

# **WEST VIRGINIA DIVISION OF HOMELAND SECURITY & EMERGENCY MANAGEMENT**



## **CONTROLLER/EVALUATOR HANDBOOK**

### **BLUESTONE DAM EVACUATION AND MASS CARE FUNCTIONAL EXERCISE**

**16 JUNE 2012**

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## **PREFACE**

The Bluestone Dam Functional Exercise is sponsored by the West Virginia Division of Homeland Security and Emergency Management (WVDHSEM). This Controller and Evaluator (C/E) Handbook was produced with input, advice, and assistance from the Director and staff of the West Virginia Division of Homeland Security and Emergency Management, which followed guidance set forth in the U.S. Department of Homeland Security (DHS) Homeland Security Exercise and Evaluation Program (HSEEP).

This C/E Handbook gives controllers and evaluators the information they need to control and evaluate the participants' emergency response plans, policies, and procedures as they pertain to a response to a catastrophic event related to the Bluestone Dam and the New River and Kanawha River basin. The information in this document is current at the date of publication, and is subject to change as dictated by the Exercise Planning Team.

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3. At a minimum, the attached materials will be disseminated strictly on a need-to-know basis and, when unattended, will be stored in a locked container or area that offers sufficient protection against theft, compromise, inadvertent access, and unauthorized disclosure.
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## CHAPTER 1: GENERAL INFORMATION

### Introduction

The Bluestone Dam Functional Exercise is designed to establish a learning environment for players to exercise emergency response plans, policies, and procedures as they pertain to a catastrophic event related to the Bluestone Dam and the New River and Kanawha River basin. A Functional Exercise 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.

This C/E Handbook was produced to support the Bluestone Dam Functional Exercise. This exercise is evidence of West Virginia's commitment to ensure public safety through collaborative partnerships that will prepare it to respond to a catastrophic event related to the Bluestone Dam and the New River and Kanawha River basin.

### Confidentiality

The Bluestone Dam Functional Exercise is an unclassified exercise. Control of information is based on public sensitivity regarding the nature of the exercise rather than actual exercise content. This exercise material is intended for the exclusive use of exercise planners, controllers, and evaluators. The Controller and Evaluator (C/E) Handbook is a restricted document that is intended for controllers and evaluators only.

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

Public release of exercise materials to third parties is at the discretion of WVDHSEM and the Bluestone Exercise Planning Team.

### Exercise Summary

#### Purpose

The purpose of this exercise is to evaluate player actions against current response plans and capabilities for a catastrophic event related to the Bluestone Dam and the New River and Kanawha River basin.

#### Scope

The scope of play for the Bluestone Dam Functional Exercise requires the various participating agencies to conduct EOC operations to provide multi-agency and multi-discipline coordination for incident management by operating the EOC for a catastrophic event related to the Bluestone Dam and the New River and Kanawha River basin. These actions include EOC management, direction, control and coordination of response activities; coordination of efforts among neighboring governments and public information; and maintenance of the information and communication necessary for coordinating response. Other actions include the capability to identify, dispatch, mobilize and track critical resource logistics resources throughout the

response phase; and to maintain a continuous flow of critical information among multi-disciplinary and multi-jurisdictional emergency responders, command posts, agencies, and government officials during the emergency response operation related to evacuation and mass care operations.

## **Assumptions**

Assumptions constitute the implied factual foundation for the exercise and, as such, are assumed to be present before the exercise starts. The following general assumptions apply to the 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 to respond.
- Exercise players will react to information and situations as they are presented, in the same manner as if the exercise were a real incident.

## **Constructs and Constraints**

Constructs are exercise devices that are 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 known as exercise artificialities) in any exercise, the Bluestone Dam Functional Exercise Planning Team recognizes and accepts the following as necessary:

- Exercise communication and coordination will be limited to exercise participants and the Simulation Cell (SimCell).
- Participating agencies may need to balance exercise play with real-world emergencies. Real-world emergencies will take priority.

## **Target Capabilities**

The National Planning Scenarios and establishment of the National Preparedness Priorities have steered the focus of homeland security toward a capabilities-based planning approach. Capabilities-based planning focuses on planning under uncertainty because the next danger or disaster can never be forecast with complete accuracy. Therefore, capabilities-based planning takes an all-hazards approach to planning and preparation that builds capabilities that can be applied to a wide variety of incidents. States and urban areas use capabilities-based planning to identify a baseline assessment of their homeland security efforts by comparing their current capabilities against the Target Capabilities List (TCL) and the critical tasks of the Universal Task List (UTL). This approach identifies gaps in current capabilities and focuses efforts on identifying and developing priority capabilities and tasks for the jurisdiction. These priority capabilities are articulated in the jurisdiction's homeland security strategy and Multiyear Training and Exercise Plan, of which this exercise is a component.

