Module 3:

Exercise Design and Development

Terminal Objective

After completing this module you should be prepared to describe HSEEP methodology for developing exercise objectives, conducting planning meetings, developing exercise documentation, and planning for exercise logistics, control, and evaluation.
Module 3: Agenda

Lesson 1: Exercise Foundation
Lesson 2: Exercise Planning Teams
Lesson 3: Exercise Planning Activities
Lesson 4: Exercise Design
Lesson 5: Exercise Development—Documentation
Lesson 6: Exercise Development—Logistics

Lesson 1: Exercise Foundation

Enabling Objective
After completing this lesson you should be able to describe how to use guidance from Program Management Planning in the design and development of individual exercises.
Slide 5

**Key Design and Development Steps**

- Reviewing elected/appointed officials’ guidance, Training and Exercise Plan (TEP), and other factors
- Selecting exercise planning team and developing exercise planning timeline and milestones
- Developing exercise-specific objectives related to targeted core capabilities identified by elected and appointed officials
- Identifying evaluation requirements, identifying EEGs by mission area
- Developing the EEGs and exercise scenario
- Creating documentation
- Coordinating logistics
- Planning for exercise communication, control, and evaluation.

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**Exercise Foundation Key Factors**

- Multiyear TEP
- Jurisdiction’s existing plans and procedures
- THIRA or other risk, threat, and hazard assessments
- Past exercise AAR/IPs
- Grant or cooperative agreement requirements.
Lesson 1: Review
In this lesson we discussed:

- How to use guidance from Program Management Planning in the design and develop of individual exercises including:
  - Key Steps of Exercise Design and Development
  - Key Factors of Exercise Foundation

Lesson 2: Exercise Planning Teams

Enabling Objectives
After completing this lesson, you should be able to describe:

- Importance of ensuring representation of whole community on planning team
- Characteristics of a successful Exercise Planning Team
- Recommended management structure for exercise planning teams.
- Role and function of the exercise planning team
Slide 9

Exercise Planning Team Representation

- Manageable size aligned with exercise type or scope/complexity
- Represent full range of whole community stakeholders and participating stakeholder organizations.

Slide 10

Subject Matter Experts

- Add expertise to the Exercise Planning Team
- Provide functional knowledge for player-specific tasks evaluated through objectives
- Help make the scenario realistic and plausible
- Ensure appropriate evaluation of capabilities
**Slide 11**

**Trusted Agent**
- Individuals on Exercise Planning Team who may serve as Controllers or Evaluators during the exercise
- **DO NOT** reveal scenario details to players prior to exercise conduct.

**Slide 12**

**Successful Planning Teams**
- Have clearly define roles, responsibilities, and functional requirements
- Engage senior and appointed officials and whole community leadership in exercise planning
- Utilize project management principles
- Follows standardized process
- Can be organized using NIMS Incident Command System (ICS) or other structure that defines support roles of each team member.
Role and Function of the Planning Team

Conducts planning meetings used to:

- Determine exercise objectives, evaluation plan, and control and simulation systems
- Design, develop, conduct, and evaluate results of exercise
- Develop scenario, EEGs and other exercise documentation
- Plan logistics for exercise conduct
- Identify, create, and distributes pre-exercise materials

Lesson 2: Review

In this lesson, we discussed the:

- Importance of ensuring representation of whole community on planning team
- Characteristics of a successful exercise planning team
- Recommended management structure for exercise planning teams
- Role and function of the exercise planning team
Lesson 3: Planning Activities

Following completion of this lesson you should be prepared to identify and describe:

- Exercise Planning activities and how they contribute to exercise development
- Exercise development tasks associated with each planning activity.

Planning Activities (“Meetings”)

- Meetings to discuss, review, or develop exercise content
- Forum for coordination and collaboration among participating agencies and officials
- Exercise planning teams should apply and adapt HSEEP doctrine to meet their specific needs.
Slide 17

Concept and Objectives Meeting

**Focus:** Identify the scope and objectives of the exercise

**Discussion Points:**
- Propose exercise objectives and their aligned core capabilities
- Propose exercise location, date, and duration
- Participants and anticipated extent of play for exercise participants
- Exercise planning team
- Exercise control and evaluation concepts
- Exercise planning timeline and milestones

Slide 18

Concept and Objectives Meeting (cont.)

