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Module 3:

EXERCISE

DESIGN AND DEVELOPMENT



Module 3: Exercise Design and Development
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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.



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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

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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.

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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.

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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

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Lesson 2: Exercise Planning Teams

Enabling Objectives

After completing this lesson, you should be able to describe 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

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Exercise Planning Team Representation

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

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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



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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.



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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.

```
graph TD; A[Exercise Planning Team Leader] --> B[Safety]; A --> C[Operations]; A --> D[Planning]; A --> E[Logistics];
```



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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 distribute pre-exercise materials



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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



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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.

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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.

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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



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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 IPM.



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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.



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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



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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)



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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.



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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.



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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

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Scope

Key elements:

- Type
- Participation level
- Duration
- Location
- Parameters

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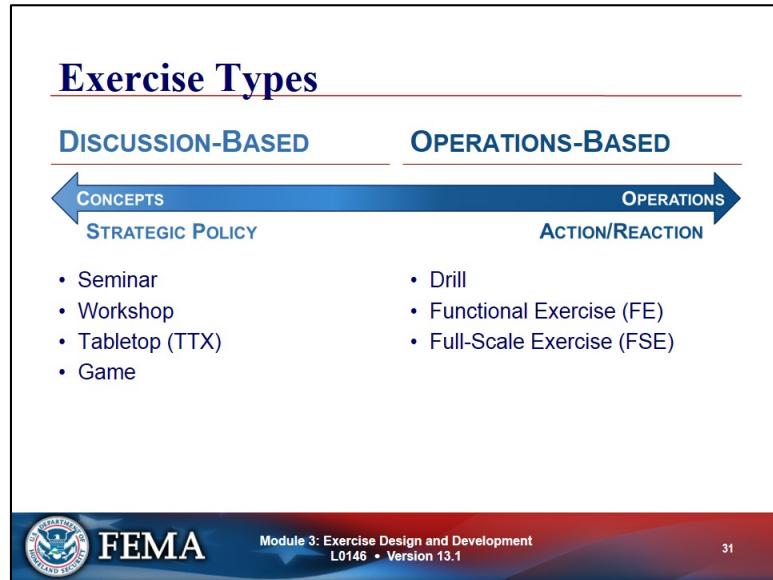
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Exercise Types



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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)

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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

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What Are Objectives?

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

Suggested Practice

Limit the number of objectives to those that can be reasonably addressed and evaluated during exercise conduct.

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Characteristics of Good Objectives

SMART Guidelines for Exercise Objectives	
Specific	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.
Measurable	Objectives should include numeric or descriptive measures that define quantity, quality, cost, etc. Their focus should be on observable actions and outcomes.
Achievable	Objectives should be within the control, influence, and resources of exercise play and participant actions.
Relevant	Objectives should be instrumental to the mission of the organization and link to its goals or strategic intent.
Time-Bound	A specified and reasonable timeframe should be incorporated into all objectives.



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Creation of Performance Objectives

Element	Tip	Example
Action Statement	Select observable action verb to describe what task(s) responders must perform.	Incident Safety Officer (SO) conducts scene survey to Identify hazard(s) and establish "Hot Zone" perimeter.
Condition by which the tasks must be performed	What is given/expected in executing the task? Skill, knowledge, tool(s), equipment, reference(s), chats(s)/scene survey, or standard operating procedures (SOPs) on which action should be based.	Using knowledge of HazMat classification and OSHA's Hazardous Waste Operations and Emergency Response (HAZWOPER) standard (29 Code of Federal Regulations [CFR] 1910.120)
Performance Statement	List what the player must be able to do/accomplish.	Determine hazard-specific health and safety risk to personnel in immediate range of incident.
Criteria Statement	The performance standard used to measure achievement of objective. Described as: <ul style="list-style-type: none"> • Degree of accuracy—how well? • Timeframe—when? • Speed/Distance—how much? 	Within 30 minutes of arrival on scene.