The capabilities listed here have been selected from the Target Capabilities List as relevant to a response to a flood in the New River and Kanawha River basin related to a potential Bluestone Dam failure. These capabilities provide the foundation for development of the exercise design objectives and scenario. The purpose of this exercise is to measure and validate performance of these capabilities and their associated critical tasks. The selected target capabilities are:

- Emergency Operations Center Management
- Citizen Evacuation and Shelter-In-Place
- Mass Care (Sheltering, Feeding, and Related Services)

## Exercise Objectives

Exercise design objectives focus on improving understanding of a response concept, identifying opportunities or problems, and achieving a change in attitude. This exercise will focus on the following design objectives selected by the Exercise Planning Team:

- 1. EOC Management.** Demonstrate the capability to provide multi-agency coordination (MAC) for incident management by operating an EOC for a short-notice event. EOC management will include staffing, management, direction, control, and coordination of response activities; coordination of efforts among neighboring governments at each level and among local, regional, State, and Federal EOCs; coordination of public information and warning; and maintenance of the information and communication necessary for coordinating response activities.
- 2. Evacuation.** Demonstrate the ability to execute the policies, plans, and procedures related to citizen evacuation and the capability to prepare for, ensure communication of, and execute the organized and managed evacuation of the at-risk population and companion animals to areas of safe refuge in response an incident affecting the Bluestone Dam.
- 3. Mass Care.** Demonstrate the ability to execute the policies, plans, and procedures related to providing mass care services, to include sheltering, feeding, caring for special needs populations, and providing for companion animals in response an incident affecting the Bluestone Dam.

## 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.
- **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; they routinely include members of the Exercise Planning Team. They provide key data to players and may prompt or initiate certain player actions to ensure exercise continuity.

- **Simulators.** Simulators are control staff personnel who role play nonparticipating organizations or individuals. They most often operate out of the Simulation Cell (SimCell), but they may occasionally have face-to-face contact with players. Simulators function semi-independently under the supervision of SimCell controllers, enacting roles (e.g., local community officials) in accordance with instructions provided in the Master Scenario Events List (MSEL). All simulators are ultimately accountable to the Exercise Director and Senior Controller.
- **Evaluators.** Evaluators evaluate and provide feedback on a designated functional 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, in accordance with Homeland Security Exercise and Evaluation Program (HSEEP) standards. They typically are chosen from planning committee members or agencies or organizations that are not participating in the exercise.
- **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 grouped separately. A dedicated group of exercise controllers will be assigned to manage these groups.
- **Media Personnel.** Some media personnel may be present as observers, pending approval by WVDHSEM. Media interaction also may be simulated by the SimCell to enhance realism and meet related exercise objectives. A dedicated group of exercise controllers will be assigned to manage these groups.

## Exercise Implementation and Rules

- The Exercise Director will initiate exercise play by transmitting the start of exercise (StartEx) message via the controller communications network.
- The Exercise Director makes the decision to conclude the exercise, based on completion of operations and attainment of exercise objectives.
- Real-world emergency actions take priority over exercise actions.
- All communications (e.g., written, radio, telephone) during the exercise will begin and end with the statement **“This is an exercise.”**
- **“Real-world emergency”** will be the designated phrase to indicate that there is an emergency in the exercise area that requires immediate attention and may stop exercise play.
- **“Timeout”** is the designated phrase that controllers use to temporarily stop exercise play.
- Exercise players will comply with real-world response procedures, unless otherwise directed by controllers.

- Exercise players who place telephone calls or initiate radio communications with the SimCell must identify the organization, agency, office, or individual with whom they wish to speak.

## **Site Access**

### **Observer Coordination**

Each organization with observers will establish access to their respective EOC. 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. WVDHSEM representatives and/or the observer controller will be present to explain the exercise program and answer questions for observers during the exercise.

### **Public Affairs**

This exercise enables players to demonstrate increased readiness to deal with a catastrophic event related to the Bluestone Dam and the New River and Kanawha River basin. 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.

WVDHSEM and participating agencies are responsible for disseminating public information before the Bluestone Dam Functional Exercise. WVDHSEM will coordinate this function.

## CHAPTER 2: EXERCISE SCENARIO

### Scenario

#### June 16, 2012

It is mid-June and the National Hurricane Center (NHC) has been tracking the progress of tropical storm Jason as it stalls over southwestern Virginia. Beginning as a Category I Hurricane with maximum sustained winds of 80 mph, the storm is very large and is carrying extreme amounts of moisture resulting in significant rainfall in the Bluestone Lake drainage basin.

The ground in areas of central and southwest West Virginia are already saturated from previous storm fronts that passed through the region in the previous two weeks, creating conditions for quick runoff of any additional rain. The New and Kanawha Rivers, and their tributaries are near flood stage at many points.

Hurricane Jason made landfall in the early morning hours on June 14, then crossed the North Carolina-Virginia border on a west-northwest path to its current location, centered above Blacksburg and over the New River basin. The Kanawha, Gauley, and Elk River Basins have received 3.5 inches of rainfall over the last 48 hours, leading to high water levels throughout the New River Basin.

The National Weather Service (NWS) and the US Army Corps of Engineers (USACE) are concerned that the storm will continue to stall over the New River Basin for the next two days. This scenario likely will result in an additional 2-4 inches of rain in the next 24 hours, and an additional inch of rain in the 12 hour period to follow.

The Director, West Virginia Division of Homeland Security and Emergency Management (WVDHSEM) has activated the State Emergency Operations Center (SEOC) at the Capitol Complex with representation from the West Virginia State Police (WVSP), the West Virginia Department of Transportation (WVDOT), the West Virginia Department of Health and Human Resources (WVDHHR), the American Red Cross (ARC), the West Virginia National Guard (WVNG), and the West Virginia Department of Environmental Protection (WVDEP) to coordinate state-level support to the affected counties. Several Counties, in addition to the principal counties along the New and Kanawha River basin, have activated EOCs in preparation for response to the pending emergency as well.

The WVNG has activated its Joint Operations Center (JOC) at the Coonskin Armory in Charleston. Under the authority of the Governor, WVNG forces are mobilizing to provide aviation, transportation, logistics, communication, traffic control, and security support to the affected counties.

