

Situation Manual

◆ BLACK DIAMOND ◆

HEALTH CARE ASSOCIATION OF NEW JERSEY



Exercise Date: 1/13/11

Publishing Date: 1/12/11

FINAL

PREFACE

The Black Diamond tabletop exercise is sponsored by the Health Care Association of New Jersey (HCANJ). This Situation Manual (SitMan) was produced with input, advice, and assistance from the Black Diamond Exercise Planning Team, which followed guidance set forth by the U.S. Department of Homeland Security (DHS) Homeland Security Exercise and Evaluation Program (HSEEP).

The Black Diamond Situation Manual (SitMan) provides exercise participants with all the necessary tools for their roles in the exercise. It is tangible evidence of the Health Care Association of New Jersey's commitment to ensure the safety of our membership, their facilities, staff, and visitors through collaborative partnerships that will help prepare them to respond to any emergency.

Black Diamond is an unclassified exercise. 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 SitMan.

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. Public release of the Black Diamond exercise materials to third parties is at the discretion of the HCANJ and the Black Diamond Exercise Planning Team.

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HANDLING INSTRUCTIONS

1. The title of this document is the Black Diamond *Tabletop Exercise (TTX) Situation Manual (SitMan)*.
2. Information gathered in this SitMan is designated as For Official Use Only (FOUO) and should be handled as sensitive information that is not to be disclosed. This document should be safeguarded, handled, transmitted, and stored in accordance with appropriate security directives. **Reproduction of this document, in whole or in part, without prior approval from Health Care Association of New Jersey is prohibited.**
3. At a minimum, the attached materials will be disseminated strictly on a need-to-know basis and, when unattended, will be stored in a locked container or area that offers sufficient protection against theft, compromise, inadvertent access, and unauthorized disclosure.
4. For more information about the exercise, please consult the following points of contact (POCs):

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INTRODUCTION

Background

The New Jersey Department of Health & Senior Services (NJDHSS) requires nursing home facilities and assisted living facilities to develop written emergency plans, policies and procedures and conduct drills to include staff and selected residents. Moreover, the Centers for Medicare & Medicaid Services (CMS) requires nursing facilities to develop and maintain emergency management plans, policies and procedures to meet all potential emergencies and disasters such as fire, severe weather, pandemics, and missing residents. All long term care facilities must train and educate their employees on emergency procedures, review their plans on a periodic basis, and conduct unannounced drills in order to test their procedures.

Long term care facilities must embrace and expand upon their knowledge of emergency management methodologies (Incident Management System (NIMS) / Incident Command System (ICS) that are congruent with their external healthcare, public health, homeland security and emergency management partners with whom they may be required to work in conjunction with, during a catastrophic weather-related event. Unfortunately, as demonstrated during recent large scale disasters within the United States, the special needs of long term care facilities have not always been incorporated as part of local, state and regional disaster response systems.

Similar to the overarching mission of homeland security, in order to strengthen emergency preparedness, long term care facilities must develop their ability to “prevent, protect, respond, and recover”. The implementation of a facility’s emergency management plan and the true validation of their plan through the exercise and improvement planning process, will only strengthen a facility’s capabilities.

This exercise is tangible evidence of HCANJ’s commitment to ensure the safety of our membership, their facilities, staff, and visitors through education and the development of collaborative partnerships that will help prepare them to respond to any emergency whether natural or man-made.

Purpose

The purpose of this exercise is to provide participants with an opportunity to evaluate their facility’s current shelter-in-place capabilities in response to a severe weather event. This exercise will focus on the implementation and coordination of your internal emergency management plans, policies and procedures, critical decision making, communications capabilities and your ability to manage a disaster situation.

Scope

This exercise also emphasizes the importance of including long term care facilities in the emergency management process by ensuring that their internal emergency management plans are exercised, evaluated, and validated.

The Black Diamond tabletop exercise will explore the complex emergency management issues resulting from a regionalized catastrophic weather-related event. The exercise seeks to discover weaknesses and most importantly, will utilize objective critique to improve upon overall emergency preparedness within participating HCANJ member facilities upon the development of a HSEEP compliant After-Action Report/Corrective Action Plan.

