Exercise Plan (ExPlan)

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FINAL

Preface

Where's WALDO is sponsored by Prince William County (PWC) Amateur Radio Emergency Service (ARES) (PWCARES). This Exercise Plan (ExPlan) was produced with input, advice, and assistance from the ***Where's WALDO*** exercise planning team, which followed the guidance set forth in the Federal Emergency Management Agency (FEMA), Homeland Security Exercise and Evaluation Program (HSEEP).

The ExPlan gives officials, observers, media personnel, and players from participating organizations the information necessary to observe or participate in a terrorism response exercise focusing on participants' emergency response plans, policies, and procedures as they pertain to bioterrorism. The information in this document is current as of the date of publication, Tuesday, September 08, 2009, and is subject to change as dictated by the ***Where's WALDO*** exercise planning team.

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

All exercise participants should use appropriate guidelines to ensure the proper control of information within their areas of expertise and to protect this material in accordance with current jurisdictional directives. Public release of exercise materials to third parties is at the discretion of DHS and the ***Where's WALDO*** exercise planning team.

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Handling Instructions

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2. The information gathered in this ExPlan is *For Official Use Only (FOUO)* and should be handled as *Sensitive But Unclassified (SBU)* information not to be disclosed. This document should be safeguarded, handled, transmitted, and stored in accordance with appropriate security directives. Reproduction of this document, in whole or in part, without prior approval from Prince William County (PWC) Amateur Radio Emergency Service (ARES) (PWCARES) is prohibited.

3. At a minimum, the attached materials will be disseminated only on a need-to-know basis and when unattended, will be stored in a locked container or area offering sufficient protection against theft, compromise, inadvertent access, and unauthorized disclosure.

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

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Table of Contents

Table of Figures

Table of Tables

Chapter 1 General Information

Introduction

The *Where's WALDO* exercise is a full-scale exercise (FSE) designed to establish a learning environment for players to exercise emergency response plans, policies, and procedures as they pertain to bioterrorism. An FSE is a complex event that requires detailed planning. To conduct 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 Exercise Plan (ExPlan) was produced at the direction of the PWCARES with the input, advice, and assistance of the *Where's WALDO* planners. *Where's WALDO* is evidence of the growing public safety partnership between State and local jurisdictions for the response to the constant threat of terrorism our Nation and communities face.

Confidentiality

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

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

Public release of exercise materials to third parties is at the discretion of the Prince William County Executive Staff and the *Where's WALDO* Planning Team.

Purpose

The purpose of this exercise is to evaluate player actions against current response plans and capabilities. In addition, procedures and equipment reviews will be developed regarding a request for Targeted Asset Tracking.

Target Capabilities

Priorities have steered the focus of homeland security toward a capabilities-based planning approach. Capabilities-based planning focuses on planning under uncertainty, since 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 which 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 Multi-Year Training and Exercise Plan, of which this exercise is a component of.

The capabilities listed below have been selected by the ***Where's WALDO*** planning team from the priority capabilities identified in Prince William County's Multi-Year Training and Exercise Plan. These capabilities provide the foundation for development of the exercise objectives and scenario, as the purpose of this exercise is to measure and validate performance of these capabilities and their associated critical tasks.

Activity 1: Alert and Dispatch

- 1.1 (ComC 4.2) Implement response communications interoperability plans and protocols.
    - o Staff and management are informed of interoperable communications requirements
    - o Interoperable communications equipment, channels and protocols are activated
- 1.2 (ComC 4.2.1) Communicate incident response information per agency protocols.
    - o Timely, accurate and clear incident information passed to dispatched response teams
    - o Incident information relayed to pertinent incident management facilities (e.g., Incident Command Post (ICP), Emergency Operations Center/Multi Agency Coordination Center (EOC/MACC), etc.)
    - o Incident information logged and disseminated to communications staff, as appropriate
    - o Provide dispatch information to initial responders in an accurate and timely manner in conformity with: National Fire Protection Association (NFPA)-1221; Association of Public Communications Officials (APCO)-25; and/or Communications Assistance for Law Enforcement Act (CALEA) standards
    - o Information is transmitted via secondary means when primary means are overloaded or fail
- 1.3 (ComC 4.2.1.1) Use established common response communication language (i.e., plain English) to ensure information dissemination is timely, clear, acknowledged, and understood by all receivers.
- 1.4 (ComC 3.5) Initiate documentation process of required forms and follow-up notations.
    - o Create logs of actions and messages sent and received
    - o Forms, logs and reports are created in accordance with local requirements

- 1.5 (ComC 4.1.1) Ensure that all critical communication networks are functioning.
  - Communications networks are continually checked for quality, degradation or failure
  - Maintenance and repair are conducted
  - Alternate communications and/or dispatch centers are staffed in the event of a catastrophic loss of the primary site
  - Equipment and personnel capabilities within communications and/or dispatch centers are available to process incoming calls with increased call volume, and/or loss of any one communication or dispatch center
- 1.6 (ComC 4.3) Implement procedures to protect information facility and communication network systems.
  - Facility and physically secure
  - Communications equipment is sheltered from weather and physical damage
  - Communications equipment is monitored and protected from malicious attacks, including cyber attacks
  - An equipment accountability system is established

Activity 2: Provide Emergency Operations Center Communications Support

- 2.1 (ComC 4.2) Implement incident communications interoperability plans and protocols.
  - Interoperable communications equipment, channels and protocols are activated and placed into service
- 2.2 (ComC 5.4.7) Inform staff and management of interoperable communications requirements.
- 2.3 (ComC 4.2.1) Communicate incident response information per agency protocols.
  - Accurate and clear information passed to dispatched response teams
  - Incident information relayed to pertinent incident management facilities (e.g. ICP, EOC/MACC, etc.)
  - Incident information logged and disseminated to communications staff, as appropriate
- 2.4 (ComC 4.2.1.1) Use established common response communications language (i.e. plain English) to ensure information dissemination is timely, clear, acknowledged, and understood by all receivers.
  - Dissemination is timely, clear, acknowledged, and understood by all receivers
- 2.5 (ComC 4.2.2) Coordinate incident site communications to be consistent with the NIMS framework.
  - A Communications Unit Leader (COML) is designated
  - An Incident Radio Communications Plan (ICS Form 205) is developed and maintained for complex incidents as a component of the Incident Action Plan (IAP)
- 2.6 (ComC 4.2.3) Report and document the incident by completing and submitting required forms, reports, documentation, and follow-up notations.
  - Create logs of actions and messages sent and received
  - Forms, logs and reports are created in accordance with local requirements