The Commander, Huntington District Corps of Engineers, has contacted the Governor of West Virginia and expressed his concern that current and potential conditions may exceed the Imminent Flood Failure (IFF) capacity of the Bluestone Dam. Conditions have reached a point that the Corps of Engineers cannot guarantee that current outflow will match current and projected inflow without overtopping the dam. The only solution that guarantees prevention of total dam failure is to implement a Spillway Design Flood, essentially releasing the maximum

amount of water possible from the dam, resulting in a flood of the New River and Kanawha River basins within the next forty-eight hours.

In consultation with Headquarters, USACE, the Huntington District Commander, FEMA, and County Emergency Managers, the Governor issues an Evacuation Order of the cities and communities along the New River, the Kanawha River and their affected tributaries.

This is the beginning of the first mass evacuation undertaken in the history of the State of West Virginia, and will imminently result in a Federal Emergency Declaration. State, County and local authorities and response capabilities will be stressed to the maximum for the next 72 hours, until significant outside and Federal assistance can be brought to bear on the situation.

### **June 16, 2012, 0700 Hours**

The Governor of the State of West Virginia holds a press conference to announce a State of Emergency for the Counties of Summers, Raleigh, Fayette, Kanawha, Putnam and Mason, and to issue a State directed evacuation of the cities and communities along the New River, the Kanawha River and their affected tributaries. In addition, the Governor has extended the Declaration of Emergency to the additional forty-nine counties of West Virginia in order to expedite a total-state response to the crisis. The Governor ensures the citizens of the affected counties that all available State assets will be mobilized to assist County and local authorities in an orderly and effective evacuation of the population at risk. The Evacuation Order is effective immediately. The Governor asks that all citizens within the affected area remain calm and follow county and local directives and emergency information in order to conduct an orderly evacuation. The Governor also states that the priority for evacuation assets will be to those citizens with special needs as well as those without the ability to self evacuate. The Governor has asked the President for a federal Declaration of Emergency for the six affected counties and the forty-nine responding counties of West Virginia in advance of the imminent disaster. Further press conferences and emergency announcements will follow.

### **June 16, 2012, 0730 Hours**

A follow-on press conference is conducted by the Secretary of Military Affairs and Public Safety and the Commander, Huntington District of the Corps of Engineers, to inform the general public of the gravity of the situation. The Corps of Engineer Representatives provide an estimated timeline of when the New River, Kanawha River and their affected tributaries will begin to exceed flood stage based on current and forecasted accumulation of rainfall. As well, Corps of Engineer representatives identify that the peak flood times will extend as far out as 25 to 70 hours beyond when the waters will reach their flood stages. Based on the forecasted rainfall, the New River at Hinton, the closest point to the dam, should begin reaching flood stage within 24 hours, and peak within 1 hour thereafter. Similar events will occur in the communities along the river basin all the way to the Ohio River within the next one to three days. A synopsis of the flooding timeline is as follows:

## Homeland Security Exercise and Evaluation Program (HSEEP)

County	Location	Arrival Time at Flood Stage in hours	Peak Flood Time in hours
Summers	at Hinton	+24:12	+25:09
Raleigh	at Terry	+25:07	+27:00
Fayette	at Montgomery	+27:47	+31:09
Kanawha	at East Bank / Cedar Grove	+28:44	+32:30
	at Marmet	+29:11	+33:09
	at Charleston	+30:52	+36:49
	at Nitro	+33:05	+41:09
Putnam	at Eleanor	+36:20	+46:19
	at Buffalo	+36:59	+47:09
Mason	at Point Pleasant	+45:56	69:39
All times are estimates effective beginning June 16, 2012, 0800 Hours.			

Citizens in low-lying areas along the New and Kanawha rivers begin inundating local 9-1-1 dispatch centers with calls for advice on whether to evacuate and where they should go. Cellular services in the greater Kanawha Valley and Teays Valley are overwhelmed with calls by concerned citizens. Rumors abound as to the extent of the projected area of impact of the pending flood. Citizens as well as businesses share in the confusion as to whether they lie within the flood zone. Traffic along the Interstates in the Kanawha Valley has increased over the last twelve hours as some citizens began evacuation in advance of the emergency declaration and evacuation order.

### Major Events

- A State of Emergency has been declared for the principal Counties of Summers, Raleigh, Fayette, Kanawha, Putnam and Mason, along the New and Kanawha Rivers.
- An Evacuation Order has been issued for the cities and communities along the New River, the Kanawha River and their affected tributaries.
- A State of Emergency has been extended to the remaining forty-nine Counties of the State of West Virginia in order to expedite a State-wide response.
- Priority for evacuation assets will be to those citizens with special needs as well as those without the ability to self evacuate.
- The New River at Hinton, the closest point to the dam, should begin reaching flood stage within 24 hours.
- Estimated timelines are provided for when the New River, Kanawha River and their affected tributaries will begin to exceed flood stage. Total span of arrival time at flood stage ranges from 08:00 hours, 17 June, at Hinton, to 16:00, 18 June, at Point Pleasant.
- The State Emergency Operations Center (SEOC) and several County EOCs are activated to coordinate response efforts.
- The WVNG has activated the Joint Operations Center (JOC) and is implementing COOP plans. Under the authority of the Governor, WVNG forces are mobilizing to provide support to the affected counties.



- 9-1-1 dispatch centers are being overwhelmed with calls from concerned citizens.
- Rumors abound as to the extent of the projected area of impact of the pending flood.
- Citizens as well as businesses are confused as to whether they lie within the flood zone.

