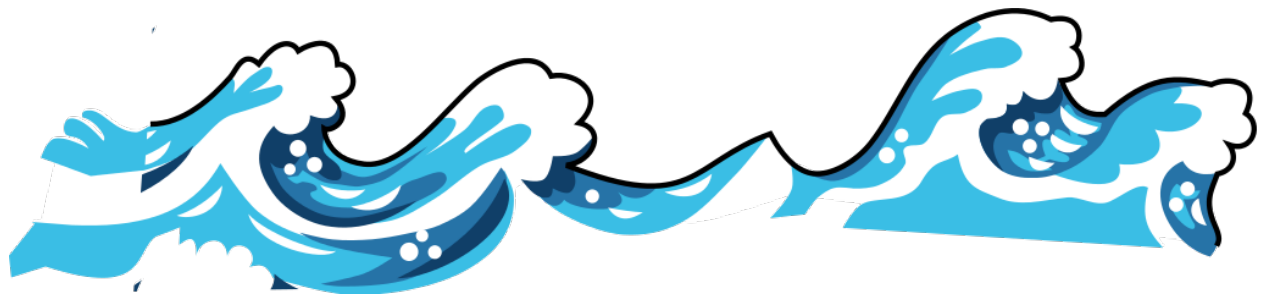




UNIVERSITY *of*
ROCHESTER



“THE SECOND WAVE” COVID-19 TABLETOP EXERCISE (TTX)

Situation Manual
July 31, 2020

EXERCISE OVERVIEW

EXERCISE NAME	"The Second Wave" COVID-19 Tabletop Exercise
EXERCISE DATES	July 31, 2020. 1:00 to 2:30 p.m. Join Zoom Meeting https://rochester.zoom.us/j/98194944326 Meeting ID: 981 9494 4326 Phone Only option: (646) 876-9923
SCOPE	This exercise is a tabletop discussion-based exercise planned for 1.5 hours.
MISSION AREA(S)	Response
CORE CAPABILITIES	Screening, Search & Detection; Intelligence & Information Sharing; Interdiction and Disruption; Operational Coordination; Public Information and Warning; Public Health and Healthcare; Mass Care
OBJECTIVES	<ol style="list-style-type: none"> 1. Review and validate the University of Rochester's contingency plans for managing a new COVID-19 outbreak on campus during the 2020-2021 academic year. 2. Enable participants to rehearse information sharing and coordinate response operations to isolate, contain, mitigate and remediate positive cases of COVID-19 on campus. 3. Identify and correct any potential gaps in the response plan. 4. Enable stakeholders to coordinate and deliver prompt and reliable information to the campus community through clear and consistent messaging.
THREAT OR HAZARD	Health Pandemic – COVID-19
SCENARIO	Escalating severity of COVID-19 cases in the campus community.
SPONSORS	University of Rochester, Department of Environmental Health & Safety, Emergency Preparedness Section
POINT OF CONTACT	Dave Bujak, Emergency Preparedness Manager, University of Rochester, Environmental Health & Safety dbujak@safety.rochester.edu (585) 535-4700
EXERCISE PARTICIPANTS	<p>University of Rochester:</p> <ul style="list-style-type: none"> • Coronavirus University Restart Team (CURT) • River Campus Emergency Operations Center (RC EOC) • Monroe County Department of Public Health (MCDPH)

GENERAL INFORMATION

Exercise Objectives and Core Capabilities

The following exercise objectives in Table 1 describe the expected outcomes for the exercise. The objectives are linked to core capabilities, which are distinct critical elements necessary to achieve the specific mission area(s).

