 900,000 people who reside in the following communities:

Andover  Avon  Bolton
Bloomfield  Canton  East Granby
East Hartford  East Windsor  Ellington
Enfield  Farmington  Glastonbury
Granby  Hartford  Hebron
Manchester  Marlborough  Newington
Rocky Hill  Simsbury  Somers
South Windsor  Suffield  Tolland
Vernon  West Hartford  Wethersfield
Windsor  Windsor Locks

Major hospital facilities in the Capitol Region include the following institutions:

Bristol Hospital    Johnson Memorial Hospital
Connecticut Children’s Medical Center  Manchester Hospital
Day Kimball Hospital    New Britain General Hospital
Hartford Hospital**  Rockville General Hospital
John Dempsey Hospital  St. Francis Hospital & Medical Center

* The Capitol Region MMRS will include other healthcare facilities including nursing homes, well-care centers, and other specialized caregivers.
** Hartford Hospital is one of two CT hospitals designated a Center of Excellence by the CT Commissioner of Public Health

### Preliminary Regional Assessment

Nestled in the heart of the Connecticut River Valley, CT’s north central region supports a diversity of lifestyles in sophisticated city centers and in small college towns. Residents enjoy ready access to some of the best medical facilities in the nation, including 10 hospitals and the highly-rated University of Connecticut Schools of Medicine and Dental Medicine. Hospital trauma services are closely linked with regional paramedic and EMS services as well as medical air support, and fire and police units successfully operate within the framework of long-standing mutual aid agreements. Within the 27 communities represented by the Capitol Region Council of Governments, there are 19 local health departments serving their communities with environmental monitoring and clinical public health services.

Despite the wealth of health facilities and programs, the Capitol Region suffers from a significant lack of coordination among the various agencies should a regional disaster occur. The vital importance of public health and hospital participation in disaster planning and preparation has only recently been recognized, and there is a dire need to improve communications among all aspects of the disaster preparedness system. The health departments, reflecting the economic downturn now being experienced in the region, are under-staffed and under-trained, and emergency planners are concerned
about the abilities of these agencies to perform their required tasks in the event of a disaster.

The Capitol Region Metropolitan Medical Response System represents an opportunity for all emergency responders, as well as the caring members of the policy-making community, to address the needs of this prosperous region in order to improve health outcomes in the event of a disaster involving mass casualties. Accurate assessment of regional needs for staffing, training and equipment, combined with the passionate commitment to excellence so characteristic of the region’s healthcare workforce, will result in a dramatically improved emergency response infrastructure. MMRS will play a critical role in achieving success in this important endeavor.

**MMRS Operational Concept**

Development of the Capitol Region Metropolitan Medical Response System will be based on the proven concept that collaboration among committed agencies and communities can lead to an emergency response system far superior to the sum of its parts. The MMRS development plan will build on existing emergency management systems developed locally by fire, police, hazardous materials (HazMat), emergency medical services (EMS), governmental and medical resources to meet the complex challenge of responding to catastrophic incidents which may result in hundreds or even thousands of casualties.

Benchmarks of the CR-MMRS plan will include:

- Expansion and enhancement of existing regional capacity for medical response
- Integration of local medical response plans within a regional concept
- A plan concept that is both operationally practical and fully deployable
- A plan that raises the level of awareness of the role of health agencies in a regional emergency response system, and raises the scope of participation in an organized regional response format by health agents
- A plan that addresses issues of long-term sustainability for the MMRS system beyond the duration of the MMRS grant

The MMRS developmental process will foster new levels of cooperation among area health and governmental agencies. Agencies and personnel that have not interacted in the past will do so through the planning process and through training opportunities and planned regional drills of the developing system. Collaboration will lead to a dramatic improvement in the quality and scope of our region’s emergency response services regardless of the source of the threat to our well-being.
Planned Tasks of the Capitol Region MMRS

The planned tasks of the Capitol Region MMRS include:

