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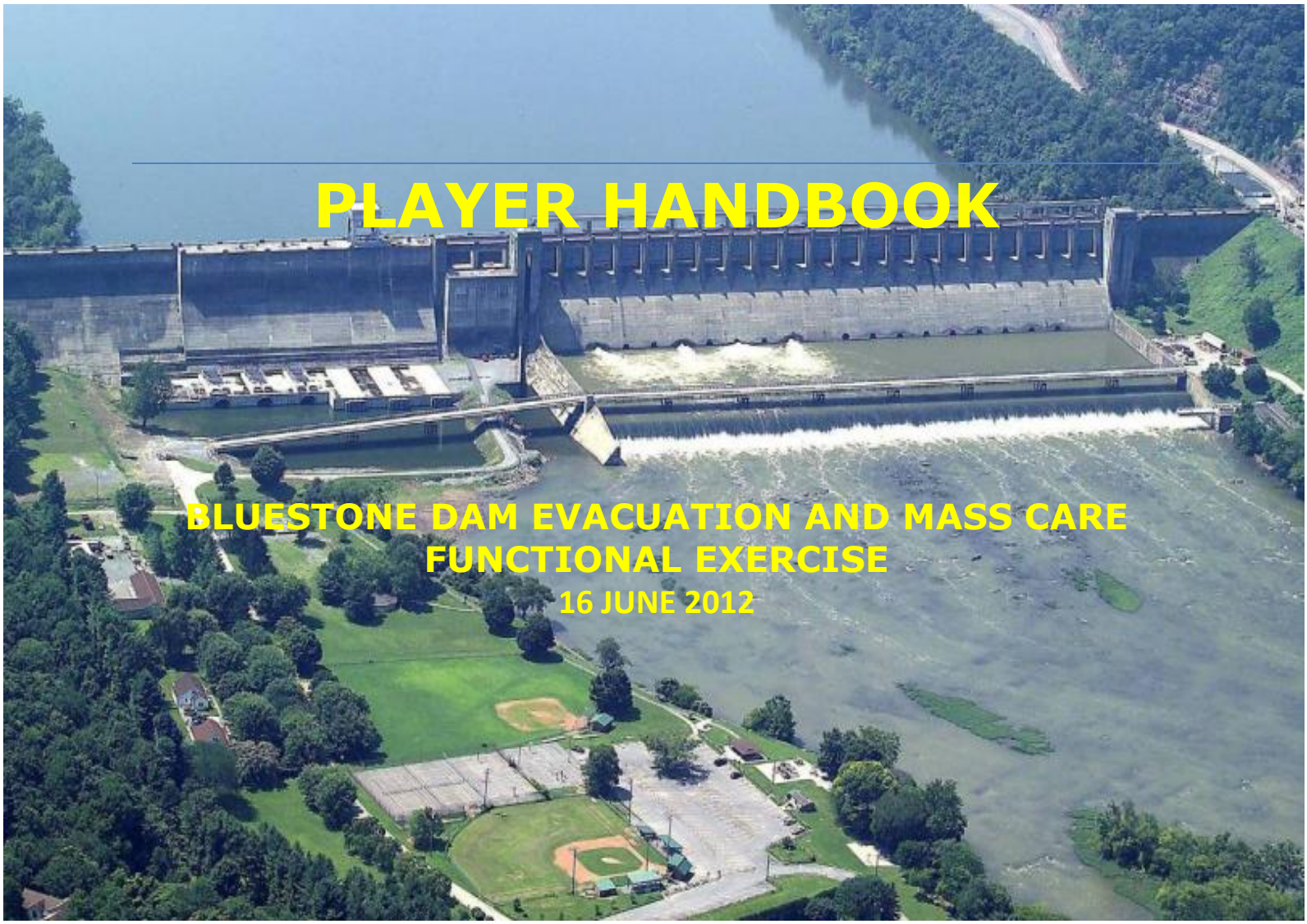