**Tools:**
- Agenda
- Background briefing

**Outcomes:**
- Exercise concept
- Exercise timeframe
- Extent of participation
- Identification of planning team members
- Planning timeline, milestones, meeting dates

**Suggested Practice**
For less complex exercises or entities with limited resources, conduct C&O Meeting in conjunction with the IPTM.
Initial Planning Meeting (IPM)

**FOCUS**
- Utilize elected and appointed official guidance
- Exercise design requirements identified
- Develop exercise documentation
- Assigns roles and responsibilities

**DISCUSSION POINTS**
- Exercise objectives and core capabilities
- Evaluation requirements, including EEGs
- Relevant plans, policies, and procedures
- Exercise scenario
- Modeling and simulation planning
- Extent of play (time, date and location)

---

Initial Planning Meeting (IPM) (cont.)

**TOOLS:**
- Read-ahead Packet (Agenda, core capabilities, Hazard and Risk Assessments, ...)

**OUTCOMES:**
- Clearly defined exercise objectives and aligned core capabilities
- Initial capability targets and critical tasks
- Exercise scenario variables
- List of participating exercise organizations and anticipated organizational extent of play
- Identification of source documents
- Refined exercise planning timeline with milestones and lists of tasks

*Suggested Practice*
Providing read-ahead materials (agenda, background information, purpose) result in more productive meetings.
Slide 21

Planning Meeting Follow-up Activities

- Distribute IPM meeting minutes
- Between meetings—Planning Team collaborates on assignments and prepares draft exercise documentation
- Distribute draft documentation prior to next meeting
- Repeat activities for each follow-on planning meeting.

Suggested Practice

Frequent productive coordination within the Exercise Planning Team in the time between planning meetings is critical to successful outcomes.

Slide 22

Midterm Planning Meeting (MPM)

**Primary Focus**
- Re-engage Elected and Appointed Officials (prior)
- Exercise organization
- Scenario and timeline development
- Logistics, and administrative requirements
- Review draft documentation

**Discussion Points**
- Refinement and/or finalization of exercise documentation
- Logistical requirements
- Master Scenario Events List (MSEL) if no additional MSEL Planning Meeting will be held
Slide 23

**Midterm Planning Meeting (MPM) (cont.)**

**TOOLS:**
- Read-ahead Packet

**OUTCOMES:**
- Reviewed or final exercise documentation (as applicable)
- Well-developed scenario to include injects (if no MSEL held)
- Finalization of date, time, and location
- Identified logistics planning requirements
- Revised planning schedule, task assignments, meeting date, and location for next meeting

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**Master Scenario Events List (MSEL) Meeting**

**PRIMARY FOCUS:**
Development of chronological list that supplements exercise scenario
- Event synopses, expected participant responses, objectives and core capability targets
- Specific scenario events (or injects) that prompt players to implement the plans, policies, procedures, and protocols that require testing during the exercise
- Methods used to provide injects

**DISCUSSION POINTS:**
- Tasks, conditions, and standards required to meet exercise objectives
- Key events and critical tasks
- Event originator, target player, expected player actions, and timeframe
- Contingency injects to prompt player action (if needed)
Slide 25

Master Scenario Events List (MSEL) Meeting (cont.)

TOOLS:
- MSEL Template/System
- Applicable plans, policies, and procedures

OUTCOMES:
- Key event injects and timeline for delivery
- Assignment of responsibility for constructing remaining events
- Timeline for completion

Suggested Practice

Early identification of the Template or System used for development and conduct.

Slide 26

Final Planning Meeting (FPM)

PRIMARY FOCUS:
- Re-engage elected and appointed officials—ensure exercise aligned with intent, address questions, and receive last-minute guidance
- Ensure all elements of exercise are ready for conduct

DISCUSSION POINTS:
- Final review of all exercise documentation
- Resolve any outstanding planning issues
- Review logistical activities (e.g., schedule, registration, attire, special needs).
Slide 27

Final Planning Meeting (FPM) (cont.)