## **Safety**

All participating organizations recognize the importance of conducting an exercise of this magnitude as safely as possible. A Safety Plan will be an integral portion of the exercise planning process.

### **General**

Exercise participant safety takes priority over exercise events. Although the participants involved in the Bluestone Dam Functional Exercise come from various response agencies, they share the basic responsibility for ensuring a safe environment for all personnel involved in the exercise. The following general requirements apply to the exercise:

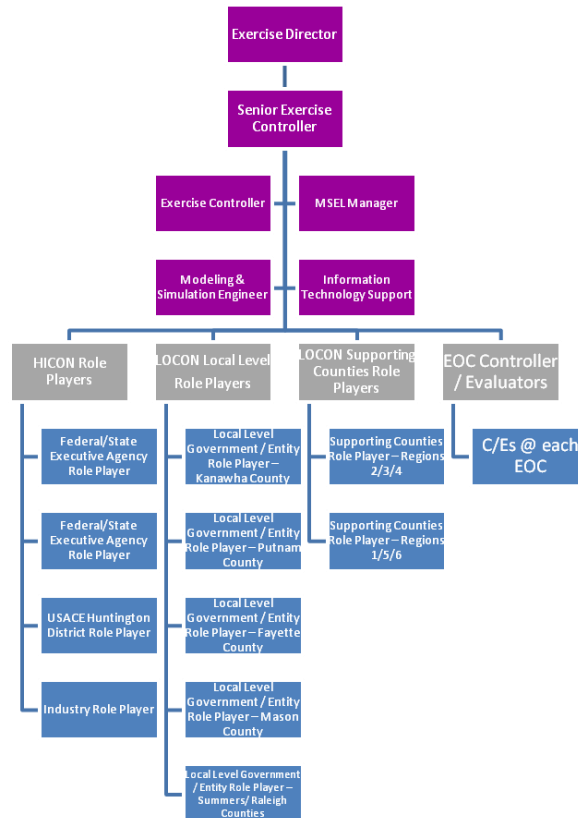
- All controllers, evaluators, and exercise staff members will serve as safety observers while exercise activities are underway.
- Participants will be responsible for their own and each other's safety during the exercise. All persons associated with the exercise must stop play if, in their opinion, 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.

## CHAPTER 3: CONTROLLER INFORMATION AND GUIDANCE

### Exercise Controller Organization

Controllers, evaluators, and personnel essential to the exercise are collectively referred to as the exercise staff. The exercise staff organization, current at the publication of this document, is shown in **Figure 3.1**.

**Figure 3.1. Exercise Staff Organization**



### Exercise Control

#### Exercise Start, Suspension, and Termination Instructions

The Bluestone Dam Functional Exercise will be conducted on 16 June, 2012, beginning at 0800 hours. Exercise play is scheduled for eight hours or until the Exercise Director and Senior Controller determine that the exercise objectives have been met at each venue. The Exercise Director will announce the start of the exercise. The Exercise Director will announce exercise suspension or termination and will instruct participants to stop in place safely.

If an actual emergency occurs, the exercise may be suspended or terminated at the discretion of the Exercise Director, depending on the nature of the incident. The designated phrase in case of a medical emergency is **“real-world emergency.”** The Exercise Director will announce resumption of the exercise.

**Controller Responsibilities**

**Table 3.1** details specific controller responsibilities.

**Table 3.1. Controller Responsibilities**

<b>Controller Responsibilities</b>
<b>Exercise Director</b>
<ul style="list-style-type: none"> <li>• Oversees all exercise functions</li> <li>• Oversees and remains in contact with controllers and evaluators</li> <li>• Debriefs controllers and evaluators after the exercise</li> <li>• Oversees setup of exercise and positioning of controllers and evaluators</li> <li>• Provides narration and explanation during exercise events, as needed</li> </ul>
<b>Controller / Evaluator</b>
<ul style="list-style-type: none"> <li>• Issues exercise materials to players</li> <li>• Monitors exercise timeline</li> <li>• Provides input to players (i.e., injects) as described in MSEL</li> <li>• Evaluates and provides feedback on a designated functional area of the exercise</li> <li>• Assesses and documents participants' performance against established emergency plans and exercise evaluation criteria</li> <li>• Serves as safety officer</li> </ul>
<b>Simulation Cell (SimCell) Controllers</b>
<ul style="list-style-type: none"> <li>• Issues exercise materials to players</li> <li>• Provides input to players (i.e., injects) as described in MSEL</li> <li>• Monitors exercise timeline</li> <li>• Provides input to players (i.e., injects) as described in MSEL</li> </ul>

See Appendix C for specific controller assignments.

**Controller/Evaluator Package**

Controllers and evaluators will receive their exercise materials at the Controller and Evaluator training to be conducted on 14-15 June at the St. Albans Armory. The controller package will consist of the ExPlan, C/E Handbook, Exercise Evaluation Guides (EEGs), activity logs, Participant Feedback Forms, the Master Scenario Event List (MSEL) and other exercise tools. Controller/Evaluators may reorganize the material so information that is critical to their specific assignment is readily accessible. Controllers must bring their packages to the exercise.

**Incident Simulation**

Because the exercise is of limited duration and scope, the physical description of what would fully occur at the incident site and surrounding areas will be relayed to the players by controllers. Controllers will “paint the picture” for players—verbally or with limited written materials—regarding what is happening in and around the incident scene.