- Assist individual health institutions and agencies in evaluating current emergency management plans for addressing a mass casualty event, and clearly identify areas for improvement
- Identify the current response capabilities of governmental agencies in our region, including public health and human services agencies, and identify areas for improvements
- Plan and prepare to implement a regional system of response to manage the health consequences of a mass casualty event
- Evaluate the need to establish and equip a Metropolitan Medical Strike Team (MMST) to respond to and to help mitigate a mass casualty event
- Develop a regional plan to manage the unique consequences of an incident involving biological agents that includes early recognition, mass immunization and/or prophylaxis, mass patient care, mass fatality management, and the impact of such an incident on our environment
- Assist in developing a regional hospital/healthcare facility system plan that includes protocols for notification, mass decontamination, lockdown procedures, staff training, equipment procurement, and special treatment options for a mass casualty incident
- Identify system-wide training needs for emergency response personnel and assist in developing a training/drill program and schedule to ensure that individuals achieve the appropriate levels of expertise commensurate with their roles in the emergency response system
- Identify and procure sufficient pharmaceuticals needed to begin treatment for approximately 10,000 casualties resulting from exposure to biological agents
- Identify and procure the pharmaceuticals needed to provide treatment for approximately 1000 patients following exposure to toxic chemicals
- Assure that the pharmaceuticals are securely stored and expiration dates are respected to ensure potency
• Identify equipment needs that include personal protective equipment for field and hospital personnel as well as detection and decontamination equipment. Develop a timetable for procuring the identified equipment and identify storage and maintenance needs. Assign an agent to be responsible for all purchased items

• Support efforts to regionalize emergency communications systems

• Identify and pursue opportunities for additional funding to ensure durability of the CR-MMRS

Capitol Region Emergency Planning Committee [CREPC]

For planning, developing, and advisory purposes, the Capitol Region Council of Governments has established a senior management-level committee called the Capitol Region Emergency Planning Committee. The chair of CREPC is Chief William H. Austin of the West Hartford, CT Fire Department.

CREPC members include key representatives from those local, state and federal agencies and organizations that participate in the development and implementation of a master regional emergency response system, including the Capitol Region MMRS. New members are being added continuously as committee needs are identified, and the level of participation at frequent meetings has been exceptionally high.

Contact information for the chair of CREPC is as follows:

William H. Austin  
Chief, Fire Services  
Town of West Hartford  
50 South Main Street, Suite 204  
West Hartford, CT 06107-2431  
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CREPC Committee Structure

To facilitate the development of a workable regional response plan, the many and varied components of a regional emergency response system have been identified. Committees to address each specific emergency support function [ESF] have been created to develop policies and procedures regarding their specific disciplines. Each of these committees includes at least one member of CREPC who acts as the chair of that committee. These ESF committees will work jointly with CR-MMRS to develop the policies and procedures relative to a specific task or objective of the Capitol Region MMRS. Once the specific procedures are developed, they will be presented to the entire CREPC for review and acceptance.
The individual committees are designated by the Emergency Support Function [ESF] that is addressed. These committees include:

**ESF – 2  Communications:**
Chairman Health & Welfare section: Harry Abery, Hartford ARES Coordinator  
Chairman Emergency section: Keith Victor, Town of West Hartford  
The mission of ESF 2 is to ensure the telecommunications support of responding emergency assets during a major disaster in the greater Hartford region.  
The purpose of ESF 2 is to develop and implement a regional telecommunications support capability. The system developed will be a component of the Greater Hartford Disaster Management Plan as well as facilitating interaction with the state disaster plan, and Federal Response Plan.

**ESF - 3  Public Works and Engineering:**
Chairman Dave Donovan, Metropolitan District Commission  
The mission of ESF 3 is to provide technical advice, emergency heavy rescue support, emergency repair of infrastructure components, and recovery activity assistance during and after a major disaster in the greater Hartford region.  
The purpose of ESF 3 is to develop and implement a system of resources and response capability to support the mission activities. The system developed will be a component of the Greater Hartford Disaster Management Plan as well as facilitating interaction with the state disaster plan, and Federal Response Plan.

**ESF - 4  Fire Service**
Chairman Edward Richards: Enfield Fire Chief  
The mission of ESF 4 Fire Service is to provide for the rapid mobilization, deployment, and utilization of regional fire resources during a major disaster in the greater Hartford region.  
The purpose of ESF 4 is to develop and implement a regional disaster response capability of fire resources. The system developed will be a component of the Greater Hartford Disaster Management Plan as well as facilitating interaction with the state disaster plan, and Federal Response Plan. This emergency support function shall also assume responsibility for urban search and rescue (ESF 9) and hazardous materials response (ESF 10) planning.
**ESF -5  Information and Planning**

Chairman Jeffrey Kontner, Hartford Deputy Director of Emergency Planning

The mission of ESF 5 Information and Planning is to provide guidance in the scope of planning for a major disaster in the greater Hartford region.

