2019 Statewide

Medical and Health Exercise (SWMHE)

*in Ventura County*

**Exercise Plan (ExPlan)**



**EARTHQUAKE**

PREFACE

The 2019 SWMHE is sponsored by the California Department of Public Health (CDPH) and Emergency Medical Services Authority (EMSA) in collaboration with Ventura County Emergency Medical Services Agency (VCEMSA), Ventura County Emergency Preparedness Office (VCEPO), and Ventura County Health Care Coalition (VCHCC). This Exercise Plan (ExPlan) was produced with input, advice, and assistance from the SWMHE Planning Workgroup, comprised of representatives from:

* California Department of Public Health
* California Emergency Medical Services Authority
* Ventura County Health Care Agency
* Ventura County Public Health
* Ventura County Emergency Medical Services Agency
* Ventura County Emergency Preparedness Office
* Ventura County Health Care Coalition

The ExPlan follows guidelines set forth by the U.S. Federal Emergency Management Agency (FEMA) Homeland Security Exercise and Evaluation Program (HSEEP). The ExPlan gives participating organizations the information necessary to take part in an operations-based Full-Scale Exercise (FSE). See Appendix E for a listing of agency/event acronyms. 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.

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# EXERCISE OVERVIEW

| **Exercise Name** | 2019 Statewide Medical & Health Exercise (SWMHE) *in Ventura County* | |
| --- | --- | --- |
| **Exercise Date** | October 17, 2019  *VCHCC partners may play any day within the week of October 14, 2019* | |
| **Scope** | This FSE, planned for the VCHCC partners, will take place October 17, 2019 within the Ventura County operational area. The date was implemented to coincide with the [Great ShakeOut](https://www.shakeout.org/california/). An After-Action Meeting (AAM) will be conducted on November 19, 2019. This FSE is being conducted to evaluate existing plans, policies, and procedures in a no-fault environment. The pre-written Master Sequence of Events List (MSEL) will manage the flow of the exercise by providing injects via Controllers. Players will respond to defined injects within established time frames. Exercise play will include “boots on the ground” components and discussion by exercise participants. This FSE has been designed by Emergency Preparedness Office personnel and Stakeholder Liaisons. | |
| **Mission Areas** | Response and Recovery | |
| **Capabilities** | **FEMA** | **HPP/PHEP** |
| * Economic Recovery * Environmental Response/Health and Safety * Infrastructure System * Logistics and Supply Chain Management * Situational Assessment | * HPP 2. Health Care and Medical Response Coordination * HPP 3. Continuity of Health Care Services * HPP 4. Medical Surge * PHEP 2. Emergency Operations Coordination |
| **Objectives** | 1. Immediately after shaking has subsided, players will assess safety of individuals and the integrity of the building in accordance with the site’s emergency plan and submit a Situation Status Report (SitRep) to the Ventura County Health Care Coalition. 2. During exercise play, players will follow the Policies and Procedures for loss of power in accordance with the site’s emergency plan. 3. Within the first 30 minutes of the exercise, players will assess their current supply levels and determine the length of time operations can be sustained. 4. Within 1 hour of StartEx, players will engage business continuity plans to assess financial impact and the ability to maintain critical operations. | |
| **Scenario** | Earthquake | |
| **Sponsor** | The 2019 SWMHE is sponsored by the California Department of Public Health and Emergency Medical Services Authority in collaboration with Ventura County Emergency Medical Services Agency, Ventura County Emergency Preparedness Office, and Ventura County Health Care Coalition. | |
| **Participating Organizations** | See Appendix D | |

# GENERAL INFORMATION

## EXERCISE OBJECTIVES & CAPABILITIES

*The objectives in Table 1 evaluate the community-based response. The objectives in Table 2 are optional and should only be added if you would like to include additional, internal evaluations of site-specific plans, policies, procedures and response.*

The exercise objectives in Table 1 describe expected outcomes for all participating sites. The objectives are linked to two different sets of capabilities: (1) FEMA Core Capabilities, which are elements necessary to achieve the specific FEMA mission area(s) and (2) The Healthcare Preparedness Program (HPP) / Public Health Emergency Preparedness (PHEP) Capabilities, which are elements of the grant funding the VCHCC and VC EPO. The objectives and aligned capabilities are guided and selected by the Exercise Design Team.