Objective	Core Capability	Primary Players
Review and discuss UR plans, policies, and procedures in place for the 2020-2021 academic year with respect to the COVID-19 pandemic.	Operational Coordination	CURT RC EOC
Review and discuss processes by which UHS may detect and verify positive cases of COVID-19 in the campus community. (Testing)	Screening, Search and Detection	University Health Services, Monroe County Department of Public Health
Review and discuss processes by which those who were potentially exposed to a positive case will be identified, notified, screened and counseled. (Contact Tracing)	Screening, Search and Detection	University Health Services, Monroe County Department of Public Health, SMH Infection Prevention
Review and discuss processes by which positive resident students would be placed into isolation and exposed resident students placed into quarantine. (Q&I Operations)	Mass Care: Non-Congregate Sheltering	University Health Services, Residential Life, Dining Services, RC EOC
Review and discuss processes by which UHS would notify and coordinate with key external community stakeholders.	Intelligence and Information Sharing, Operational Coordination	University Health Services, Monroe County Department of Public Health, SMH Infection Prevention
Review and discuss processes by which the University, in consultation with UHS, would notify and communicate with the university community and public health.	Public Information and Warning	University Health Services, Monroe County Department of Public Health, University Communications
Review and discuss physical counter measures (social distancing, access controls, etc) that the University may implement on campus to mitigate the spread of COVID. (Mitigation)	Physical Protective Measures, Interdiction and Disruption; Public Health & Healthcare; Environmental Response	University Health Services, CURT, RC EOC
Review and discuss potential environmental countermeasures (disinfection) the University may implement to mitigate the spread of COVID on campus. (Remediation)	Environmental Response	University Health Services, Monroe County Department of Public Health, Environmental Health & Safety, Facilities, Residential Life, RC EOC
Review and discuss potential curtailments of operations the University may implement to mitigate the spread of COVID on campus. (Remediation)	Interdiction and Disruption	University Health Services, Monroe County Department of Public Health, Environmental Health & Safety, Housing, Facilities, Public Safety, Dining Services, SMH Infection Prevention

Table 1. Exercise Objectives and Associated Core Capabilities

Participant Roles and Responsibilities

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

- **Players.** Players are personnel who have an active role in discussing or performing their regular roles and responsibilities during the exercise. Players discuss or initiate actions in response to the simulated emergency.
- **Observers.** Observers do not directly participate in the exercise. However, they may support the development of player responses to the situation during the discussion by asking relevant questions or providing subject matter expertise.
- **Facilitators/Evaluators.** Facilitators provide situation updates and moderate discussions. They also provide additional information or resolve questions as required. Evaluators are assigned to observe and document certain objectives during the exercise. Their primary role is to document player discussions, including how and if those discussions conform to plans, policies, and procedures.

Exercise Structure

This exercise will be a multimedia, facilitated exercise. Players will participate in the following:

- Introduction (10 minutes)
- Module 1: Testing & Move In (15 minutes)
- Module 2: What a Cluster (15 minutes)
- Module 3: Is it the Second Wave? (30 minutes)
- Conclusion & Debriefing (20 minutes)

Exercise Guidelines

- This exercise will be held in an open, low-stress, no-fault environment. Varying viewpoints, even disagreements, are expected.
- Respond to the scenario using your knowledge of current plans and capabilities (i.e., you may use only existing assets) and insights derived from your training.
- Issue identification is not as valuable as suggestions and recommended actions that could improve response and recovery efforts. Problem-solving efforts should be the focus.

Exercise Assumptions and Artificialities

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

- The exercise is conducted in a no-fault learning environment wherein capabilities, plans, systems, and processes will be evaluated.
- The exercise scenario is plausible, and events occur as they are presented.
- All players receive information at the same time.
- No outside agencies/personnel will be contacted during the exercise play, but if Monroe County Public Health participates in person at the exercise, we can ask them questions.
- If any real-world emergencies arise, we will stop exercise play to evaluate and decide if it is feasible to continue.

Exercise Evaluation

Evaluation of the exercise is based on the exercise objectives and aligned capabilities, capability targets, and critical tasks, which are documented by Facilitator/Evaluators. Additionally, players will be asked to complete participant feedback forms. These documents, coupled with facilitator observations and notes, will be used to evaluate the exercise and compile the After-Action Report and Improvement Plan (AAR/IP).