- 2.7 (ComC 4.1.1) Verify that all critical communication networks are functioning.
    - Communication networks are continually checked for quality, degradation or failure
    - Maintenance and repair are conducted
    - Communications plan includes provision for back up if primary mode of communications overloads or fails
- 2.8 (ComC 4.1) Establish and maintain response communications systems on-site.
    - Interoperable communications equipment is available to responders
    - Communications systems operators and technical personnel are available
    - First responders are provided with command, tactical and support communications networks as requested by the Incident Commander (IC)
- 2.9 (ComC 4.3) Implement information systems protection procedures.
    - Communications equipment is sheltered from weather and physical damage
    - Communications equipment is monitored and protected from malicious attacks, including cyber attacks
    - An equipment accountability system is established
    - Communications plan accounts for known equipment incompatibility, and identifies strategies to overcome deficiencies
- 2.10 (ComC 5.2) Establish and ensure connectivity to EOC/MACC.
- 2.11 (ComC 5.3.1.2) Coordinate and provide telecommunications and information technology support to Federal, State, regional, tribal, local officials and non-governmental entities.
    - Communications are established with incoming personnel

Activity 3: Return to Normal Operations

- 3.1 (ComC 7.1.1) Develop communications section of the demobilization plan.
    - Size of demobilization effort determined through review of incident records
    - Evaluate resources needed to support the demobilization effort
- 3.2 (ComC 7.1) Initiate communications demobilization procedures.
    - An updated demobilization plan is developed
    - Staff follow demobilization plan
    - Interoperable communications channels and equipment are successfully demobilized
    - Interoperable equipment returned
    - Communications resources are returned to normal operations
- 3.3 (ComC 7.1.2) Monitor communications demobilization.
    - Demobilization plan distributed
    - Account for communications resources and return to normal operations
- 3.4 (ComC 4.2.3) Report and document the incident by completing and submitting required forms, reports, documentation, and follow-up notations.
    - Create logs of actions and messages sent and received
    - Forms, logs and reports are created in accordance with local requirements

Exercise Objectives

This plan provides exercise controllers and simulators with guidance concerning procedures and responsibilities for exercise control, simulation, and support. It explains the exercise concept as it relates to controllers and simulators, establishes the basis for control and simulation of the exercise, and establishes and defines the communications, logistics, and administrative structure needed to support control and simulation during the exercise.

The *Where's WALDO* exercise planning team selected objectives that focus on evaluating emergency response procedures, identifying areas for improvement, and achieving a collaborative attitude. This exercise will focus on the following objectives:

1. ***Incident Command System (ICS)/Unified Command:*** Evaluate the local decision-making process, the capability to implement the ICS, and the effective transition to a Unified Command in response to a request for Targeted Asset Tracking. Examine the communities' ability to employ various ICS functions.
2. ***Emergency Operations Center (EOC) Operation:*** Exercise the communities' ability to activate, staff, and operate local EOCs in response to a request for Targeted Asset Tracking.
3. ***Communications:*** Assess the ability to establish and maintain multi-disciplinary/jurisdictional communications network during a response to a terrorist incident.
4. ***Targeted Asset Tracking:*** Assess the capability and adequacy of agency plans for responding to a request for Targeted Asset Tracking. This includes issues of Asset identification, tracking security, information control and coverage.

Chapter 2 Exercise Logistics

Exercise Summary

General

The ***Where's WALDO*** FSE is designed to establish a learning environment for players to exercise emergency response plans, policies and procedures as they pertain to bioterrorism.

Purpose

The purpose of this exercise is to evaluate player actions against current response plans and capabilities for a terrorist incident response.

Scope

The scope of play for ***Where's WALDO*** requires the establishment of an incident scene and requires responders in the field to perform those actions usually associated with an initial response to a possible bioterrorism incident. These actions include command and control, communications, hazard identification, monitoring for device recovery and packaging.

Assumptions

Assumptions constitute the implied factual foundation for the exercise and, hence, are assumed to be present before the start of the exercise. The following general assumptions apply to the ***Where's WALDO***:

- 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, containing sufficient detail from which to respond.
- Exercise players will react to the information and situations as they are presented, in the same manner as if this had been a real event.

Constructs and Constraints

Constructs are exercise devices designed to enhance or improve exercise realism. Alternatively, constraints are exercise limitations that may detract from exercise realism. Constraints may be the inadvertent result of a faulty construct or may pertain to financial and staffing issues. Although there are a number of constructs and constraints (also known as exercise artificialities) for any exercise, the ***Where's WALDO*** planning team recognizes and accepts the following as necessary:

- Exercise communication and coordination will be limited to the participating exercise venues and the simulation cell (SimCell).
- Only those communication methods listed in the Communication Directory will be available for players to use during the exercise.

- The participating agencies may need to balance exercise play with real-world emergencies. It is understood that real-world emergencies will take priority.

Exercise Tools

Exercise Implementation

- The Exercise Director will initiate exercise play by transmitting the STARTEX message via the Controller Communications Network.
- The decision to conclude the exercise will be determined by the Exercise Director based upon the completion of operations and attainment of the exercise objectives.
- Real-world emergency actions take priority over exercise actions.
- Exercise participants will comply with real-world response procedures, unless otherwise directed by control staff.
- All communications (written, radio, telephone, etc.) made during the exercise will begin and end with the phrase, "**This is an exercise message.**"
- "**Real-World Emergency**" will be the designated phrase that indicates there is an emergency in the exercise area requiring immediate attention that may or may not stop exercise play.
- "**Timeout**" will be the designated phrase used by controllers to temporarily stop exercise play.
- Exercise players will comply with real-world response procedures unless otherwise directed by controllers. Responder rules of conduct are outlined in the ExPlan.
- Exercise players placing telephone calls or initiating radio communication with the SimCell must identify the organization, agency, office, or individual with whom they wish to speak.

Safety Requirements

Guidelines for Emergency Call-Off

Pat Collins and/or any of the PWC EOC Executive Staff, any on the PWC Executive Staff and/or any of the PWC ARES Executive Staff (ECIC/AECs) may unilaterally suspend play or end the exercise at any time when it appears that a real-world emergency may hamper exercise play or jeopardize the safety of exercise participants. Participating organizations also have the option of withdrawing any of their players from the exercise at any time to address matters or concerns directly related to their emergency response missions.

When any event occurs that requires (1) the withdrawal by a participating organization from the exercise or (2) the application of major resources by a participating agency to a real-world event, the Executive Staff will review the impact of such actions on the exercise. If determined appropriate, the Leadership Staff will recommend to the exercise manager that the exercise be temporarily suspended or ended. If appropriate, the exercise manager will announce the decision

to suspend or terminate exercise play and an "EMERGENCY EXERCISE SUSPENSION or TERMINATION" message number "**EM**" will be transmitted to all participating organizations.