**Table 1: Exercise Objectives and Associated Capabilities**

| Exercise Objective | FEMA Capabilities | HPP/PHEP Capabilities |
| --- | --- | --- |
| Immediately after shaking has subsided, players will assess safety of individuals and the integrity of the building in accordance with the site’s emergency plan and submit a Situation Status Report (SitRep) to the Ventura County Health Care Coalition. | * Environmental Response/Health and Safety * Situational Assessment | HPP Capability 2. Health Care and Medical Response Coordination |
| During exercise play, players will follow the Policies and Procedures for loss of power in accordance with the site’s emergency plan. | * Infrastructure System | PHEP Capability 2. Emergency Operations Coordination |
| Within the first 30 minutes of the exercise, players will assess their current supply levels and determine the length of time operations can be sustained. | * Logistics and Supply Chain Management | HPP Capability 4. Medical Surge |
| Within 1 hour of StartEx, players will engage business continuity plans to assess financial impact and the ability to maintain critical operations. | * Economic Recovery | HPP Capability 3. Continuity of Health Care Services |

The exercise objectives in Table 2 describe internal, facility- or organization-based expected outcomes for **[name of facility/organization site]**. The objectives are linked to Accreditation Standards and Core Elements of the Centers for Medicare and Medicaid (CMS) Emergency Preparedness Rule. If electing to include internal objectives, the Exercise Lead for the participating site is responsible for writing and aligning the internal objectives with the appropriate Standards/Elements by.

**Table 2: *Optional,* Internal Objectives and Associated Standards**

| Exercise Objective | Accreditation  Standards  *(TJC, DNV, CHAP, AAAHC, etc.)* | CMS EP Rule  Core Element  *(Emergency Plan, Communication Plan, Training and Testing, OR Policies and Procedures)* |
| --- | --- | --- |
| **[Internal Objective 1]** |  |  |
| **[Internal Objective 2]** |  |  |
| **[Internal Objective 3]** |  |  |

## 

## PARTICIPANT ROLES & RESPONSIBILITIES

The term *participant* encompasses many groups of people, not just those playing in the FSE. Dependent on the size of the facility/organization, one individual may assume multiple roles. The below is a summary of the exercise roles. **The Exercise Lead at each site is responsible for printing each role sheet off the exercise webpage and providing them to the personnel assuming these roles. The role sheets – which contain a full listing of the responsibilities for each role – are located under “Section 2. Roles” of the exercise webpage:** <http://www.vchca.org/activities/2019fse>

**Required Roles**

* **Exercise Lead****.** The Exercise Lead manages the facility/organization’s participation in the SWMHE throughout all phases of the exercise – planning, execution (i.e. day of the exercise), and after-action. The Exercise Lead builds and maintains the Site Handbook and ensures all requirements of participation are submitted to the SWMHE Design Team. The Exercise Lead will oversee all other roles to ensure they have fulfilled their responsibilities and will assume the role of Support Staff if none are available.
* **Safety Officer.** The Safety Officer monitors exercise activities and advises the Exercise Lead on all matters relating to incident health and safety of all exercise participants. The Safety Officer has emergency authority to stop and/or prevent unsafe acts during incident operations.
* **Controller.** The Controller manages FSE play by directing the pace of the exercise, providing key data to players, and prompting/initiating certain player actions in accordance with instructions provided in the MSEL to ensure FSE continuity. In addition, they issue FSE material to players as required, monitor the FSE timeline, and assist the Safety Officer in supervising the safety of all FSE participants. The Controller facilitates the Hot Wash.
* **Evaluator.** The Evaluator provides feedback on a designated functional area of the FSE. The Evaluator observes and documents performance against established capability targets and critical tasks, in accordance with the MSEL and Exercise Evaluation Guide (EEG). If the site is electing to use Player Feedback Forms, the Evaluator is responsible for distributing and collecting these forms to exercise Players after the exercise play.
* **Players.** Players are personnel who have an active role in discussing or performing their response roles and actions during the FSE; they discuss or initiate actions in response to injects.

