
Skilled Nursing Facility (SNF) Communications Exercise Plan

Cupertino Office of Emergency Management

CUP-25-31T

6 May 2025

Revision 1.5



CUPERTINO

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Revision

Rev	Date	Comments
1.0	30 January 2025	Initiation of ExPlan
1.1	9 March 2025	Update #1
1.2	28 March 2025	Update #2
1.3	8 April 2025	Add AHF options
1.4	14 April 2025	General Updates
1.5	6 May 2025	General updates, change references from AHF to SNF

1 Exercise Plan

1.1 Background / Goal

1.1.1 Background

The Cupertino Citizen Corp (CCC) consists of Cupertino Amateur Radio Emergency Service (CARES), Community Emergency Response Team (CERT), and Medical Reserve Corp (MRC). These are teams of Cupertino residents who have volunteered their time and resources to support the city during an emergency.

The Cupertino Office of Emergency Management (OEM) has developed methods and procedures that leverage this large volunteer pool for the purpose of supporting a city-wide emergency response. This effort is intended to integrate CARES, CERT, and MRC into a seamless response capability that can be deployed during times of emergency at the discretion of the City EOC Staff.

County RACES, in cooperation with County Health, developed the Allied Health Packet Form to be used by Skilled Nursing Facilities throughout the Santa Clara County. The intent is to allow County Hospitals to move less-critical hospital patients to available beds that may exist in skilled Nursing facilities. While no real test of the end-to-end process has been held, it is prudent for CARES to confirm that, for the four skilled nursing facilities in Cupertino, we know how to pass the required data, either by packet or voice message.

This Exercise Plan addresses how we would execute the procedure to transmit this data.

1.1.2 Terms

AHF	Allied Health Facility: a term used by SCC PHD to describe the Skilled Nursing Facilities (SNFs) with whom they coordinate.
CARES:	Cupertino Amateur Radio Emergency Services provides backup and emergency communications to the city.
CCC:	Cupertino Citizen Corps: the Cupertino OEMS designation for the volunteer pool made up of members from Cupertino ARES, CERT, and MRC.
CERT:	Community Emergency Response Team: trained in light search & rescue, disaster medicine, fire suppression, animal care, and Help Desk.
DOC:	Departmental Operations Center.
DPW:	Department of Public Works
EOC:	Emergency Operations Center; the central command and control facility responsible for carrying out the principles of emergency management, or disaster management functions at a strategic level in an emergency and ensuring the continuity of operation of the city.
EOP:	Emergency Operations Plan. The document describes the methods, procedures, and authority for coordinating resources and personnel of a jurisdiction in responding to disasters.
EXPLAN:	Exercise Plan. This document provides the instructions, guidelines and organizational information to all participants for the conduct of a specific exercise.
Full Scale	Full-scale exercise is as close to the real thing as possible. It is a

Exercise:	lengthy exercise which takes place on location using, as much as possible, the equipment and personnel that would be called upon in a real event.
ICP:	Incident Command Post. A temporary physical location used for the purpose of on-scene incident command and management at the tactical level.
ICS:	Incident Command System. A people management system with clearly defined roles and functions, and with attributes or system features that are flexible and adaptable to both large and small incidents and events.
IDR	Infectious Disease Response: references the CCC IDR Plan developed to address Covid-19 health threat.
MAC	Mutual Aid Communicators. Usually used to reference to SCCo RACES responders who volunteer to deploy to other jurisdictions to assist when needed.
MESL	Master Scenario Events List: a chronological listing that supplements the exercise scenario with expected participant responses and specific injects and methods used to provide them.
MRC:	Medical Reserve Corp. Volunteers that supplement the existing emergency and public health resources
NW:	Neighborhood Watch; A crime prevention program; involves neighbors getting to know each other and working together in a program of mutual assistance.
OPAREA:	Operational Area. Intermediate level of government designed to support the local jurisdiction's response to disaster by providing access to the resources of the county, other cities and the state.
PHD	Santa Clara County Public Health Department: Ensures ongoing communication, planning, training and education to SNFs for emergency preparedness.
SCCFD:	Santa Clara County Fire Department: provides emergency response to over 226,000 residents in the communities of Campbell, Cupertino, Los Altos, Los Altos Hills, Los Gatos, Monte Sereno, Redwood Estates, Saratoga and adjacent unincorporated areas.
SCCo	Santa Clara County
SCCSO:	Santa Clara County Sheriff's Office: The West Valley Patrol Division of SCCSO serves the Cities of Saratoga, Cupertino, Los Altos Hills, as well as the Western Unincorporated areas of the county from Summit Road to Moffett Field.
SNF	Skilled Nursing Facility; provides inpatient rehabilitation and medical treatment for individuals recovering from illness, injury, or surgery
Staging:	CAL FIRE: Reporting locations when resources deploy to the fire. For big incidents, each division is likely to have a staging location. Resources go there to await assignment; supplies are dropped off there.

