



Homeland Security Exercise and Evaluation Program (HSEEP)

Robert Quinn, OEM
Zachary Glenn, OEM



Homeland Security Exercise and Evaluation Program (HSEEP)

JANUARY 2020



Homeland Security

<https://www.fema.gov/sites/default/files/2020-04/Homeland-Security-Exercise-and-Evaluation-Program-Doctrine-2020-Revision-2-2-25.pdf>

preptoolkit.fema.gov/web/hseep-resources

FEMA | Preparedness Toolkit

Help Sign In

About HSEEP Policy and Guidance Program Management Design and Development Conduct Evaluation Improvement Planning

Exercise Evaluation Guides

Preparedness Toolkit > Validating Capabilities > HSEEP Resources > About

Homeland Security Exercise Evaluation Program

HSEEP Videos HSEEP Webinar HSEEP Training

About HSEEP

Exercises are a key component of national preparedness — they provide the whole community with the opportunity to shape planning, assess and validate capabilities, and address areas for improvement.

HSEEP provides a set of guiding principles for exercise and evaluation programs, as well as a common approach to exercise program management, design and development, conduct, evaluation, and improvement planning.

To learn more about HSEEP resources and templates, click on the area of interest in the graphic to the right or select an item from the menu below.

Do you have questions/feedback about HSEEP resources? Email us hseep@fema.dhs.gov

HSEEP News & Updates

SELECT A PHASE OF THE EXERCISE CYCLE TO VIEW RELATED HSEEP TEMPLATES.

<https://preptoolkit.fema.gov/web/hseep-resources>

OREGON LOCAL EMERGENCY PLANNING COMMITTEE MEMBER MANUAL

An LEPC has many duties, challenges and responsibilities and as a member, the more you understand what an LEPC is and what it is supposed to do, the better for you, your LEPC and the public it serves.

2013

*A Guide to
Understanding LEPC
Responsibilities*

- ✓ Checking existing response equipment in the community;
- ✓ Identifying financial resources;
- ✓ Coordinating with other LEPCs and the SERC;
- ✓ Conducting a hazard analysis;
- ✓ Managing and providing information for citizens;
- ✓ Providing information to facilities;
- ✓ Promoting public awareness of EPCRA, community chemical hazards, and emergency response expected from the public.

SUGGESTED SUBCOMMITTEES FOR THE LEPC

1) A Planning Subcommittee whose responsibilities may include:

- ✓ Developing and assisting in the revision of the hazardous material response portion of the emergency operations plan;
- ✓ Establishing a vulnerability zone determination methodology;
- ✓ Reviewing the site-specific Hazardous Materials Response Plans submitted for each facility with EHS; and
- ✓ Reviewing the LEPC plan annually.

2) A Public Information Subcommittee, whose responsibilities may include:

- ✓ Writing and publishing public notices;
- ✓ Establishing an information retrieval system; and
- ✓ Performing citizen / neighborhood outreach to inform them of plans and other information that is available.

3) A Training and Exercising Subcommittee, whose responsibilities may include:

- ✓ Conducting a training needs assessment;
- ✓ Requesting training grants to provide needed training;
- ✓ Coordinating training programs; and
- ✓ Establishing an **exercise** schedule.

Once an assessment has been done by the LEPC and basic subcommittees have been formed, the LEPC may desire to create additional subcommittees to respond to expanded needs / ideas generated from the current LEPC membership. Some examples are included on the following page.

1) An Executive Subcommittee, whose responsibilities may include:

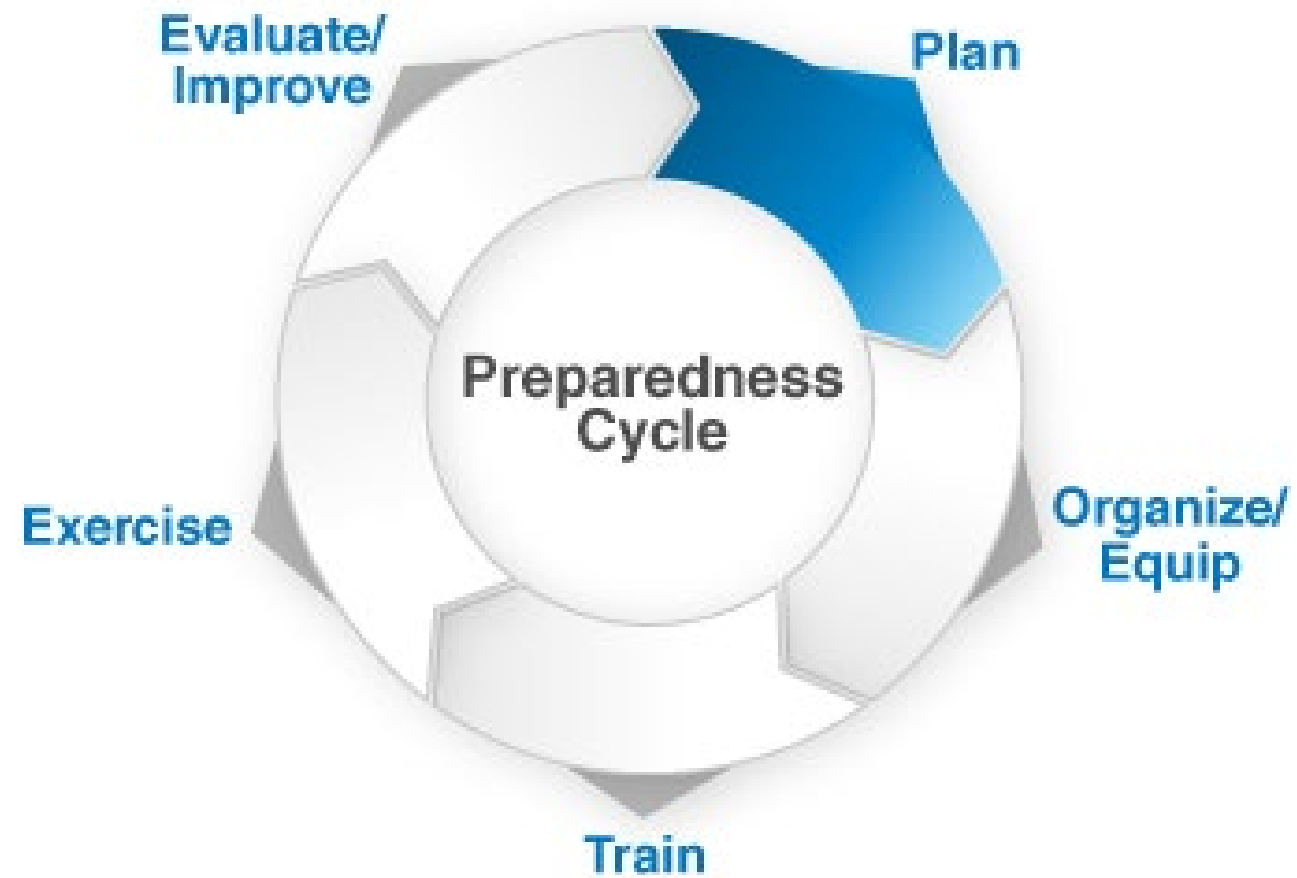
- ✓ Developing LEPC long-term goals;
- ✓ Tending to LEPC member needs;
- ✓ Reviewing LEPC membership terms and soliciting volunteers to fill vacancies;