PLAYER HANDBOOK

BLUESTONE DAM EVACUATION AND MASS CARE FUNCTIONAL EXERCISE

16 JUNE 2012

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

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PURPOSE

The purpose of this handbook is to provide the exercise players with the information required for them to participate effectively in the Bluestone Dam Functional Exercise. This information will be discussed at the player briefings/orientations prior to the start of exercise play. This Player Handbook identifies the scope and concept of play and key exercise assumptions, artificialities, and simulations. It provides the exercise players with the basic information needed to participate in the Bluestone Dam Functional Exercise. It establishes the scenario narrative consisting of background information leading to the start of the exercise. This player handbook is to be used for the benefit of the players throughout the exercise.

SCOPE

Type of Emergency: Catastrophic flood event related to the Bluestone Dam and the New River and Kanawha River basin.
Location: The New River and Kanawha River basin in the principal counties of Summers, Raleigh, Fayette, Kanawha, Putnam and Mason. The remaining forty-nine supporting counties of the State of West Virginia.
Functions: Command and Control, Evacuation Operations, Sheltering and Mass Care.
Exercise Locations: West Virginia State Emergency Operations Center, County Emergency Operations Centers, West Virginia National Guard Joint Forces Headquarters Joint Operations Center (See Appendix A and B).
Exercise Type: Functional Exercise

CONCEPT OF PLAY

Exercise play will begin on Saturday, 16 June, 2012 at 0800 hours and end at approximately 1600 hrs. 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 eight hours of exercise play will address the first hours of response activities following a gubernatorial declaration of emergency and evacuation order.

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.

Emergency management activities for the Functional Exercise will be fed through a simulation cell (SIMCELL). ***The SIMCELL will act as the outside world for any resource request, or actions by non-player entities and organizations.***

Exercise Assumptions

The following general assumptions apply to this exercise: Emergency management personnel who respond to incident scenarios will operate in accordance with the plans, procedures, and practices of their agency.

Exercise Artificialities

The Bluestone Dam Functional Exercise is designed 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. All injects and player requests will be handled by the SIMCELL which is part of the exercise artificialities. Though artificialities can detract from realism, exercise planners and participants must accept these artificialities in order to facilitate accomplishment of the exercise objectives. The exercise will be played in real time. Some events, however, may be accelerated to meet exercise objectives.

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.

The Department of Homeland Security (DHS) 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 Planning Team are contained in the evaluator materials packet, along with the C/E Handbook and Player Handbook. These EEGs have been modified (revised) to meet the exercise objectives and activities, and best describe what is expected to be observed during the exercise. The EEGs will guide evaluation to match the exercise objectives. EEGs are provided for the following exercise objectives: EOC Management (Revised); Citizen Evacuation (Revised); and Mass Care (Revised). (See Appendix D, E and F)

Exercise Simulation

Because the Bluestone Dam Functional Exercise is of limited duration and scope, the physical description of what would actually occur at the incident sites and surrounding areas will be relayed to the players by simulators and/or controllers. ***The SIMCELL will compensate for participating organizations, individuals, and field units that would actually be deployed in a real-world response.*** Although simulations may detract from exercise realism, the simulated incidents, messages from and to simulated entities provide the means to facilitate exercise play and provide for the testing of exercise objectives and performance criteria.

All persons, entities, response units and citizens of the community, as well as higher levels of government, will be represented by the exercise control/simulation team. When players determine the need to deploy, recall, or otherwise task any resources, they must follow existing procedures and contact the individual(s) in the ***SIMCELL***. As the exercise is being played in a real-time environment, the control/simulation team will advise the players of information such as when the resource(s) arrives on site, situation found upon their arrival, etc.

Exercise Narrative

The exercise begins with the various EOCs operational in advance notice of the pending emergency.

SCENARIO

To enhance participation and speed of exercise play, the following scenario will exist prior to the declaration of emergency.

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:

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.