**TOOLS:**
- Read-ahead packet

**OUTCOMES:**
- Final approval of exercise documentation and presentation materials
- Identified issues resolved
- Attendees understand and approve exercise processes and procedures
- Logistical elements and task assignments, including equipment, facilities, and schedule confirmed.

Slide 28

**Lesson 3: Review**

This lesson presented information on:
- Exercise Planning activities and described how these activities contribute to exercise development
- Exercise development tasks associated with each planning activity.
Lesson 4: Exercise Design

Enabling Objectives
After completing this lesson, you should be able to describe the major components of exercise design including:

- Exercise scope
- Exercise objectives
- Evaluation requirements
- Exercise scenario

Scope
Key elements:

- Type
- Participation level
- Duration
- Location
- Parameters

NOTES:
### Slide 31

#### Exercise Types

<table>
<thead>
<tr>
<th>DISCUSSION-BASED</th>
<th>OPERATIONS-BASED</th>
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<tr>
<td><strong>CONCEPTS</strong></td>
<td><strong>OPERATIONS</strong></td>
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<td>Action/Reaction</td>
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<td>Drill</td>
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<td>Workshop</td>
<td>Functional Exercise (FE)</td>
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<td>Tabletop (TTX)</td>
<td>Full-Scale Exercise (FSE)</td>
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<td>Game</td>
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</table>

### Slide 32

#### Exercise Participation Level

Defined by:
- Organizations and levels of personnel required to address identified objectives
- Available resources and personnel of participating organizations
- Right size and duration to meet objectives
- Compatible with venue location
- Extent of Play Agreement (XPA)
Exercise Duration and Parameters

- Time to address objectives effectively
- Resource constraints and budget
- Determines what to include in scenario
- Define early to ensure manageable, realistic exercise

What Are Objectives?

- Driven by Exercise Program priorities
- Cornerstone of scenario design, development, exercise conduct, and evaluation
- Follows SMART guidelines for development
### Slide 35

**Characteristics of Good Objectives**

**SMART Guidelines for Exercise Objectives**

<table>
<thead>
<tr>
<th>Specification</th>
<th>Description</th>
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<tr>
<td>Specific</td>
<td>Objectives should address the five Ws: who, what, when, where, and why. The objective specifies what needs to be done with a timeline for completion.</td>
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<tr>
<td>Measurable</td>
<td>Objectives should include numeric or descriptive measures that define quantity, quality, cost, etc. Their focus should be on observable actions and outcomes.</td>
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<tr>
<td>Achievable</td>
<td>Objectives should be within the control, influence, and resources of exercise play and participant actions.</td>
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<td>Relevant</td>
<td>Objectives should be instrumental to the mission of the organization and link to its goals or strategic intent.</td>
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<tr>
<td>Time-Bound</td>
<td>A specified and reasonable timeframe should be incorporated into all objectives.</td>
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### Slide 36

**Creation of Performance Objectives**

<table>
<thead>
<tr>
<th>Element</th>
<th>Tip</th>
<th>Example</th>
</tr>
</thead>
<tbody>
<tr>
<td>Action Statement</td>
<td>Select observable action verbs to describe what task(s) responders must perform.</td>
<td>Incident Safety Officer (ISO) conducts scene survey to identify hazard(s) and establish &quot;Hot Zone&quot; perimeter.</td>
</tr>
<tr>
<td>Condition by which the tasks must be performed</td>
<td>What is given/expected in executing the task? Skill, knowledge, tool(s), equipment, reference(s), chat(s)/scene survey, or standard operating procedures (SOPs) on which action should be based.</td>
<td>Using knowledge of HazMat classification and GSHA's Hazardous Waste Operations and Emergency Response (HAZWOPER) standard (29 Code of Federal Regulations [CFR] 1910.120)</td>
</tr>
<tr>
<td>Performance Statement</td>
<td>List what the player must be able to do to accomplish.</td>
<td>Determine hazard-specific health and safety risk to personnel in immediate range of incident.</td>
</tr>
<tr>
<td>Criteria Statement</td>
<td>The performance standard used to measure achievement of objective. Described as:</td>
<td>Within 30 minutes of arrival on scene.</td>
</tr>
<tr>
<td></td>
<td>• Degree of accuracy—how well?</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Timeliness—when?</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Speed/Distance—how much?</td>
<td></td>
</tr>
</tbody>
</table>
Aligning Objectives to Capabilities

