

NATIONAL EXERCISE PROGRAM

Exercise Plan (ExPlan)

OPERATION E.V.A.C.

U.S. DEPARTMENT OF HOMELAND SECURITY



Emergency
Victim
Assistance
Collaboration

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FINAL

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PREFACE

Operation E.V.A.C. is sponsored by Woodland Healthcare, the City of Woodland Fire Department, City of Woodland Police Department, and American Medical Response. This Exercise Plan (ExPlan) was produced with input, advice, and assistance from the Operation E.V.A.C. exercise planning team, which followed the guidance set forth in the Federal Emergency Management Agency (FEMA), Homeland Security Exercise and Evaluation Program (HSEEP).

The ExPlan gives officials, observers, media personnel, and players from participating organizations the information necessary to observe or participate in a fire/evacuation response exercise that focuses on participants' emergency response plans, policies, and procedures as they pertain to the incident. The information in this document is current as of the date of publication, June 15, 2010, and is subject to change as dictated by the Operation E.V.A.C. exercise planning team.

Operation E.V.A.C. is an *unclassified exercise*. The control of information is based more on public sensitivity regarding the nature of the exercise than on the actual exercise content. Some exercise material is intended for the exclusive use of exercise planners, controllers, and evaluators, but players may view other materials deemed necessary to their performance. The ExPlan may be viewed by all exercise participants, *but the Controller and Evaluator (C/E) Handbook is a restricted document intended for controllers and evaluators only.*

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

Public release of exercise materials to third parties is at the discretion of the U.S. Department of Homeland Security (DHS) and the Operation E.V.A.C. exercise planning team.

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3. For more information, please consult the following points of contact (POCs):

Woodland Healthcare

Kelly Crisolo

Interim Director of Facilities – Employee Health
– Safety – Emergency Preparedness
1325 Cottonwood Street
Woodland, CA 95695
Office: (530) 669-5519
Kelly.Crisolo@chw.edu

Dawn Vangelatos

1325 Cottonwood Street
Woodland, CA 95695
Dawn.Vangelatos@chw.edu

City of Woodland Fire Dept.

Jim Burau

Battalion Chief
1550 Springlake Court – Station 3
Woodland, CA 95695
Office: (530) 661-5856
Jim.Burau@cityofwoodland.org

City of Woodland Police Dept.

Dan Bellini

Captain
1000 Lincoln Ave.
Woodland, CA 95695
Office: (530) 661-7837
Dan.Bellini@cityofwoodland.org

American Medical Response

Dennis Carter

Yolo County Operations Manager
545 Jefferson Blvd., Suite 1
West Sacramento, CA 95691
Office: (916) 374-8431 Ext. 11
Dennis.Carter@amr.net

CONTENTS

Prefaceii

Handling Instructionsiii

Chapter 1: General Information 1-1

 Introduction 1-1

 Purpose 1-1

 Target Capabilities 1-1

 Exercise Objectives 1-1

Chapter 2: Exercise Logistics 2-1

 Exercise Summary 2-1

 Exercise Tools 2-2

 Exercise Implementation..... 2-3

 Safety Requirements 2-3

 Accident Reporting and Real Emergencies 2-4

 Site Access..... 2-5

 Exercise Identification 2-5

 Communications Plan 2-6

Chapter 3: Player Guidelines 3-1

 Exercise Staff 3-1

 Participant Instructions..... 3-1

Chapter 4: Evaluation and Post-Exercise Activities 4-1

 Exercise Documentation 4-1

 Hotwash 4-1

 After Action Report..... 4-1

Appendix A: Exercise ScheduleA-1

Appendix B: Exercise Site Maps.....B-1

Appendix C: Participating AgenciesC-1

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CHAPTER 1: GENERAL INFORMATION

Introduction

Operation E.V.A.C. is a full-scale exercise (FSE) designed to establish a learning environment for players to exercise emergency response plans, policies, and procedures as they pertain to a fire/evacuation incident. An FSE is a complex event that requires detailed planning. To ensure an effective exercise, subject matter experts (SMEs) and local representatives from numerous agencies have taken part in the planning process and will take part in exercise conduct and evaluation.

Purpose

The purpose of this exercise is to evaluate player actions against current response plans and capabilities for a fire/evacuation response.

Target Capabilities

Capabilities-based planning takes an all-hazards approach to planning and preparation which builds capabilities that can be applied to a wide variety of incidents.