Why Exercise?

What are we exercising??

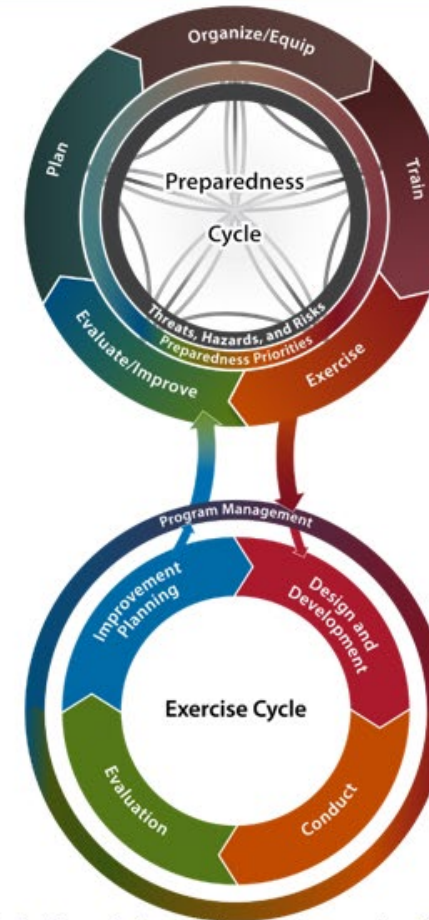


FEMA



Linkage of the Integrated Preparedness Cycle and HSEEP

- The exercise component of the Integrated Preparedness Cycle is linked to the Program Management phase of the Exercise Cycle
- Preparedness priorities drive the design and development of individual exercises



2.2: The Relationship of the Integrated Preparedness Cycle and the HSEEP Cycle, pg. 2-2



FEMA

HSEEP Applicability and Scope

- HSEEP is flexible, scalable, adaptable, and is for use by stakeholders across the Whole Community
- HSEEP provides a consistent approach to exercises



FEMA

HSEEP Fundamentals

The principles of the HSEEP process include the following:

- Guided by Senior Leaders
- Informed by Risk
- Capability-Based, Objective Driven
- Utilizes a Progressive Exercise Planning Approach
- Whole Community Integration
- Common Methodology



FEMA



Common methodology

and promote a common methodology for all exercises

Considerations for Program Priorities

- Threats and Hazards
- Areas for Improvement/Capabilities
- External Sources Requirements
- Accreditation Standards/Regulations



FEMA

PREPAREDNESS PRIORITIES

Based on the above-mentioned considerations, Oregon determined the following priorities will be the focus for this multi-year preparedness cycle (in alphabetical order):