- **Measure**
  - Task Criteria
  - Degree of Accuracy
  - Timeframe
  - Performance Standard

- **Activity**
- **Activities**
- **Task**
- **Tasks**
- **Capability**
  - Condition
  - Expected Action
  - Observation Key
  - Determine Jurisdiction-Specific Action/SOP

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Example of Capability Analysis

**Environmental Response/Health and Safety**

**Capability Outcome:**
Hazardous materials release is rapidly identified and mitigated; victims exposed to the hazard are rescued, decontaminated, and treated; the impact of the release is limited; and responders and at-risk populations are effectively protected.
Slide 39

Selection of Target Task

**Environmental Response/Health and Safety**

**Task Analysis:**
- ☑ Coordinate rescue efforts with law enforcement to ensure safety of rescuers while law enforcement secures incident site.
- ☑ Establish a hot zone (inner perimeter) to identify high hazard area(s) where responders will operate.
- ☑ Monitor and control operating time of rescuers assigned to hot zone to minimize rescuer exposure.
- ☑ Identify assets required for decontamination activities.
- ☑ Establish decontamination sites.
- ☑ Conduct decontamination.
- ☑ Decontaminate affected facilities and equipment.
- ☑ Conduct screening of affected persons.

Slide 40

Objectives for Discussion-Based Exercises

**STRATEGIC PLANS, POLICY-ORIENTED ISSUES**

**Example:**
Validate Central City’s existing response plan for (2) *incident command* (3) *activation of essential HazMat personnel* (1) during a *chemical incident* (4) to ensure alignment with NIMS and HazMat Response criteria.

1) Condition
2) Who
3) Action
4) Standard
Slide 41

Objectives for Operations-Based Exercises

RESPONSE SYSTEMS/TACTICAL-LEVEL:

Example:
During (1) a chemical incident, evaluate the ability of (2) Central City HazMat personnel, to (3) establish a Hot Zone and decontamination site (4) within 30-minutes of arrival on scene in accordance with existing SOPs.

1) Condition
2) Who
3) Action
4) Standard – jurisdiction-specific

Slide 42

Central City’s Chemical FSE Objectives

1. Central City’s incident command (who) shall provide essential HazMat personnel to incident site (action) within 1 hour following notification (standard) of a chemical incident (condition) in accordance with existing SOPs (standard).

2. First responders (who) shall identify hazard and establish incident perimeter and hot zone (action) within 30-minutes of arrival (standard) on scene using established SOPs and appropriate hazard guidelines (standard) for the identified chemical (condition).

3. Emergency response personnel (who) shall administer proper levels of decontamination (action) to responders and victims prior to transport (condition) to hospitals in accordance with established procedures (standard).

4. Hospital staff (who) to evaluate HazMat victims upon arrival and determine decontamination status (action) of patients, and administer decontamination (action) as required prior to admittance (condition) to hospitals in accordance with established procedures (standard).
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**Activity 3: Develop Objectives**

**Objective:**
Develop two objectives that identify the specific actions/tasks, and measurement criteria or performance standards designed to demonstrate a capability identified in your TEPW.

*These objectives will be used in follow-on activities.*

**Time:** 30 minutes, with 15 minute report back.

**Instructions:**
1. Take capability from TEPW.
2. Determine tasks to demonstrate.
3. Develop three SMART Objectives.

Slide 44

**Evaluation Requirements**

- Developed early in Exercise Design process
- Guide development of scenario and discussion and/or MSEL
- Identifies the capability targets and critical tasks related to each core capability identified as an exercise program priority.
The Exercise Scenario

- Storyline for response activity or discussion
- Three basic elements:
  - Context
  - Conditions
  - Technical details
- Based on:
  - Realistic
  - Plausible threat
  - Challenging
- Mechanism for assessing objectives and core capabilities.

Developing an Exercise Scenario

A story of a simulated threat or hazard on which the exercise will focus.