1.2 Purpose, Goals and Objectives

1.2.1 Background

Santa Clara County Public Health Department (SCC PHD) has protocols to manage hospital capacity during emergency situations, often referred to as "surges."

The County provides guidance to Skilled Nursing Facilities (SNFs), to ensure they can effectively help during surges. The intent is to allow County Hospitals to move less-critical hospital patients to available beds that may exist at SNFs. This is where the SCCO RACES Allied Health Facility Status Form comes in.

1.2.2 Purpose

The purpose of this exercise is for Cupertino ARES field responders to practice deploying to a real or simulated SNF in Cupertino and transmit the necessary data required by the SCCo PHD and county hospitals in response to a simulated surge. This is a voice and packet exercise with radio traffic directed to both Cupertino and County EOC.

1.2.3 Objectives

Objectives	Measures
1. The CARES Emergency net is managed per our standard operating procedures.	1. 100% tracking of all deployed field responders.
2. Voice messages are exchanged from CARES field teams to Cupertino EOC.	1. 100% of all planned informal messages are passed correctly.
3. Pass PackItForms from CARES field teams to County and Cupertino EOC.	1. All required SCCo RACES message protocols are followed. 2. Packet messages are developed and passed correctly to XSCEOC, CUPEOC.
4. The CARES Demob Process is performed for all responders.	1. Demob supervisor position is assigned and run by a trained member. 2. All paperwork is returned and complete.

1.2.4 Concept

1. This drill will occur over a 4-hour period on Saturday 17-May-2025.
2. The CCC DOC will be activated.
3. CARES field assignments are based on the IAP/ICS 204 Assignment List and CARES resource availability.
4. CARES responders will deploy to the four skilled nursing facilities in Cupertino
5. CARES responders will also be deploy to simulated skilled nursing facility locations to ensure all CARES members have this message-passing opportunity.
6. Field message traffic will be based on time-triggered scripted messages and simulated interactions with the outside world.
7. County RACES will send messages to Cupertino AHF stations.

1.2.5 Exercise Schedule

All times are estimates. CARES reserves the right to adjust the schedule during the drill as necessary.

Saturday, 17 May 2025	
07:30	Retrieve C469, proceed to EOC.
08:00	Begin C469 full setup.
08:15	CARES members check-in at EOC.
08:30	Safety Briefing.
08:50	<ol style="list-style-type: none"> 1. All Field Assignments are made. 2. CARES net is opened. 3. CARES responders check into the CARES net before traveling to their assignment.
09:30	All field responders are at their assignment.
11:00	Secure all field teams, return to the EOC.
11:45	Demob complete; end the exercise. Begin Hot Wash
13:00	C469 is secured.

1.3 Artificialities and Assumptions

1.3.1 Artificialities

1. Pre-event registration will be used to help with event sizing.
2. City OEM Staff will not be participating. Simulated command and control will be executed by named drill participant.
3. County Public Health will not be participating.
4. Commercial power is out in many areas.
5. Wired and cell phone systems are down or overloaded to the point of ineffectiveness.
6. SNFs are well familiar with the DEOC-9 Allied Health Facility Status form and are ready to fill in the bed-count details. They also are aware they will need to send it in during any type of country-wide emergency activation.
7. A portion of the SNFs used in this exercise will be simulated facilities to ensure as many CARES members can participate in the exercise.

1.3.2 Assumptions

1. We are staffing the 2nd Operational Period (Day 2).
2. County EOC will be activated for their quarterly drill.
3. We will respond with our current state of readiness and with whoever shows up.
4. Weather conditions are current.
5. All information in the narrative is considered valid.
6. We don't have all the answers.
7. This exercise in no way attempts to portray actual or anticipated events.

1.4 References

- City of Cupertino Emergency Operations Plan
- CARES Field Communications Reference and operating procedures
- SCCo RACES packet operating procedures
- Cupertino packet operating procedures

1.5 Exercise Control

This exercise will be driven by scenarios and simulated conditions defined for each field response location. A MESL will be developed to track progress and ensure alignment with the scenario.