Exercise play resumption will be at the direction of the Executive Staff. If exercise play resumption is determined to be appropriate, the Exercise Resumption message, number "**ER**", will be transmitted to all participating organizations.

Safety and Security

General

Exercise participant safety takes priority over exercise events. Although the organizations involved in the *Where's WALDO* come from various response agencies, they share the basic responsibility for ensuring a safe environment for all personnel involved in the exercise. In addition, aspects of an emergency response are dangerous. Professional health and safety ethics should guide all participants to operate in their assigned roles in the safest manner possible. The following general requirements apply to the exercise:

- An exercise Safety Controller will be identified and be responsible for participant safety.
- All exercise controllers, evaluators, and staff will serve as safety observers while the exercise activities are underway. Any safety concerns must be immediately reported to the Safety Controller.
- Participants will be responsible for their own and each other's safety during the exercise. It is the responsibility of all persons associated with the exercise to stop play if, in their opinion, a real safety problem exists. Once the problem is corrected, exercise play can be restarted.
- All organizations will comply with their respective environmental, health, and safety plans and procedures, as well as the appropriate Federal, State, and local environmental health and safety regulations.

Accident Reporting

All injuries, incidents, and accidents, regardless of severity, will be reported immediately to the nearest controller. Anyone observing a participant who is seriously ill or injured will first advise the nearest controller and then render first aid, if possible, provided the aid given does not exceed his or her training. For an emergency that requires assistance, the phrase will be "**Real-World Emergency**." If the nature of the emergency requires a suspension of the exercise at the venue/function, all exercise activities at that facility will immediately cease. Exercise play may resume at that venue/function once the "**Real-World Emergency**" situation has been addressed. If a real emergency occurs that affects the entire exercise, the exercise may be suspended or terminated at the discretion of the Exercise Director and Senior Controller. The notification will be made from the SimCell.

The incident site should be controlled by designated safety personnel in accordance with the exercise safety plan or annex. The number of safety personnel will vary with the scope and complexity of the exercise and the physical layout of the site. If certain activities at the site are considered dangerous, site safety personnel should have the authority to alter, suspend, or terminate those activities. An emergency medical team should also be available for injuries that may occur during the exercise. Observers should be escorted by safety or other staff members and be restricted to pre-designated areas.

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.

Exercise play resumption will be at the direction of the Executive Staff. If exercise play resumption is determined to be appropriate, the Exercise Resumption message number "**ER**" will be transmitted to all participating organizations.

There is no special security issues involved with the exercise, locations or equipment.

It is the responsibility of all participants to ensure that every effort is made to provide a safe and secure environment at all sponsored exercises for its participants, observers/VIPs, control/evaluation staff, volunteers, and the general public.

Aggressive Behavior

Aggressive behavior will not be tolerated anytime during exercise conduct, except in matters of self-defense. Examples of aggressive behavior may include but are not limited to: excessive speeding; uncontrolled animals (i.e., K-9s, horses, etc.); employment of defense products (i.e., mace, pepper spray, stun guns, Tasers, batons, etc.); and forceful use of operational response equipment or tools (i.e., pike poles, hose lines used at full stream on victims, etc.).

Alcohol

Alcohol consumption will not be allowed during the exercise. If a controller detects the presence of alcohol on a participant or if a participant is believed to be under the influence, the controller will remove the participant from the exercise and report the participant to his or her supervisor for appropriate follow-on action.

Explosives and Pyrotechnics

Simulated explosive devices, such as 'flash bangs', pyrotechnics, flares, smoke grenades, etc. will be handled and/or detonated only by qualified exercise staff or bomb technicians. Eye and ear protection should be worn by any persons in the area explosive devices.

Illegal Drugs

The use of illegal drugs is strictly prohibited. If a controller detects the presence of drugs on a participant or if a participant is believed to be under the influence, the controller will remove the participant from the exercise and report the participant to his or her supervisor for appropriate follow-on action.

Prescription Medication

Participants taking prescription medication will report this information through their chain of command. Supervisors should inform the exercise safety controller of the decision to allow such an individual to participate. If you use or have any of, but not limited to, the following medical items:

- Allergies/Allergic reactions to medications
- Bee Sting kit
- Epi-Pen
- Nitroglycerine
- Pace Makers
- Rescue Inhaler

This is not designed nor intended to disqualify you from participating in this exercise, but merely to notify the Exercise Safety Controller in the event something happens to you.

Weapons

Federal and contractor exercise planners and controllers shall plan for and promulgate control measures with regard to weapons, whether introduced as a simulated device during exercise play or utilized by law enforcement officers in their normal scope of duties. For the purpose of this policy, a weapon shall include all firearms, knives, less than lethal weapons/tools/devices, and any other object capable of causing bodily harm.

Qualified personnel (law enforcement, security, military, etc.) with legal authority to carry weapons that have an assigned exercise role (responder, tactical team, etc.) and have the potential for interaction with other exercise participants shall NOT carry a loaded weapon within the confines of the exercise play area. They may continue to carry their weapon only after it has been properly cleared and rendered safe (i.e., no ammunition in chamber, cylinder, breach, or magazines) and only after being marked or identified in a conspicuous manner (i.e., bright visible tape around the visible stock or holster). The use of an area clearly marked as "off limits," and with assigned armed personnel to secure weapons in a container, vehicle, or other security area is acceptable, and should be consistent with host jurisdiction weapons security policies.

Qualified personnel (law enforcement, security, military, etc.) with legal authority to carry weapons that are utilized to provide "real world" perimeter security for the exercise and have no assigned or direct interaction with exercise participants may continue to carry loaded weapons as part of their normal scope of duty.

All other personnel with no legal authority to carry weapons shall not bring, introduce, or have in their possession any weapon of any type in any area associated with the exercise. Safety briefings will be provided to all exercise participants specifying provisions and policies regarding weapons prior to the start of the exercise.

Activity-Specific Safety Requirements

The Prince William County EOC staff will provide access control to exercise areas within the EOC to ensure that unauthorized non-participants are denied access and that authorized non-participants transiting the exercise area to reach other work areas do so without deviating from established routes or reasonable travel times. Potomac and Prince William Hospital security staff will provide security and site access at each hospital respectively. Red Cross Chapter House site access is for approved individuals and is at the discretion of the Prince William Chapter of the American Red Cross. Those personnel performing exercise site security are not direct participants in the exercise and will not be exposed (as part of the exercise) to any scenario-related play.

Players should advise their venue's controller or evaluator if an unauthorized person is present. Each organization should follow its internal security procedures, augmented as necessary to comply with exercise requirements.