The capabilities listed below have been selected by the Operation E.V.A.C. planning team from the priority capabilities identified in each agency's Multi-Year Training and Exercise Plan. These capabilities provide the foundation for development of the exercise objectives and scenario, as the purpose of this exercise is to measure and validate performance of these capabilities and their associated critical tasks.

Common Mission Area

- Planning
- Communications
- Risk Management
- Intelligence and Information Sharing and Dissemination

Response Mission Area

- Onsite Incident Management
- Responder Safety and Health
- Fire Incident Response Support
- Emergency Public Safety and Security Response
- Citizen Evacuation and Shelter-In-Place

Exercise Objectives

The Operation E.V.A.C. planning team selected objectives that focus on evaluating emergency response procedures, identifying areas for improvement, and achieving a collaborative attitude. This exercise will focus on the following objectives:

- Objective 1:** Train City of Woodland, American Medical Response, and Woodland Healthcare staff in hospital evacuation processes while increasing awareness of patient and equipment movement and functionality during a disaster.
- Exercise Fire fighting processes and capability within a Hospital disaster setting for all three shifts of the Woodland Fire Department.
 - Evaluate functionality of evacuation equipment for non-ambulatory patients.
 - Exercise local AMR strike team assistance for hospital evacuation.
 - Exercise Woodland Healthcare staff response and protocols in the event of a partial hospital evacuation.
- Objective 2:** Test and Evaluate disaster management and communications procedures between all agencies.
- Exercise the local coordination and integration of internal and external response resources by the local Incident Command System.
 - Assess the ability to establish and maintain multi-agency and multi-jurisdictional communications.
- Objective 3:** Evaluate Special Needs patient evacuation and tracking.
- Test patient tracking and electronic medical records processes during a disaster where patient re-location is necessary for a pro-longed timeframe.
 - Exercise patient transfer protocols between Woodland Memorial Hospital and a local skilled nursing facility.

CHAPTER 2: EXERCISE LOGISTICS

Exercise Summary

General

The Operation E.V.A.C. Exercise is designed to establish a learning environment for players to exercise their plans and procedures for responding to a structural fire/evacuation incident at Woodland Memorial Hospital. The Operation E.V.A.C. will be conducted on June 25, 2010, beginning at 0600 hours. Exercise play is scheduled for approximately six hours or until the Exercise Director and/or Senior Controller determine that the exercise objectives have been met.

Assumptions

Assumptions constitute the implied factual foundation for the exercise and, hence, are assumed to be present before the exercise starts. The following general assumptions apply to this exercise:

- The exercise will be conducted in a no-fault learning environment wherein systems and processes, not individuals, will be evaluated.
- Exercise simulation will be realistic and plausible and will contain sufficient detail from which players can respond.
- Exercise players will react to information and situations as they are presented, in the same manner as if the simulated incident were real.

Constructs and Constraints

Constructs are exercise devices designed to enhance or improve exercise realism. Constraints are exercise limitations that may detract from exercise realism. Constraints may be the inadvertent result of a faulty construct, or they may pertain to financial and staffing issues. Although there are constructs and constraints (also know as exercise artificialities) for any exercise, the Exercise Planning Team recognizes and accepts the following as necessary:

- Exercise communication and coordination will be limited to participating exercise venues.
- Only communication methods listed in the Communications Directory will be available for players to use during the exercise.
- Participating agencies may need to balance exercise play with real-world emergencies. Real-world emergencies will take priority.

Exercise Participants

The term participant encompasses many groups of people, not just those playing in the exercise. Groups of participants involved in the exercise are as follows:

- *Players:* Players are agency personnel who have an active role in responding to the simulated emergency and perform their regular roles and responsibilities during the

exercise. Players initiate actions that will respond to and mitigate the simulated emergency. For this exercise players may include any one of the following agencies: the Yolo County Emergency Communications Agency, Woodland Healthcare, the Woodland Fire Department, the Woodland Police Department, the American Red Cross Disaster Assistance Team, and/or American Medical Response.