Continuity of Operations



Fire Management &
Suppression



Mass Care Services



Operational
Communications



Operational
Coordination*



Planning*



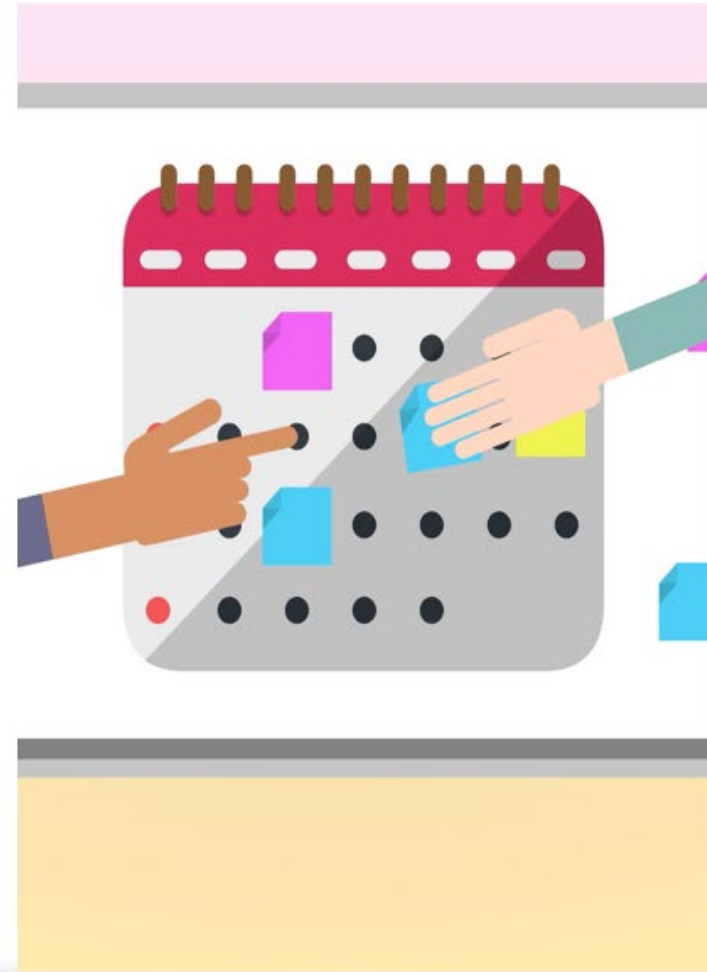
Public Health, Healthcare
and EMS*

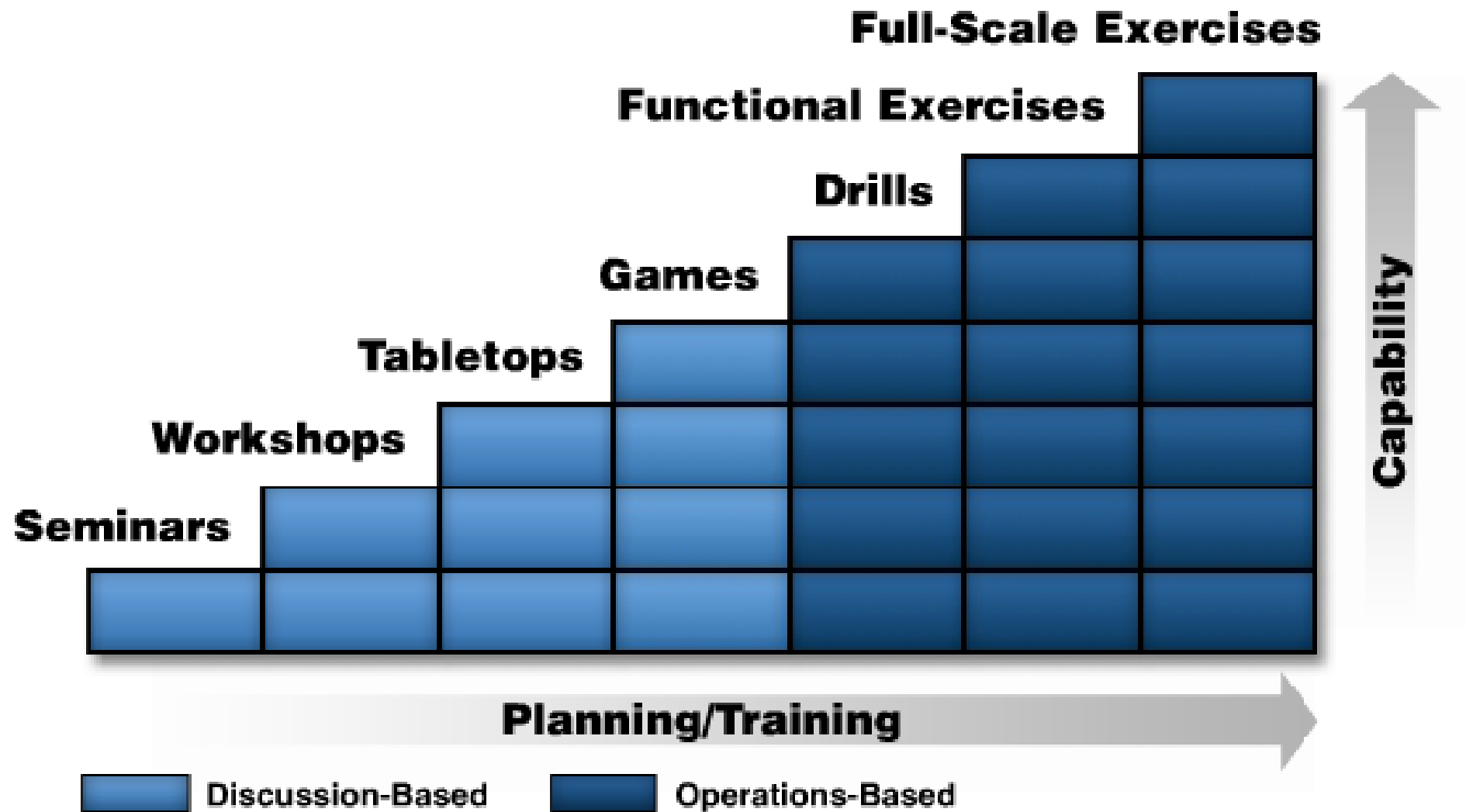