## Scenario Tools

The MSEL outlines benchmarks and injects that drive exercise play and provide realistic input to exercise players. It provides information that is expected to emanate from simulated organizations (e.g., nonparticipating organizations, agencies, and individuals that usually would respond to a situation). The MSEL consists of the following two parts:

- **Timeline.** This is a list of key exercise events, including scheduled injects and expected player actions. The timeline is used to track exercise events relative to desired response activities.
- **Injects.** An individual event inject is a detailed description of each exercise event. An Inject includes the following pieces of information: inject time, intended recipient, responsible controller, inject type, a detailed description of the event, and the expected player action.

## Communications Plan

**All spoken and written communication will start and end with the statement “THIS IS AN EXERCISE.”**

### Controller Communications

The principal method of communication for controllers during the exercise will be telephone and radio. A list of key telephone numbers and radio call signs will be available in a Communications Directory before the exercise starts. Controller communications will remain separate from player communications. In no case will controller communications interfere with or override player communications.

### Player Communications

Players will use routine, in-place agency communication systems. The need to maintain a 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 incident. In no instance will exercise communications interfere with real-world emergency communications.

## Controller / Evaluator Instructions

### Before the Exercise

- Review appropriate emergency plans, procedures, and protocols.
- Review appropriate exercise package materials, including the objectives, scenario, injects, safety and security plans, and evaluator instructions.
- Attend required briefings and training.
- Review the exercise objectives and controller package for your area of responsibility.

- Report to the exercise location at the time designated in the exercise schedule, meet with the exercise staff, and present the Player Briefing if your exercise location is unable to participate in the exercise Warm Start brief via VTC or Webinar.
- Be at the appropriate location at least 1 hour before the exercise starts.

### During the Exercise

- Avoid personal conversations with exercise players.
- If you have been given injects, deliver them to appropriate players at the time indicated in the MSEL (or as directed by the Exercise Director). **Note:** If the information depends on some action to be taken by the player, do not deliver the inject until the player has earned the information by successfully accomplishing the required action.
- When you deliver an inject, notify the Exercise Controller and note the time you delivered the inject and player actions.
- Receive and record exercise information from players that would be directed to nonparticipating organizations.
- Record all significant events you observe.
- Observe and record exercise artificialities that interfere with exercise realism. If an exercise artificiality interferes with exercise play, report it to the Exercise Controller.
- Begin and end all exercise communications with the statement **“This is an exercise.”** This precaution is taken so that anyone who overhears the conversation will not inadvertently mistake exercise play for an actual emergency.
- Do not prompt players regarding what a specific response should be, unless an inject directs you to do so. Clarify information as long as doing so does not provide coaching.
- Ensure that all observers and media personnel stay out of the exercise activity area. If you need assistance, notify the Exercise Director.
- Do not give information to players about scenario event progress or other participants’ methods of problem resolution. Players are expected to obtain information through their own resources.
- The Exercise Director will notify you when the exercise has been suspended or terminated. The exercise will be terminated when the Exercise Director determines that all exercise objectives have been met or enough time has elapsed for exercise objectives to have been demonstrated.

### After the Exercise

- Distribute copies of Participant Feedback Forms and pertinent documentation. After participants have completed these forms, collect the forms and return them to the Exercise Planning Team.
- A Hot Wash will be conducted at the end of the exercise. Take notes on findings identified by exercise players. Before the Hot Wash, do not discuss specific issues or

problems with exercise players. At exercise termination, summarize your notes and prepare for the Controller and Evaluator Debriefing. Have your summary ready for the Exercise Director.

## **Assessment, Review, and Analysis of Exercise**

### **Hot Wash**

Immediately after completion of exercise play, the senior controller will facilitate a Hot Wash with players at each exercise location. This meeting is primarily geared toward participants and their supervisors. The Hot Wash is an opportunity for players to express their opinions about the exercise and their own performance while the events are still fresh in their minds. At this time, evaluators can seek clarification regarding certain actions and what prompted players to take them. All participants should attend. 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.

### **Controller and Evaluator Debriefing**

Controllers, evaluators, and selected exercise participants will attend a facilitated Controller and Evaluator Debriefing at 1700 hours on 16 June, 2012 via teleconference, hosted from the St. Albans Armory. During this debriefing, these individuals will discuss their exercise observations in an open environment to clarify actions taken during the exercise. Evaluators should take this opportunity to complete their Exercise Evaluation Guides (EEGs) for submission to the Exercise Planning Team and begin the analysis process outlining the issues to be included in the After Action Report (AAR).

### **Evaluations**

All evaluations are preliminary and may be revised on the basis of information from other controllers, evaluators, or players. If a controller or evaluator did not observe specific aspects of an organization's performance, exercise players may be asked to comment. The evaluation should indicate that this information was provided by players.

### **Participant Feedback Forms**

Participant Feedback Forms will be used to document participant information about the exercise. The controller will distribute these forms during the Hot Wash. The forms will be collected afterward, along with attendance or participation rosters. Controllers should emphasize to players that these forms provide the opportunity for them to comment candidly on emergency response activities and exercise effectiveness.

### **After Action Conference**

The After Action Conference is a forum for jurisdiction officials to hear the results of the evaluation analysis, validate findings and recommendations in the draft AAR, and begin development of the Improvement Plan (IP). The After Action Conference will be held at the St. Albans Armory on 11 July, 2012, beginning at 0900 hours. Additional sites will be coordinated for participation by VTC / Webinar.