Operations

All generating devices will be located in areas in which exhaust gases will not pose any potential for exposure to exercise participants (i.e., located far enough away from buildings to avoid buildup of carbon monoxide inside). In addition, hearing conservation measures will be followed.

Weather Considerations

Actual weather conditions will be used during the exercise; however, wind conditions may be simulated as deemed necessary.

Heat Stress

Heat stress is defined by the following conditions presented in order of increasing severity: heat rash, heat cramps, heat exhaustion, and heat stroke (hot, dry skin). Ambient temperature, ambient humidity, work activity, type/level of PPE, and physical fitness/acclimatization of exercise participants mainly influence heat stress. Generally, exercise participants who will be at the highest risk are personnel required to wear PPE and perform heavy work activity during the warmest times of day.

Heat stress can be controlled by drinking plenty of water (available at the site), avoiding alcohol (before and during exercise), complying with proper work / rest regimens, and maintaining the core body temperature below 100.4°F. The Safety Officer is responsible for assessing exercise participants for heat stress potential and taking prompt corrective action to mitigate dangerous

heat stress conditions. Heat stress is generally monitored and controlled according to American Conference of Government Industrial Hygienists (ACGIH) criteria.

Exercise participants who experience a significant heat stress condition (e.g., heat exhaustion and heat stroke) should immediately stop working, inform a Safety Officer, and report to the on-site medical responders. Basic response actions for a victim of severe heat stress include moving to a shaded location (preferably air conditioned), removing PPE/ clothing, and administering water.

Hypothermia

Hypothermia is defined as the progressive cooling of the body. This cooling can occur rapidly (e.g., when a person is immersed in cold water) or gradually (e.g., through general outdoor exposure in cold weather). The body can adjust to a drop of a few degrees of internal body temperature, but larger temperature losses can result in the inability of the body to regulate its temperature and produce necessary body heat. The signs and symptoms of hypothermia include the following:

> o Coordination difficulties (e.g., staggering)
> o Decreased level of consciousness
> o Drowsiness or inactivity
> o Joint/muscle stiffness
> o Numbness
> o Rapid breathing and pulse at the onset (slow breathing and pulse in severe cases)
> o Shivering (or, in severe cases, the absence of shivering)
> o Stiff or rigid posture

All exercise participants are susceptible to the effects of hypothermia. Hypothermia can be controlled by removing all wet clothing, gradually warming the victim, giving warm liquids to conscious victims, and keeping the victim warm. All controllers and the safety officer are responsible for assessing exercise participants for cold injury potential and for taking corrective action to mitigate dangerous conditions.

Exercise participants who experience cold injuries or the signs and symptoms of hypothermia should immediately stop working, inform a Safety Officer, and be brought to the on-scene real emergency site.

Real World Emergency Procedures

For an emergency that requires medical assistance, the phrase will be ***"Real World Emergency."*** The following procedures will be used in case of an **actual emergency** during the exercise:

*   The first exercise player, controller, evaluator, or observer who becomes aware of an actual emergency will initiate the broadcast of ***"Real World Emergency"*** over all frequencies being used at the exercise.

- All radio transmissions will cease, except the unit that first transmitted "***Real World Emergency***" will specify the following:

    o Location
    o Condition
    o Requirements (if possible)
    o If requirements at the scene are specified, only those units requested will respond.
    o If an actual medical emergency occurs, the aided will be immediately removed via the real emergency ambulance to the appropriate receiving medical facility.
    o If the nature of the emergency is such that a suspension of the exercise is needed, all exercise activities will **immediately cease.**

Observer Coordination

Each organization with observers will coordinate with PWC ARES for access to the exercise site. Observers will be escorted to an observation area for orientation and conduct of the exercise. All observers will be asked to remain within the designated observation area during the exercise. PWC ARES representatives and/or the Observer Controller will be present to explain the exercise program and answer questions for the observers during the exercise.

Exercise Identification

Identification hats and badges will be issued to exercise staff. All exercise personnel and observers will be identified by agency uniforms or identification hats/badges distributed by the exercise staff. See Appendix H for Identification Badges. The chart below describes identification items.

Table 2-1 Exercise Identification

Group	Hat Color	Badge Color
Exercise Director	White	White
Controllers	Green	Green
Evaluators	Red	Red
Actors	N/A	N/A
Support Staff (Escort Required)	Red Speckled	Red Speckled
Support Staff (Unescorted)	Blue Speckled	Blue Speckled
Observers	Blue	Blue
VIPs	Grey	Grey
Media Personnel	Pink	Pink
First Responders, Uniformed	N/A	N/A
First Responders, Civilian Clothes	N/A	N/A

Communications Plan

- All spoken and written communication will start and end with the statement, **"THIS IS AN EXERCISE MESSAGE."**

Controller Communications

The principal method of communications for controllers during the exercise will be telephone and radio. A list of key telephone and fax numbers, and radio call signs will be available as a Communication Directory before the start of the exercise. Controller communications will link control personnel at all play areas and will remain separate from the 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. Additional communication assets may be made available as the exercise progresses. The need to maintain capability for a real-world response may preclude the use of certain communication channels or systems that would usually be available for an actual emergency incident. *In no instance will exercise communication interfere with real-world emergency communications.* Each venue will coordinate its own internal communication networks and channels.

Controller Instructions

Before the Exercise

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

During the Exercise

- Report to the exercise check-in location at the time designated in the exercise Schedule of Events and meet with exercise staff and present Player Briefing.
- Be at the appropriate location at least 15 minutes before the start of the exercise. If you are not assigned to a specific site, be in place to meet the participants at least 15 minutes before the start of the exercise.
- Obtain or locate necessary communications equipment and test it to ensure satisfactory communication between controllers and the Exercise Director.
- Wear controller identification. Controller badges will be issued at the Controller and Evaluator Briefing on Saturday, September 19, 2009.
- During exercise play, avoid personal conversations with any 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). *Caution: If the information depends on some action to be taken by the player, do not deliver that inject until the player has earned the information by successfully accomplishing the required action.*
- When you deliver each inject, notify the Exercise Director and note the time delivered and player actions.
- Receive and record exercise information from players that would be directed to non-participating organizations.
- Record all significant events observed.
- Observe and record exercise artificialities that interfere with exercise realism. If artificiality interferes with exercise play, report it to the Exercise Director.
- Begin and end all exercise communications with the phrase, "**This is an exercise message.**" This precaution is taken so anyone overhearing the conversation will not inadvertently mistake exercise play for an actual emergency.
- During the exercise, do not prompt a player regarding what a specific response should be unless that inject directs you to do so. Clarify information as long as it does not provide coaching.
- Ensure all observers and media personnel stay out of the exercise activity area during the exercise. If you need assistance, notify the Exercise Director.
- Do not give information to the players regarding scenario event progress or resolution of problems encountered by others. 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 objectives to have been demonstrated.

