

Direction and Control

Controller Task:	Provides overall direction and control of the exercise.
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Direction and control involves the following:

- Starting the Exercise
- Maintaining Safety and Security
- Presenting Scenario Simulations
- Using Scenario Messages
- Presenting Scenario Information
- Allowing Free Play
- Maintaining Exercise Pace and Focus
- Continuity of Scenario and Exercise Timeline



Controller Presenting Scenario Information

Starting the Exercise

The Exercise Director begins the exercise when:

- All Controller and Evaluators are in place
- Positive communications are established with all Controllers
- The site is under normal operating conditions
- Exercise Safety and Security Plans are implemented
- Pre-exercise simulations are established
- Shadow Forces are in place (Fire, EMS, and security forces to handle an actual event while exercise is in progress)
- Exercise Control provides all Controllers the exercise start time

Note: The Senior Controller gives the Control Organization a time check (synchronizing watches) to ensure that all Controllers are on the same time. Controllers share exercise start time with Evaluator(s) in assigned facility/area(s).

Maintaining Safety and Security

A Controller maintains safety and security precautions by preventing Responders'/Players' actions that may compromise the safety or security of personnel or the assigned facility/area(s)

Although a response Safety Office is assigned, a Controller's primary responsibility is to ensure a safe response.

A Controller:

- Must stop any action that violates any safety or security protocol
- Intercedes in exercise play only when warranted by safety or security considerations

Example: Safety Considerations
Since Controllers monitor for safety, consider (advance planning) additional hazards present during the exercise, such as <ul style="list-style-type: none">• Heat/cold stress. Plan for availability of water for heat stress or portable heaters for cold stress• Road closures. Consider closing adjacent or involved roadways during the exercise

Example: Security Considerations
Some considerations to ensure that established security protocols are followed: <ul style="list-style-type: none">• Alarmed doors. Limit the number of alarmed doors that are allowed to be crashed• Security posts. Simulate the evacuation of security posts

Presenting Scenario Simulations

The Controller sets the stage for the event in his/her assigned facility/area(s).

The Controller depends on direction from the Senior Controller. A Controller either initiates simulations or provides the description of the initial conditions to the Responders/Players.

Visual cues such as victim moulage, liquids, solids, smoke, and other stage props make the event appear to the Responders/Players as if it were actually occurring.

Using Scenario Messages

A Controller uses prepared scenario messages (also known as Controller injects, cue cards, and data input) as outlined in the MSEL and/or directed by the Senior Controller and the Lead Controller.

A Controller injects messages through one of three methods: [voice](#), [hard copy](#), or [face-to-face](#).

Voice Messages

A Controller injects oral messages to control progress of the exercise scenario. These messages describe or simulate an event or condition, or initiate a specific activity to keep the scenario on track.

These messages are given by an on-scene Controller at facility/ area(s), or over the phone or radio by a remote Controller at a different location such as a Control Cell. At a specified time, a Controller contacts the appropriate Responder(s)/Player(s) and reads the prepared condition or event text verbatim.

Hard Copy Messages

Hard copy messages simulate electronic messages, memoranda, Material Safety Data Sheets, strip charts, news bulletins, etc. At a designated time, a Controller delivers the hard copy message to the appropriate Responder(s)/Player(s).

Face-to-Face Contact

Occasionally, a selected Controller(s) plays the role of a Senior Official, a decision maker, or an outside agency representative. While role-playing the Controller interacts face-to-face with Responders/Players and provides information or responses to questions in a fashion appropriate for the role he/she is playing.

These messages include information on the placement of props, initial conditions, set-up of the area, and placement of Observers/VIPs.

Messages that are dependent on the completion of other activities also include information on what to do if that initiating activity is not completed.

If Responders/Players require clarification (i.e., a reasonable request) about a particular message or visual cue, the Controller provides such data/information as accurately as possible considering simulated time and scenario conditions, then advises the Lead Controller of his/her inject.

If a Controller needs to create additional information (e.g., the message was incomplete) or does not know the information required, he/she uses pre-arranged protocols (e.g., obtains Lead Controller permission) to formulate a response.

