Flu the Coop

Situation Manual

April 12, 2017

King County ECC | Renton, WA

Exercise Overview

Exercise Name	Flu the Coop
Exercise Dates	April 12th, 2017
Scope	This is a six hour tabletop exercise with a myriad of informational presentations placed between modules. Exercise play is aimed at response roles during an urban backyard disease outbreak with zoonotic potential.
Mission Area(s)	Response
Core Capabilities	Public Information and Warning, Logistics and Supply Chain Management, Operational Coordination, Operational Communications, Public Health, Healthcare and Medical Services.
Objectives	1. Discuss the roles and responsibilities of county, state, federal, and tribal authorities for a coordinated multi-agency and multi-disciplinary response 2. Coordinate Public/Stakeholder Communications to include communities with limited English proficiency 3. Review operational coordination between all responding agencies
Threat or Hazard	Natural [Biological] Disaster – Poultry Diseases
Scenario	An urban backyard poultry outbreak causes coordination between State, Federal, County, and City officials. The disease is found to have spread from a Craigslist trader. Government officials work to trace-back the culprit in the complex scenario and the potential for a zoonotic disease spread.
Sponsor	WA State Department of Agriculture is sponsoring this exercise utilizing SHSP FY15 grant funds. HLS Region 6 (King County) and Public Health – Seattle & King County are the co-hosts of the exercise.
Point of Contact	**Paige Beck** Emergency Management Specialist Washington State Department of Agriculture Office: (360) 725-5508 Cell: (360) 701-0797 pbeck@agr.wa.gov

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). The objectives and aligned core capabilities are guided by elected and appointed officials and selected by the Exercise Planning Team.

Exercise Objective	Core Capability
Discuss the roles and responsibilities of county, state, federal, and tribal authorities for a coordinated multi-agency and multi-disciplinary response	Operational Coordination
Coordinate Public/Stakeholder Communications to include communities with limited English proficiency	Operational Coordination
Review operational coordination between all responding agencies	Environmental Response-Health and Safety

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.** Facilitators provide situation updates and moderate discussions. They also provide additional information or resolve questions as required. Key Exercise Planning Team members also may assist with facilitation as subject matter experts (SMEs) during the exercise.
- **Evaluators.** 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, polices, and procedures.

Exercise Structure

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

- Module 1: Initial Assessment
- Module 2: Traceback and Epidemiology

Each module begins with a multimedia update that summarizes key events occurring within that time period. After the updates, participants review the situation and engage in group discussions of appropriate response issues. Participants will engage in a moderated plenary discussion in which the facilitator will go around the room to gather a synopsis of that jurisdictions actions, based on the scenario.

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.
- Decisions are not precedent setting and may not reflect your organization's final position on a given issue. This exercise is an opportunity to discuss and present multiple options and possible solutions.
- Issue identification is not as valuable as suggestions and recommended actions that could improve response 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.

Exercise Evaluation

Evaluation of the exercise is based on the exercise objectives and aligned capabilities, capability targets, and critical tasks, which are documented in notes taken by the designated note taker, as well as the evaluation survey document given to each participant and observer. These documents, coupled with facilitator observations and notes, will be used to evaluate the exercise and compile the After-Action Report (AAR).

Module 1: Initial Assessment

Monday April 10, 2017 -10:00 AM

Mrs. Frazzle, a resident of the Wallingford neighborhood in Seattle noticed a dramatic drop in her backyard flock's egg production during her morning chores. As Mrs. Frazzle continued her rounds, she also noticed that her 2 chickens were dead and a few of her chickens were huddled up and looked lethargic. She knew something was wrong and decided to call the sick bird hotline (1-800-606-3056) at the WSDA. She reported that she was concerned about the rest of her backyard flock which includes 6 laying hens, 4 chicks and a pet duck named "Quackers." Upon further questioning, the avian health veterinarian, Dr. Badcoe, and Dr. Joseph, the State Veterinarian are notified. After further review of the situation, Dr. Joseph authorizes the dispatch of a field veterinarian to Mrs. Frazzle's residence to evaluate her flock.