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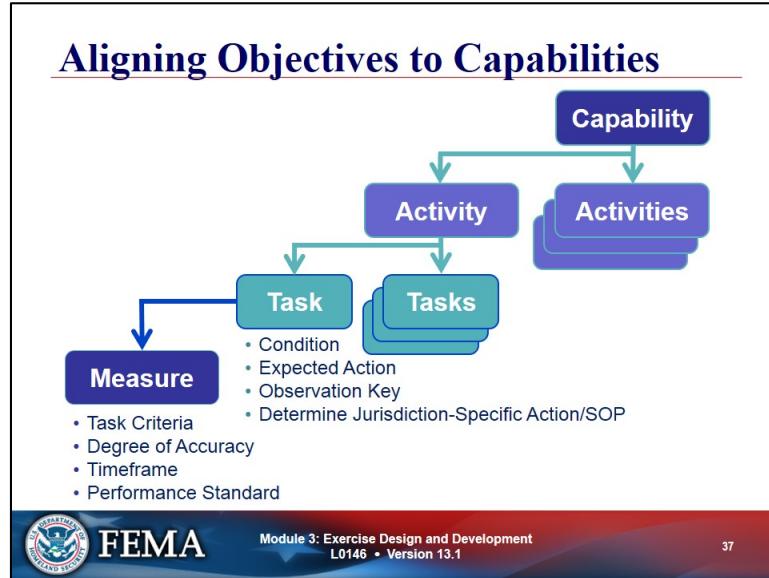
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Aligning Objectives to Capabilities



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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.

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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.



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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



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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



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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 standard 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.



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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.



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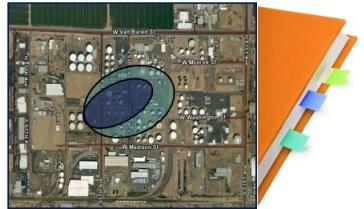
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The Exercise Scenario

- 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.



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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.

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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



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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.



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Lesson 5: Exercise Development—Documentation

Enabling Objectives

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

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Exercise Documentation

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

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Exercise Documentation by Exercise Type

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



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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



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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.



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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.

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Elements of an Inject

- Designated scenario time
- Objective to be demonstrated
- Controller responsible for delivering inject
- Intended player
- Event description
- Inject
- Expected action (player response)
- Notes section

Event #	13	Event Time:	Time (Expected)	1	(Actual)
Via:	Phone	Objectives(s):	EEG III-10	2	
Who Delivers?	SimCell	Recipient Player(s):	[City, Town, County] EOC	3	4
Event Description: CDC sending epidemiology team					
Inject: SimCell calls [City, Town, County] EOC with the following: "This is the [State Health]. The CDC said that they are sending an epidemiology team that will arrive at [Time] and will be available to help the region. Please make working and living arrangements for staff. Provide the information back to us when you have made the arrangements." (Note: Be sure to provide the call back number to the call recipient.)					
Expected Action(s): Staff will make arrangements and be prepared to describe their plan for the team when it arrives.					
Notes					

Suggested Practice

When delivering injects Simulators should use realistic emotional tone typical of real-world incidents.

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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.

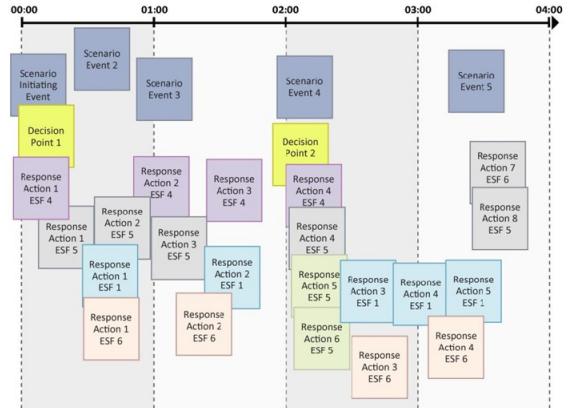




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MSEL Timeline Development



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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.

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Additional Exercise Documentation

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

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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



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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



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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.

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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.