Following the Exercise

- Distribute and collect copies of Participant Feedback Forms and pertinent documentation. This information should be given to the Exercise Director. Coordinate this task with the evaluator in your area.
- All controllers are expected to conduct a Player Hotwash at their venue and, in coordination with venue evaluator, take notes on findings identified by exercise players. Before the Hotwash, if controllers or evaluators are asked for their impressions of how things went, specific issues or problems should not be discussed. At exercise termination, summarize your notes and prepare for the Controller and Evaluator Debriefing. Have the summary ready for the Exercise Director

Chapter 3 Player Guidelines

Exercise Staff

Exercise Director

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

Senior Controller

The Senior Controller is responsible for the overall organization of the ***Where's WALDO***, will take direction from the Exercise Director. The Senior Controller monitors exercise progress and coordinates decisions regarding deviations or significant changes to the scenario caused by unexpected developments during play. The Senior Controller monitors actions by individual controllers and ensures they implement all designated and modified actions at the appropriate time. The Senior Controller debriefs the controllers and evaluators after the exercise and oversees the setup and takedown of the exercise.

Safety Controller

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

Controllers

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

Evaluators

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

Player Instructions

Before the Exercise

- Review the appropriate emergency plans, procedures, and exercise support documents.
- Be at the appropriate site at least 30 minutes before the start of the exercise. Wear appropriate uniform/identification badge.
- If you gain knowledge of the scenario before the exercise, notify a controller so that appropriate actions can be taken to ensure a valid evaluation.
- Read your Player Information Handout, which includes information on exercise safety.
- Please sign in.

During the Exercise

- Respond to the exercise events and information as if the emergency were real, unless otherwise directed by an exercise controller.
- Controllers will only give you information they are specifically directed to disseminate. You are expected to obtain other necessary information through existing emergency information channels.
- Do not engage in personal conversations with controllers, evaluators, observers, or media personnel while the exercise is in progress. If you are asked an exercise-related question, give a short, concise answer. If you are busy and cannot immediately respond, indicate so, but report back with an answer at the earliest time possible.
- If you do not understand the scope of the exercise or if you are uncertain about an organization's or agency's participation in an exercise, ask a controller.
- Parts of the scenario may seem implausible. Recognize that the exercise has objectives to satisfy and may require the incorporation of unrealistic aspects. Note that every effort has been made by the trusted agents to balance realism with safety and the creation of an effective learning and evaluation environment.
- All exercise communication will begin and end with the phrase "**This is an exercise message.**" This is a precaution taken so anyone overhearing the conversation will not mistake the exercise play for a real-world emergency.
- When communicating with the SimCell, identify the organization, agency, office, and/or individual with which you want to speak.
- Verbalize out loud when taking an action. This will ensure that evaluators are made aware of critical actions as they occur.
- Maintain a log of your activities. Many times, this log may include documentation of activities missed by a controller or evaluator.

Following the Exercise

- At the end of the exercise at your facility, participate in the Hotwash with the controllers and evaluators.
- Complete the Participant Feedback Form. This form allows you to comment candidly on emergency response activities and effectiveness of the exercise. Please provide the completed form to a controller or evaluator.

- Provide any notes or materials generated from the exercise to your controller or evaluator for review and inclusion in the AAR.

Simulation Guidelines

Because the *Where's WALDO* is of limited duration and scope, the physical description of what would fully occur at the incident sites and surrounding areas will be relayed to the players by simulators or controllers.

If a real emergency occurs during the exercise, the exercise at your respective venue may be suspended or terminated at the discretion of the controller(s) at each venue. If a real emergency occurs, say "**Real-World Emergency**" and notify the nearest controller and evaluator.

World Health Organization (WHO) and Federal Government Response Stages Phases to Pandemic Influenza

Below are tables comparing World Health Organization (WHO) pandemic phases to the U.S. federal response stages including goals, actions and policy decisions based on outbreak situation risks posed to the U.S.

Table 3-1 WHO Phases 1-2, Federal Phase 0

WHO Phases		Federal Government Response Stages	
Inter-Pandemic Period			
Stage	**Action**	**Stage**	**Action**
1	No new influenza virus subtypes have been detected in humans. An influenza virus subtype that has caused human infection may be present in animals. If present in animals, the risk of human disease is considered to be low.	0	New domestic animal outbreak in at-risk country.
2	No new influenza virus subtypes have been detected in humans. However, a circulating animal influenza virus subtype poses a substantial risk of human disease.		
Federal Stage 0: New Domestic Animal Outbreak in At–Risk Country **WHO Phase 1 or 2: Inter-Pandemic Period**			
Goals	Provide coordination, support and technical guidance. Track outbreaks to resolution. Monitor for reoccurrence of disease.		
Actions	Support coordinated international response. Prepare to deploy rapid response team and materiel. Offer technical assistance, encourage information sharing.		
Policy Decisions	Deployment of countermeasures.		

Table 3-2 WHO Phases 3-5, Federal Phases 0-2

Stage	Action	Stage	Action
Pandemic Alert Period			
3	Human infection(s) with a new subtype, but no human-to-human spread, or at most rare instances of spread to a close contact.	0	New domestic animal outbreak in at-risk country.
4	Small cluster(s) with limited human-to-human transmission but spread is highly localized, suggesting that the virus is not well adapted to humans.	1	Suspected human outbreaks overseas.
5	Larger cluster(s) but human-to-human spread still localized, suggesting that the virus is becoming increasingly better adapted to humans, but may not yet be fully transmissible (substantial pandemic risk).	2	Confirmed human outbreak overseas.

| **Federal Stage 1: Suspected Human Outbreak Overseas** | |
WHO Phase 3: Pandemic Alert Period	
Goals	Rapidly investigate and confirm or refute. Coordination and logistical support.
Actions	Initiate dialogue with the WHO. Deploy rapid response team. Amplify lab-based and clinical surveillance to region. Prepare to implement screening and/or travel restrictions from affected area.
Policy Decisions	Pre-positioning of U.S. contribution to international stockpile assets. Use of pre-pandemic vaccine.

| **Federal Stage 2: Confirmed Human outbreak Overseas** | |
WHO Phase 4 or 5: Pandemic Alert Period	
Goals	Contain outbreak and limit potential for spread. Activate domestic medical response.
Actions	Declare Incident of National Significance. Support international deployment of countermeasures. Implement layered screening measures; activate domestic quarantine stations. Prepare to limit domestic ports of entry. Prepare to produce monovalent vaccine.
Policy Decisions	Contribution to countermeasures for affected region. Entry/exit screening criteria; isolation/quarantine protocols. Diversion of trivalent vaccine production to monovalent. Revise prioritization and allocation of pandemic vaccine and antiviral medications.