- *Controllers:* Controllers set up and operate the exercise site, plan and manage exercise play, and act in the roles of response individuals and agencies that are not playing in the exercise. Controllers direct the pace of exercise play and routinely include members from the Exercise Planning Team. They provide key data to players and may prompt or initiate certain player actions to ensure exercise continuity.
- *Evaluators:* Evaluators evaluate and provide feedback on a designated function area of the exercise. They are chosen on the basis of their expertise in the functional area(s) they have been assigned to review during the exercise and their familiarity with local emergency response procedures. Evaluators assess and document participants' performance against established emergency plans and exercise evaluation criteria. They typically are chosen from planning committee members or agencies or organizations that are participating in the exercise.
- *Actors:* Actors simulate specific roles during exercise play. They typically are volunteers who have been recruited to play the role of victims or other bystanders. During the exercise Actors will be simulating medical patients.
- *Observers:* Observers visit or view selected segments of the exercise. Observers do not play in the exercise, nor do they perform any control or evaluation functions. Observers view the exercise from a designated observation area and must remain within the observation area during the exercise. VIPs are also observers, but they frequently are groups separately. Due to the exercise safety protocols, observers will only be allowed to observe from an outside location so as to not interfere with response personnel.
- *Media Personnel:* Some media personnel may present themselves at the site due to the nature of the exercise and the fact that it is a newsworthy event. Media will not be invited to participate as player during this exercise. Any media presenting themselves at the exercise site will be dealt with by a public Information Officer from either the Woodland Fire and/or Woodland Healthcare agencies.

Exercise Tools

Controller and Evaluator (C/E) Handbook

The Operation E.V.A.C. *C/E Handbook* is designed to help exercise controllers and evaluators conduct and evaluate an effective exercise. This handbook also enables controllers and evaluators to understand their roles and responsibilities in exercise execution and evaluation. If a player, observer, or media representative finds an unattended handbook, he or she should give it to the nearest controller or evaluator.

Master Scenario Events List (MSEL)

The MSEL outlines benchmarks and injects that drive exercise play. It also details realistic input to the exercise players as well as information expected to emanate from simulated organizations (i.e., those nonparticipating organizations, agencies, and individuals who would usually respond to the situation). An inject will include several items of information, such as inject time, intended recipient, responsible controller, inject type, a short description of the event, and the expected player action.

Exercise Implementation

On-Site Exercise Play

Exercise play will begin at 0900 hours, with the release of a non-audible fire alarm at Woodland Memorial Hospital. Play will proceed according to the events outlined in the MSEL, in accordance with established plans and procedures. The exercise will conclude after completion of operations and attainment of the exercise objectives, as determined by the Exercise Director. The exercise is expected to end at 1200 hours.

Exercise Rules

The following are the general rules that govern exercise play:

- Real-world emergency actions take priority over exercise actions.
- Exercise participants will comply with real-world response procedures, unless otherwise directed by the control staff.
- All communications (e.g., written, radio, telephone) during the exercise will begin and end with the statement “*This is an exercise.*”
- Exercise participants placing telephone calls or initiate radio communication must identify the organization, agency, office, or individual with whom they wish to speak.

Safety Requirements

General

Exercise participant safety takes priority over exercise events. Although the participants involved in Operation E.V.A.C. come from various response agencies, they share the basic responsibility for ensuring a safe environment for all personnel involved in the exercise. Because aspects of an emergency response are dangerous, professional health and safety ethics should guide all participants to operate in their assigned roles in the safest manner possible. The following general requirements apply to the exercise:

- Two Safety Controllers will be identified (one fire and one hospital personnel) and will be responsible for participant safety.
- All controllers, evaluators, and exercise staff members will serve as safety observers while exercise activities are underway. Any safety concerns must be immediately reported to the Safety Controller(s).

Federal Emergency Management Agency

Exercise Plan
(ExPlan)Operation E.V.A.C.
Emergency Victim Assistance Collaboration

- Participants will be responsible for their own and each other's safety during the exercise. All persons associated with the exercise must stop play if, in their opinion, a real safety problem exists. After the problem is corrected, exercise play can be resumed.
- All organizations will comply with their respective environmental, health, and safety plans and procedures, as well as appropriate Federal, State, and local environmental health and safety regulations.

Exercise Setup

Exercise setup involves the pre-staging and dispersal of exercise materials; including registration materials, documentation, signage, and other equipment as appropriate. Red Cross Logistical staff along with Hospital and Health Department staff will be setting up the exercise site to the specifications noted in Appendix B of this document.