***Optional Roles***

* ***Media Personnel******.*** *Some media personnel may be present, pending approval by the Site Public Information Officer (PIO).*
* ***Observers.****Observers visit or view selected segments of the FSE. Observers do not play in the FSE, nor do they perform any control or evaluation functions. Observers view the FSE from a designated observation area and must remain within the observation area during the FSE.*
* ***Actors.****Actors simulate specific roles during FSE play, typically victims or other bystanders.*
* ***Support Staff.*** *The FSE support staff includes individuals who perform administrative and logistical support tasks during the FSE (e.g. registration and catering).*

## EXERCISE ASSUMPTIONS & ARTIFICIALITIES

In any exercise, assumptions and artificialities may be necessary to complete play in the time allotted and/or account for logistical limitations. FSE participants should accept that assumptions and artificialities are inherent in any exercise and should not allow these considerations to negatively impact their participation.

Assumptions constitute the implied factual foundation for the FSE and, as such, are assumed to be present before the FSE starts. The following assumptions and/or artificialities apply to the FSE:

* The FSE is conducted in a no-fault learning environment wherein capabilities, plans, systems, and processes will be evaluated.
* The FSE scenario is plausible, and events occur as they are presented.
* FSE simulation contains sufficient detail to allow players to react to information and situations as they are presented as if the simulated incident were real.
* Participating agencies may need to balance FSE play with real-world emergencies. Real-world emergencies take priority.
* Decisions are not precedent setting and may not reflect your organization’s final position.
* Time lapses may be inserted to achieve the FSE objectives.
* Impacts are seen across the spectrum of the response community.
* Participants should use existing plans, policies, and procedures. If there is disagreement with existing plans, policies, and procedures during exercise play, this should be noted and relevant stakeholders should assess the need to change documents after the FSE.
* There are no “hidden agendas” or trick questions.
* All players receive information at the same time.
* If a player would normally contact an individual or department that is not represented at the FSE, they should tell the Evaluator what information they need and who they would contact. This action should be noted by the Evaluator.
* **[Include any additional, site-specific assumptions / artificialities to be used in the FSE.****]**

## FuLL-SCALE EXERCISE resources

In addition to this document, several other documents and resources have been developed by The Ventura County SWMHE Design Team to aid exercise participants in the compilation of their Site Handbook and design of internal exercise activities. These resources are available for download at [**http://www.vchca.org/activities/2019fse**](http://www.vchca.org/activities/2019fse)

* General FSE Information
* Requirements of Participation
* Roles
* Intent to Participate
* HSEEP Planning Meetings
* Site Handbook Cover Sheets
* Tabletop Exercise (TTX)
* Day of Exercise
* Correspondence
* After-Action

# EXERCISE LOGISTICS

**Each participating site should ensure that site specific logistics are included in this section.**

## Safety

FSE participant safety takes priority over FSE events. The following general requirements apply to the FSE:

* A Safety Officer is responsible for participant safety; any safety concerns must be immediately reported to the Safety Officer. The Safety Officer and Exercise Lead will determine if a real-world emergency warrants a pause in FSE play and when FSE play can be resumed.
* For an emergency that requires assistance, use the phrase **“THIS IS NOT AN EXERCISE.”** The following procedures should be used in case of a real emergency during the FSE:
* Anyone who observes a participant who is seriously ill or injured will immediately notify emergency services and the closest controller.
* A Controller aware of a real emergency will initiate the **“THIS IS NOT AN EXERCISE”** broadcast and provide the Exercise Lead and Safety Officer with the location of the emergency and resources needed, if any. The Controller will notify the Exercise Design Team as soon as possible.

**Fire Safety**

Standard fire and safety regulations relevant to the **[participant site]** will be followed during the FSE**. [Insert any site-specific guidelines/protocols]**

**Weapons Policy**

All participants will follow the relevant weapons policy for the exercising organization or FSE venue.

## Site Access

**Security**

Follow your facility/organization security policies, procedures, and protocols. Players should advise their site’s Safety Office and Controller of any unauthorized persons.