Dr. Amber Itle, the Field Veterinarian in charge of King County, is dispatched as a foreign animal disease diagnostician (FADD), trained in detecting foreign animal diseases. Dr. Itle immediately becomes concerned upon arrival because of the proximity of the house to Lake Union where wild ducks are plentiful. Mr. and Mrs. Frazzle comment that their daughter goes down to feed the ducks and geese at the lake frequently.

Mrs. Frazzle leads Dr. Itle to the family's bathtub where they are housing the chicks. Although the chicks appear healthy, there is evidence of yellow pasty diarrhea in the feathers around their vents. Mrs. Frazzle explains that she and her husband are experienced bird enthusiasts, with 2 parakeets, a cockatiel and an African gray parrot that she shows Dr. Itle on their way outside to the backyard chicken palace that her husband made himself.

Upon examination, two of the laying hens appear healthy, but a few of the chickens have dark combs and discharge from the nose and eyes. The dead chickens have similar postmortem findings. Quackers, the pet duck, is swimming happily in his kiddie pool that the chickens used for a water source and had no abnormal clinical signs at all. After evaluation of the birds, Dr. Itle is very concerned the symptoms could be due to Avian Influenza.

Monday, April 10, 2017- 12:15 PM

While Dr. Itle takes the appropriate samples and prepares for shipment, the owner discloses information that raises the level of concern.

Mr. and Mrs. Frazzle's 6 year old daughter had gotten very excited about showing chickens after attending the Spring Youth Fair where she had her first "hand's-on" experience with showing birds. The day after she returned, they decided to get some chicks from the local feed store and have kept them in the bathtub to keep them warm and for easy clean up.

The Frazzle family had been buying fresh chicken meat from their next door neighbors who operate a mobile ethnic slaughter truck, up until 2 months ago. They recently decided to try their hand at raising chickens themselves. Mrs. Frazzle wanted a variety of pretty colored chickens of heritage breeds and found a great deal for 5 laying hens on Craigslist. They did not know much about the individual selling the birds, but because they were such a good deal they made an exchange a few miles east of Seattle.

The seller even gave them a rooster for free! The birds looked healthy when they got them, but after a few days they noticed the changes in their health.

Monday, April 10, 2017- 1:00 PM

With this information in hand, Dr. Itle leaves the Frazzle's house and calls back to the office to speak with Dr. Joseph about her findings, along with the potential nightmarish trace-back scenario to the original owner/seller of the birds and the contact at the youth fair.

First things first, Dr. Joseph has Dr. Itle send the samples off to WADDL for expedited testing. Dr. Joseph calls Dr. Eldridge, the USDA Assistant Director, to alert him of the situation and that they should expect sample results within the next 24 hours. As a precaution, Dr. Joseph notifies Dr. Ron Wohrle, Public Health Veterinarian at the State DOH.

Tuesday, April 11, 2017- 9:00 AM

Sample results are emailed and they show a presumptive positive for Avian Influenza. The samples are forwarded on to the National Veterinary Services Laboratory for confirmation. A hold order is placed on Mr. and Mrs. Frazzle's property and WSDA begins trying to trace-back the birds that were purchased from Craigslist.

Wednesday, April 12, 2017- 7:00 AM

Mr. and Mrs.'s Frazzle's daughter develops a fever and diarrhea. The Frazzle's are extremely concerned. Mrs. Frazzle contacts Dr. Itle and is infuriated. She wants to know what to do now that results have not been confirmed.

Key Issues

- Suspect Avian Influenza in urban backyard poultry flock
- Difficult trace-back scenario – birds purchased from neighbors and Craigslist
- Potential wild waterfowl issue with daughter visiting nearby lake
- Potential human infection with sick daughter

Questions

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

1. What are some of the agricultural emergency response plans that we have for our State? Do these specifically address foreign animal diseases or other animal health events? What about zoonotic events?
2. What actions would be taken following a presumptive positive diagnosis for Avian Influenza? At what point would the WSDA communicate or act on this report? Who do they contact and when?
3. Based on the scenario risk factors, what diseases would be of concern from the human health side? At what point does DOH move forward with your zoonotic disease response? How are the counties and local public health involved?