Fire Safety

The local fire departments will be notified and will provide support in case of fire. The following are fire safety requirements for the Operation E.V.A.C. exercise:

- All exercise participants will be directed by facility personnel to evacuate the premises in accordance with the facility Fire Safety and Emergency Evacuation Plans.
- Firefighting equipment will be readily available and in close proximity.
- Particular care will be taken to ensure that no exercise operations cause unintentional fires.
- Particular care will be taken to ensure that standing water on all flooring surfaces are clearly identified to prevent trip/slip hazards during the exercise.

Emergency Medical Services (EMS)

Due to the fact that EMS will be playing in the exercise it has been deemed non-essential for a dedicated, nonparticipating advanced life support (ALS) ambulance and crew to be onsite throughout the exercise to provide any needed real-world medical support. In the event of a real-world medical emergency be sure to use emergency identification code phrase indicated below to indicate the need for real-world medical support.

Accident Reporting and Real Emergencies

For an emergency that requires assistance, the phrase(s) will be "**Code Blue on 3**" (within the hospital structure) and "**Real Life Scenario**" (outside of the structure) The following procedures should be used in case of a real emergency during the exercise:

- Anyone who observes a participant who is seriously ill or injured will first advise the nearest controller and then, if possible, render aid, provided the aid does not exceed his or her training.

- The controller who is made aware of a real emergency will initiate the “*Real Life Scenario*” broadcast on the controller radio network and provide the following information to the Senior Controller and Exercise Director:
 - Location within the venue and function
 - Condition
 - Requirements
- “*Code Blue on 3*” will ONLY be initiated by hospital personnel according to Woodland Healthcare internal protocols if deemed necessary.
- If the nature of the emergency requires suspension of the exercise all exercise activities will immediately cease. Exercise play may resume after the situation has been addressed.
- If a real emergency occurs that affects the entire exercise, the exercise may be suspended or terminated at the discretion of the Exercise Director and Senior Controller.

Site Access

Security

The Woodland Police Department, in conjunction with the American Red Cross, will provide traffic control and support in accordance with their everyday response procedures and protocols. To prevent confusion and interruption of the exercise, access to exercise site will be limited to exercise participants only. Players should advise their venue’s controller or evaluator if an unauthorized person is present. Each organization should follow its internal security procedures, augmented as necessary to comply with exercise requirements.

Observer Coordination

Each organization with observers will coordinate with the Yolo County Health Department for access to the exercise site. Observers will be escorted to an observation area for orientation and conduct of the exercise. All observers must remain within the designated observation area during the exercise. The Yolo County Health Department representative and/or the observer controller will be present to explain the exercise program and answer questions for observers during the exercise.

Parking and Directions

Parking information and directions are provided in Appendix B for the exercise.

Exercise Identification

Identification badges (and possible clothes) will be issued to the exercise staff. All exercise personnel and observers will be identified by agency uniforms or identification badges distributed by the exercise staff. **Table 2.1** describes these identification items.

Table 2.1 *Exercise Identification*

Group	Badge Color
Controllers	Red
Evaluators	Blue &/or Lime Vest
Actors	Orange &/or Hospital Gown
Support Staff	Yellow &/or Red Cross Identifying Clothes
Observers/VIPs	Green
Players, Uniformed	None
Players, Civilian Clothes	Woodland Healthcare IC Badge

Communications Plan

Exercise Start, Suspension, and Termination Instructions

The exercise is scheduled to run for three hours or until the Exercise Director and/or Senior Controller determine that exercise objectives have been met. From the exercise staging area and Exercise Controller will announce the start of the exercise and exercise suspension or termination through the controller communications network.

Any simulation communications made during the exercise will begin and end with the phrase, “THIS IS AN EXERCISE.”

Participant Communication

Players will use routine, in-place agency communication systems. Additional communication assets may be made available as the exercise progresses. The need to maintain capability for a real-world response may preclude the use of certain communication channels or systems that usually would be available for an actual emergency. In no instance will exercise communications interfere with real-world emergency communications.

The primary means of communication among the controllers will be cellular phone and/or designated radio channel. A list of key telephone and radio call signs will be available as a Communications Directory located in the C/E Handbook, before the exercise starts.

Communications Check

Before the exercise starts, the Exercise staging area will conduct a communications check with all interfacing communication means to ensure redundancy and uninterrupted flow of control information.

Player Briefing(s)

Controllers may be required to read specific scenario details to participants to begin exercise play. They may also have technical handouts or other materials to give to players to better orient them to the exercise environment.

