



2019  
STATEWIDE MEDICAL AND HEALTH  
EXERCISE

SITUATION MANUAL  
Flood Scenario

TABLETOP EXERCISE  
SANTA CRUZ COUNTY  
HEALTHCARE COALITION  
October 23, 2019





# TABLE OF CONTENTS

<b>TABLE OF CONTENTS</b> .....	<b>2</b>
<b>EXERCISE OVERVIEW</b> .....	<b>3</b>
<b>PREFACE</b> .....	<b>5</b>
<b>GENERAL INFORMATION</b> .....	<b>6</b>
EXERCISE OBJECTIVES AND CORE CAPABILITIES.....	6
PARTICIPANT ROLES & RESPONSIBILITIES .....	6
EXERCISE STRUCTURE .....	6
EXERCISE GUIDELINES.....	7
EXERCISE ASSUMPTIONS AND ARTIFICIALITIES .....	7
EXERCISE EVALUATION.....	7
<b>MODULE I: NOTIFICATION/ACTIVATION</b> .....	<b>8</b>
TUESDAY, NOVEMBER 12, 2019: .....	8
INSTRUCTIONS.....	8
<b>MODULE II: RESPONSE</b> .....	<b>10</b>
WEDNESDAY, NOVEMBER 13, 2019:.....	10
KEY ISSUES .....	10
INSTRUCTIONS.....	11
<b>APPENDIX A: EXERCISE SCHEDULE</b> .....	<b>12</b>
<b>APPENDIX B: SCENARIO</b> .....	<b>13</b>
PRE-INCIDENT INFORMATION .....	13
EXERCISE INFORMATION .....	13
<b>APPENDIX C: ACRONYMS</b> .....	<b>15</b>
<b>APPENDIX D: PARTICIPANT FEEDBACK FORM</b> .....	<b>16</b>
PART I: RECOMMENDATIONS AND CORRECTIVE ACTIONS .....	16
PART II: ASSESSMENT OF EXERCISE DESIGN AND CONDUCT .....	18
PART III: PARTICIPANT FEEDBACK.....	18



## EXERCISE OVERVIEW

<b>Exercise Name</b>	2019 Santa Cruz County Healthcare Coalition SWMHE Tabletop Exercise
<b>Exercise Date</b>	October 23, 2019
<b>Scope</b>	This is a tabletop exercise (TTX), planned for a 3-hour timeframe at the Seacliff Inn, 7500 Old Dominion Road, Aptos, CA 95003
<b>Mission Area(s)</b>	Response
<b>Capabilities</b>	<ol style="list-style-type: none"> <li>1. Emergency Operations Coordination (PHEP Cap 3); (HPP Cap 2)*</li> <li>2. Medical Health Surge (PHEP Cap 5, 7, 10); (HPP Cap 1, 4)*</li> <li>3. Emergency Public Information and Warning (PHEP Cap 4)</li> <li>4. Information Sharing (PHEP Cap 6); (HPP Cap 2, 3)</li> <li>5. Non-Pharmaceutical Interventions (PHEP Cap 11)</li> <li>6. Responder Health and Safety (PHEP Cap 14); (HPP Cap 1, 3)*</li> </ol>
<b>Overarching Objectives</b>	Evaluate the Healthcare Coalition’s overall level of preparedness to respond to a Flood Incident in Santa Cruz County that requires cross-jurisdictional communication, coordination, messaging to public; messaging and dissemination of information to staff and providers.
<b>Threat or Hazard</b>	Extreme weather, flood, water contamination; potential surge conditions
<b>Scenario</b>	Widespread flooding has impacted the County of Santa Cruz, CA. The National Weather Service (NWS) issued a Flash Flood Warning. Healthcare facilities are experiencing localized flooding with road closures affecting the ability of staff to report to work. A mandatory evacuation for portions of Watsonville and Capitola and school closings are imminent. Power is intermittent in portions of the County.
<b>Sponsor</b>	Santa Cruz County Healthcare Coalition
<b>Participating Organizations</b>	Santa Cruz County Healthcare Coalition, jurisdictional partners and stakeholders



Kathleen Conley, M.Ed.  
Emergency Preparedness Manager  
Santa Cruz County Public Health  
1080 Emeline Ave.  
Santa Cruz, CA 95060  
[Kathleen.Conley@santacruzcounty.us](mailto:Kathleen.Conley@santacruzcounty.us)  
831-454-4438

\*The Four Health Care Preparedness and Response Capabilities:

<b>Capability 1: Foundation for Health Care and Medical Readiness</b>
<b>Capability 2: Health Care and Medical Response Coordination</b>
<b>Capability 3: Continuity of Health Care Service Delivery</b>
<b>Capability 4: Medical Surge</b>



## PREFACE

The 2019 Santa Cruz County Healthcare Coalition Statewide Medical Health Exercise (SWMHE) Tabletop Exercise is sponsored by Santa Cruz County Health Services Agency Public Health Division with grant funding from the Public Health Emergency Preparedness (PHEP) and Hospital Preparedness Program (HPP) grants administered by the California Department of Public Health Emergency Preparedness Office. The Tabletop Exercise (TTX) format follows guidance from the Homeland Security Exercise and Evaluation Program.