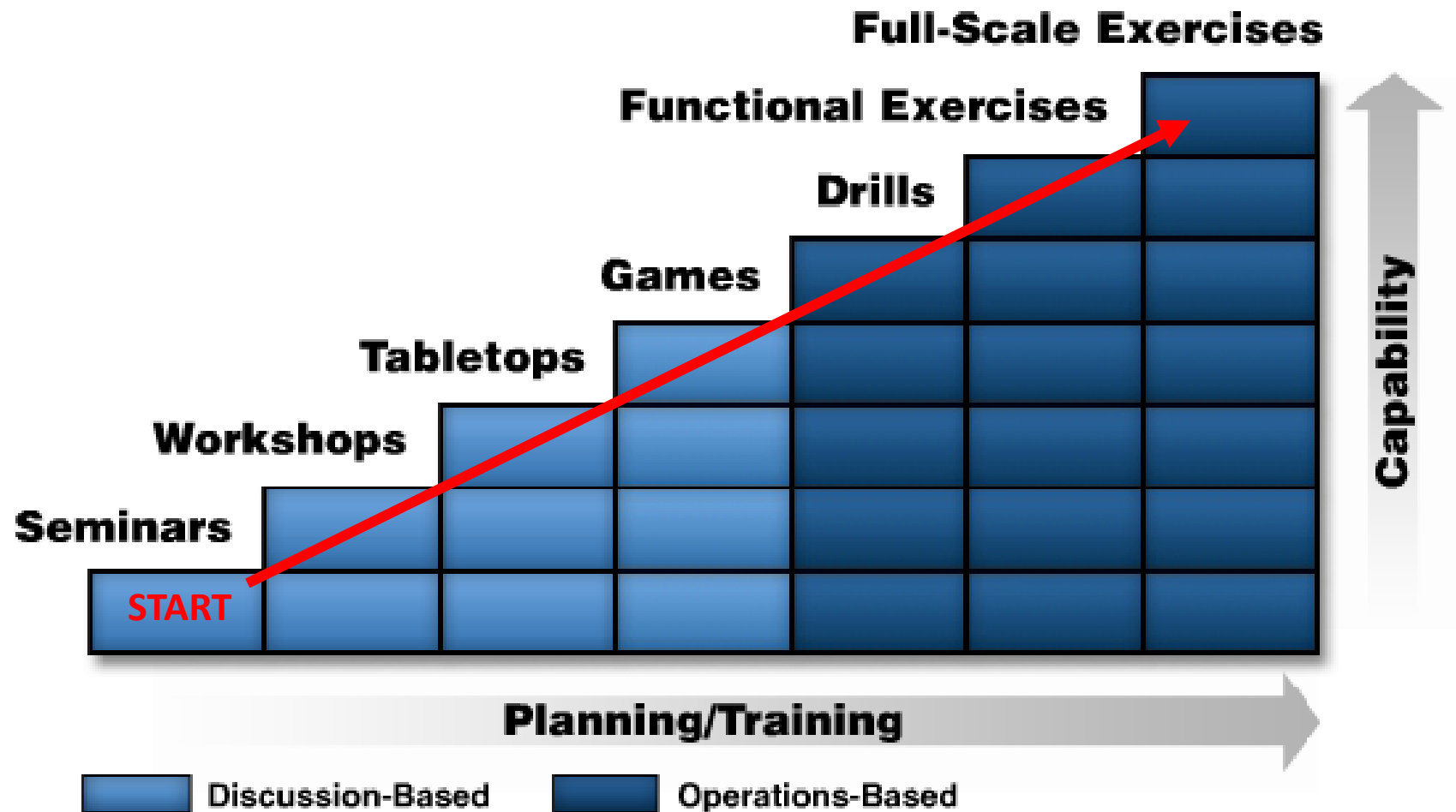
Public Information and
Warning *

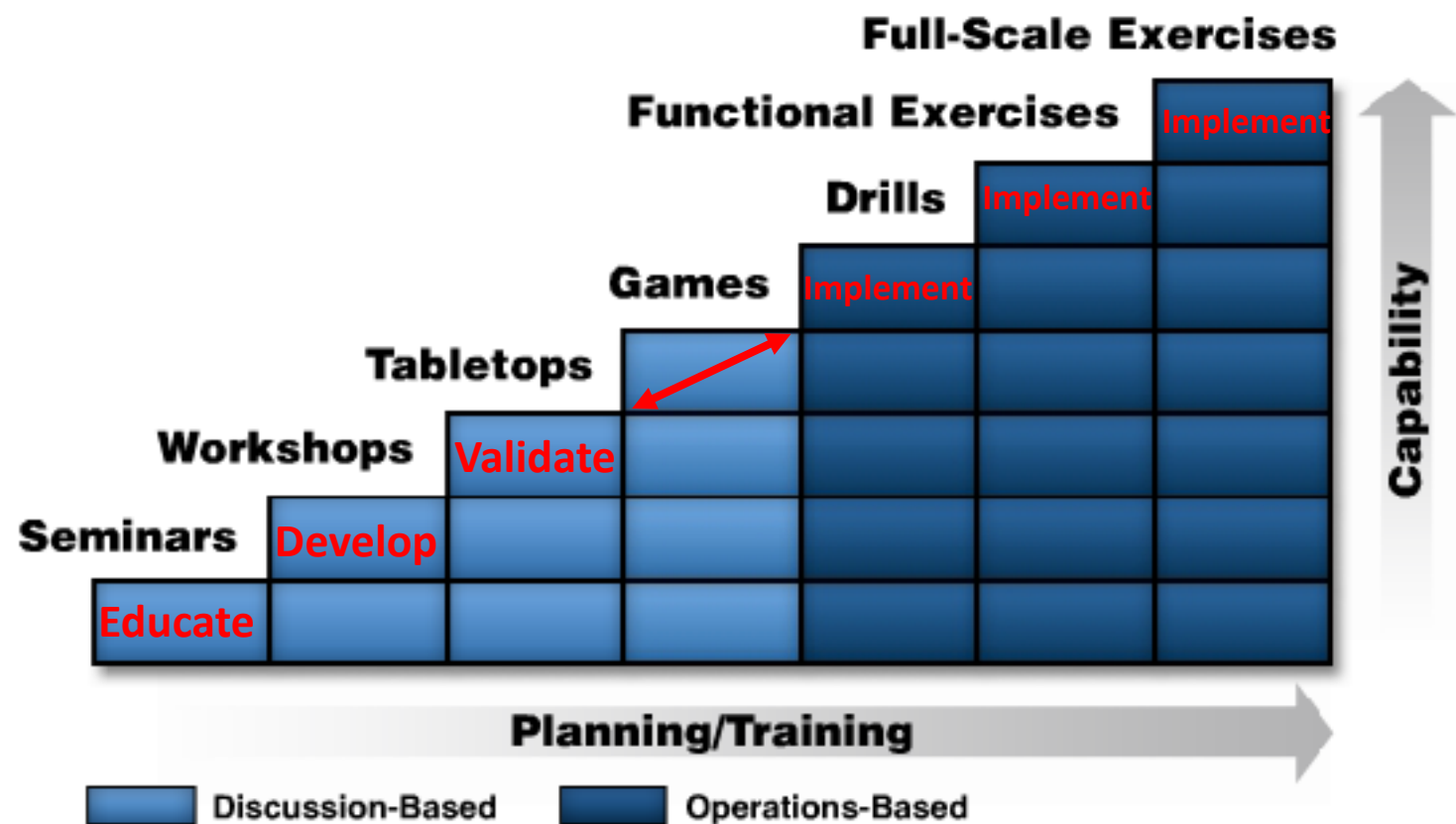
Multi-Year Schedule

- Combination of preparedness activities
- Graphic representation of proposed preparedness activities
- Emphasizes coordination between stakeholders