Presenting Scenario Information

Scenario information (including physical evidence and visual cues) is presented by a Controller in a realistic manner to the Responders/Players as it is normally found, measured, or otherwise indicated.

For consistency and documentation, a Controller uses data and instrument readings provided in his/her C/E Handbook when giving technical information to Responders/Players.

For example, after a field measurement is taken, a Controller injects the measurement value.

A Controller withholds earned information until actions that would yield that information are completed.

Allowing Free Play

The Controller monitors **free play** (see Glossary), notes activities, and intercedes when free play exceeds the limits established for the exercise or when safety is jeopardized.

If Responders'/Players' actions compromise safety or exceed established limitations, the Controller notes the intended action but prevents that action from actually occurring.

Don't forget to notify the Lead Controller and/or Senior Controller of these activities.

Example: Free Play Exceeding Limits
The Shift Superintendent decides to shelter-in-place the entire site to err on the side of caution. Since this protective action exceeds the scope of the exercise, the Controller gives the Shift Superintendent credit for the decision and directs the shelter-in-place to be simulated.

Example: Free Play Jeopardizing Safety
The Incident Commander directs Emergency Medical Services to transport minor injuries in the bed of an available pick-up to the Medical Clinic. Since this violates a standing safety protocol, the Controller steps in and does not allow this action.

Maintaining Exercise Pace and Focus

The Senior Controller, with the assistance of the Timeline Coordinator, manages the exercise and ensures that the sequence of events identified in the exercise timeline and MSEL occurs as close to schedule as possible.

A Controller follows the MSEL in order to keep his/her respective parts progressing in accordance with the scenario.

Controllers keep the Lead Controller advised of the progress of the scenario.

Continuity of Scenario and Exercise Timeline

A Controller ensures the continuity of the scenario and the exercise timeline, as follows:

- Understands the dynamics of an action or activity as it unfolds
- Maintains the sequence of events
- Controls the flow of approved message injects and instructions
- Advises the Senior Controller on the response progress

Documenting Observations

Controller and Evaluator Task:	Documents what he/she observes.
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Each Controller and Evaluator uses Observation Sheets to document his/her observations.

Each Controller documents the time of all significant activities associated with his/her part of the exercise, to include the following:

- Message delivery
- Contingency message delivery
- Responders/Players' key decisions and mitigation action
- Free play
- Conversations with Responders/Players, other Controllers, Evaluators, Observers/VIPs and Non-exercise Participants



Controller/Evaluator Documenting Observations

A Controller notes the effects of message(s) on play and any unexpected activities, and reports any discrepancy/deviation in scenario progress immediately to the Senior Controller.

An Evaluator observes and documents Responders/Players and Controller performance activities during the exercise.

An Evaluator uses the following techniques for effective observation and documentation:

- Observes Responders/Players' actions, including free play, and hears conversations without interfering with those activities
- Takes detailed notes concerning activities observed, including the time of occurrence
- Stays in close proximity to Responders/Players decision makers
- Focuses on critical activities



Controller/Evaluator Observing Responders/Players

Example: Critical Activities

Although numerous events may occur simultaneously, an Evaluator records only the critical activities to eliminate superfluous information and provides the kind of data most useful for exercise evaluation. Important events to record include the following:

- Dose assessment decisions
- Protective action decisions
- Command and control issues
- Initiating scenario events (including when Responders/Players first detect abnormal conditions)
- Emergency facility activation and staffing completion
- Reactions of Responders/Players to the scenario
- Key decisions made by Managers and the time they make them
- Deviations from plans and implementation procedures
- Times when mitigating action are taken

Note: This is not an all inclusive list. Check the exercise MSEL for critical activities.

Documenting Observations – Watching for Pitfalls

A Controller and an Evaluator watches for the following pitfalls:

- Inability of Responders/Players to implement management directives.

Example: Notifications

Incomplete notifications are being made to DOE Headquarters in accordance with the emergency plans and procedures.

- Inability of technical support to monitor and assess actions being taken



Controllers/Evaluators Watching for Pitfalls

Example: Consequence Assessment

Consequence assessment personnel fail to inform management that shelter-in-place of employees is unsatisfactory due to the type of material being released.