This exercise is unclassified. Control of exercise information is based on public sensitivity regarding the nature of the exercise rather than actual exercise content. Some exercise material is intended for the exclusive use of exercise planners, facilitators, and evaluators, but players may view other materials that are necessary to their performance. All exercise participants may view the Situation Manual.

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

# 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 selected by the Exercise Planning Team.

Exercise Objective	Core Capabilities
Evaluate HCC readiness to respond to a wide-spread flood incident	1. Emergency Operations Coordination 2. Medical Health Surge 3. Emergency Public Information and Warning 4. Information Sharing 5. Non-Pharmaceutical Interventions 6. Responder Health and Safety

**Table 1. Exercise Objective and Associated Core Capabilities**

## PARTICIPANT ROLES & RESPONSIBILITIES

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

- **Players.** Players are personnel who have an active role in discussing their regular roles and responsibilities during the exercise. Players discuss actions in response to the simulated emergency.
- **Observers.** Observers do not directly participate in the exercise. However, they may support the development of player responses to the situation during the discussion by asking relevant questions or providing subject matter expertise.
- **Facilitators.** Facilitators provide situation updates and moderate discussions. They also provide additional information or resolve questions as required. Key Exercise Planning Team members also may assist with facilitation as subject matter experts during the exercise.

---

## EXERCISE STRUCTURE

This exercise will be a facilitated exercise. Players will participate in the two exercise modules:

- Module 1: Notification/Activation
- Module 2: Response

Each module begins with a scenario review and key events occurring within that time period. After the updates, participants review the situation and engage in functional group discussions of appropriate response issues. Participants will engage in a moderated discussion in which all Players are encouraged to participate. A spokesperson from the group will present a synopsis of the group's actions and decisions, based on the scenario.

## EXERCISE GUIDELINES

- This exercise will be held in an open, low-stress, no-fault environment. Varying viewpoints, even disagreements, are expected.
- Respond to the scenario using your knowledge of current plans and capabilities (i.e., you may use only existing assets) and insights derived from your training.
- Decisions are not precedent setting and may not reflect your organization's final position on a given issue. This exercise is an opportunity to discuss and present multiple options and possible solutions.
- Issue identification is not as valuable as suggestions and recommended actions that could improve response efforts. Problem-solving efforts should be the focus.

## 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. During this exercise, the following apply:

- The exercise is conducted in a no-fault learning environment wherein capabilities, plans, systems, and processes will be evaluated.
- The exercise scenario is plausible, and events occur as they are presented.
- All players receive information at the same time.

---

## EXERCISE EVALUATION

- Evaluation of the exercise is based on the exercise objectives. Players will be asked to complete participant feedback forms. These documents, coupled with facilitator observations and notes, will be used to evaluate the exercise and compile the After-Action Report/Improvement Plan (AAR/IP).

# MODULE I: NOTIFICATION/ACTIVATION

Tuesday, November 12, 2019:

- As the recent series of storms continue, the National Weather Service issues a **Flash Flood Warning** for Santa Cruz County. It is estimated that flash flooding may occur within 12 hours.
- Areas around your facility are experiencing minor flooding, including the parking lot and garage.
- The Santa Cruz County Office of Emergency Services has issued a voluntary evacuation for low lying areas in Capitola and Watsonville and as a result, healthcare facilities are beginning to experience staffing problems. Road closures have affected the ability of some staff to report to work. Other staff is asking to return home.
- Many local schools and childcare facilities are closing early today. Your facility is experiencing staffing problems.
- Delivery drivers are unable to access your facility and you are not receiving critical shipments. Facilities on generator power may need extra fuel but delivery may not be plausible.

## Instructions

Take 20 minutes to discuss the questions below. Elect a group scribe to document your group's answers and a spokesperson to share the group's findings.

(5 questions – 20 minutes)

1. At what stage would your facility escalate to partial or full activation (determine and list the triggers)?
2. At what stage would you expect to consult/engage your leadership team? What modes of communication will be used? [Consider meetings, teleconference, electronic, other]. Who do you need at the meeting?
3. Who determines the triggers for activation? What else needs to be considered?
4. Who is managing the internal staff notification and where is that individual/team located? Are they stationed within the facility command center, DOC or EOC (other)?