A	B	C	D	E	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V	W	X
Agency Jurisdiction	OEM Region	Planning Activity <i>Development of policies, plans, procedures, mutual aid agreements, strategies, and other publications, also involves the collection and analysis of intelligence and information.</i>	New or Update	Core Capability	July '25	Aug '25	Sept '25	Oct '25	Nov '25	Dec '25	Jan '26	Feb '26	Mar '26	April '26	May '26	June '26	Jul-Sept '26	Oct-Dec '26	Jan-Mar '27	Apr-Jun '27	Jul-Dec '27	Jan-Jun '28
Washington	Portland Metro	Community Wildfire Protection Plan	Update	Fire Management and Suppression																		
Washington	Portland Metro	Volunteer and Donations Management Annex (EOP)	Update	Operational Coordination																		
Washington	Portland Metro	Mass Care Annex (EOP)	Update	Mass Care Services																		
Washington	Portland Metro	Alert and Warning Annex (EOP)	Update	Operational Communications																		
Washington	Portland Metro	Department Specific COOP Procedures	New	COOP																		
Washington	Portland Metro	Severe Weather Annex	Update	Operational Coordination																		
Washington	Portland Metro	Public Inquiry Center Plan	Update	Operational Coordination																		
Washington	Portland Metro	TICP and PACE Plans for Public Safety Communications	New	Operational Communications																		
Washington	Portland Metro	Natural Hazard Mitigation Plan	Update	Threat and Hazard Identification																		
Washington	Portland Metro	Emergency Water Distribution	New or Update	Mass Care Services																		
Washington	Portland Metro	Community Wildfire Protection Plan	Update	Fire Management and Suppression																		
Washington	Portland Metro	Public Health Annex	Update	Public Health, Healthcare, and																		
Washington Public Health	Portland Metro	Appendix 3: Environmental Health (EH) Response Plan	New	Environmental Response/Health																		
Washington Public Health	Portland Metro	Tab 1: EH Field Guide	Update	Environmental Response/Health																		
Washington Public Health	Portland Metro	Tab 3: Community Reception Centers (Rad incident)	New	Environmental Response/Health																		
Washington Public Health	Portland Metro	Tab 4: Foodborne Illness	update	Environmental Response/Health																		
Washington Public Health	Portland Metro	Appendix 4: Communicable Disease	New	Public Health, Healthcare, and																		
Washington Public Health	Portland Metro	Tab 1: Pandemic Influenza	Update	Public Health, Healthcare, and																		
Washington Public Health	Portland Metro	Tab 2: Special Pathogens	Update	Public Health, Healthcare, and																		
Washington Public Health	Portland Metro	Tab 3: Ebola SMTTP Procedures	Update	Public Health, Healthcare, and																		
Washington Public Health	Portland Metro	Appendix 5: Medical Countermeasures (MCM)	Update	Public Health, Healthcare, and																		
Washington Public Health	Portland Metro	Tab 1: Point of Dispensing (POD) Plan	Update	Public Health, Healthcare, and																		
Washington Public Health	Portland Metro	Appendix 6: Terrorism	New	Public Health, Healthcare, and																		
Washington Public Health	Portland Metro	Tab 1: Joint FBI/EPI Investigation SOP	New	Public Health, Healthcare, and																		
Washington Public Health	Portland Metro	Appendix 7: Shelter Support	New	Mass Care Services																		
Washington Public Health	Portland Metro	Tab 1: Provision of Medical Support in Shelters	New	Mass Care Services																		
Washington Public Health	Portland Metro	Appendix 8: Medical Reserve Corps (MRC)	New	Public Health, Healthcare, and																		
Washington Public Health	Portland Metro	Tab 1: MRC Activation	New	Public Health, Healthcare, and																		
Washington Public Health	Portland Metro	Tab 2: First Aid Station Standard Operating Procedures (SOP)	Update	Public Health, Healthcare, and																		
Washington Public Health	Portland Metro	Tab 3: Medical Aid Station SOP	Update	Public Health, Healthcare, and																		
Washington Public Health	Portland Metro	Tab 4: Vaccine Clinic SOP	New	Public Health, Healthcare, and																		
Washington Public Health	Portland Metro	Tab 2: Water Event Procedures	Update	Environmental Response/Health																		
Washington Public Health	Portland Metro	Mass Fatality Annex (EOP)	Update	Planning																		
Washington Public Health	Portland Metro	Public Health Annex (EOP)	Update	Planning																		
Columbia	Portland Metro	Community Wildfire Protection Plan	Update	Fire Management and Suppression																		
Columbia	Portland Metro	<i>County Communications annex</i>	Update	Operational Communications																		
Columbia	Portland Metro	Public Health Communications Annex	Update	Public Health, Healthcare, and																		
Columbia	Portland Metro	Medical Countermeasures and Dispensing	Update	Public Health, Healthcare, and																		
Columbia	Portland Metro	<i>County Coop</i>	Update	Planning																		
Columbia	Portland Metro	Public Health Coop	Update	Planning																		
Columbia	Portland Metro	<i>Public Health All Hazard Plan</i>	Update	Public Health, Healthcare, and																		
Columbia	Portland Metro	<i>ESF 8</i>	Update	Public Health, Healthcare, and																		
Columbia	Portland Metro	Integrated Preparedness Plan	Update	Operational Coordination																		
Columbia	Portland Metro	Mass Care & Sheltering Plan	Update	Mass Care Services																		

LET'S EXERCISE!!!!