Scenario Background

As of today, New York remains one of the few states in the country with very low testing positivity and new cases per capita of COVID-19. The Finger Lakes Region remains in Phase 4 reopening and the University of Rochester has prepared to open for an on-campus residential learning experience.

As part of its reopening plan, the University plans to test all incoming undergraduate resident students for COVID-19. Non-medical intervention strategies (social distancing, capacity limitations, physical barriers, aggressive disinfection, etc.) will be implemented.

The University has done everything to the best of its abilities to prepare. The fall semester is upon us as the first residents are scheduled to arrive.

MODULE 1: TESTING & MOVE IN

Date: Monday, August 3, 2020

On August 1, 383 students moved into university-provided travel quarantine spaces. Representatives from Riverview and Hyatt report challenges with quarantine compliance over the weekend, with students leaving their rooms, wandering the halls, entering other rooms, and congregating in various places. Some students were seen in small groups exiting the Hyatt via fire exits and walking away from the hotel on both days.

On Monday, August 3, 175 were tested for COVID-19 at testing centers located at Riverview and the Hyatt Hotel. The remaining travel quarantine students are scheduled to be tested tomorrow.

At about 4:30 p.m., the results come back from UR Labs. Out of the 175 tested, 15 resulted positive (8.6%).

Key Issues

- Immediately on the first day of testing, the University has exceeded the threshold positivity rate of 5%.
- The 15 students who tested positive need to be relocated to Isolation at Whipple Park. Since isolation allows for room sharing, 15 out of a total possible 80 spaces, assuming they are all utilized for isolation amounts to 18.8% of capacity occupied.
- Contact tracing will be initiated immediately to include contacts on and off campus, as many students arrived in town with family and friends.
- Quarantine compliance is a major concern for additional exposures and virus transmission.

Discussion Questions:

- 1.) What is the logistics of relocating the 15 positive students from their current quarantine housing to isolation at Whipple Park?
- 2.) How will contact tracing be coordinated between the university, MCDPH, and other key stakeholders?
- 3.) What is the prognosis for testing results tomorrow for the remaining students who are travel-quarantined?
- 4.) How are quarantine non-compliance issues managed?
- 5.) Do today's results necessitate a change in our strategy moving forward?
- 6.) Any other questions, comments or concerns at this point?

MODULE 2: WHAT A CLUSTER

Date: Tuesday, September 1, 2020

Time: 1:00 p.m.

Location: CURT Meeting

Several weeks into the semester, a spike in the number of positive cases arise in the student population, both from on and off campus residents. By Wednesday's CURT meeting, UHS is tracking 38 new positive cases over the past 3 days. Initial contact tracing efforts point back to a series of off-campus parties which were held the nights of Friday, August 21 and Saturday, August 22. Reports indicate that many of the students were party-hopping and went out to various bars and restaurants throughout town. The parties were attended by a wide variety of students from multiple institutions, as well as non-students from the community. Social distancing and face covering during the events was essentially non-existent.

Key Issues

- The 38 positive cases to present thus far are minimally symptomatic or asymptomatic, with 12 isolating on campus at Whipple Park. Word of mouth has generated a lot of "worried well" contacts seeking testing, overwhelming UHS. All available appointments for the week have been booked. When asked, the County advises UHS to refer students to the State's testing site at MCC or other options such as CVS.
- This is a highly complex situation with many unknown exposures in a very mixed population. Some of the students identified through contact tracing are being non-compliant with the investigation, further making identification and containment difficult. The County is skeptical that they can effectively conduct contact tracing in this scenario.
- The level of confidence in the University's ability to contain the spread of the virus from this incident is very low.

Discussion Questions:

- 1.) What options are available to supplement UHS's capacity to manage the sudden influx of patients?
- 2.) Does the scenario support any targeted curtailment of operations? At what point would the University consider implementing a "Ramp Down" or "Pause" in order to contain and mitigate the situation?
- 3.) Is there anything the University could have done to prevent this incident?
- 4.) Is there anything from a Code of Conduct perspective to deter this from happening again?
- 5.) Are there any other questions, comments or concerns?