PLAYER PROCEDURES AND RESPONSIBILITIES

Players are agency personnel who have an active role in responding to the simulated emergency and will perform their regular roles and responsibilities during the exercise. Players are expected to initiate actions that control and mitigate the simulated emergency as presented in the exercise narrative and subsequent injects. Players will continue to respond to injects until the Exercise Director and Senior Controller determine that the exercise objectives have been met at each venue. If information is needed and unobtainable, but not included in the inject, players may ask a simulator to provide the necessary information. Various events will prompt reaction of the participating agencies, beginning the response phase of the exercise. Play will proceed in accordance with agency plans and procedures. ***NOTE:*** Exercise play will not be halted for player breaks.

Immediately after completion of exercise play, controllers will facilitate a Hot Wash with players at each exercise location. The Hot Wash is an opportunity for players to express their opinions about the exercise and their own performance. At this time, evaluators will seek clarification regarding certain actions and what prompted players to take them. The Hot Wash should not last more than 1 hour. Evaluators will take notes during the Hot Wash and include these observations in their analysis. Players will be asked to complete a participant feedback form for inclusion in the After Action Report and Improvement Plan. The written evaluations also are taken into consideration in the After Action Review process and design of future exercises.

Rules of Conduct

1. Act in a professional manner at all times.

2. Understand the scope of the exercise. If you are unsure about a certain organization or agencies participation in the exercise, ask a Controller at your exercise location.

3. If parts of the scenario seem implausible, do not complain. Recognize that the exercise has artificialities, limitations and constraints.

4. Do not engage in casual conversations with the Controller/Evaluators. If you are asked a question, give a short, concise answer. If you are busy and cannot immediately respond, indicate that, but report back with an answer at the earliest possible time.

5. Maintain a log of your activities, when possible. Many times, this log may include documentation of activities missed by a controller or evaluator.

6. Respond to exercise events and information as if the emergency were real.

7. Act as if the simulated hazardous conditions are real.

8. Controllers will only give you information they are specifically designated to disseminate from their assigned functional area. You are expected to obtain other necessary information through existing emergency information channels.

9. Precede and follow all emergency messages and communications with the phrase, "*This is an Exercise.*"

10. In some cases, it may be necessary to exercise "controller prerogative" of countermanding player actions to preserve the continuity and objectives of the exercise. You must accept the controller's word as final and proceed with play.

Safety and Security

Participant safety takes priority over exercise events. Although the organizations involved with the exercise come from various agencies, they share the basic concept of ensuring a safe and

healthful workplace for their personnel. 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.

The following rules of play apply to exercise implementation:

1. Real emergency actions take priority over exercise actions.

2. "REAL WORLD EMERGENCY" is the designated phrase that indicates there is a real emergency in the exercise area requiring immediate attention.

3. Modification or intentional disruption of communication not intended as part of exercise play is prohibited.

4. Exercise players will comply with real-world response procedure unless otherwise directed by controllers.

5. All radio communications and telephone conversations made during the exercise will begin and end with the words, "*This is an exercise message".*

6. Exercise players placing telephone calls must identify the organization, agency, office or individual with whom they wish to speak.

Communications

Player elements will use routine, in-place agency communications systems. The need to maintain a response capability for real-world response may preclude the use of all communications channels or systems that would usually be available for an actual incident. Exercise communications will NOT interfere with real-world emergency communications.