## **Exercise Report**

An exercise AAR/IP will be prepared to document the evaluation of overall exercise performance. The AAR/IP will include the exercise schedule, scenario, players' activities, evaluations, issues, opportunities, and best practices. The AAR also will contain the following:

- A brief summary, with introductory and general statements noting the exercise scope, purpose, objectives, players, and overall performance assessment
- Assessments for each capability observed
- Issues and recommendations suggested by controller, evaluator, and player comments

A draft AAR will be provided to participating organizations for comment before the After Action Conference is held.

## CHAPTER 4: EVALUATOR INFORMATION AND GUIDANCE

### General Information

The goal of exercise evaluation is to validate strengths and identify improvement opportunities for the participating organization(s). In the Bluestone Dam Functional Exercise, evaluation will attempt to validate plans, procedures, and protocols of the participating agencies and determine their level of capability with regard to the exercised target capabilities. Validation attempts to answer the following questions:

- Were established plans, procedures, and protocols followed during the exercise?
- Did the agencies do what they said they were going to do?
- Were the plans, procedures, and protocols effective?
- What level of capability do the plans, policies, and procedures establish?

This validation is accomplished by the following means:

- Observing the event and collecting supporting data
- Analyzing the data to compare performance against expected outcomes
- Determining what changes need to be made to procedures, plans, staffing, equipment, communications, organizations, and interagency coordination to ensure expected outcomes

The evaluation results will provide an opportunity to identify ways to build on strengths and improve capabilities. Because jurisdictions are testing new and emerging plans, skills, resources, and relationships in response to a changed homeland security environment, every exercise or event can be expected to result in multiple findings and recommendations for improvement.

### Exercise Evaluation

The Bluestone Dam Functional Exercise uses EEGs formulated by the DHS and evaluation methodologies established in the HSEEP as the guide for conducting all exercise evaluation. The AAR/IP will be formatted so that it conforms to current DHS guidance.

### After Action Report and Improvement Plan (AAR/IP)

The AAR/IP will be organized by capability, with a section of the AAR/IP devoted to each of the exercised capabilities. For each capability and subordinate activity, the Lead Evaluator will provide an assessment of how well the executing agency or personnel performed, including best practices and areas for improvement. Specific issues and observations will be identified for each capability and activity, and recommendations for resolving issues will be provided, based on input from controllers, evaluators, and exercise planners.

Finally, the Lead Evaluator will assign a performance rating for each capability (or activity) on the basis of standard criteria. These ratings represent various degrees of capability. Definitions of performance ratings for each capability or activity will be provided.



## Exercise Evaluation Guides (EEGs)

The content for the AAR/IP will be drawn from the EEGs. Each evaluator will be provided with an EEG that will give specific guidance regarding what data to collect during the exercise, how to record it, and how to analyze it before submission to the Exercise Planning Team. The Exercise Planning Team will compile all evaluator submissions into the first working draft of the AAR/IP.

## Documenting the Event

Evaluators must keep accurate records and notes because these records will form the basis for evaluation of player performance. Evaluation is valuable because it provides constructive feedback (positive and negative) to improve the effectiveness of an organization's response to emergencies. Accurate and detailed documentation is critical to facilitate a full record of all the events in an exercise and to understand player actions.

Evaluators will document the exercise by using the appropriate EEGs for actions in their area. The EEGs are provided separately as part of the evaluator package. Evaluators should document key activities and those activities that require a timely response for later evaluation.

Evaluators should review their forms and notes immediately after the exercise to ensure an accurate reconstruction of events and activities for discussion at the Controller and Evaluator Debriefing. Evaluation materials, including notes and forms, become part of the exercise documentation. Checklists and evaluation forms must be completed as thoroughly and accurately as possible.

## Controller and Evaluator Briefing

This briefing will assist in preparing evaluators for performance of their functions and will include a detailed review of event activities. This briefing is the time for evaluators to ask questions and ensure that they completely understand their roles and responsibilities. Evaluator questions should be addressed and information clarified so that controllers and evaluators feel confident that they can perform their assignments effectively.

## Evaluator Instructions and Guidelines

### General

Evaluators should avoid personal conversations with players. Evaluators should not give information to players about event progress or other participants' methods of problem resolution. Players are expected to obtain information through their own resources.

### Evaluation Basics

Remember, your experience and expertise is your most important tools. Experienced evaluators use the following techniques for effective evaluation:

- Use EEGs to confirm that evaluation objectives are met.
- Take detailed notes concerning significant activities observed, including the time they were initiated or completed.

- Stay in proximity to player decisionmakers.
- Focus on critical tasks, as specified in the EEGs.

### **Recording Important Events**

Although numerous events may occur simultaneously, evaluators do not need to record all the action. Knowing which events are important helps evaluators eliminate superfluous data and provide the kind of information that is most useful for evaluation. Important events that evaluators should record include the following:

- Initiating scenario events
- Actions of players in relation to the event
- Key decisions made by managers and the times these decisions are made
- Deviations from plans and implementation procedures
- Times when significant actions are completed
- Equipment used