MODULE 3: IS IT THE SECOND WAVE?

Date: Tuesday, September 15, 2020

Time: 1:00 pm

Location: CURT Meeting

Two weeks after the discovery of the party cluster, spread of the virus has continued in all areas: residential life, off-campus students, neighboring institutions, and the community at large. The much feared "second wave" appears to be forming. All critical health metrics are being exceeded on the monitoring dashboard.

Much like in the initial wave last spring, many resources are running thin again including PPE and disinfection supplies. On-campus isolation capacity is currently at 92% occupancy. Hospitals are surging with COVID patients again, but it is still "manageable". The Governor and local officials are reluctant to take the same all-or-nothing approach as they did in the spring and are proceeding more deliberately and cautiously. Thus far, the University has been given great leeway to make its own decisions, but strongly urged to come up with a plan fast or one will be made for it in Albany.

Key Issues

- Positive cases on campus and in the surrounding community exceed desirable metrics and appear to be trending in a worse direction.
- Resources are running low, but not completely depleted. The Supply Chain Team is managing to keep some supplies on hand but not enough disinfectants.
- Cases in the campus community are numerous, approximately 250 in total, inclusive of on and off-campus students, faculty and staff. Aside from those in university-managed isolation, everyone else is being managed off campus.
- Several employees, faculty and staff alike, are refusing to come to campus for work out of fear of the uncontained spread. Several students as well are requesting to be released from their housing so they can go home and complete the semester online there.
- It is only mid-September. There is still plenty of time in the academic term.

Discussion Questions:

- 1.) Conduct a situation assessment. Although there is unidentifiable spread of the virus throughout the campus and surrounding community, it has not reached debilitating levels yet. Even though all the dashboard metrics are in red flag territory, are we at the point of "pulling the plug" on the semester just yet? Are there any intermediate options available?
- 2.) There is strong pressure from most of the campus community, local government, and key stakeholders to at least implement a "Pause" to campus operational activity for a minimum of two weeks to mitigate the situation and reassess. No one wants a repeat of

Spring. Is the University prepared to move back to an online-only environment for only two weeks? Can we effectively implement a "shelter-in-place" in Residential Life? How would these students be fed?

- 3.) Assuming a two-week "Pause" is approved and implemented, how much improvement in the metrics is needed to resume campus operations. What if the "Pause" is effective at stabilizing the metrics, but they continue to remain high enough to merit an extension? What if the numbers continue to climb uncontrollably; at what point do we "give up"?

Situation Update

October 1, 2020

After 2 weeks of "Pause", the "Second Wave" has clearly descended upon the community, with Monroe County setting all-time record high numbers in new cases and hospitalizations.

Governor Cuomo orders the immediate shutdown of all higher education institutions across the state, with a mandate to vacate residence halls within 72 hours.

- 4.) How do we plan to implement the shutdown order differently than we did in the Spring? What are some of the pitfalls we want to avoid repeating? What did we do well?
- 5.) How do we accommodate those with no where to go?
- 6.) Any other questions, comments or concerns?

APPENDIX A: EXERCISE SCHEDULE

Appx. Time	Activity
July XX, 2020	
1:00 – 1:10	Welcome and Opening Remarks
1:10 – 1:25	Module 1: Testing & Move In
1:25 – 1:40	Module 2: What A Cluster
1:40 – 2:10	Module 3: Is this the Second Wave?
2:10 – 2:30	Conclusion & Debriefing

APPENDIX B: PARTICIPANT FEEDBACK FORM

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

Name: *(optional)* _____ **Title:** _____

Agency: _____

Role: Player Facilitator Observer Evaluator

Part I: Recommendations and Corrective Actions

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

1.	1.
2.	2.
3.	3.

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

Action Steps	Priority

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

Corrective Actions	Assigned to:

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

Item for Review	Priority

Part II: Assessment of Exercise Design and Conduct

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

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

Part III: Participant Feedback

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