5. Who develops, and Who approves the Objectives and the Incident Action Plan (IAP)?  
Have they been appointed and trained in that role?



## MODULE II: RESPONSE

Wednesday, November 13, 2019:

- The County of Santa Cruz has issued a mandatory evacuation for portions of Watsonville and Capitola. Highway 17 is closed due to a mudslide. Highway 1 is restricted to one lane each direction from Freedom Blvd., Watsonville to Morrissey Blvd., Santa Cruz. Highway 9 is heavily impacted by flooding, but open with major delays (up to 4 hours).
- Floodwaters reach your facility and cause significant damage on the first floor and supply storage areas.
- During an intense downpour, flash flooding occurred on Highway 1, two vehicles were caught in the storm waters. One vehicle, a truck was pushed off the road and trapped with debris. The driver was rescued by first responders and transported to Watsonville Community Hospital. The other vehicle was a school bus transporting [18] children that slide off the road and was overturned. Multiple emergency crews responded. There are reports of pediatric trauma and EMS plans to transport an unknown number of injured children to both acute care hospitals.
- Large parts of low-lying areas are without power, and some areas are without water.
- In some areas, residents are calling 9-1-1 to be rescued from flooded homes and vehicles.
- Roadways remain flooded and impassable.
- As water quality is impacted, Environmental Health is suggesting a mandatory boil water notice to the County Public Health Officer for sections of Live Oak, Capitola, and Watsonville.

### Key Issues

- Public safety and medical health coordination are critical in the midst of the incident that is causing confusion and panic, including worried staff.
- The EOC is activated as the lead for the response; County Public Health DOC is activated to assist in the HCC coordination as well as the Health Service Agency Divisional needs (Behavioral Health, Clinics, Environmental Health, and Public Health).
- Surge is imminent with the Mass Casualty Incident (MCI).

Based on the information provided, participate in the discussion concerning the issues raised in Module II. Identify any critical issues, decisions, requirements, or questions that should be addressed at this time.

## Instructions

Take 30-40 minutes to discuss the questions below. Elect a group scribe to document your group's answers and a spokesperson to share your group's findings.

(5 questions 30-40 minutes)

1. Surge is imminent with Mass Casualty Incident (MCI) what resources might you need? What resources could be made available to HCC partners?
2. How do you determine Situational Awareness in the developing and "fluid" incident?
3. How will your facility/command center maintain situational awareness with EOC, HSA DOC, partners, and the public?
4. Explain how staff, stakeholders, and the public will be notified of your facility's response plan?
5. Explain what you need to know in order to authorize the process to de-mobilize and return to normal operations? What follow-up actions may be necessary?

# APPENDIX A: EXERCISE SCHEDULE

OCTOBER 23, 2019	
TIME	ACTIVITY
13:00-13:15	Facilitator Introduction to Exercise
13:15 – 14:00	Module I: Outbreak Scenario Break into Small Group Discussion/Scribe/Report Out
14:00-15:00	Module II: Response Scenario Break into Small Group Discussion/Scribe/Report Out
15:00-15:30	Evaluation, Hot Wash and Closing Comments

## APPENDIX B: SCENARIO

### PRE-INCIDENT INFORMATION

#### One Month Pre-Exercise

- The Monterey Bay/Santa Cruz County region has had an unusually wet season, with a record amount of rainfall. Extended rainfall has saturated the soil and caused runoff directly into streams and rivers, causing local flooding. Wet weather is expected to continue, and a slow-moving low-pressure storm system continues to produce heavy rainfall. Local street flooding has been continuous throughout the past month.
- The persistent rainfall has caused a **levee** in your area to exceed the normal water elevation and has been compromised. Officials have concerns that a failure could occur during future storms and this could result in a flash-flood scenario.
- The County Office of Emergency Services (OES) provided information to the public on flood preparedness including: sandbag use, filling locations, delivery of sandbags, muscle walls, plastic sheeting, etc.

#### One Week Before Exercise

- The Office of Emergency Services and news stations are reminding the public with, “Turn Around, Don’t Drown” messages.
- Flooding has caused relocation of some of the residents of a mobile home park. Santa Cruz County OES and Human Service Department (HSD) established a shelter for this newly displaced population.
- Local media is reporting widely on the storms headed to your area, and there are concerns that there may be additional flooding in the days to come.