Table 3-3 WHO Phase 6/Federal Phases 3-6

Pandemic Period				
Stage	**Action**	**Stage**	**Action**	

Stage	Action	Stage	Action
6	Pandemic phase: increased and sustained transmission in general population.	**3**	Widespread human outbreaks in multiple locations overseas.
		4	First human case in North America.
		5	Spread throughout United States.
		6	Recovery and preparation for subsequent waves.

Federal Stage 3: Widespread Outbreaks Overseas **WHO Phase 6: Pandemic Period**	
Goals	Delay emergence in North America. Ensure earliest warning of first case(s). Prepare domestic containment and response mechanisms.
Actions	Activate domestic emergency medical personnel plans. Maintain layered screening measures at borders. Deploy pre-pandemic vaccine and antiviral stockpiles; divert to monovalent vaccine production. Real-time modeling; heighten hospital-based surveillance. Prepare to implement surge plans at Federal medical facilities.
Policy Decisions	Prioritize efforts for domestic preparedness and response.

Federal Stage 4: First Human Case in North America **WHO Phase 6: Pandemic Period**	
Goals	Contain first cases in North America. Antiviral treatment and prophylaxis. Implement national response.
Actions	Ensure pandemic plans activated across all levels. Limit non-essential domestic travel. Deploy diagnostic reagents for pandemic virus to all laboratories. Continue development of pandemic vaccine. Antiviral treatment and targeted antiviral prophylaxis.
Policy Decisions	Revision of prioritization and allocation scheme for pandemic vaccine.

Federal Stage 5: Spread throughout United States **WHO Phase 6: Pandemic Period**	
Goals	Support community response. Preserve critical infrastructure. Mitigate illness, suffering, and death. Mitigate impact to economy and society.
Actions	Maintain overall situational awareness. Evaluate epidemiology; provide guidance on community measures. Deploy vaccine if available; prioritization guidance. Sustain critical infrastructure, support health and medical systems and maintain civil order. Provide guidance on use of key commodities.
Policy Decisions	Federal support of critical infrastructure and availability of key goods and services. Lifting of travel restrictions.

Chapter 4 Evaluation and Post-Exercise Activities

Exercise Documentation

The goal of the **Where's WALDO** is to comprehensively exercise and evaluate PWCARES' plans and capabilities as they pertain to a potential bioterrorism incident. After the exercise, data collected by controllers, evaluators, the SimCell, and players will be used to identify strengths and areas for improvement in the context of the exercise design objectives.

Exercise Evaluation Guides

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 **Where's WALDO** trusted agents are contained in the evaluator materials packet along with the C/E Handbook. These EEGs have been selected because the activities they describe can be expected to be observed during the exercise and will guide evaluation to match the exercise design objectives. Supplemental evaluation material designed for the **Where's WALDO** may also be used.

Assessment, Review and Analysis of Exercise

Player Hotwash

Immediately following the completion of exercise play, controllers will facilitate a hotwash with players from their assigned location. This meeting is primarily geared toward participants and their supervisors. The hotwash is an opportunity for players to voice their opinions on the exercise and their own performance while the events are still fresh in their minds. At this time, evaluators can also seek clarification on certain actions and what prompted players to take them. All participants may attend, however observers are not encouraged to attend this meeting. The hotwash should not last more than 30 minutes. Evaluators should take notes during the hotwash 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 on September 19, 2009, at PWC EOC. During the debriefing these individuals will discuss their observations of the exercise 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 lead evaluator as well as 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 based on information from other evaluators, controllers, or players. If an evaluator or controller did not observe specific aspects of an organization's performance, exercise players may be asked to comment. These aspects should be indicated in the evaluation as being provided by players.

Participant Feedback Forms

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

After Action Conference

The After Action Conference is a forum for jurisdiction officials to hear the results of the evaluation analysis, validate the findings and recommendations in the draft AAR, and begin development of the IP. The After Action Conference will be held at PWC EOC on November 21, 2009, beginning at 0900 hours.

Exercise Report

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

- A brief summary with introductory and general statements noting exercise scope, purpose, objectives, players, and an overall performance assessment
- Assessments for each capability observed
- Issues and recommendations as suggested by controller, evaluator, or player comments
- A draft AAR will be provided to participating organizations for comment before the After Action Conference is held.

After Action Conference and improvement Plan

The improvement process represents the comprehensive, continuing preparedness effort of which the **Where's WALDO** is a part. The lessons learned and recommendations from the AAR will be incorporated into an Improvement Plan (IP).

The AAR/IP will be organized by capability, with a section of the AAR/IP being devoted to each of the exercised capabilities. For each capability and sub-ordinate activity, the Lead Evaluator will provide an assessment of how well the executing agency or personnel performed, to include 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 the input of the controllers, exercise planners, and evaluators.

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

After Action Conference

The After Action Conference is a forum for jurisdiction officials to hear the results of the evaluation analysis, validate the findings and recommendations in the draft AAR, and begin development of the IP.

Improvement Plan

The IP identifies how recommendations will be addressed, including what actions will be taken, who is responsible, and the timeline for completion. It is created by key stakeholders from the *Where's WALDO* participating agency officials during the After Action Conference.

Appendix A : Exercise Schedule

Table A-1 Where's WALDO Schedule

Time	Personnel	Activity
March 9, 2009		
1300-1500	Controllers, Evaluators, Exercise Planning Team	Exercise Idea Briefing
September 17, 2009		
1900	Participants (Players, Observers, Actors)	Participant Briefing
September 18, 2009		
1800	Controllers and Evaluators	Controller and Evaluator Briefing
1900	Select Controllers and Exercise Staff	Setup of exercise site
1900	All	Exercise Play Start (STARTEX)
September 19, 2009		
0700	Controllers and Evaluators	Check In
0710	Participants (Players, Observers, Actors)	Arrive and register
0715	Controllers and Evaluators	Communications Check
0720	All	Report to STARTEX location
0730	All	Exercise Play Start/Continues (STARTEX)
1300	All	Exercise Play End (ENDEX)
Immediately following ENDEX	Participants, Controllers, Evaluators	Hotwash
1400	Controllers, Evaluators, Exercise Planning Team	Controller and Evaluator Debriefing
November 21, 2009		
0900	All	After Action Conference and Improvement Plan Briefing