Target Capabilities

The National Planning Scenarios and establishment of the National Preparedness Priorities have steered the focus of homeland security toward a capabilities-based planning approach. Capabilities-based planning focuses on planning under uncertainty because the next danger or disaster can never be forecast with complete accuracy. Therefore, capabilities-based planning takes an all-hazards approach to planning and preparation that builds capabilities that can be applied to a wide variety of incidents. States and urban areas use capabilities-based planning to identify a baseline assessment of their homeland security efforts by comparing their current capabilities against the Target Capabilities List (TCL) and the critical tasks of the Universal Task List (UTL). This approach identifies gaps in current capabilities and focuses efforts on identifying and developing priority capabilities and tasks for the jurisdiction. These priority capabilities are articulated in the jurisdiction's homeland security strategy and Multiyear Training and Exercise Plan, of which this exercise is a component.

The capabilities listed below have been selected by the Black Diamond Exercise Planning Team and provides the foundation for development of the exercise design objectives and scenario. The goal of this exercise is to measure and validate performance of these capabilities and their associated critical tasks. The selected target capabilities are:

- **Citizen (Resident) Evacuation and Shelter-In-Place**
- **Planning**
- **On-Site Incident Management**
- **Communications**

Exercise Objectives

Exercise design objectives focus on improving understanding of a response concept, identifying opportunities or problems, and achieving a change in attitude. This exercise will focus on four key target capabilities from the Target Capabilities List including: **Citizen (Resident) Evacuation and Shelter-In-Place, Planning, On-Site Incident Management and Communications**. This tabletop exercise is designed to assist HCANJ's member facilities in exercising, evaluating, and validating their emergency management plans, policies and procedures.

Within the context of your individual plans, policies and procedures and the listed target capabilities, this exercise will:

1. Examine your facility's ability to implement an internal emergency management system (Incident Command System) in order to effectively manage your facility during a regional catastrophic weather-related event.

2. Evaluate your facility's plans and your ability to shelter-in-place for a period of three days (72 hours).
3. Identify internal and external redundant communications systems utilized within long term care facilities.

Participants

- **Players.** Players respond to the situation presented, based on expert knowledge of response procedures, current plans and procedures, and insights derived from training.
- **Observers.** Observers support the group in developing responses to the situation during the discussion; they are not participants in the moderated discussion period, however.
- **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 (SMEs) during the TTX.

Exercise Structure

The **Black Diamond** tabletop exercise (TTX) will be a group discussion based and mediator facilitated exercise. Players will participate in the following three modules:

- **Module 1: “The Big Dog Barks”**
- **Module 2: “Why Doesn’t It Just Snow?”**
- **Module 3: “The Deep Freeze”**

Each module begins with a situation update that summarizes key events occurring within that time period. After the updates, participants will review the situation and engage in functional group discussions of appropriate response issues. For **Black Diamond**, the functional groups consist of the following LTC representatives:

- **Facility Administration**
- **Nursing Management**
- **Security/Support Staff**

After these functional group discussions, participants will engage in a facilitated caucus discussion in which a spokesperson from each group will present a synopsis of the group's actions, based on the scenario.

Exercise Guidelines

- This is an open, low-stress, no-fault environment. The discussions will explore policies, decisions, actions, and key relevant issues, which will require participants to respect the observations, opinions, and perspectives of others.
- Treat the scenario incidents as real.
- Respond based on your knowledge of current plans and capabilities (i.e., you may use only existing assets) and insights derived from training.

- Issue identification is not as valuable as suggestions and recommended actions that could improve response and preparedness efforts. Problem-solving efforts should be the focus.
- Keep the time constraints in mind and comments focused, where possible.

Assumptions and Artificialities

In any exercise a number of assumptions and artificialities may be necessary to complete play in the time allotted. During this exercise, the following apply:

- The scenario is plausible, and events occur as they are presented.
- There is no “hidden agenda”, nor any trick questions.
- All players receive information at the same time.
- When possible, discussions and decision-making should be informed, first, by active plans, policies, and procedures. If this presents an obstacle for the group as it progresses through the modules, discussions and decision-making can be hypothetical and based on group consensus when possible.