### **What to Look For**

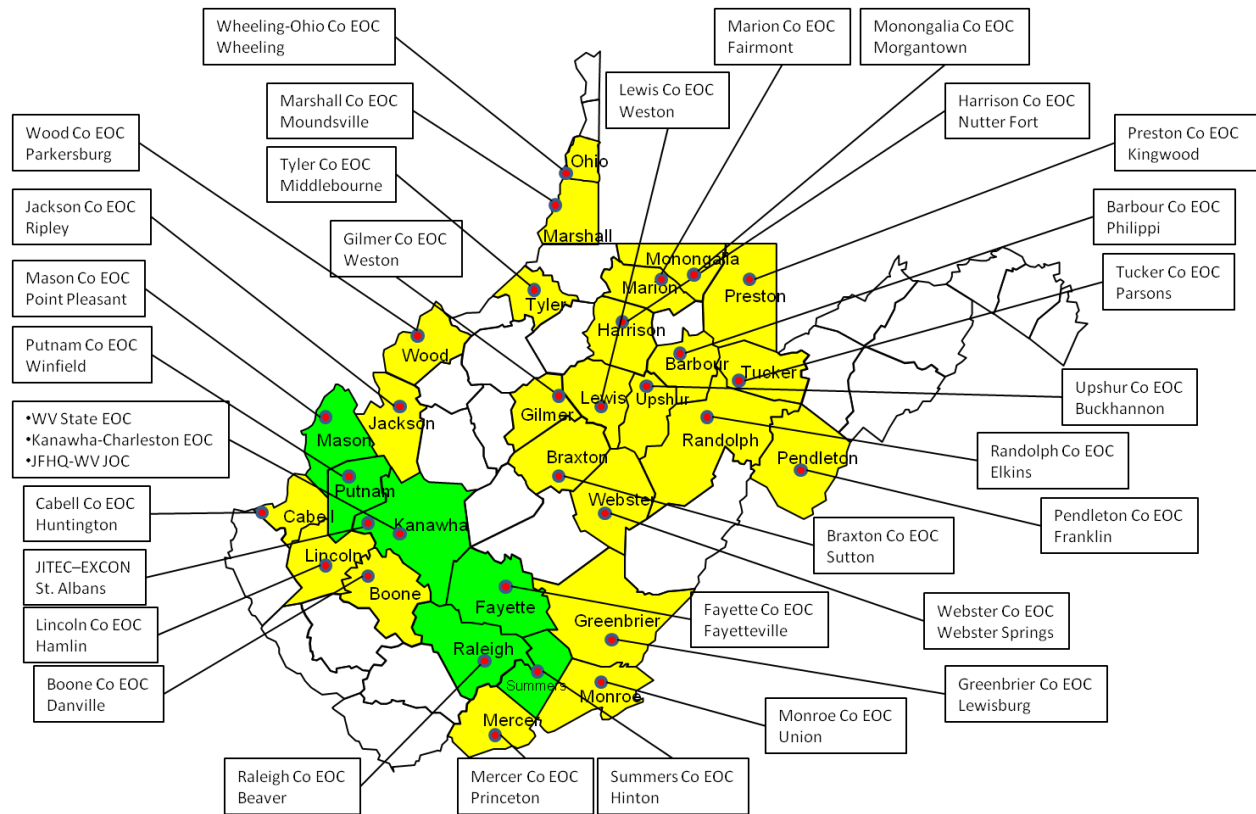
Individuals preparing the exercise report will analyze the results provided by all evaluators to achieve an integrated evaluation of exercised plans and capabilities. Their analysis will focus on the timing of key events, decisions made, and actions taken. To assist in that analysis, you should focus on the following areas:

- Timeliness in actions
- Communication among players and organizations
- Direction and coordination of field activities
- Monitoring and assessing events
- Command and control
- Creative player problem-solving, potentially beyond current plans and implementation procedures
- Plans or procedures that affect player efforts
- Equipment issues in relation to player efforts

**APPENDIX A: EXERCISE SCHEDULE**

<b>Time</b>	<b>Personnel</b>	<b>Activity</b>
<b>June 14, 2012</b>		
1200 to 1600	Controller/Evaluators, Simulators	Controller/Evaluator, SimCell Training / COMMEX
<b>June 15, 2012</b>		
0800 to 1100	Controller/Evaluators, Simulators	Controller/Evaluator, SimCell Training
1200 to 1600	Exercise Control, Simulators	SimCell Training
1200 to 1600	Controller/Evaluators	Travel to Exercise Sites
<b>June 16, 2012</b>		
0700	Controllers, Evaluators and exercise staff members	Check-in, Exercise site setup, Communications check
0730	Participants	Registration
0800	Participants	Participant Briefing / Warm Start Briefing
<b>0900</b>	<b>All</b>	<b>Start of Exercise (StartEx)</b>
<b>1600</b>	<b>All</b>	<b>End of Exercise (EndEx)</b>
1600 to 1700	Participants, controllers, and evaluators	Hot Wash
1700 to 1800	Controllers, Evaluators, and Exercise Planning Team members	Controller and Evaluator Debriefing
<b>July 11, 2012</b>		
0900	Senior Exercise Participants / Agency Representatives	AAR Conference
<b>July 15, 2012</b>		
N/A	WVDHSEM	Publish After Action Report / Improvement Plan

## APPENDIX B: EXERCISE LOCATIONS



- St. Albans – JITEC EXCON
- Charleston – WV State EOC
- Charleston – Kanawha-Charleston EOC
- Charleston – JFHQ-WV JOC
- Huntington – Cabell Co EOC
- Danville – Boone Co EOC
- Winfield – Putnam Co EOC
- Point Pleasant – Mason Co EOC
- Parkersburg – Wood Co EOC
- Moundsville – Marshall Co EOC
- Wheeling – Wheeling-Ohio Co EOC
- Fayetteville – Fayette Co EOC
- Princeton – Mercer Co EOC
- Hinton – Summers Co EOC
- Ripley – Jackson Co EOC
- Hamlin – Lincoln Co EOC
- Fairmont – Marion Co EOC
- Morgantown – Monongalia Co EOC
- Nutter Fort – Harrison Co EOC
- Philippi – Barbour Co EOC
- Parsons – Tucker Co EOC
- Buckhannon – Upshur Co EOC
- Franklin – Pendleton Co EOC
- Sutton – Braxton Co EOC
- Webster Springs – Webster Co EOC
- Lewisburg – Greenbrier Co EOC
- Weston – Lewis Co EOC
- Glenville – Gilmer Co EOC
- Union – Monroe Co EOC
- Middlebourne – Tyler Co EOC
- Elkins – Randolph Co EOC
- Beaver – Raleigh Co EOC
- Kingwood – Preston Co EOC