**Media/Observer Coordination**

Sites with media personnel and/or observers attending the event should coordinate with the PIO. Media/Observers are escorted to designated areas and accompanied by the PIO at all times. FSE participants should be advised of media and/or observer presence.

**Exercise Identification**

Exercise staff may be identified by badges, hats, and/or vests that clearly display exercise roles; additionally, uniform clothing may be worn to show agency affiliation. Table 2 describes these identification items.

**Table 2: Exercise Identification**

| **GROUP** | **BADGE / VEST** |
| --- | --- |
| **[Exercise Lead]** |  |
| **[Safety Officer]** |  |
| **[Controllers]** |  |
| **[Evaluators]** |  |
| **[Actors/Victim Volunteers]** |  |
| **[Support Staff]** |  |
| **[Observers]** |  |
| **[Media Personnel]** |  |
| **[Players, Uniformed]** |  |

## REGISTRATION/CHECK-IN

All participants at all sites should check in prior to the FSE and receive instructions on facility characteristics. A sample sign-in sheet may be found in Appendix B.

## CLEANUP & RESTORATION

After the FSE, all participating personnel will begin cleanup operations to restore the area to pre-FSE conditions.

# POST-EXERCISE & EVALUATION ACTIVITIES

**See Appendix A** **for an exercise schedule, including the time and location of all post-FSE meetings.**

## Debriefings

Post-FSE debriefings aim to collect sufficient, relevant data to support effective evaluation and improvement planning.

### Hot Wash

At the conclusion of FSE play, Controllers at each respective site should facilitate a Hot Wash to allow exercise Players to discuss strengths and areas for improvement, and evaluators to seek clarification regarding player actions and decision-making processes. Observers are not encouraged to attend the meeting. The Hot Wash should not exceed thirty minutes.

### Controller & Evaluator Debriefing

Controllers and Evaluators should debrief with the Exercise Lead immediately after the hot wash.

### *Player Feedback (optional)*

*Feedback allows the participants to comment candidly on FSE activities. At the conclusion of FSE play, Evaluators should provide Players with a Player Feedback Form and allow them sufficient time to complete the feedback form just prior to the Hot Wash. The Evaluator should collect all Player Feedback Forms at the conclusion of the Hot Wash.*

## Evaluation

### Exercise Evaluation Guide (EEG)

The EEG assists Evaluators in collecting relevant FSE observations. EEGs document FSE objectives and aligned capabilities, tasks, accreditation standards, and CMS Emergency Preparedness Rule Core Elements. It is important that all Evaluators have a copy of the EEG. The MSEL & EEG keep Evaluators on track during exercise play by providing them with information on what they should expect to see demonstrated by the players. The EEGs, coupled with all Feedback Forms and Hot Wash notes, are used to evaluate the FSE and compile the After-Action Report (AAR).

## Improvement Planning

Improvement planning is the process by which the observations recorded in the AAR are resolved through development of concrete corrective actions, which are prioritized and tracked as part of a continuous corrective action program.

### After-Action Meeting

The After-Action Meeting (AAM) is held among decision-makers and policymakers from the exercising organizations to debrief the FSE and review/refine the draft AAR and Improvement Plan (IP). The AAM should be an interactive session, providing attendees the opportunity to discuss/validate the observations and corrective actions in the draft AAR/IP.

### After-Action Report

The AAR summarizes key information related to evaluation. It primarily focuses on the analysis of capabilities, including performance, strengths, and areas for improvement. The AAR also includes basic exercise information, such as: exercise name, type, dates, location, participating organizations, mission area(s), specific threat or hazard, a brief scenario description, and the name of the exercise sponsor and point of contact (POC).

### Improvement Plan

The IP identifies specific corrective actions, assigns them to responsible parties, and establishes target dates for their completion.

# PARTICIPANT INFORMATION & GUIDANCE

## EXERCISE RULES

The following general rules govern FSE play:

* Real-world emergency actions take priority over FSE actions.
* FSE players will comply with real-world emergency procedures, unless otherwise directed by Safety Officer and/or Exercise Lead.
* All communications (including written, radio, telephone, and email) during the FSE will begin and end with the statement **“This is an exercise.”**
* **[Insert site-specific rules]**

## PLAYER INSTRUCTIONS

Players should follow certain guidelines before, during, and after to ensure a safe and effective FSE.