Agenda

- **8:30 – 9:00AM Registration**
- **9:00 – 9:05 Welcome – J. David Weidner, Director, Emergency Preparedness**
- **9:05– 9:20 Exercise Introduction and Overview**
- **9:20 – 9:25 Module 1 - Introduction “The Big Dog Barks”**
- **9:25 – 9:55 Caucus Period**
- **9:55 – 10:10 Brief Out**
- **10:10 – 10:15 Module 2 - Introduction “Why Doesn’t It Just Snow?”**
- **10:15 – 10:45 Caucus Period**
- **10:45– 11:00 Brief Out**
- **11:00 – 11:05 Module 3 - Introduction “The Deep Freeze”**
- **11:05 – 11:35 Caucus Period**
- **11:35 – 11:50 Brief Out**
- **11:50 – 12:30 Hot Wash**
- **12:30PM Lunch and networking**

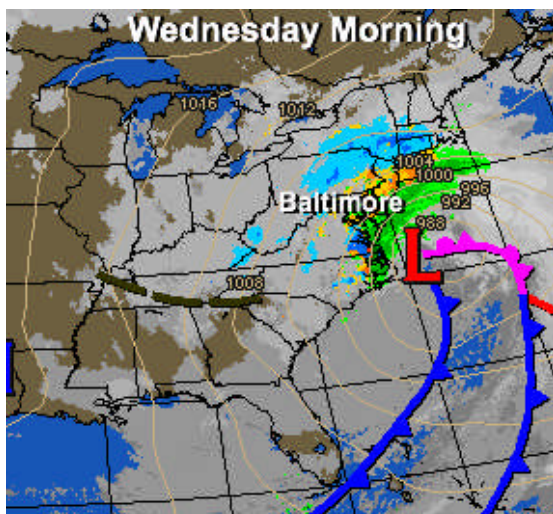
MODULE 1: “THE BIG DOG BARKS”

December 23, 2011

After exiting one of the hottest summers on record, the entire Northeast is now gripped by unseasonably frigid temperatures. New Jersey braces for an extremely busy holiday season. Daytime high temperatures struggle to make it out of the low 20’s and night time temperatures plummet into the single digits as a large area of arctic air continues to engulf the entire tri-state area. “Ole Man Winter” is here to stay.

Accu-Weather.com meteorologist Dr. Joe Bastardi “The Big Dog” has touted his recent predictions of below average temperatures and now warns of a coastal low developing off the coast of North Carolina. “Al Gore had it all wrong! This system has the potential to deliver our first official accumulating snow – just in time for the holidays. Storm tracking is critical as it will determine just when storm begins and how much precipitation New Jersey receives. A storm track shift of 50 miles could mean the difference between a snow event and a rain event.” The National Weather Service has issued a “Winter Storm Watch” for Wednesday across all of New Jersey.

In a mass frenzy to finish their holiday shopping New Jersey residents flock to local malls and rush to grocery stores to collect supplies of milk, bread, snow shovels, and salt.



Key Issues

- Uncertain storm tracking
- Holiday season, key personnel may be on vacation
- Status of facility winter weather supplies
- Communications

Based on the information provided, participate in the discussion concerning the issues raised in Module 1. Identify any additional requirements, critical issues, decisions, or questions that should be addressed at this time.

The following questions are provided as suggested general subjects that you may wish to address as the discussion progresses. These questions are not meant to constitute a definitive list of concerns to be addressed, nor is there a requirement to address every question.