- Based on organization’s threat/hazard risk assessment
- Identifies Mission Area(s) targeted and provides Exercise (context)
- May be supported by Modeling and Simulation
  - Model—representation of a system within point in time
  - Simulation—method of implementing performance model(s) over time

Suggested Practice

The scenario should be credible enough for participants to suspend their inherent disbelief in hypothetical situations.
Slide 47

Activity 4: Developing an Exercise Scenario

**Objective:** Develop a scenario of local significance, tied to the objectives developed in previous activity.

**Time:** 20 minutes, with 20 minute report back

**Instructions:**
1. Using the questions on the activity worksheet to guide your discussion, develop a draft exercise scenario. Record your responses in the worksheet.
2. Identify and record jurisdiction-specific information, such as:
   - Incident location and time reported
   - Principle threat, hazard, or agent
   - Participating response agencies
   - Number of casualties

Slide 48

Lesson 4: Review

**In this lesson, we have discussed:**

- Selection exercise types based on targets of your assessment process (plans or operations)
- Development of capabilities-based exercise objectives
- Identification of specific tasks and performance-based measurement criteria
- Develop a scenario and its supporting elements.
Lesson 5: Exercise Development—Documentation

Enabling Objectives

After completing this lesson, you should be able to identify exercise documentation requirements.

NOTES:

Exercise Documentation

- Ensure accurate account of exercise
- Control and distribution
- Additional considerations

NOTES:
### Slide 51

**Exercise Documentation by Exercise Type**

<table>
<thead>
<tr>
<th>Document Title</th>
<th>Exercise Type</th>
<th>Distribution Audience</th>
</tr>
</thead>
<tbody>
<tr>
<td>Situation Manual (SitMan)</td>
<td>Seminar (Optional), Workshop (Optional), TTX, Game</td>
<td>All Participants</td>
</tr>
<tr>
<td>Facilitator’s Guide</td>
<td>Seminar (Optional), Workshop (Optional), TTX, Game</td>
<td>Facilitators</td>
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<tr>
<td>Multimedia Presentation</td>
<td>Seminar (Optional), Workshop (Optional), TTX, Game</td>
<td>All Participants</td>
</tr>
<tr>
<td>Exercise Plan (ExPlan)</td>
<td>Drill, FE, FSE</td>
<td>Players, Observers</td>
</tr>
<tr>
<td>Controller and Evaluator (C/E) Handbook</td>
<td>Drill, FE, FSE</td>
<td>Controllers, Evaluators</td>
</tr>
<tr>
<td>Master Scenario Events List (MSEL)</td>
<td>Drill, FE, FSE, Complex TTX (Optional), Game (Optional)</td>
<td>Controllers, Evaluators, Simulators</td>
</tr>
<tr>
<td>Extent of Play Agreement (XPA)</td>
<td>FE, FSE</td>
<td>Exercise Planning Team</td>
</tr>
<tr>
<td>Exercise Evaluation Guides (EEGa)</td>
<td>TTX, Game, Drill, FE, FSE</td>
<td>Evaluators</td>
</tr>
<tr>
<td>Participant Feedback Form</td>
<td>All Exercises</td>
<td>All Participants</td>
</tr>
</tbody>
</table>

### Slide 52

**Exercise Documentation (Discussion-based)**

- **Situation Manual (SitMan)**
  - Provided for discussion-based exercises
  - Provides the textual background and supports the scenario narrative and serves as primary reference material for all participants

- **Facilitator Guide**
  - Helps facilitators manage discussion-based exercises
  - Outlines instructions and key issues for discussion

- **Multimedia Presentation**
  - Illustrate scenario for participants
  - Intended to help focus and drive realism
Exercise Documentation (Operations-based)

- Exercise Plan (ExPlan)
  - Given to players and observers
  - Provided for Operations-based Exercises to provide synopsis of planned exercise (scope, objectives and core capabilities)
- Participant roles and responsibilities
- Rules of Conduct and Safety and Security Policies
- Communication methods
- Maps of exercise site

Suggested Practice

A Player Handout can be provided as a quick reference guide.

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Exercise Documentation (Operations-based) (cont.)