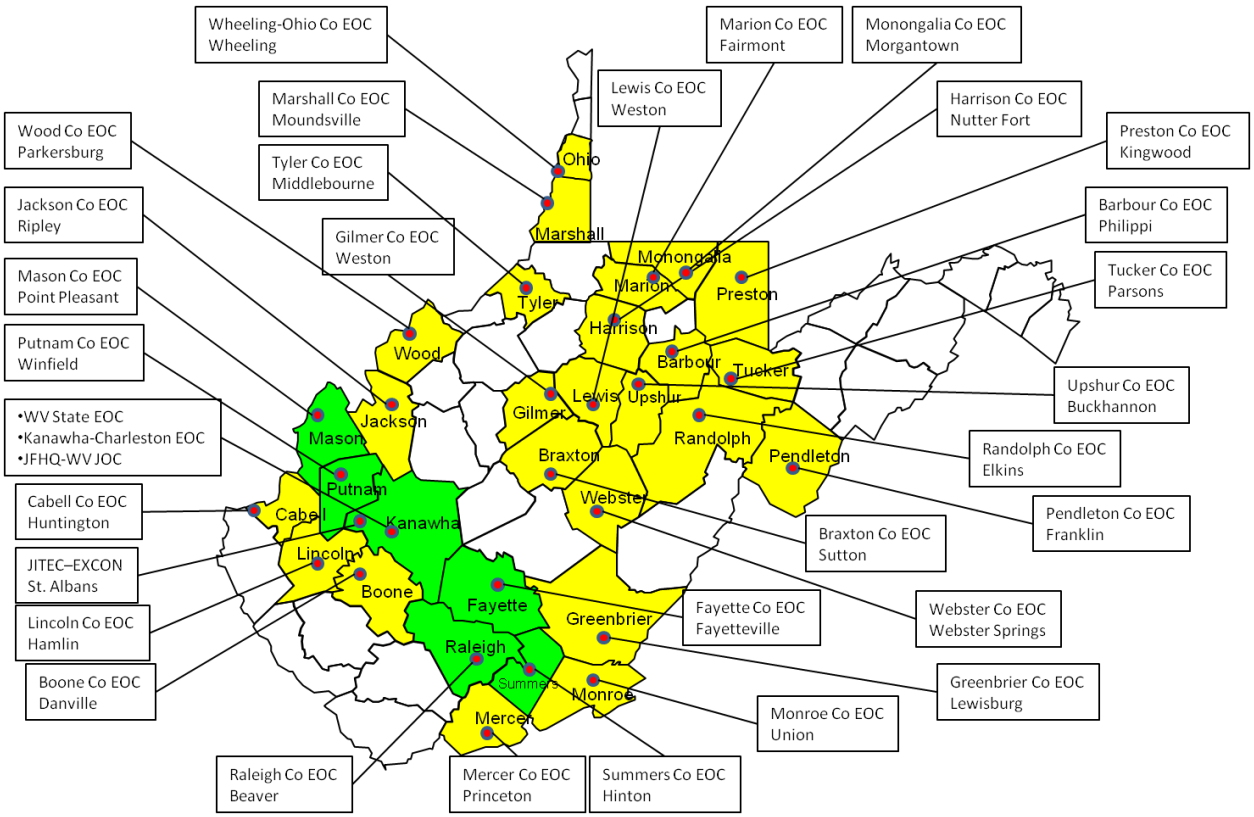
Communications Directory

The Communications Directory at Appendix G provides participating agency information to include: Agency Point(s) of Contact; Physical Location; Radio frequencies; Phone Numbers; and Email addresses.

APPENDIX A: EXERCISE SCHEDULE

Time	Personnel	Activity
June 14, 2012		
1200 to 1600	Controller/Evaluators, Simulators	Controller/Evaluator, SimCell Training / COMMEX
June 15, 2012		
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
June 16, 2012		
0700	Controllers, Evaluators and exercise staff members	Check-in, Exercise site setup, Communications check
0730	Participants	Registration
0800	Participants	Participant Briefing / Warm Start Briefing
0900	**All**	**Start of Exercise (StartEx)**
1600	**All**	**End of Exercise (EndEx)**
1600 to 1700	Participants, controllers, and evaluators	Hot Wash
1700 to 1800	Controllers, Evaluators, and Exercise Planning Team members	Controller and Evaluator Debriefing
July 11, 2012		
0900	Senior Exercise Participants / Agency Representatives	AAR Conference
July 15, 2012		
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: EOC Management Exercise Evaluation Guide (Revised)

Appendix E: Citizen Evacuation Exercise Evaluation Guide (Revised)

Appendix F: Mass Care Exercise Evaluation Guide (Revised)

Appendix G: Communications Directory

Published as separate documents.