1. What key supplies (food, water, meds, salt, sand, etc..) does your facility need in order to address the impending storm? If these supplies become exhausted – where would you turn for support?
2. What planning issues should you begin to prepare for during the next operational period?
3. Does your facility have internal policies and procedures to ensure the provision and tracking of necessary resources that may be used during an emergency event?
4. Based on your emergency management plan, what are the priority action items for consideration at this point?
5. Would your Incident Command System (ICS) be activated at this juncture? What ICS staffing positions would be activated? Are these individuals familiar with their roles within the ICS system? Have you provided the appropriate Job Action Sheets?
6. What information is your facility now providing to staff and how is this information communicated to them if they are not at work or are on vacation? Have you recently validated the contact information within your “call-down” list and with HCANJ’s Amerilert system? How often is this conducted?
7. What staffing policies does your facility implement in order to address severe winter weather-related events? Does your plan specifically address snow emergencies and staffing shortages?
8. Do you know how long your emergency generator will function if there is a power failure? When was your emergency generator last tested? Do you have a record of this test? Do you know exactly what key internal facility equipment is powered by your generator?
9. Do you know what impact a power failure will have on your facility’s phone system, computer systems, and heating?

MODULE 2: “WHY DOESN’T IT JUST SNOW?”

December 24, 2011

The National Weather Service has now issued a “Winter Storm Warning” for all of New Jersey. Just as predicted, precipitation starts as snow early in the morning with a light dusting on road surfaces. Highways quickly become hazardous. Surface temperatures are well below freezing, however, as the coastal low moves up the coast, it draws in warm air off the ocean. The resulting

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layering effect means that the falling snow in the upper atmosphere encounters warm air aloft and quickly turns into freezing rain. The small droplets of rain become “super cooled” as they pass thru a thin layer of cold air, just above the ground surface. Ice instantly forms on road surfaces, phone lines, power lines, and tree branches. New Jersey Department of Transportation crews struggle to deal with the mounting ice accumulations on roadways. Even the salt trucks and plows find no traction on the ice.

Wind speeds increase to over 40mph as ice continues to accumulate. PSE&G now reports numerous power outages. The Governor now declares a “State of Emergency” and institutes travel restrictions across all 21 counties. At approximately 12 noon, during lunch meal service, the lights flicker once, then twice, then all power fails and line phone service does not function. Your emergency generator now kicks on.

**Key Issues**

- Current declared “State of Emergency” and travel bans
- Complete loss of power and phone service to the facility
- Facility is on emergency generator power
- Evacuation or Shelter In-Place decision is in question
- Regional power outages now affect multiple healthcare facilities

Questions

Based on the information provided, participate in the discussion concerning the issues raised in Module 2. Identify any additional requirements, critical issues, decisions, or questions that should be addressed at this time.

The following questions are provided as suggested general subjects that you may wish to address as the discussion progresses. These questions are not meant to constitute a definitive list of concerns to be addressed, nor is there a requirement to address every question in this section.

1. Is evacuation a viable option at this time? Why or why not? Who has the authority to request an evacuation of your facility? Is this decision made primarily by one individual or as part of a decision making team?
2. What planning issues should you begin to prepare for during the next operational period?
3. Does your emergency management plan specifically address shelter-in-place procedures? Has your staff trained and exercised shelter-in-place procedures? What are they?
4. Based on your emergency management plan, what are the priority action items for consideration at this point?
5. During a declared State of Emergency, what credentials would your healthcare workers require if summoned to support the facility? How would they get there? Would these individuals be permitted on the road? What credentials would be recognized by local, county, state police officials?
6. What key shelter-in-place supplies does your facility require in order to sustain itself for a prolonged period of time? How long? Who maintains this inventory? What parts of the facility may now be at risk of failure due to prolonged cold?
7. Is your facility's heating system affected by the lack of power? If so, what are you doing at this time to address critical issues related to the lack of facility heat? If local OEM can not support your requests, do you have all appropriate MOUs/MOAs with a service provider or vendor?
8. How will you notify external agencies of the continued status and well-being of the facility? Does your facility have battery powered radios?
9. Without the ability to communicate via landline phones and (potentially cell phones) due to the lack of power, what other means of communication does your facility currently possess to contact external partners?

MODULE 3: "THE DEEP FREEZE"

December 26, 2011:

Although the "Ice Storm of the Century" is now well past, the road conditions throughout the state are still poor. Routes 80, 287, 52, the Garden State Parkway and New Jersey Turnpike are the scene of multiple car accidents. The state's transportation system is crippled; roads, airports and railways are paralyzed. Downed power lines, tree limbs and ice continued to hinder emergency management operations. Local/State OEM is overwhelmed with resource requests. Utility crews from across the Northeast converge on the state in an effort to restore power. The Governor's State of Emergency remains in effect and power throughout much of the state still has not been restored.