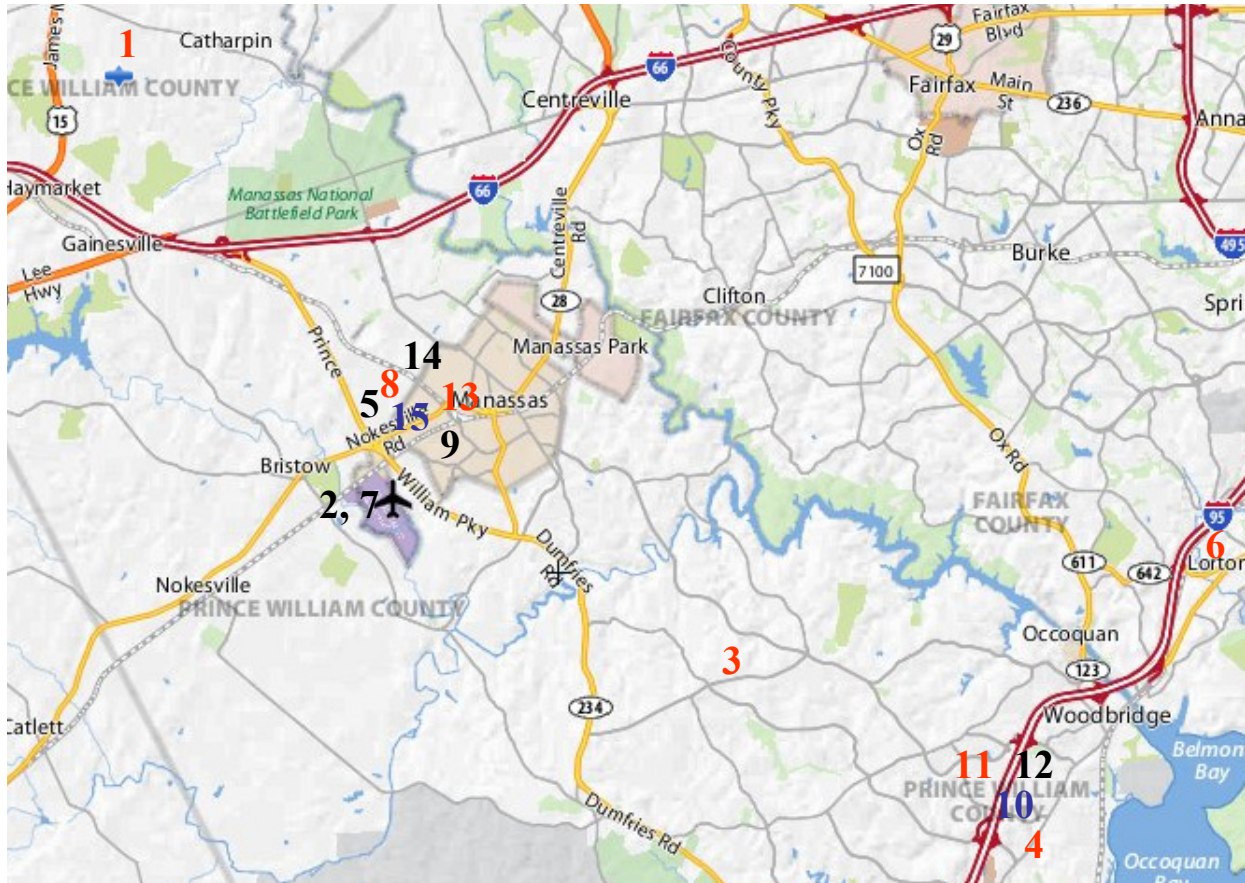# Appendix B : Exercise Site Maps

Figure B-1 Primary Exercise Locations

Table B-1 Exercise Site Addresses

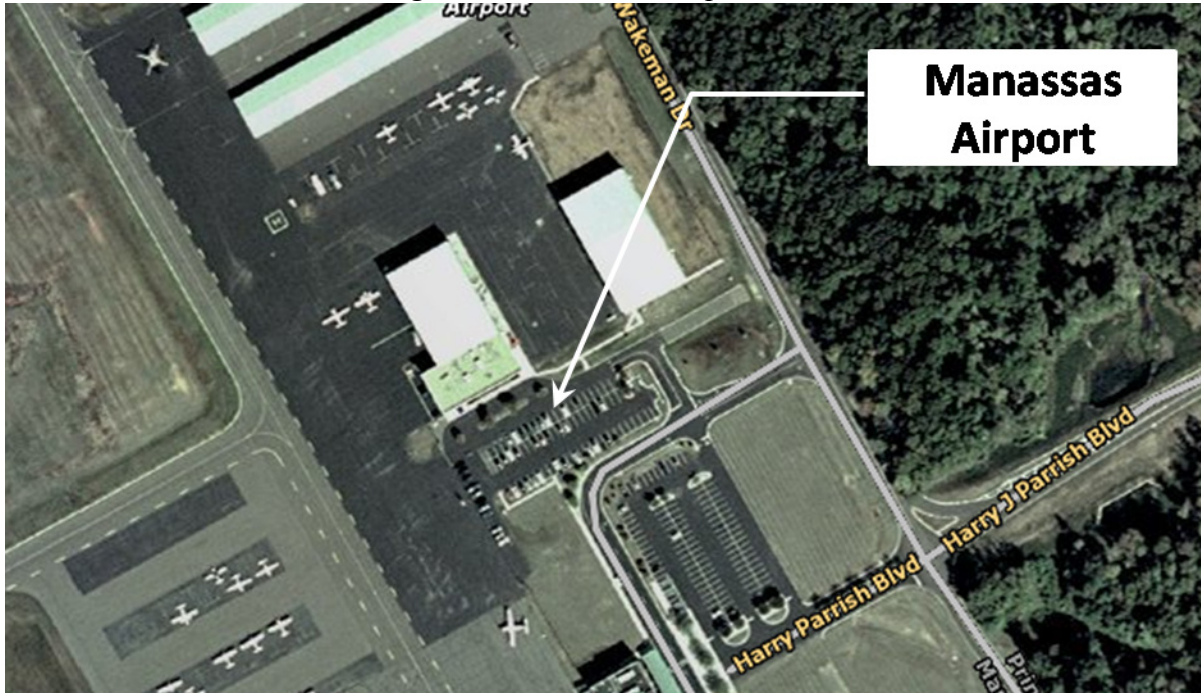|	
1-Battlefield High School Shelter 15000 Graduation Drive Haymarket, VA 20169 USA Telephone: 1-(571)-261-4400	2- Broad Run/Airport VRE 10637 Piper Lane Bristow, VA 20136 USA
3- EOC 3 County Complex Court McCoart Building Woodbridge, VA USA Telephone: 1-(703)-7020	4- Freedom High School Shelter 15201 Neabsco Mills Road Woodbridge, VA 22181 USA Telephone: 1-(703)-583-1405
5- GMU/Freedom Center 10900 University Boulevard Manassas, VA 20110 USA Telephone: 1-(703)-993-8444	6- Lorton VRE 8990 Lorton Station Boulevard Lorton, VA 22079 USA
7- Manassas Airport 10600 Harry Parrish Boulevard Manassas, VA 20110 USA Telephone: 1-(703)-361-1882	8- Manassas Mall 8300 Sudley Road # C1 Manassas, VA 20109 Telephone: 1-(703)-368-7232
9- Manassas VRE 9451 West Street Manassas, VA 20110 USA	10- NOVA Woodbridge 15200 Neabsco Mills Road Woodbridge, VA 22191-4099 USA Telephone: 1-(703)-323-3000 or 1-(703)-878-5700
11- Potomac Mills Mall 2700 Potomac Mills Circle Prince William, VA 22192 USA Telephone: 1-(703)-496-9330	12- Potomac Hospital 2300 Opitz Boulevard Woodbridge, VA USA Telephone: 1-(703)-670-1313 or 1-(540)-659-1800
13- Prince William Hospital 8700 Sudley Road Manassas, VA 20110-4418 USA Telephone: 1-(703)-369-8000	14- Red Cross Chapter House 9310 West Street Manassas, VA 20110 USA Telephone: 1-(703)-368-4511
15- Stonewall Jackson High School Shelter 8820 Rixlew Lane Manassas, VA 20110 USA Telephone: 1-(703)-365-2900	16- Woodbridge VRE 1040 Express Way Woodbridge, VA 22191