The purpose of ESF 5 is to collect, analyze, and disseminate information about a potential or actual disaster to facilitate the use of the Greater Hartford Disaster Management Plan, state disaster plan, and the Federal Response Plan. This emergency support function shall also assume responsibility for transportation (ESF 1) planning and resource support (ESF 7) planning.

**ESF - 6  Mass Care**

Chairman Liz McDonald, American Red Cross

The mission of ESF 6 Mass Care services is to coordinate and supplement local and state efforts to meet the mass care needs of victims, including shelter, feeding, emergency first aid, and bulk distribution of emergency relief supplies during a major disaster in the greater Hartford region.

The purpose of ESF 6 is to develop and implement a regional disaster response capability to deal with mass care services. The system developed will be a component of the Greater Hartford Disaster Management Plan as well as facilitating interaction with the state disaster plan, and Federal Response Plan. This emergency support function shall also assume responsibility for food (ESF 11) and volunteer activities (ESF 15).

**ESF - 8  Health and Medical Services**

Co-Chairmen: Betty Morris, Executive Director, North Central CMED; Dr. Kent Sargent, Saint Francis Hospital & Medical Center

Members:
Baker Salsbury, Health Director, City of East Hartford and President, CT Association of Directors of Health
Robert Falaguerra, VP St. Francis Hospital and Medical Center
Carmine Centrella, Deputy Fire Chief, UConn Medical Center
Patricia Checko, Director of Health, Bristol-Burlington Health District
David Duff, CT Hospital Association
Edward Costa,
Gary Allyn,
Hugo S. Costa,
James Garrow,
Jonathan Greene, Director of Emergency Services, American Medical Response
Katherine McCormack, RN, Director of Health, City of Hartford
John Shaw, DMD, Senior Project Manager, Capitol Region MMRS
Kent Sargent, MD, Trauma Services, St. Francis Hospital and Medical Center
Lee Galuska, Director of General Support Services, CT Children’s Medical Center
Lee Tager,
Mark Rinaldo,
Maryann Cherniak-Lexius, Health Director, City of Manchester
Maureen Moriarty,
Michael Zanker, MD, Trauma Service, Hartford Hospital
Richard Matheny, Jr., Health Director, Farmington Valley Health District
Ronald Hirschthal,
Roseann Williams,
Steven Huleatt, Health Director, Town of West Hartford
Thomas Turbiak, MD, Director of Emergency and Ambulatory Care, Manchester Hospital
John Shaw, DMD, Senior Project Manager, Capitol Region MMRS.

The mission of R-ESF 8 Health and Medical Services is to facilitate communication, cooperation, and coordination among local municipalities and supporting agencies concerning regional health and medical services issues and activities in relation to a regional emergency.

R-ESF 8 is intended to focus on information regarding disruptions of health and medical services with local impact requiring inter-municipality coordination. R-ESF 8 will support the development and implementation of the Capitol Region Metropolitan Medical Response System with capability to handle mass care incidents and public health emergency events. The CR-MMRS system developed will be a component of the Capitol Region Emergency Response Plan and will facilitate interaction with the state disaster plan and the Federal Response Plan.

ESF 16 Law Enforcement

Chairman Michael Whalen, Farmington Police Chief

The mission of ESF 16 Law Enforcement is to enforce the law, control traffic, protect the citizens, and provide security and safety of the public during a major disaster in the greater Hartford region.

The purpose of ESF 16 is to develop and implement a regional disaster response capability to mobilize law enforcement personnel. The system developed will be a component of the Greater Hartford Disaster Management Plan as well as facilitating interaction with the state disaster plan, and Federal Response Plan.

Note: There are circumstances in which the need for particular knowledge or expertise requires sharing of information among committees, and several committees share membership as well. Each ESF committee is required to have the capacity to coordinate the regional response for any event that falls within their designated areas of responsibility.
CR-MMRS Technical Assistance Panel and Senior Advisory Group

To obtain accurate and timely information from all of the agencies participating in emergency response planning in the north central Connecticut region, CR-MMRS has established two levels of professional assistance groups. The first group, the Technical Assistance Panel (TAP), is comprised of representatives from any and all agencies who are involved in the Hartford regional emergency response plan. TAP representatives are asked to provide the latest information from within their specific areas of expertise as it becomes available, and to attend occasional meetings of the TAP group as warranted.