Key Issues

- Weather event is now regional
- Internal staffing fatigued
- Facility is now at the “72 hour” mark
- Communications outside of the facility may hampered
- Dwindling supplies

Questions

Based on the information provided, participate in the discussion concerning the issues raised in Module 3. Identify any additional requirements, critical issues, decisions, or questions that should be addressed at this time.

The following questions are provided as suggested general subjects that you may wish to address as the discussion progresses. These questions are not meant to constitute a definitive list of concerns to be addressed, nor is there a requirement to address every question in this section.

1. What are the ramifications of a regional severe weather event?
2. Does your plan take into account healthcare worker incident stress?
3. What are your food, heat, electrical, medical supply, and generator fuel needs at this time?
4. Is the decision to shelter-in-place still a viable response option at this juncture?
5. If your facility were to lose landline phone communications, how would you contact external partners?
6. Does your plan indicate a vendor to provide an adequate supply of fuel for your generator? Do you have a back-up fuel vendor? What are your other options?

APPENDIX A: PARTICIPANT FEEDBACK FORM

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

Participant Name:

Title:

Agency:

Role (please place a checkmark in one of the boxes below):

Player

Observer

Facilitator

Evaluator

Part I – Recommendations and Action Steps

Based on discussions today and the tasks identified, list the top 3 issues and/or areas that need improvement.

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.

Describe the action steps that should be taken in your area of responsibility. Who should be assigned responsibility for each action item?

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

Is there anything you saw in the exercise that the evaluator(s) might not have been able to experience, observe and / or record?

Part II – Exercise Design and Conduct

1. What is your assessment of today’s exercise?

Please rate, on a scale of 1 to 5, the assessment factors listed below, with 1 indicating strong disagreement with the statement and 5 indicating strong agreement.

| <u>Assessment Factor</u> | Rating of Satisfaction with Exercise | | | | |
|--|--------------------------------------|---|---|---|-----------------------|
| | <i>Strongly Disagree</i> | | | | <i>Strongly Agree</i> |
| a. The exercise was well structured and organized. | 1 | 2 | 3 | 4 | 5 |
| b. The exercise scenario was plausible and realistic. | 1 | 2 | 3 | 4 | 5 |
| c. The Situation Manual was useful. | 1 | 2 | 3 | 4 | 5 |
| d. The ICS Quick Reference Guide was useful. | 1 | 2 | 3 | 4 | 5 |
| e. Participation in the exercise was appropriate for someone in my position. | 1 | 2 | 3 | 4 | 5 |
| f. The participants included the right people at the right level and mix of disciplines. | 1 | 2 | 3 | 4 | 5 |

2. What changes would you make to improve this exercise?

Please provide any recommendations on how this and future exercises could be more useful to you.

3. What additional training or experience would you like to have?

Your participation was very important—thank you

APPENDIX B: ACRONYM LIST

| | |
|--------|---|
| AAR | After Action Report |
| AAR/IP | After Action Report/Improvement Plan |
| ALS | Advanced Life Support |
| BLS | Basic Life Support |
| DHS | U.S. Department of Homeland Security |
| EOC | Emergency Operations Center |
| FEMA | Federal Emergency Management Agency |
| FOIA | Freedom of Information Act |
| FOUO | For Official Use Only |
| HSEEP | Homeland Security Exercise and Evaluation Program |
| ICS | Incident Command System |
| ICP | Incident Command Post |
| MAA | Mutual-aid agreement |
| MCC | Medical Coordination Center |
| MCI | Mass Casualty Incident |
| MCIP | Mass Casualty Incident Plan |
| MOU | Memorandum of understanding |
| NIMS | National Incident Management System |
| NRP | National Response Plan |
| PIO | Public Information Officer |
| POC | Point of Contact |
| SitMan | Situation Manual |
| SME | Subject matter expert |
| SOP | Standard Operating Procedure |
| TCL | Target Capabilities List |
| TTX | Tabletop exercise |