Figure B-2 Manassas Airport DRS
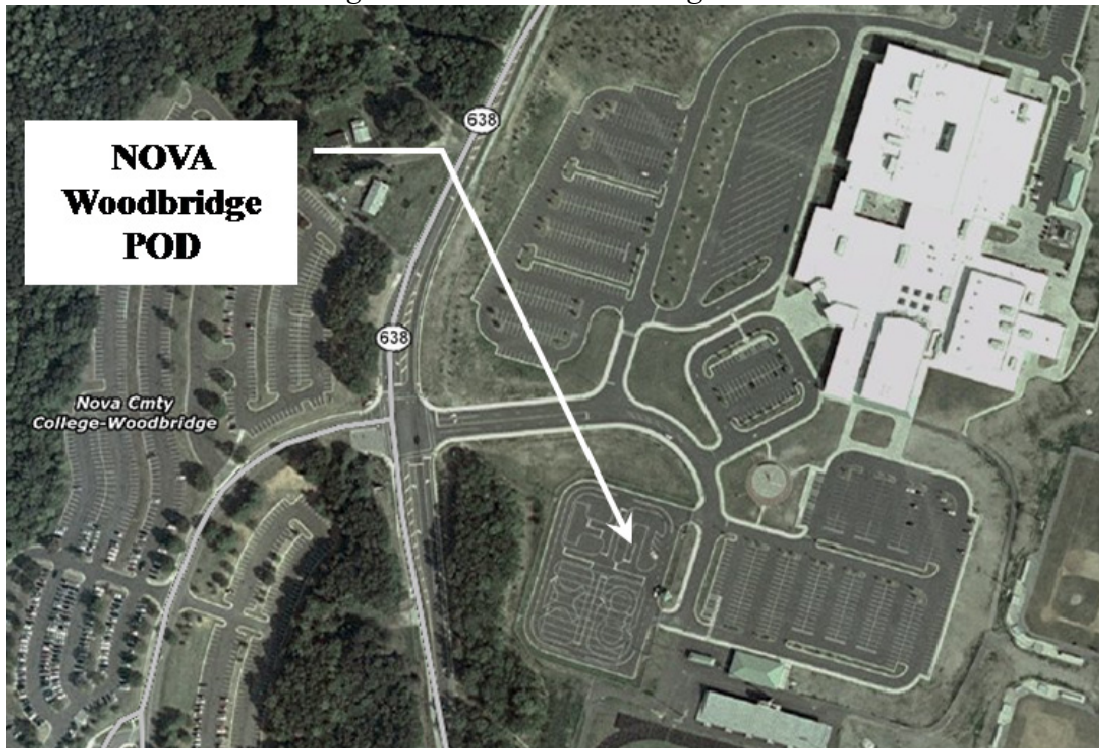

Figure B-3 Freedom POD

Figure B-4 Woodbridge VRE DRS

Figure B-5 NOVA Woodbridge POD

Appendix C : Participating and Simulated Agencies

Table C-1 Participating and Simulated Agencies

Participating Agencies and Organizations	
Local Agencies	
Prince William County EOC	
Prince William County American Red Cross	
Prince William County Health Department	
Private Organizations	
Prince William County Amateur Radio Emergency Services (ARES)	
Simulated Agencies	
Federal Agencies	
US Department of Health and Human Services (HHS)	
State Agencies	
Virginia Department of Health	Virginia State Police
Virginia Department of Emergency Management	

Appendix D : Exercise Weapons Policy

Weapons

Federal and contractor exercise planners and controllers shall plan for and promulgate control measures with regard to weapons, whether introduced as a simulated device during exercise play or utilized by law enforcement officers in their normal scope of duties. For the purpose of this policy, a weapon shall include all firearms, knives, less than lethal weapons/tools/devices, and any other object capable of causing bodily harm.

Qualified personnel (law enforcement, security, military, etc.) with legal authority to carry weapons that have an assigned exercise role (responder, tactical team, etc.) and have the potential for interaction with other exercise participants shall NOT carry a loaded weapon within the confines of the exercise play area. They may continue to carry their weapon only after it has been properly cleared and rendered safe (i.e., no ammunition in chamber, cylinder, breach, or magazines) and only after being marked or identified in a conspicuous manner (i.e., bright visible tape around the visible stock or holster). The use of an area clearly marked as "off limits," and with assigned armed personnel to secure weapons in a container, vehicle, or other security area is acceptable, and should be consistent with host jurisdiction weapons security policies.

Qualified personnel (law enforcement, security, military, etc.) with legal authority to carry weapons that are utilized to provide "real world" perimeter security for the exercise and have no assigned or direct interaction with exercise participants may continue to carry loaded weapons as part of their normal scope of duty.

All other personnel with no legal authority to carry weapons shall not bring, introduce, or have in their possession any weapon of any type in any area associated with the exercise. Safety briefings will be provided to all exercise participants specifying provisions and policies regarding weapons prior to the start of the exercise.

Appendix E : Exercise Identification Badges

Figure E-1 Exercise Identification Badges