Exercise Objectives

- A description of the performance expected from participants
- Specifically conveys how the exercise should achieve its purpose

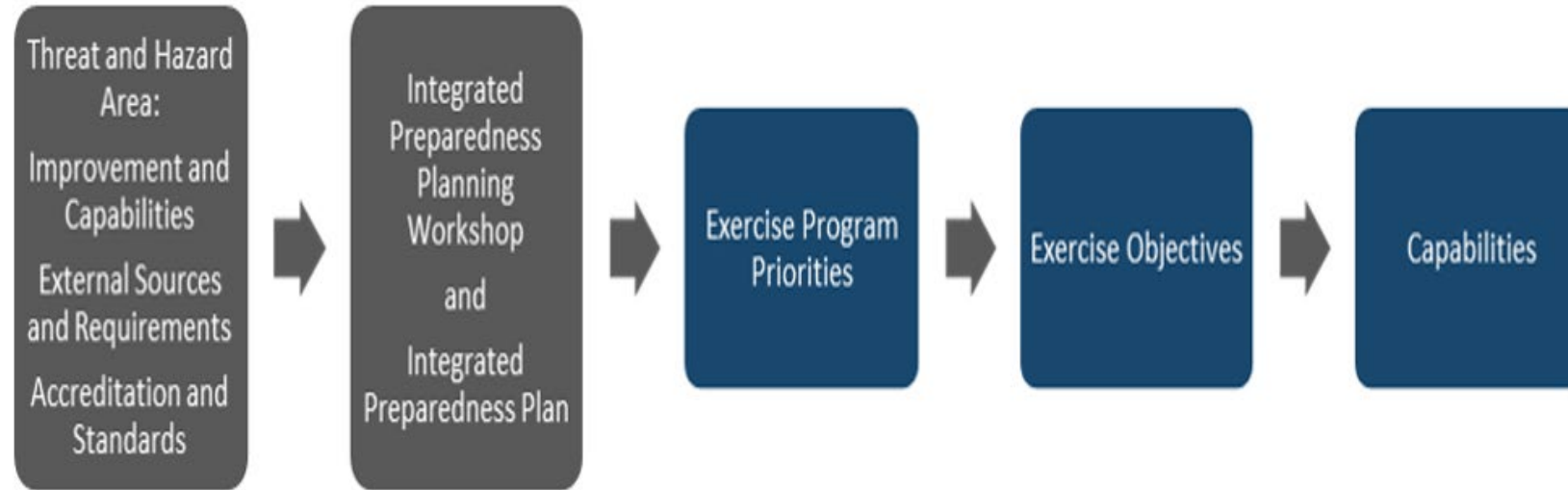


Figure 3.3: Priorities, Objectives, and Capabilities, pg. 3-11

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



SMART Exercise Objectives

SMART is an acronym used to identify the 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.

Figure 3.4: SMART Guidelines for Exercise Objectives, pg. 3-12



FEMA



Start with SMART Exercise Planning

Discussion-Based Exercise Objectives

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



FEMA

Discussion-Based Exercise Objectives

Examples:

Assess Central City's existing response plan for incident command activation of essential HazMat personnel during a chemical incident to ensure alignment with NIMS and HazMat Response criteria.

Review and analyze the Central City EOC's current activation levels for a Category 4 Hurricane event in accordance with the Central City Basic Emergency Operations Plan.

Assess participant's knowledge of Central City's Basic Emergency Operations Plan's linkage to community healthcare surge capacity plans.



FEMA

Operations-Based Exercise Objectives

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



FEMA

Operations-Based Exercise Objectives

Examples:

Demonstrate the ability of Central City's staff to receive, develop, and disseminate a public alert utilizing Central City's notification system regarding a HAZMAT spill within 15 minutes of initial notification, in accordance with the Communications Annex in the Emergency Operations Plan (EOP).

Demonstrate the ability of Central City/Liberty County Emergency Operations Center (EOC) to coordinate transportation options and routes for the evacuation of citizens, to include those with access and functional needs, to the reunification center, within the first operational period of receiving the initial notification, according to the Central City/Liberty County Emergency Operations Plan (EOP).

Demonstrate Central City/Liberty County EOC process to identify and request resources from private sector partners to support ongoing response operations within the first operational period of receiving the initial notification in accordance with the Central City/Liberty County EOP.



FEMA

Operations-Based Exercise Objectives

**Who has an LEPC exercising coming up that
could use an objective???**

(Yes, Crowd Involvement)

Let's Work Through an Objective.