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Planning for Exercise Logistics

Important but often overlooked and include consideration of:

- **Venues**
 - Facility/Room
 - A/V
 - Supplies, food, and refreshments
- **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.

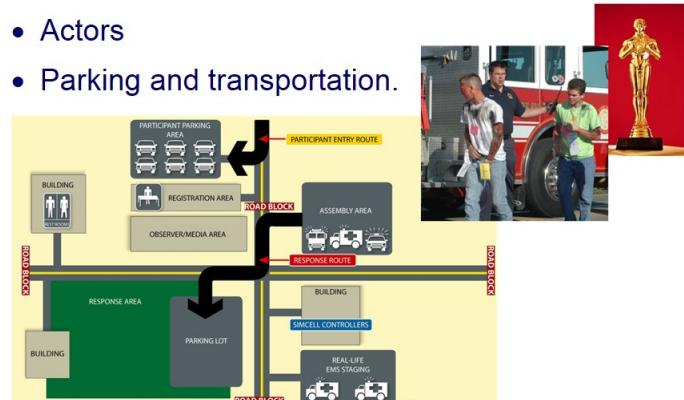


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Planning for Exercise Logistics (cont.)

- Actors
- Parking and transportation.



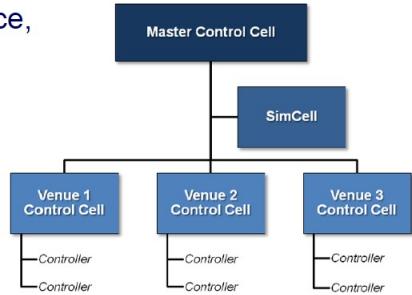
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Planning for Exercise Control

Exercise Control
maintains scope, pace,
and integrity.

- Staffing
- Control structure



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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.

Module 4: Exercise Conduct

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**Acronyms**

Acronym	Definition	First Appearance in Module
A/V	Audio/Visual	3
AAM	After-Action Meeting	6
AAR	After-Action Report	1
C&O	Concept and Objectives	3
C/E	Controller/Evaluator	3
COSIN	Control Staff Instructions	3
CPG	Comprehensive Preparedness Guide	2
DHS	Department of Homeland Security	1
EEGs	Exercise Evaluation Guides	1
EMI	Emergency Management Institute	1
EndEx	End of Exercise	4
EOC	Emergency Operations Center	2
EvalPlan	Evaluation Plan	3
ExPlan	Exercise Plan	3
FE	Functional Exercise	2
FEMA	Federal Emergency Management Agency	1
FPM	Final Planning Meeting	3
FSE	Full Scale Exercise	2
HazMat	Hazardous Materials	3
HSEEP	Homeland Security Exercise Evaluation Program	1
ICS	Incident Command System	2
IP	Improvement Plan	1
IPM	Initial Planning Meeting	3
IT	Information Technology	2
MAA	Mutual Aid Agreement	2
MOA	Memorandum of Agreement	2
MOU	Memorandum of Understanding	1

Acronym	Definition	First Appearance in Module
MPM	Mid-Term Planning Meeting	3
MSEL	Master Scenario Events List	3
NEP	National Exercise Program	1
NIMS	National Incident Management System	3
NOAA	National Oceanic and Atmospheric Administration	3
NPD	National Preparedness Directorate	1
NPS	National Preparedness System	1
OSHA	Occupational Safety and Health Administration	3
POC	Point of Contact	3
PPD-8	Presidential Policy Directive 8	1
SAA	State Administrative Agency	1
SimCell	Simulation Cell	3
SitMan	Situation Manual	3
SMART	Specific, Measureable, Achievable, Relevant, and Time-Bound	3
SME	Subject Matter Expert	3
SO	Incident Safety Officer	3
SOPs	Standard Operating Procedures	1
StartEx	Start of Exercise	3
TEP	Multi-year Training and Exercise Plan	1
TEPW	Training and Exercise Planning Workshop	1
THIRA	Threat and Hazard Identification and Risk Assessment	2
TTX	Tabletop Exercise	2
VIP	Very Important Person	3
XPAs	Extent of Play Agreements	1