1.6 Communications

1. Standard message passing procedures will be followed.
2. The CARES ICS 205 will be referenced.
3. C469 responds to the EOC and supports the city with information assed from field units.
4. CARES will establish and operate the Emergency Net on TAC 3 from Comm 469.
5. CARES members will pass formal packet messages and other informal reports from their assigned locations.
6. All radio communications will include the phrase "THIS IS DRILL TRAFFIC".

1.7 Safety and Security

1. Safety and security issues will be handled in accordance with established policies and procedures.
2. The two-person rule (buddy system) is in effect.

1.8 Evaluation

Participants will have an opportunity to critique the exercise during a hot wash/debrief session after the drill. Email submittals will also be accepted as feedback on the drill.

All feedback will be consolidated in the exercise's After-Action Report.

1.9 Reports

An After-Action Report will be completed based on the feedback, critique, and evaluation of the exercise.

1.10 Public Information

1. No press releases are planned.
2. No broadcast of test messages on Radio Cupertino 1670 AM.
3. No notification to City residents any social media systems.

1.11 Instructions to Participants

1. This exercise is not a test of personnel.
2. This is a training exercise designed to test tools, capabilities, procedures, and processes.
3. Actions and decisions should be consistent with the established city and public safety procedures, and training that has been conducted.
4. REMEMBER, this is an exercise and NOT a test!

2 Drill Planning

2.1 Before the event

2.1.1 Background development

1. Meet with City OEM; brief them on our plans; Ken E /OEM ...
2. Review the plan with management at the 4 skilled nursing facilities.
 - a. Determine interest and get permission to allow us to operate on site and make simulated reports.
 - b. Also, get their input on how they would fill out the DEOC-9 Allied Health Facility Status form.
 - c. Verify SNFs state of emergency power.
3. Meet with PHD representatives, review the exercise, obtain their perspective on the PHD process addressing SURGE... **DONE!**
4. Discuss with SCCo DEC on the plan to have city field responders send traffic to both SCCo EOC and Cupertino EOC... **DONE!**
For this exercise,
 - a. SNFs are considered SCCO PHD facilities, not city facilities. Requests for medical resources and medical assistance go to SCC PHD. All other requests for assistance should first go to the local city EOC.
 - b. City communications responders will respond to local SNFs for general communication support.
 - c. City communications responders will pass SCCO PHD-specific radio traffic directly to SCCo PHD or SCCo EOC (depending on who is open) with a copy to Cupertino EOC. This traffic will include:
 - i. Packet Check-in/Check-out
 - ii. DEOC-9 Allied Health Facility Status form
 - iii. ICS 213RR Resource Request form
 - iv. ICS 213 Messages
 - v. Response to any county inquiries
 - d. City communications responders will pass all other radio traffic to Cupertino EOC. This traffic will include:
 - i. Check-in/Check-out (packet and voice)
 - ii. Tactical requests: inquiries, staffing, shift changes, etc.
 - iii. Other informal messages
 - e. Work with SCC EOC to send SNFs a request for DEOC-9 reports and replies from SCC PHD with notifications of patient transfers.

5. Develop the locations and plan for simulating other skilled nursing facilities for CARES responder overflow...
6. Develop a tiered approach to engage Allied Health Facilities to the level that fits their situation. Three options are available to Cupertino SNFs:
 - a. Active Participation. The SNF is interested and has staff to participate in the exercise. They agree to complete specific SCC PHD message forms to be handed off to CARES in-house responders during the exercise.
 - b. Opportunistic participation. The SNF is interested but does not have resources to take offline and participate in the exercise. However, they do agree to complete specific SCC PHD message forms during their normal operational period to be handed off to CARES exercise coordinators prior to the exercise for use during the exercise.
 - c. No participation. The SNF is aware of the exercise but chooses not to participate due to organizational constraints or interest level.

2.1.2 Injects

7. Develop canned scenario injects for both packet and voice operations to be used at different locations. Describe either something the Field Responder will observe, or an information request from someone with whom they interact (real or simulated) ... **DONE!**
8. Use the concept of “timed release” messages from each location so everyone has several opportunities to pass traffic...
9. Develop and deliver specific messages to be sent from County EOC to SNF stations as inject triggers
 - a. PHD sends ICS 213 as a reminder to submit all forms including DEOC-9 by <time>.
 - b. PHD sends “patient transfer plans” to individual AHFs.