FEMA

Exercise Planning Meetings

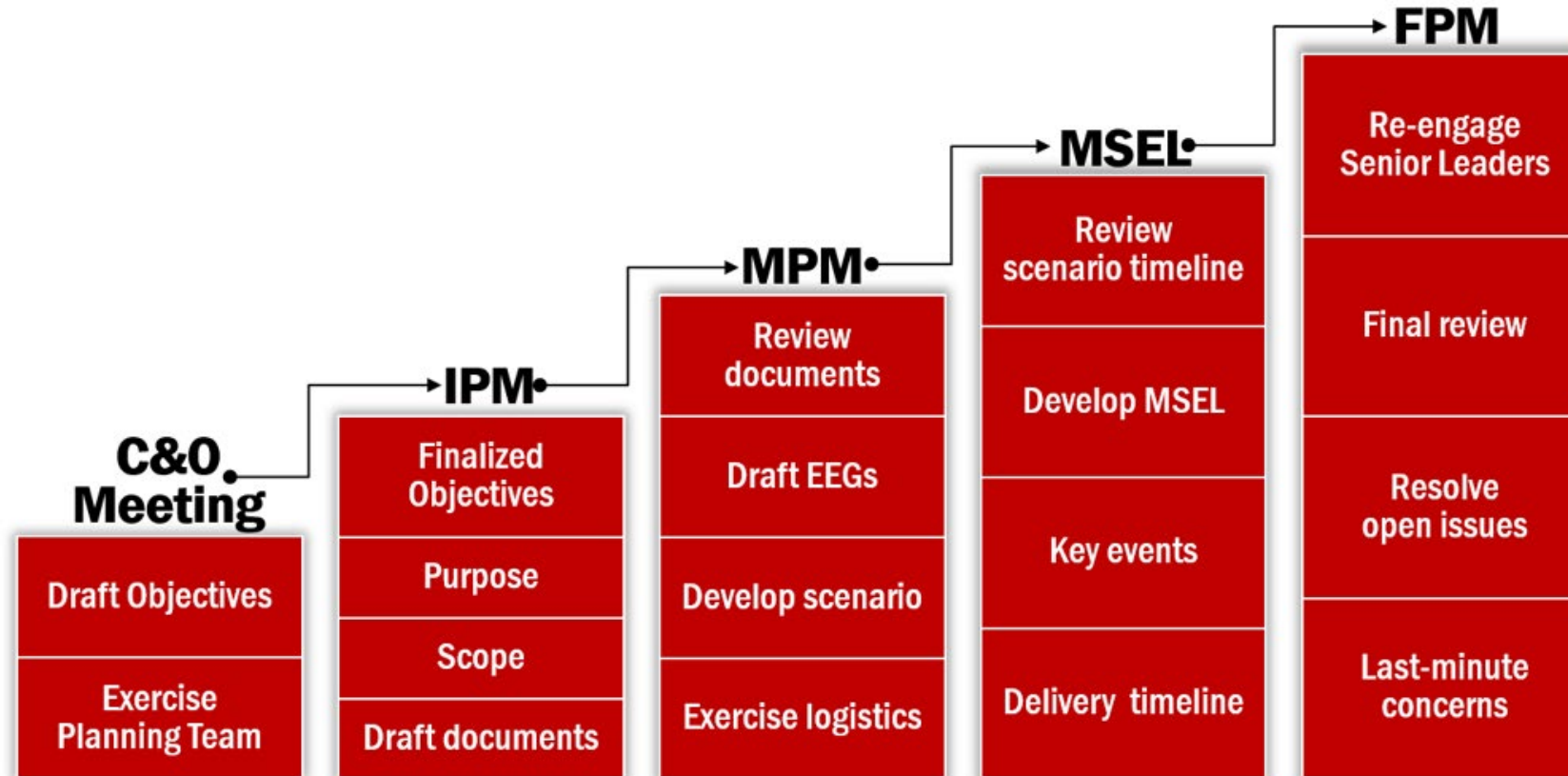


Table 3.5: Final Planning Meeting (FPM), pg. 3-6



Exercise Planning Team

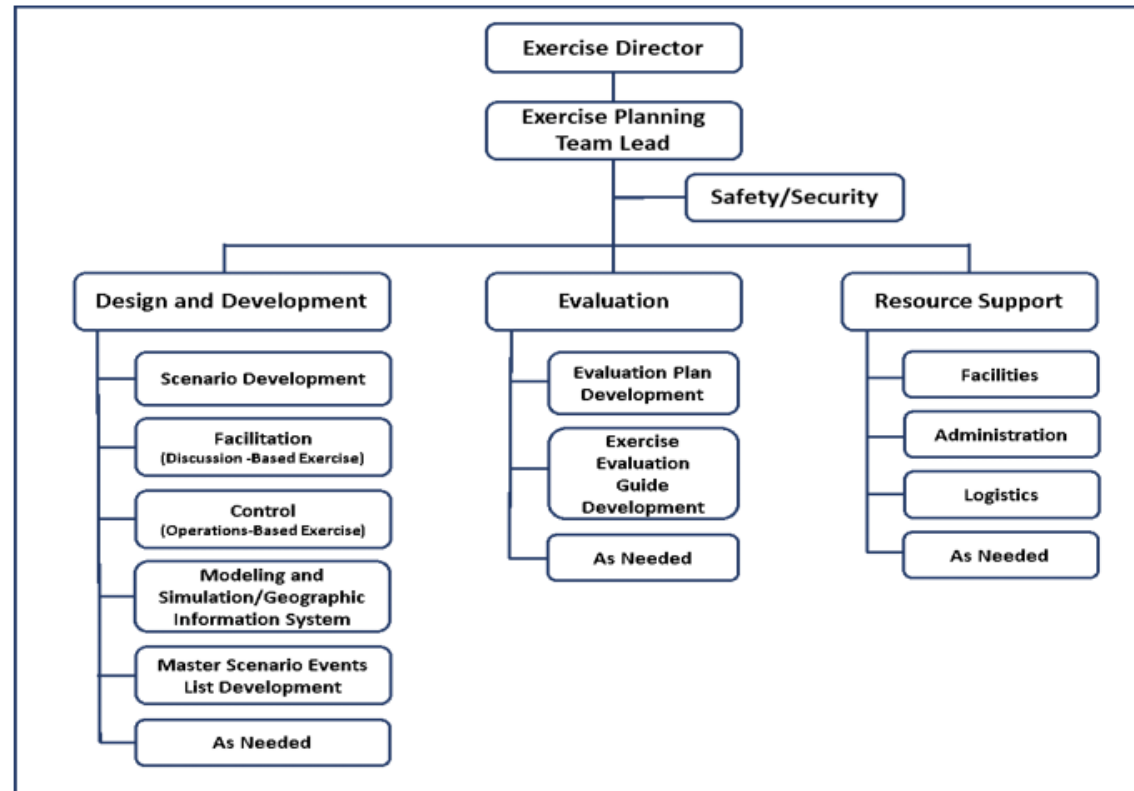
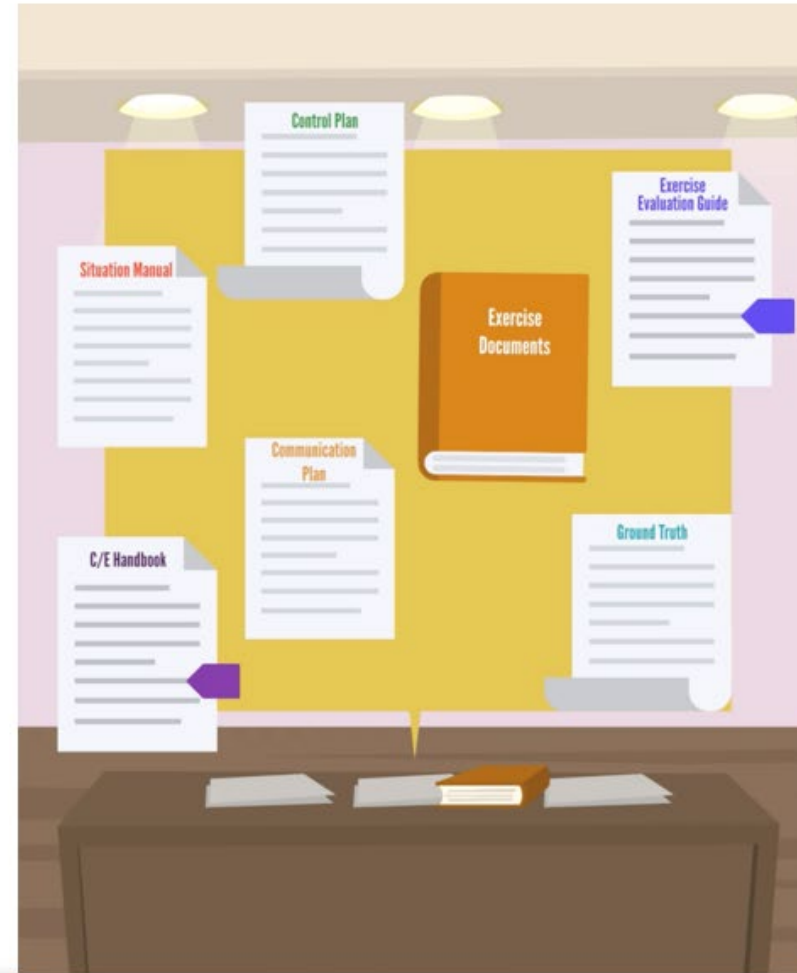