The second group is entitled the Senior Advisory Group (SAG). Its members are senior managers from selected responding organizations with demonstrated expertise in emergency response management. SAG participants are fewer in number than the TAP group in order to assure effectiveness of their deliberations in a manageable format. SAG members have in common the authority to make decisions for their respective agencies so as to facilitate the MMRS process, and act as liaisons from CR-MMRS to their own leadership. The SAG mission is to provide oversight of the emerging MMRS structure and to participate in the development of resources for sustaining the operation beyond the grant period.

SAG, with the participation of TAP, will accomplish the following required MMRS tasks:

- Detail the development of the CR-MMRS structure for managing the human health consequences of a terrorist incident involving the use of a WMD.
- Ensure that CR-MMRS enhances and supports the capability of the existing local/regional/state emergency response systems.
- Coordinate the CR-MMRS plan with other appropriate political, mutual aid, or other MMRS developmental jurisdictions.
- Oversee the identification and coordination of procedures for the effective management of the health consequences of an incident resulting from the use of a chemical, radiological, nuclear, or explosive WMD, and for managing the health consequences of a mass casualty event resulting from the use of biological agents.
- Establish a schedule for exercises and for training of responders according to their levels of need.
- Ensure that the CR-MMRS plan has adequately addressed the five general areas of emergency planning: Early Recognition, Mass Immunization/Prophylaxis, Mass Patient Care, Mass Fatality Management, and Environmental Surety.
- Accept responsibility for review of after-action reports and for addressing report findings in a timely and appropriate manner.
- Identify and pursue opportunities for additional funding to ensure durability of the CR-MMRS beyond the grant period.
Senior Advisory Group to the Capitol Region MMRS [Proposed]

William Austin, Chief, West Hartford Fire Department, and Chair, CREPC

Carmine Centrella, Deputy Chief, UConn Health Center Fire Service

Patricia Checko, Director of Health, Bristol-Burlington Health District

David Duff, CT Hospital Association

Robert Falaguerra, VP of Engineering, St. Francis Hospital and Medical Center

Jonathan Greene, Director of Emergency Services, American Medical Response [AMR]

Steven Huleatt, Director of Health, Town of West Hartford

Lenworth Jacobs, MD, Chairman of Trauma and Emergency Medicine, Hartford Hospital

Jeffrey Kontner, Deputy Director of Emergency Planning, Hartford Fire Department

Katherine McCormack, Director of Health, City of Hartford

Betty Morris, Executive Director, North Central CT EMS Council

Rick Porth, Executive Director, Capitol Region Council of Governments

Robert Painter, MD, Chair of Human Services Committee, Hartford City Council

Baker Salsbury, Director of Health, City of East Hartford

Ricardo Sanchez, MD, Chair, Emergency and Trauma Services, St. Francis Hospital

Kent Sargent, MD, Emergency and Trauma Services, St. Francis Hospital

John Shaw, DMD, Senior Project Coordinator, Capitol Region MMRS

Michael Sherman, Executive Director, Community Health Services, Inc., Hartford

James Strillacci, Chief, West Hartford Police Department

Thomas Turbiak, MD, Director of Emergency and Ambulatory Care, Manchester Hospital

Thomas Weber, Chief, Fire and Rescue EMS, City of Manchester

Michael Zanker, MD, Assistant Director of Trauma Services, Hartford Hospital
**MMRS Project Coordination**

The City of Hartford Health Department has provided a Capitol Region MMRS project coordinator at the level of a senior project manager. This person serves as the liaison among the Hartford Health Department, CRCOG, CREPC, and among all other agencies impacting the development of the MMRS plan. Specific tasks assigned to this individual include but are not limited to:

- Assure that required reports and deliverables are submitted in a timely fashion to the Project Officer
- Facilitate collaborative efforts among agencies to achieve an integrated response plan
- Prepare MMRS progress reports as required by the city of Hartford and/or CRCOG
- Represent the Capitol Region MMRS at local, regional and national meetings
- Represent the Capitol Region MMRS as required on local, state and federal committees
- Provide administrative assistance in implementing the MMRS plan

Contact information for the CR-MMRS project coordinator is as follows:

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Senior Project Manager  
Capitol Region Metropolitan Medical Response System  
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**State and Federal Interface**

State and federal agencies will be updated on a regular basis by the Capitol Region MMRS Coordinator to ensure that the plans and operational procedures proposed do not conflict with state and federal plans, and to encourage state and federal recognition and acceptance of the CR-MMRS strategies. Individuals from state and federal agencies have been invited to participate in the Senior Advisory Group meetings as well.