2.1.3 Planning Events

10. 29-Jan-2025: First reading, feedback of ExPlan, CARES... **DONE!**
11. 05-Mar-2025: Review Exercise with SCC PHF... **DONE!**
12. 19-Apr-2025: Second ExPlan reading, feedback, AECs...
13. dd-mmm-2025: Final ExPlan reading, feedback, CARES...
14. 9-Apr-2025: Meet with The Forum, CARES... **DONE!**
15. 14-Apr-2025: Meet with Marianist Center, CARES... **DONE!**
16. dd-mmm-2025: Meet with Sunnyview, feedback, CARES...
17. 14-Apr-2025: Meet with Cupertino Healthcare and Wellness, feedback, CARES... **DONE!**

2.1.4 Related Training Events

18. 06-Feb-2025: CARES General Meeting, Go-kits... ***DONE!***
19. 06-Mar-2025: CARES General Meeting, Packet Refresher... ***DONE!***
20. 03-Apr-2025: CARES General Meeting, Hospital Surge Process Overview... ***DONE!***
21. 01-May-2025: CARES General Meeting, Drill Prep ... ***DONE!***

2.1.5 Action Items

1. Review and update ICS 205 radio/frequency plan. AEC Staff...
2. Work with County RACES for an introduction to the Public Health liaison to review their plan for the Medical Surge and reporting process ... Jim, Judy Halchin, Tim Howard... ***DONE!***
3. Invite Tim Howard / SCCo RACES DEC to the Saturday Drill... Jim ... ***DONE!*** (SCC RACES is running a quarterly exercise the same day)
4. Confirm SNFs are familiar with the Allied Health Facility Status form... CARES
5. Consider SNF packet tactical calls... AECs. Plan is to use City reserve block of Tac Calls (CUP001 to CUP010)

3 Narrative

NOTE: *This scenario is designed to exercise general message passing and specifically the DEOC-9 Allied Health Status Form. This is not necessarily how CCC envisions such a scenario would play out but supports the CARES goal and primary purpose is to practice communications traffic handling.*

This exercise also covers activities occurring on Day 2 of an activation. The scenario below describes what leads up to the Day-2 activities.

Friday 12:25 – 7.1 earthquake occurs on Hayward fault, about 2 miles south of Fremont.

Friday 13:00 – CARES did the following:

1. Opened the emergency net. Took check-ins and Mike-Mike reports. Reported the city summary of MM6 to Cupertino OEM and County OEM.
2. Deployed Comm 469 to the EOC.
3. Initiated the Windshield survey and ISA processes. Made reports to impacted agencies as appropriate. Traffic is heavy and constrains the progress of these assessments.

Friday 18:00 – County EOC requests all jurisdiction ARES/RACES teams to staff local Skilled Nursing Facilities tomorrow (Saturday, 17-May). With commercial communications expected to be unreliable, all formal SCC PHD communications should be passed to the County EOC with a copy sent to the local city EOC.

Friday 18:30 – CARES starts resource planning the 2nd Operational Period (Day 2) and develops the Day 2 staffing plan.

Friday, 20:00 – CCC is directed to stand down for the night. All CARES field responders are directed to proceed to the EOC tomorrow for the daily briefing. The emergency net is secured.

Saturday, 08:30 – CARES opens the emergency net, opens staging, and readies the day's assignments.

END OF SCENARIO

4 Control Staff Instructions (COSIN)

4.1 Overview

The following are the instructions to be used as part of this drill.

4.1.1 Instruction #1 – Field Deployments

For the purposes of this exercise, the following locations are identified as possible deployment destinations. Each Field Responder will receive a written scenario sheet specific for their location that describes events that they see, simulated observations that they make, or information that is told to them. This input will form the basis for creating and passing message traffic to the EOC.

Suggested (and minimal) staffing is indicated by the number in parenthesis.