- Inability to communicate

Example: Sensitive Materials

Sensitive materials are to be communicated but the Responders/Players cannot find the Secure Telephone Unit (STU) key.

- Inability of Incident Command System to dispatch agencies. This is normally observed when mutual aid organizations are used with incompatible communications systems
- Deviations from plans and procedures affecting response
- Confusing simulations

Example: Simulation

One of the most confusing simulations is the use of pre-determined meteorological conditions (wind speed and direction) in the field. The Responders/Players feel the wind direction one way but the simulated wind may be from the opposite direction. This impacts the location of the Command Post and Command Post safety monitoring.

- Free play may allow Responders/Players to make decisions that result in unanticipated actions. The Control Organization should let the free play occur as long as it does not impact the opportunity of another organization to meet its objectives or violate safety and security protocols

Example: Free Play

The IC determines that there are sufficient ambulances to manage the response. This may be a correct decision but it results in mutual aid ambulances not being provided the opportunity to participate.

Reporting Activities

Controller Task:	Reports status of the response and any significant unplanned activities in his/her assigned facility/area(s) to the Lead Controller.
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The Controller reports the status of the exercise play and objectives in his/her assigned facility/area(s), especially any critical pre-identified time-urgent responses.

Example: Responses to Report

The following responses are documented and reported because of their time-urgent response:

- Notifications
- Categorization and Classifications
- Declaration of operational status of the EOC, JIC, and Field Operations
- Mutual aid assistance transport

Example: Responses to Report

- Suspensions
- Delivered messages and injects
- Distribution of news releases
- Press briefings

Note: This is not an all inclusive list. Please review the MSEL for critical activities.

The Controller also reports any significant unplanned activities in his/her assigned facility/area(s).

Example: Unplanned Activities

Unplanned activities may include the following:

- Actual events
- Safety concerns
- Security concerns
- Responder/Player misinterpretations
- Simulation mishaps



Controller Reports Non-Player
Who Has a Delivery

Suspending Exercise Activities

Controller Task:	Suspends exercise activities in the assigned facility/area(s) and reports suspension to the Senior Controller.
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The EXPLAN identifies how the Control Organization is notified and the procedures for exercise suspension, restart, and/or termination.



Exercise in Suspension

Example: Sample Suspension and Termination Instructions

The exercise is scheduled to begin at 8:00 a.m. Mountain Standard Time (MST) or 10:00 a.m. Eastern Standard Time (EST). No Responders/Players are pre-positioned, and response is in accordance with established policies and procedures. The exercise is scheduled to run 6 hours with termination at 2:00 p.m. MST/4:00 p.m. EST. Each emergency response facility participating in the exercise conducts a critique of its involvement immediately following the exercise. All Controllers and Evaluators are to take notes of items identified by the exercise Responders/Players. If Controllers or Evaluators are asked for their impressions of how things went, specific issues or problems are not discussed.

The Exercise Director terminates the exercise when exercise objectives are either demonstrated or given an adequate opportunity to be demonstrated. Following consultation with the Senior Controller and Lead Exercise Evaluator, the Exercise Director makes the announcement concerning exercise termination.

If an actual emergency occurs, the exercise is suspended or terminated at the discretion of the Exercise Director. DOE/NNSA, Federal, State, Tribal, local, or DOE/NNSA contractor authorities, depending on the nature of the incident, may recommend termination to the Exercise Director.

If the exercise is suspended, the Controllers instruct the Responders/Players to safely stop in place. The Exercise Director, in consultation with the Lead Controller from the Participating Organizations, determines conditions for restart of the exercise. The Controllers are instructed on restart conditions.

Source: DOE G 151.1-3, page B-17

A Controller uses pre-arranged protocols to suspend exercise activities.

The Controller ensures that Responders/Players clearly understand when suspending, restarting, or terminating actions are implemented.

A Controller also provides specific instructions to Responders/Players covering any requirements or activities they must undertake.

Exercise Suspension

Provisions for suspension or premature termination of the exercise for safety or security reasons are provided in his/her C/E Handbook. If an unidentified or questionable situation arises that may affect the Participants, a Controller may suspend play and immediately notify the Senior Controller. Play is restarted when the situation is resolved.