### Before the Exercise

* Review appropriate organizational plans, procedures, and FSE support documents.
* Be at the appropriate site at least 30 minutes before the FSE starts. Wear the appropriate uniform and/or identification item(s).
* Sign in when you arrive.
* If you gain knowledge of the scenario before the FSE, notify a Controller so that appropriate actions can be taken to ensure a valid evaluation.
* **[Insert site-specific tasks]**

### During the Exercise

* Respond to FSE events and information as if the emergency were real, unless otherwise directed by an FSE Controller.
* Controllers will only give you 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 do not understand the scope of the FSE or are uncertain about an organization’s participation in an FSE, ask the Exercise Lead.
* Parts of the scenario may seem implausible. Every effort has been made to balance realism with safety, and to create an effective learning and evaluation environment.
* All FSE 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 FSE play for a real-world emergency.
* Speak when you take an action. This procedure will ensure that the Evaluator is 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. The Incident Command Structure (ICS) 214 form may be used by players to log activities if the site is compliant with ICS.
* **[Insert site-specific tasks]**

### 

### After the Exercise

* Participate in the Hot Wash with the Controller and Evaluator.
* *If site is utilizing the Player Feedback Form:* Complete the form, which allows you to comment candidly on emergency response activities. Provide the completed form to the Evaluator.
* Provide any notes/materials generated from the FSE to your Controller or Evaluator for review and inclusion in the AAR.
* All participating personnel will begin cleanup operations to restore the area to pre-FSE conditions.
* **[Insert site-specific tasks]**

## SIMULATION GUIDELINES

The FSE 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 the Controller.

# APPENDIX A: EXERCISE SCHEDULE

| **TIME** | **PERSONNEL** | **ACTIVITY** | **LOCATION** |
| --- | --- | --- | --- |
| Pre-Exercise Activities | | | |
| Prior to  10:00 am | All | Sign-in & receive instructions | **[Your Site]** |
| All | Briefing | **[Your Site]** |
| All | All participants in starting positions | **[Your Site]** |
| Full-Scale Exercise Activities | | | |
| 10:00 am | All | **StartEx** | Emailed from [SWMHE@ventura.org](mailto:SWMHE@ventura.org) |
| Controller | Follow MSEL and provide injects to players | **[Your Site]** |
| Evaluator | Follow MSEL & EEG to record observations | **[Your Site]** |
| 12:00 pm | All | **EndEx** | Emailed from [SWMHE@ventura.org](mailto:SWMHE@ventura.org) |
| Immediately following the FSE  *(duration: 30 mins)* | All | * Conduct Site Hot Wash * *If using Player Feedback Forms*, distribute to all Players | **[Your Site]** |
| Immediately following the  Hot Wash | Exercise Lead, Controller & Evaluator | * Collect Player Feedback Forms * Debrief * Finalize EEG | **[Your Site]** |
| By 5:00 pm  on Friday, October 18th | Evaluator | Submit completed EEG to [SWMHE@ventura.org](mailto:SWMHE@ventura.org) | Email |
| Post-Exercise Activities | | | |
| November 19th  9:30 am – 11:30 pm | Organization Representative(s) | After-Action Meeting | VCBH Training Room  1911 Williams Dr.  Oxnard, CA 93036 |
| Within 90 days of the exercise | Exercise Lead & Controller/Evaluator | Compile site-based AAR/IP | **[Your Site]** |

# APPENDIX B: SAMPLE SIGN-IN SHEET

A modifiable version of this sign-in sheet is available for download on the exercise webpage: <http://www.vchca.org/activities/2019fse>



# APPENDIX C: COMMUNICATIONS

All spoken and written communications will start and end with the statement

“THIS IS AN EXERCISE.”

## PUBLIC AFFAIRS

The participating sites are responsible for coordinating and disseminating public information before the FSE. Each venue should follow internal procedures.

## COMMUNICATIONS CHECK

Before the FSE, the Controllers will conduct a communications check with all interfacing communications nodes to ensure redundancy and uninterrupted flow of control information.