1. DOC at ICP (1)
DOC will be the primary interface between the deployed CCC members and the EOC. DOC will receive inbound message traffic and originate requests and instructions as necessary. Pass on PIO traffic to field units.
2. Comm Van (4)
Manages field resources.
Staffing: (i) Shift Supervisor, (ii) NCO, (iii) RRO & NCO Alt, (iv) Packet, (v) Demob Manager (Part Time)
3. Staging (part of above plan)
Sign in field responders, deliver safety briefing, make field assignments.
4. SNF sites: PRI 1
 - a. The Forum (2+, CARES)
 - b. Sunnyview Retirement Community (2, CARES)
 - c. Marianist Center (2, CARES)
 - d. Cupertino Healthcare and Wellness (2, CARES)
5. Simulated SNFs (2 CARES each site): PRI 2
 - a. *Bedside Manor Senior Living* (Cupertino Senior Center)
 - b. *Green Acres Retirement Community* (Quinlan Center)
 - c. *Harmony Haven Senior Care* (Creekside Park, new restroom area)
 - d. *Golden Years Senior Residence* (City Hall breezeway/porch, other?)
 - e. *New Horizons Assisted Living* (tentative, depends on available staffing)
 - f. Others?
6. Field Supervisor (1)
Mobile, provide Field support for deployed CARES teams.

4.1.2 Instruction #2 – Field message inject guidance

The purpose of this exercise is to **practice passing messages**. Injects are developed to provide scenario-specific information that will be passed to net control at the EOC.

Injects will be developed around content similar to the following. This section captures ideas on the types of messages that could be passed, not necessarily the details that could go into the inject itself.

Allied Health Facilities

Staffing: Two CARES responders

1. Check in to the net when traveling from staging to the assignment.
2. Notify EOC when at the assignment.
3. Report on the state of the facility from facility management
4. Relay questions, information from facility staff, examples are:
 - a. DEOC-9 Allied Health Facility Status form.
 - b. ICS 213RR form.
 - c. Updated DEOC-9 Allied Health Facility Status form.
 - d. Best commercial radio station to listen to?
 - e. Where can I go to charge my cell phone?
 - f. Where is the closest gas station that is open?
5. Others?

4.1.3 Message Sequence *** DRAFT ***

Day 1, Friday, 16-May

1. 12:25: Earthquake on the Hayward Fault
2. SCC RACES and county jurisdictions activate, respond to their local priorities
3. 17:00: Commercial communications is out and expected to be out for a couple of days. SCC PHD notifies SCC RACES that they need as many Allied Health Facilities staffed tomorrow (Saturday) 17-May by 10:00. They need the following tomorrow:
 - a. Damage assessment of each SNF
 - b. A DEOC-9 AHFS report
 - c. Any resource requests that SNFs may have
4. 18:00: SCC RACES notifies all jurisdictions of this request and asks for a reply from each city on which SNF can be staffed
5. 19:00: Cupertino replies and plans to staff the following 8 SNFs:

TAC CALL	MID	Skilled Nursing Facility
CUP001	C01	The Forum at Rancho San Antonio
CUP002	C02	Sunny View Retirement
CUP003	C03	Cupertino Healthcare and Wellness
CUP004	C04	Marianist Center
CUP005	C05	<i>Bedside Manor Senior Living</i> (Cupertino Senior Center)

TAC CALL	MID	Skilled Nursing Facility
CUP006	C06	<i>Green Acres Retirement Community (Quinlan Center)</i>
CUP007	C07	<i>Harmony Haven Senior Care (Creekside Park)</i>
CUP008	C08	<i>Golden Years Senior Residence (City Hall breezeway)</i>

6. End of Day 1

Day 2, Saturday, 17-May

7. 08:15: CARES responders report to the EOC
8. 08:50: All CARES field assignments are made
9. 09:30: All CARES Field Responders are at their assignment
10. 09:45: CUPEOC will send XSCEOC a packet message confirming the staffed SNFs
11. 10:00: SCC RACES should receive all packet check-ins from Cupertino SNFs
12. 09:50: XSCEOC => all AHFs ICS213 message reminding of the deliverables (#3 above)
13. CUPC0# => XSCEOC: "receive" from SNF and send the **ICS213RR** form for their respective AHF for "something"
14. CUPC0# => XSCEOC: "receive" from SNF and send the **DEOC-9** form, bed count only (Notes will say an update is coming with staffing)
15. CUPC0# => XSCEOC: "receive" from SNF and send an updated **DEOC-9** form, bed count plus staffing
16. 11:00: XSCEOC => CUPC0# a "patient transfer plan". Includes specifics per PHD (made up)
17. 11:15: CUPC0# checks out of the packet net, packs up, returns to CUP EOC for demob.
18. 11:30: CUPEOC checks out of the packet net.
19. 11:45: End of Exercise.