4. Looking ahead, are there available resources to provide workers with appropriate PPE to respond to a potential zoonotic disease issue for those responding to households with suspect Avian Influenza or other zoonotic diseases?
5. Does this situation pose a threat to the food supply or warrant any outreach to food establishments?
6. Is there a plan in place to notify private veterinarians? What about bordering states?
7. What are some complications that may come from putting a hold order in an urban neighborhood? What affects would this have on the community and how are your actions coordinated with local authorities?
8. What are some concerns for the county at this point? Public information will be a big deal with the number of homes included in the surveillance zone. Do you have the capacity to handle this type of communication on your own? What sort of public messaging do you start to consider at this point?
9. How would this process change if a zoonotic disease was first found through the local public health jurisdiction?
10. Are there any other concerns that we have not yet discussed?

Module 2: Traceback and Epidemiology

Wednesday, April 12, 2017- 3:00 PM

A map is created of the surveillance zone surrounding the suspected positive premise in preparedness of a confirmation from the NVSL. It is determined that there are 55,000 housing units in the 3 kilometer surveillance zone and as many as 325,000 housing units within the 10 kilometer circumference that is within Seattle City limits. USDA and WSDA start planning a coordinated response to knock on doors. It is also known that a little more than 20% of Seattleites speak a language other than English.

Thursday, April 13, 2017- 4:00 PM

The State Vet's office is able to track down the craigslist buyer by responding to the original advertisement still posted and find out the seller is located in the unincorporated city limits of Kirkland and is still selling birds. In order to limit the potential spread of disease from Dr. Itle's contact with the potentially infected flock, Dr. Badcoe visits the premise. Mrs. Homesteader reports that her partner and her have been selling off their large 200 bird back yard flock because they are certain the neighbors are poisoning their chickens. They have had 20 chickens die in the last 2 weeks and didn't want to risk losing more. They have sold groups of 2-10 birds to at least 8 different people so far. They aren't sure who the buyers are because they usually meet them at the local feed store and did the transaction in the parking lot. The Homesteaders have not kept any records of these transactions. Dr. Badcoe sees evidence of individually housed roosters and suspects that some of the birds may be used or bred for cock fighting. When Dr. Badcoe asks to test the birds, they refuse.

Key Issues

- Craigslist seller sold anonymously to at least 8 other households
- Refusal to allow testing of birds
- Potential trade complications

Questions

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

1. What authority does WSDA and/or USDA have to place a quarantine and hold order on the Wallingford and Kirkland premise? What are the limits to this authority? What might be some legal and/or logistical challenges that come with a refusal of quarantine and hold order?
2. How would a hold order/quarantine and/or stop movement affect commercial producers that are not within this outlined area? What would a disease confirmation do to import and export out of the Port of Seattle?
3. This scenario has many complexities that come up through cultural traditions which may add risk to disease spread. What kind of language and cultural resources are available through the county and State to assist households with understanding the precautions needed to be taken during the outbreak?
4. Do all agencies involved have the capacity to communicate with the various communities including those with limited English proficiency?
5. Given the nature of the biological agent, what biosecurity measures, if any, should be taken to contain the disease and protect against contaminants during response operations?

6. What kind of surveillance should be done for wildlife if any?
7. How are public health messages going to be coordinated?

Module 2b: Confirmation and Response

Thursday, April 13, 2017- 6:30 PM

NVSL confirms that that results are negative for Avian Influenza. The hens tested positive for Infectious Laryngeal Tracheitis (ILT) and the chicks tested positive for Salmonella.

Key Issues

- NVSL confirms not HPAI, but Infectious Laryngeal Tracheitis and Salmonella

Questions

1. What is your process for disseminating information for both the confirmed ILT and the Salmonella?
2. What is the local and state department of health's response to the Salmonella diagnosis?
3. How will information be shared with all parties (counties, cities, USDA, etc.)?