Public Affairs

This exercise enables players to demonstrate increased readiness to deal with a fire/evacuation incident. Any public safety exercise may be a newsworthy event. Special attention must be given to the needs of media representatives, allowing them to get as complete and accurate a story as possible; however, their activities must not compromise exercise realism, safety, or objectives.

Woodland Healthcare and the City of Woodland Fire Department are responsible for disseminating public information before Operation E.V.A.C. Woodland Healthcare will coordinate this function.

CHAPTER 3: PLAYER GUIDELINES

Exercise Staff

Exercise Director

The Exercise Director has the overall responsibility for planning, coordinating, and overseeing all exercise functions. He/she manages the exercise activities and maintains a close dialogue with the Senior Controller regarding the status of play and the achievement of the exercise design objectives.

Senior Controller

The Senior Controller is responsible for the overall organization of the exercise and works in conjunction with the Exercise Director. The Senior Controller monitors exercise progress and coordinates decisions regarding deviations or significant changes to the scenario caused by unexpected developments during play. The Senior Controller monitors actions by individual controllers and ensures they implement all designated and modified actions at the appropriate time. The Senior Controller debriefs the controllers and evaluators after the exercise and oversees setup and takedown of the exercise.

Safety Controller

The Safety Controller is responsible for monitoring exercise safety during setup, conduct and clean-up of the exercise. All exercise participants will assist the safety controller by reporting any safety concerns.

Controllers

Individual controllers issue exercise materials to players as required, monitor the exercise timeline, and monitor the safety of all exercise participants. Controllers also provide injects to players, as described in the MSEL. Specific controller responsibilities are addressed in the C/E Handbook.

Evaluators

Evaluators work as a team with controllers. Evaluators are subject matter experts who record events that take place in their assigned location and submit documentation for review and inclusion in the After Action Report (AAR). Evaluators should not have any direct interaction with players. Specific evaluator responsibilities are addressed in the C/E Handbook.

Participant Instructions

Before the Exercise

- Review appropriate emergency plans, procedures, and exercise support documents.

- Be at the appropriate site at the designated check-in time before the exercise starts. Wear the appropriate uniform and identification item(s).
- Sign in when you arrive.
- Read your Player Information Handout, which includes information on exercise safety.

During the Exercise

- Respond to exercise events and information as if the emergency were real, unless otherwise directed by an exercise controller.
- Controllers will give you only 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 are asked an exercise-related question, give a short, concise answer.
- If you do not understand the scope of the exercise, or if you are uncertain about an organization's or agency's participation in an exercise, ask a controller.
- Parts of the scenario may seem implausible. Recognize that the exercise has objectives to satisfy and may require incorporation of unrealistic aspects. Every effort has been made by the exercise's trusted agents to balance realism with safety and to create an effective learning and evaluation environment.
- All exercise 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 exercise play for a real-world emergency.

Following the Exercise

- Participate in the Hot Wash at your facility with controllers and evaluators.
- Complete the Participant Feedback Form. This form allows you to comment candidly on emergency response activities and exercise effectiveness. Provide the completed form to a controller or evaluator.
- Provide any notes or materials generated from the exercise to your controller or evaluator for review and inclusion in the AAR.

CHAPTER 4: EVALUATION AND POST-EXERCISE ACTIVITIES

Exercise Documentation

The goal of Operation E.V.A.C. is to comprehensively exercise and evaluate Woodland Healthcare, Woodland Fired Department, and American Medical Response plans and capabilities as they pertain to a fire/evacuation incident. After the exercise, data collected by controllers, evaluators, and players will be used to identify strengths and areas for improvement in the context of the exercise objectives.

Exercise Evaluation Guides

Each agency has developed Exercise Evaluation Guides (EEGs) that identify expected activities for evaluation, provide consistency across exercises, and link individual tasks to disciplines and expected outcomes.

The EEGs selected by the exercise's trusted agents are contained in the evaluator materials packet, along with the C/E Handbook. These EEGs have been selected because the activities they describe can be expected to be observed during the exercise. The EEGs will guide evaluation to match the exercise objectives. Supplemental evaluation materials designed for Operation E.V.A.C. may also be used.

Hotwash

Immediately after completion of exercise play, controllers will facilitate a Hot Wash with players from their assigned location. The Hot Wash is an opportunity for players to express their opinions about the exercise and their own performance. At this time, evaluators can seek clarification regarding certain actions and what prompted players to take them. The Hot Wash should not last more than 30 minutes. Evaluators should take notes during the Hot Wash and include these observations in their analysis.