### EXERCISE INFORMATION

#### November 2019

- The National Weather Service issues a **Flood Watch** for Santa Cruz County and Monterey Bay. The forecast calls for additional heavy rainfall, perhaps as much as 2-6 inches during the next 72 hours.
- The primary road used to access **[insert name of your facility]** is flooded and impassable. **[insert name of your facility]**.
- **Santa Cruz County** has been contacted by the media to discuss the impact the road closure is having on your ability to provide services.

#### Day before Exercise (Tuesday, November 12, 2019)

- As the storm continues, the National Weather Service issues a **Flash Flood Warning** for Santa Cruz County. It is estimated that flash flooding may occur within 12 hours.
- Areas around **[insert name of facility]** are experiencing minor flooding, including the parking lot and garage.
- The Santa Cruz County Office of Emergency Services has issued a voluntary evacuation for **low lying areas in Capitola and Watsonville** and as a result, healthcare facilities are beginning to experience staffing problems. Road closures have affected the ability of some staff to report to work. Other staff are asking to return home.
- Many local schools and childcare facilities are closing early today. Your facility is experiencing staffing problems. **[optional for each facility]**

- Delivery drivers are unable to access your facility and you are not receiving critical shipments. Facilities on generator power may need extra fuel but delivery may not be plausible.

**Day of Exercise (Wednesday, November 13, 2019)**

**\*\*THIS IS AN EXERCISE\*\***

- 0800: The County of Santa Cruz has issued a mandatory evacuation for portions of Watsonville and Capitola. Highway 17 is closed due to a mudslide. Highway 1 is restricted to one lane each direction from Freedom Blvd., Watsonville to Morrissey Blvd., Santa Cruz. Highway 9 is heavily impacted by flooding, but open with major delays (up to 4 hours).
- 0830: Floodwaters reach your facility and cause significant damage on the first floor and supply storage areas [optional for each facility].
- 0900: Large parts of **low-lying areas** are without power, and some areas are without water.
- 0930: In some areas, residents are calling 9-1-1- to be rescued from flooded homes and vehicles.
- 1000: Roadways remain flooded and impassable.
- 1015: As water quality is impacted, Environmental Health is suggesting a mandatory boil water notice to the County Public Health Officer for sections of Live Oak, Capitola, and Watsonville.
- 1200: Exercise ends.

## APPENDIX C: ACRONYMS

Acronym	Term
AAR/IP	After Action Report/Improvement Plan
DOC	Department Operations Center
EOC	Emergency Operations Center
HCC	Healthcare Coalition
IAP	Incident Action Plan
MOA/MOU	Memorandum of Agreement/Memorandum of Understanding
PHEP	Public Health Emergency Preparedness
TTX	Tabletop Exercise
SWE/SWMHE	Statewide Exercise/ Statewide Medical-Health Exercise



# APPENDIX D: PARTICIPANT FEEDBACK FORM

Please enter your responses in the form field or check box after the appropriate selection.

**Name:** \_\_\_\_\_ **Title:** \_\_\_\_\_

**Agency:** \_\_\_\_\_

**Role:**    Player     Facilitator     Observer

## Part I: Recommendations and Corrective Actions

1. Based on the discussions today and the tasks identified, list the top three strengths and/or areas that need improvement.

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_

2. Identify the action steps that should be taken to address the issues identified above. For each action step, indicate if it is a high, medium, or low priority.

Corrective Action	Priority

3. Describe the corrective actions that relate to your area of responsibility. Who should be assigned responsibility for each corrective action?

Corrective Action	Recommended Assignment







4. List the policies, plans, and procedures that should be reviewed, revised, or developed. Indicate the priority level for each.

Item for Review	Priority



## Part II: Assessment of Exercise Design and Conduct

Please rate, on a scale of 1 to 5, your overall assessment of the exercise relative to the statements provided below, with 1 indicating strong disagreement with the statement and 5 indicating strong agreement.

Assessment Factor	Strongly Disagree					Strongly Agree				
The exercise was well structured and organized.	1	2	3	4	5	1	2	3	4	5
The exercise scenario was plausible and realistic.	1	2	3	4	5	1	2	3	4	5
The facilitator(s) was knowledgeable about the material, kept the exercise on target, and was sensitive to group dynamics.	1	2	3	4	5	1	2	3	4	5
The Situation Manual used during the exercise was a valuable tool throughout the exercise.	1	2	3	4	5	1	2	3	4	5
Participation in the exercise was appropriate for someone in my position.	1	2	3	4	5	1	2	3	4	5
The participants included the right people in terms of level and mix of disciplines.	1	2	3	4	5	1	2	3	4	5

## Part III: Participant Feedback

What changes would you make to this exercise? Please provide any recommendations on how this exercise or future exercises could be improved or enhanced.

---



---



---



---



---