## Internal (site) Communications

**FSE communications do not interfere with real-world emergency communications.** Sites should use any pre-existing communications modes such as: telephone, email, text, radio, etc.

## External communications

During exercise play, each site will communicate with external partners via the SitRep.

## COMMUNICATIONS DIRECTORY

| **Design Team** | **NUMBER** | **EMAIL ADDRESS** |
| --- | --- | --- |
| VCEMSA Department Operations Center (DOC)  *during exercise play only* | (805) 988-4089 | [SWMHE@ventura.org](mailto:SWMHE@ventura.org) |
| Design Team Office | (805) 981-5301 | [SWMHE@ventura.org](mailto:SWMHE@ventura.org) |
| Exercise Lead | (805) 981-5331 | [SWMHE@ventura.org](mailto:SWMHE@ventura.org) |
| Design Team Support | (805) 981-5335 | [SWMHE@ventura.org](mailto:SWMHE@ventura.org) |

# APPENDIX D: EXERCISE PARTICIPANTS

|  |  |
| --- | --- |
| **State** | |
| California Department of Public Health | |
| California Emergency Medical Services Authority | |
| **Local** | |
| Ventura County Public Health | |
| Ventura County Emergency Medical Services Agency | |
| Ventura County Emergency Preparedness Office | |
| Ventura County Health Care Coalition | |
| VCHCC participating facilities/organizations *(a full listing will be provided in the AAR/IP)* | |
| **[Facility/ Organization Site Name]** | |
| **[Exercise Lead Name]** | **[Name of facility/organization site]** |
| **[Controller Name]** | **[Name of facility/organization site]** |
| **[Evaluator Name]** | **[Name of facility/organization site]** |
| **[Safety Officer Name]** | **[Name of facility/organization site]** |
| **[Player Name]** | **[Name of facility/organization site]** |
| **[Player Name]** | **[Name of facility/organization site]** |
| **[Player Name]** | **[Name of facility/organization site]** |
| **[Player Name]** | **[Name of facility/organization site]** |
| **[Player Name]** | **[Name of facility/organization site]** |
| **[Player Name]** | **[Name of facility/organization site]** |
| **[Player Name]** | **[Name of facility/organization site]** |
| **[Player Name]** | **[Name of facility/organization site]** |
| **[Player Name]** | **[Name of facility/organization site]** |
| **[Player Name]** | **[Name of facility/organization site]** |
| **[Player Name]** | **[Name of facility/organization site]** |

# APPENDIX E: ACRONYMS

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **AAAHC** | Accreditation Association Ambulatory Health Care |  | **HPP** | Healthcare/Hospital Preparedness Program |
| **AAM** | After Action Meeting |  | **HSEEP** | Homeland Security Exercise Evaluation Program |
| **AAR** | After Action Report |  | **ICS** | Incident Command System |
| **AAR/IP** | After Action Report / Improvement Plan |  | **IP** | Improvement Plan |
| **CDPH** | California Department of Public Health |  | **MSEL** | Master Scenario of Events List |
| **CHAP** | Community Health Accreditation Partner |  | **PHEP** | Public Health Emergency Preparedness |
| **CMS** | Center for Medicare & Medicaid |  | **PIO** | Public Information Officer |
| **DNV** | Det Norske Veritas |  | **SitRep** | Situation Status Report |
| **DOC** | Department Operations Center |  | **StartEx** | Start of exercise play |
| **EEG** | Exercise Evaluation Guide |  | **SWMHE** | Statewide Medical and Health Exercise |
| **EMSA** | Emergency Medical Services Authority |  | **TJC** | The Joint Commission |
| **EndEx** | End of exercise play |  | **TTX** | Tabletop Exercise |
| **EP** | Emergency Preparedness |  | **VCEMSA** | Ventura County Emergency Medical Services Agency |
| **ExPlan** | Exercise Plan |  | **VCEPO** | Ventura County Emergency Preparedness Office |
| **FEMA** | Federal Emergency Management Agency |  | **VCHCC** | Ventura County Health Care Coalition |
| **FSE** | Full-Scale Exercise |  | **VCPH** | Ventura County Public Health |

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