## APPENDIX C: \*PARTICIPATING AGENCIES AND ORGANIZATIONS

Participating Agencies and Organizations
Kanawha Co EMA
Kanawha Co EMS
Kanawha Co Sheriff Office
Local Law Enforcement
Kanawha Valley Regional Transportation Authority
Kanawha-Charleston Health Dept
City of Charleston
Putnam Co OES
Putnam Co Health Dept
Fayette Co OES
Mason Co EMA
Raleigh Co OES
Summers Co EOS
WV Dept Agriculture
WV Dept Health & Human Resources Threat Preparedness Office
WV Office Chief Medical Examiner
DuPont Chemical Company
Dow Chemical Company
Greenbrier HSEM
Harrison Co OEM
Barbour CO OEM
Wood Co OEM
Tucker Co OEM
Cabell Co OEM
Tri-State Transit Authority
Cabell-Huntington Health Dept
Marion Co HSEM
Marshall Co OEM
Wheeling – Ohio Co HSEMA
Putnam Co Health Dept
Upshur Co OEM
Webster Co OES
Braxton Co OES
Boone Co EMA
Gilmer Co OES
Monroe Co OES
Mercer Co OES
Randolph Co OES
Jackson Co OES
Preston Co OES
Lewis Co OES
Monongalia HSEMA & MECCA 9-1-1
Pendleton Co OEM
Tyler Co OES
Lincoln Co OES
American Red Cross
Joint Forces Headquarters – WVNG
ARNORTH FEMA Region III Defense Coordinating Element
National Weather Service Charleston

## APPENDIX D: CONTROLLER AND EVALUATOR ASSIGNMENTS

<b>Position #</b>	<b>Exercise Entity</b>	<b>Exercise Location</b>	<b>Controller / Evaluator Assignment</b>
1	WV State EOC	Charleston	Senior Controller/Evaluator
2	WV State EOC	Charleston	Operations Controller/Evaluator
3	WV State EOC	Charleston	Logistics Controller/Evaluator
4	Kanawha-Charleston EOC	Charleston	Senior Controller/Evaluator
5	Kanawha-Charleston EOC	Charleston	Operations Controller/Evaluator
6	Kanawha-Charleston EOC	Charleston	Logistics Controller/Evaluator
7	JFHQ-WV JOC	Charleston	*Senior Controller/Evaluator
8	JFHQ-WV JOC	Charleston	*Operations Controller/Evaluator
9	JFHQ-WV JOC	Charleston	*Logistics Controller/Evaluator
10	Cabell Co EOC	Huntington	EOC Controller/Evaluator
11	Boone Co EOC	Danville	EOC Controller/Evaluator
12	Putnam Co Alternate EOC – Putnam Co Health Dept.	Hurricane	EOC Controller/Evaluator
13	Putnam County Mobile Command Center	Hurricane	EOC Controller/Evaluator
14	Mason Co EOC	Point Pleasant	EOC Controller/Evaluator
15	Wood Co EOC	Parkersburg	EOC Controller/Evaluator
16	Marshall Co EOC	Moundsville	EOC Controller/Evaluator
17	Wheeling-Ohio Co EOC	Wheeling	EOC Controller/Evaluator
18	Fayette Co EOC	Fayetteville	EOC Controller/Evaluator
19	Mercer Co EOC	Princeton	EOC Controller/Evaluator
20	Summers Co EOC	Hinton	EOC Controller/Evaluator
21	Jackson Co EOC	Ripley	EOC Controller/Evaluator

**Homeland Security Exercise and Evaluation Program (HSEEP)**

22	Lincoln Co EOC	Hamlin	EOC Controller/Evaluator
23	Marion Co EOC	Fairmont	EOC Controller/Evaluator
24	Monongalia Co EOC	Morgantown	EOC Controller/Evaluator
25	Harrison Co EOC	Nutter Fort	EOC Controller/Evaluator
26	Barbour Co EOC	Philippi	EOC Controller/Evaluator
27	Tucker Co EOC	Parsons	EOC Controller/Evaluator
28	Upshur Co EOC	Buckhannon	EOC Controller/Evaluator
29	Pendleton Co EOC	Franklin	EOC Controller/Evaluator
30	Braxton Co EOC	Sutton	EOC Controller/Evaluator
31	Webster Co EOC	Webster Springs	EOC Controller/Evaluator
32	Greenbrier Co EOC	Lewisburg	EOC Controller/Evaluator
33	Lewis-Gilmer Co EOC	Weston	EOC Controller/Evaluator
34	Monroe Co EOC	Union	EOC Controller/Evaluator
35	Tyler Co EOC	Middlebourne	EOC Controller/Evaluator
36	Randolph Co EOC	Elkins	EOC Controller/Evaluator
37	Raleigh Co EOC	Beaver	EOC Controller/Evaluator
38	Preston Co EOC	Kingwood	EOC Controller/Evaluator

\* C/E POSITIONS TO BE FILLED BY WEST VIRGINIA NATIONAL GUARD.