After Action Report

The AAR is the culmination of Operation E.V.A.C. It is a written report that outlines strengths and areas for improvement identified during the exercise. The AAR will include the timeline, executive summary, scenario description, mission outcomes, and capability analysis. The AAR will be drafted by a core group of individuals from the Exercise Planning Team.

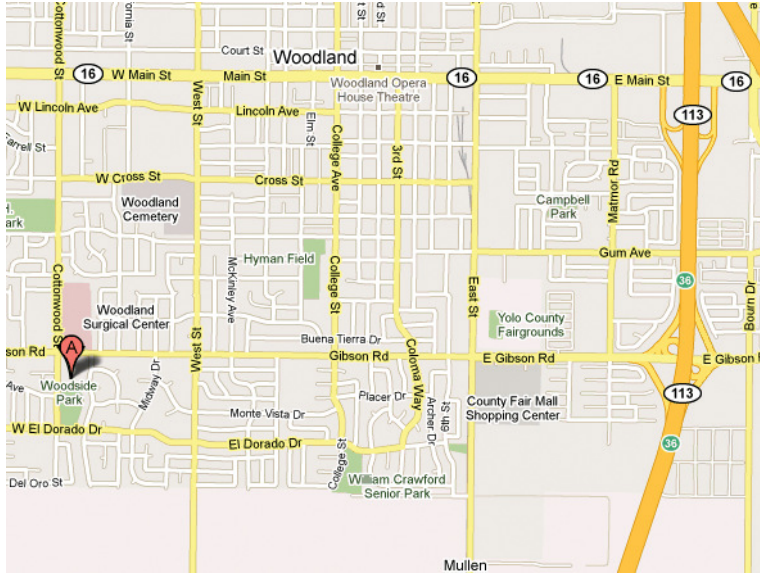
APPENDIX A: EXERCISE SCHEDULE**Table A.1** *Operation E.V.A.C. Exercise Schedule*

Time	Personnel	Activity
June 24, 2010		
1300 hrs.	Exercise Planning Team and Controllers	Controller briefing
1430 hrs.	Evaluation staff	Evaluators briefing teleconference
1730 hrs.	American Red Cross	Patient/Actor and Support Staff Briefing
June 25, 2010		
0700 hrs.	Actors	Arrive, Sign-in, Briefing, Assignments
0800 hrs.	Evaluators	Arrive, Sign-In, Q&A, Positioning
0830 hrs.	Fire Players	Fire Player Briefing
0830 hrs.	Hospital Players	Hospital Player Briefing
0830 hrs.	AMR Players	AMR Player Briefing
0900 hrs.	All	Exercise Start
1200 hrs.	All	Exercise End
1230 hrs.	All	Hotwash
1400 hrs.	Controllers & Evaluators	Debrief

Should tasks at any venue attain exercise objectives prior to listed times above, the schedule will be revised on-site accordingly.

APPENDIX B: EXERCISE SITE MAPS

Figure B.1 Directions to the Exercise Staging Area (Church of Jesus Christ of Latter Day Saints – 1405 Cottonwood Street, Woodland, CA 95695)



From the South: From I-80 take the 113 north towards the city of Woodland. Exit Gibson Road. Turn left onto Gibson Road at the end of the off-ramp. Turn left on Cottonwood. Continue south on Cottonwood.

From the East, North or West: From I-5 take the 113 south towards the city of Woodland. Exit Gibson Road. Keep to the right to merge onto Gibson at the end of the off-ramp. Turn left on Cottonwood. Continue south on Cottonwood.

The Church parking area will be on your left hand side. If you see Woodside Park, you’ve gone too far.