Appendix A: Exercise Schedule

Time	Activity
April 12th, 2017	
8:45 AM	Registration
9:00 AM	Welcome and Introductions
9:15 AM	Foreign Animal Disease Overview
9:45 AM	Module 1: Initial Assessment
11:00 AM	Break
11:15 AM	Local Public Health Response
11:30 AM	Lunch
12:45 AM	Salmonella Knowledge, Attitudes and Practices
1:05 PM	Module 2: Traceback and Epidemiology
2:15 PM	National Veterinary Stockpile Presentation
2:30 PM	Wrap-Up and Closing Remarks

Appendix B: Exercise Participants

Participating Organizations
Federal
United States Department of Agriculture
Center for Disease Control
State
Oregon Department of Agriculture
University of Washington
Washington State Department of Agriculture
Washington State Department of Health
Washington State Emergency Management Division
Washington State Labor and Industries
Washington State Reserve Veterinary Corps
Washington State University Extension Office
King County
King County Office of Emergency Management
Public Health – Seattle & King County
Private Industry
National Food – Western Washington Farms
Private Veterinary Offices
Seattle Animal Shelter

Appendix C: Relevant Plans

WSDA National Veterinary Stockpile Plan (2016)

The Washington State Department of Agriculture (WSDA), in cooperation with the U.S. Department of Agriculture (USDA), has developed a plan around the USDA infrastructure to address the need for countermeasures needed to respond to a damaging animal disease outbreak. The NVS program, within the USDA's Animal Plant Health and Inspection Service Veterinary Services, holds or has access to veterinary supplies, equipment, animal vaccines, and human antiviral medication ready to deploy within 24 hours.

WSDA Foreign Animal Disease Emergency Management Plan (2007)

The Washington State Department of Agriculture (WSDA), in cooperation with the U.S. Department of Agriculture (USDA), has developed infrastructure and plans to address outbreaks of a Foreign Animal Disease (FAD) or emergency Disease Incident (EDI) in Washington State. A large-scale FAD/EDI outbreak has the potential to quickly overwhelm local, county, and state agency resources.

Emergency Support Function 11 – Agriculture and Natural Resources: Appendix B, State Animal Response Plan with Tabs (2017)

This appendix and its supporting tabs provide guidelines for a rapid response to Agriculture and Animal Health Events affecting the health, safety and welfare of humans and animals.

WA State Emergency Poultry Disease Management Plan: Initial State Response and Containment Plan (2015)

This *Washington State Emergency Poultry Disease Management Plan, Initial State Response and Containment* has been developed by state, industry, and federal agencies to carry out planning, preparation, monitoring, surveillance, response, and recovery to Emergency Poultry Disease (EPD) outbreaks. This initial response and containment plan is submitted by the State of Washington in fulfillment of the State's obligation pursuant to the proposed changes to 9 CFR Part 56.

Multi-Agency Response to a Highly Pathogenic Avian Influenza Animal Emergency (2017)

The purpose of this document is to outline the roles, responsibilities, and communication structure of local, state, and federal agencies during a highly pathogenic avian influenza (HPAI) animal disease emergency. Due to the risk of Low Pathogenic Avian Influenza (LPAI), the response to LPAI will also utilize this plan.

Foreign Animal Disease Preparedness & Response Plan: *Highly Pathogenic Avian Influenza Response Plan. The Red Book.* USDA (2015).

The objectives of this plan are to identify (1) the capabilities needed to respond to an HPAI outbreak and (2) the critical activities that are involved in responding to that outbreak, and time-frames for these activities. These critical activities are the responsibility of Incident Command in an outbreak situation. This plan protects public health and the environment, promotes agricultural security, secures the food supply, and guards animal health and animal agriculture by providing strategic guidance on responding to an HPAI outbreak efforts in domestic livestock in the United States. This plan complements, not replaces, existing regional, State, Tribal, local, and industry plans.

Appendix D: Acronyms

Acronym	Term
USDA AD	US Department of Agriculture Assistant Director
APHIS	Animal Plant Health Inspection Service
FAD	Foreign Animal Disease
FADD	Foreign Animal Disease Diagnostician
NVSL	National Veterinary Services Laboratory
SitMan	Situation Manual
SME	Subject Matter Expert
TTX	Tabletop Exercise
USDA	United States Department of Agriculture
VMO	Veterinary Medical Officer
WADDL	Washington Animal Disease Diagnostics Laboratory

The Washington State Department of Agriculture wants to thank everyone that helped put this exercise together and for all of our participants in today's exercise! Thank you for your partnership and attendance, and we look forward to working with you in the future!