- Controller and Evaluator Handbook
  - Describes the roles and responsibilities of exercise controllers and evaluators and the procedures they should follow
  - Contains detailed scenario information
  - Logistics and communications plan
  - May be a standalone or supplement ExPlan
  - May be broken up into separate Controller and Evaluator versions

Suggested Practice

May provide as packet of information containing documentation specific to assigned exercise location.
Master Scenario Events List (MSEL)

- Chronological list of scripted events that drive exercise play and specific functional area activity
- MSEL events:
  - Contextual injects
  - Expected action events (milestones)
  - Contingency injects
- MSEL types
  - Short: Inject, delivery time, short description, identifies responsible controller, and recipient player
  - Long: Detailed description, exact quotes and formats for inject, and includes description of expected action.

Elements of an Inject

1. Designated scenario time
2. Objective to be demonstrated
3. Controller responsible for delivering inject
4. Intended player
5. Event description
6. Inject
7. Expected action (player response)
8. Notes section

When delivering injects, simulators should use realistic emotional tone typical of real-world incidents.
Slide 57

How to Develop a MSEL

- Review capabilities
- Identify chronology of key actions
- Anticipate Player actions
- Identify information resources
- Compile all MSEL events into single list
- Refine selected MSEL events; create detailed long version.

Slide 58

MSEL Timeline Development
Activity 5: Developing MSEL and Exercise Injects

Objective: Understand what information a MSEL contains and practice developing injects.

Time: 30 minutes, with 10 minute report back

Instructions:
- Familiarize yourself with format used for MSEL injects
- Develop two contextual injects and two contingency injects for your exercise.

Additional Exercise Documentation

- Extent of Play Agreements (XPAs)
- Exercise Evaluation Guides (EEGs)
- Participant Feedback Form
- Waiver Forms
- Weapons and Safety Policy
Media and Public Affairs Guidance

- Inform public of community preparedness activities
- Report on exercise and state of preparedness following exercise
- Press Releases
  - Targeted to local media outlets (TV, radio, social networks, newspapers)
  - Attendance/observation policy
- Public Announcement
  - Inform and help to avoid confusion on the part of the public

Media Policy

- Media participation/notification determined by sponsoring organization
- Public Information Officer
  - Escort media and ensure non-interference
- Separate real-world media from exercise media artificialities
- Inform public:
  - Press releases
  - Public announcements

CAUTION
DO NOT release detailed scenario information prior to exercise and protect potentially sensitive information.
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Lesson 5: Review

In this lesson, we have discussed documentation requirements for discussion-based and operations-based exercises.

NOTES:

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Lesson 6: Exercise Development—Logistics

Enabling Objectives

After completing this lesson, you should be able to:

- Recognize logistical considerations critical to successful exercise conduct
- Identify facility considerations and venue specifics that influence development of scenarios for exercise conduct.

NOTES:
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Planning for Exercise Logistics

Important but often overlooked and include consideration of:

- Venues
  - Facility/Room
  - A/V
- Supplies, food, and refreshment
- Badges and IDs
  - Registration

Suggested Practice

Check venue acoustics: Discussion groups create high noise levels. Ensure sufficient space so that everyone can hear and be heard.

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Planning for Exercise Logistics (cont.)

- Actors
- Parking and transportation
Planning for Exercise Control

Exercise Control maintains scope, pace, and integrity.

- Staffing
- Control structure

### NOTES:

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Planning for Exercise Control (cont.)

- Controller Training
- Communications Plan
- Safety and Security

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**Lesson 6: Review**

In this lesson you learned how to:

- Recognize logistical considerations critical to successful exercise conduct
- Identify facility considerations and venue specifics that influence development of scenarios for exercise conduct.

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**Module 3: Exercise Design and Development Summary**

In this module, we have discussed:

- Selection of Exercise Planning Teams
- Exercise Planning Activities
- Exercise Documentation Development
- Exercise Development: Logistics

In Module 4, you will learn:

- Logistics considerations for exercise conduct.
### Acronyms

<table>
<thead>
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<th>Acronym</th>
<th>Definition</th>
<th>First Appearance in Module</th>
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<tr>
<td>A/V</td>
<td>Audio/Visual</td>
<td>3</td>
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<td>AAM</td>
<td>After-Action Meeting</td>
<td>6</td>
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<td>AAR</td>
<td>After-Action Report</td>
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<td>C/E</td>
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<td>COSIN</td>
<td>Control Staff Instructions</td>
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