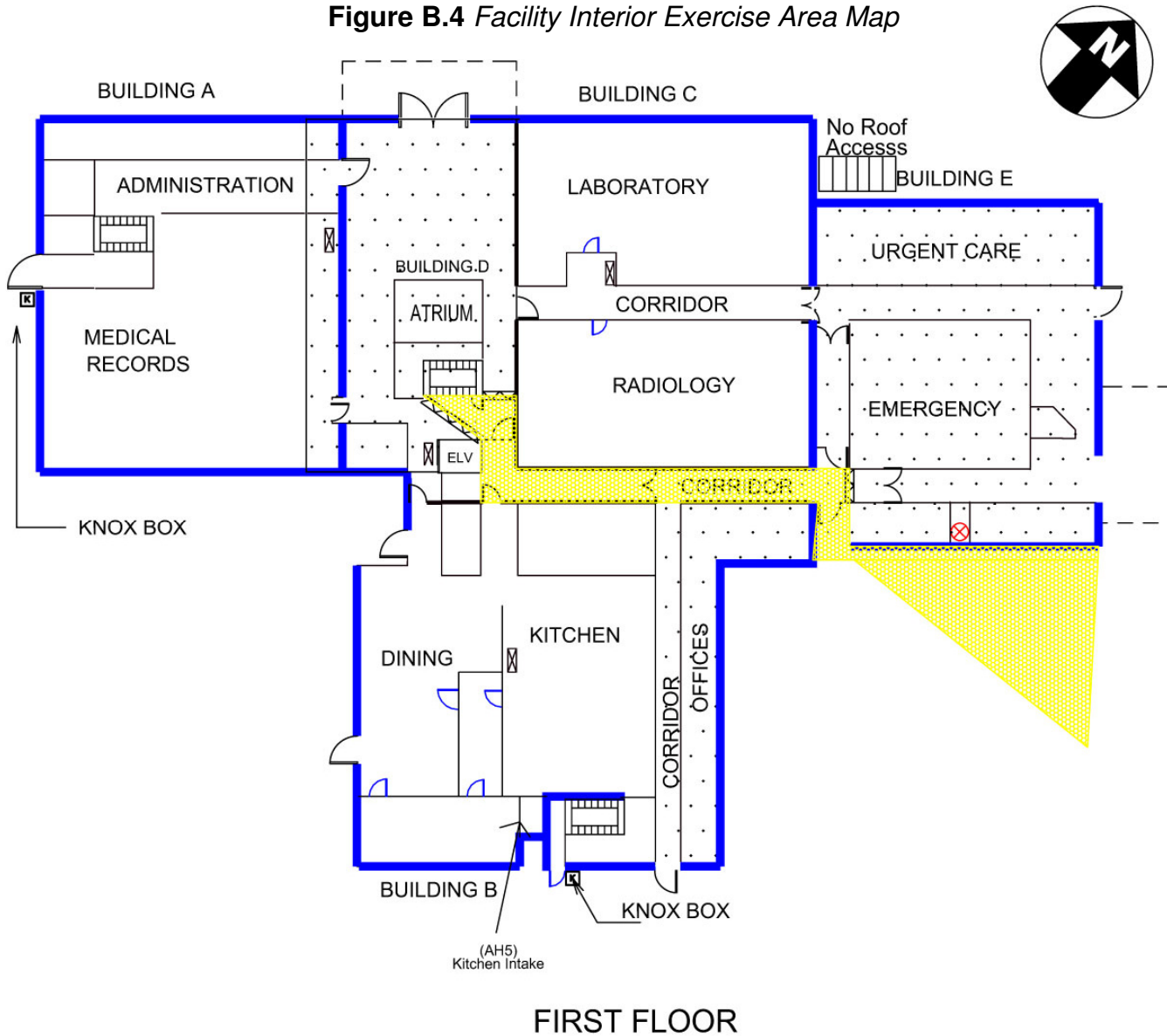
Figure B.2 Parking/Walking Map- Exercise Staging Area



Parking: The area marked in red on the map to the left (the north side of the parking lot) will be reserved for the staging of emergency vehicles. Private automobiles are directed to park in the south of the church’s lot.

Walking: Once you are registered and have your exercise materials, you will be directed to walk approximately one block to gain access to the Woodland Memorial Hospital Exercise Site. **Be sure to listen carefully to Control and Logistical staff on-site for directions to your specific area of observation.**

Figure B.4 Facility Interior Exercise Area Map



APPENDIX C: PARTICIPATING AGENCIES**Table C.1** *Participating Agencies*

Participating Agencies
American Medical Response
Strike Team, West Sacramento
American Red Cross
Yolo/Lake Chapter Disaster Assistance Team (DAT)
Catholic Healthcare West
Woodland Healthcare
City of Woodland
Fire Department
Police Department
County of Yolo
Administration Office
Health Department
Office of Emergency Services
Skilled Nursing
St. John's Retirement Village