In the event of an actual emergency, the Controller suspends the exercise in the immediate area for which he/she is responsible and contacts the Senior Controller.

Note: Not every site uses a code word. A code word to stop play may be assigned by the Exercise Director prior to the exercise. A Controller then uses it when communicating the stop play to the Senior Controller. If a code word is used, it is communicated during the Controller and Evaluator Exercise-specific Training.



Attending to an Emergency

The Exercise Director, in consultation with the Lead Controller from the Participating Organizations, determines if the problem is localized or if the entire exercise play should be suspended.

Exercise Control passes this information to all Controllers with a brief description of what has occurred. The Controllers are authorized to tell the Responders/Players why the exercise was suspended.

A Controller ensures that all activities are stopped. Responders/Players are not allowed to "catch up" on things during the suspension.

Remember, an actual emergency always takes precedence over an exercise. If necessary, the Exercise Director may terminate the exercise so that resources can be devoted to the actual emergency.



Exercise Control

Exercise Restart

Once the safety or security issue is addressed, the Senior Controller receives permission to restart the exercise from the Exercise Director.

Exercise Control then passes the restart conditions such as where the exercise is in the MSEL, time checks, and confirms communications with all Controllers.

Controllers re-assemble the Responders/Players, give them a chance to put Personal Protective Equipment (PPE) back on, and then restart the exercise upon direction from Exercise Control.



Restarting the Exercise

Note: Responders/Players may need to "redo" activities because they are critical for Responders'/Players' performances at other locations.

Exercise Termination

Controller Task:	Receives termination notice from the Senior Controller and announces exercise termination to all Participants in the assigned facility/area(s).
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Information concerning the procedures and the protocol for terminating an exercise is included in the EXPLAN and reviewed at the pre-exercise briefing.

Termination of the exercise at any time is under the authority of the Exercise Director.

Near the anticipated end of the exercise, Exercise Control checks with the Lead Controllers to verify that their Responders/Players had the opportunity to meet their exercise objectives.



Exercise Director with Senior Controller

Sometimes, facility/area(s) and offsite organizations have specific objectives (e.g., recovery and reentry) that are not applicable to other exercise facility/area(s). If that is the case, the Senior Controller determines the extent of play necessary to permit those facility/area(s) or agencies to meet their objectives.

Once this is determined, the Senior Controller gets permission from the Exercise Director to terminate the exercise.

In some cases, termination of an exercise may be staggered for different facility/area(s).

Upon notification from the Exercise Director or a Senior Controller, a Controller announces the termination of the exercise, documents the time, and ensures that Responders/Players' exercise activities cease.

A Controller then monitors safety as the Responders/Players pack their equipment and return to service.

An Evaluator notes the time and circumstances associated with the termination.



**Controller Monitoring
the Decontamination
Area**

Roles and Responsibilities – During an Exercise Section Quiz

Instruction: Select the one best answer. Answers are given following this quiz.

1 of 5: Direction and control involves which of the following?

- A. Starting the exercise
- B. Maintaining safety and security
- C. Presenting scenario simulations
- D. All of the above

2 of 5: The Shift Superintendent decides to shelter-in-place the entire site to err on the side of caution. Since this protective action exceeds the scope of the exercise, what should the Controller do?

- A. Direct the shelter-in-place to be simulated
- B. Allow the shelter-in-place to occur
- C. Note the action and say nothing
- D. None of the above

3 of 5: This position reports status of the response and any significant unplanned activities in his/her assigned facility/area(s) to the Lead Controller.

- A. Controller
- B. Evaluator
- C. Both A and B

4 of 5: A Controller uses these to suspend exercise activities.

- A. MSELs
- B. Pre-arranged protocols
- C. Safety Plans
- D. Control Messages

5 of 5: An Evaluator notes the time and circumstances associated with a termination.

- A. True
- B. False

Section Quiz Answers (Note: Correct Answers are in bold)

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- A. MSELs
- B. Pre-arranged protocols**
- C. Safety Plans
- D. Control Messages

5 of 5: An Evaluator notes the time and circumstances associated with a termination.

- A. True**
- B. False