Figure 3.2: Example of a Functional Organizational Structure for an Exercise Planning Team, pg. 3-8



Exercise Documentation

- Critical to ensure an accurate account of the exercise
- Maintain control and distribution
- Additional considerations to ensure it is accessible to everyone (i.e., closed captioning, sign language, ADA compliant)



FEMA

Threat, Hazard, and Risk

The type of threat, hazard, or risk defines a scenario allowing for assessment of the objectives and capabilities of the exercise. Threat, hazard, and risk identification originates from the organization's/jurisdiction's THIRA or other threats, hazards, or risk assessments. Risk analyses enable jurisdictions/organizations to identify potential events that stress preparedness capabilities.

Modeling and Simulation

Modeling and simulation bring versatility, cost savings, and fidelity to exercises when incorporated into the development of the scenario and overall exercise design. A model is a representation of a system at a point in time or space intended to expand an understanding of the real system. Simulation is a method of implementing the performance of a model, or combination of models, over time. Modeling and simulation may apply to situations where achieving reality is difficult. The use of modeling and simulation realistically replicates variables such as disease propagation, radiation, and chemical attacks.

Exercise Documentation

Exercise documentation provides the framework for exercise conduct and evaluation. The documentation helps the planning team apply the HSEEP Cycle. **Table 3.8** and **Table 3.9** list the most commonly used exercise design and development documents, identified by the exercise type and relevant audience.

Table 3.8: Discussion-Based Exercise Documentation

Document	Description	Distribution
Situation Manual (SitMan)	A document that provides background information and serves as the primary reference material for exercise participants (core document for discussion-based exercises).	All Participants
Player Handout	A document that supplements or replaces the Situation Manual and presentation, providing players a quick-reference guide, sometimes referred to as a "placemat."	Players
Facilitator Guide	A document that outlines instructions and key issues discussed and utilized by the exercise facilitator to move participants through exercise play.	Exercise Facilitator(s)
Presentation	A multimedia display that provides background information for participants during exercise conduct.	All Participants
Exercise Evaluation Guide(s) (EEG)	A document that captures information specifically related to the evaluation requirements developed by the exercise planning team. The EEG provides evaluators with a standardized tool to guide data collection and capture performance results. Since each jurisdiction/organization has unique targets and critical tasks, EEGs are developed specific to their plans, policies, procedures, and protocols.	Evaluators
Participant Feedback Form	A document that provides a mechanism to collect input from all participants following an exercise and supports the development of an After-Action Report (AAR) and Improvement Plan (IP).	All Participants

Table 3.9: Operations-Based Exercise Documentation

Document	Description	Distribution
Exercise Plan (ExPlan)	A document that provides general information to exercise participants, including exercise objectives and scope, not including the scenario information.	Players and Observers
Player Handout	A document that supplements the Exercise Plan and provides players with a quick-reference guide; sometimes referred to as "a pocket-size trifold or bifold."	Players
Ground Truth	A document comprised of the detailed elements of a scenario that must remain consistent during exercise development and conduct to ensure that realism is maintained, and objectives can be achieved.	All Participants
Controller/Evaluator (C/E) Handbook	A document that provides specific exercise information and guidance for controllers and evaluators, may be a standalone document or supplement to the Exercise Plan, and adjusted accordingly.	Controllers and Evaluators
Master Scenario Events List (MSEL)	A document or system that is a chronological timeline of expected actions and scripted events to be injected into exercise play by controllers to generate or prompt player activity. It ensures necessary events happen so that all objectives are met. Larger, more complex exercises may also use a procedural flow, which differs from the MSEL in that it contains only expected player actions or events. The MSEL links simulation to action, enhances the exercise experience for players, and reflects an incident or activity meant to prompt players to action.	Controllers, Evaluators, and Simulator
Extent of Play Agreement	A document that is a formal written agreement outlining the participating jurisdiction's/organization's level of play during an exercise.	Exercise Planning Team
Exercise Evaluation Guide(s) (EEG)	A document that captures information specifically related to the evaluation requirements developed by the exercise planning team. The EEG provides evaluators with a standardized tool to guide data collection and capture performance results. Since each jurisdiction/organization has unique targets and critical tasks, EEGs are developed specific to their plans, policies, procedures, and protocols.	Evaluators
Control Staff Instructions (COSIN)	A document for the Controller portion of the C/E Handbook for large exercises that provides detailed guidelines for control and simulation support and establishes a management structure for these activities. This section provides guidance for controllers, simulators, and evaluators on procedures and responsibilities for exercise control, simulation, and support.	Controllers, Simulators, and Exercise Support
Evaluation Plan (EvalPlan)	A document for evaluators that provides guidance, instructions, and structure on evaluating and observing during an exercise. It also provides essential materials required to perform their specific functions.	Evaluators

Multi-Jurisdictional Alert and Warning Workshop

Situation Manual (SitMan)

May 14, 2025



The Situation Manual provides participants with the information they need to engage in workshop discussions. It includes an exercise overview, objectives and aligned capabilities, roles and responsibilities, logistics, schedule, and communications plan. All exercise participants may view this document.

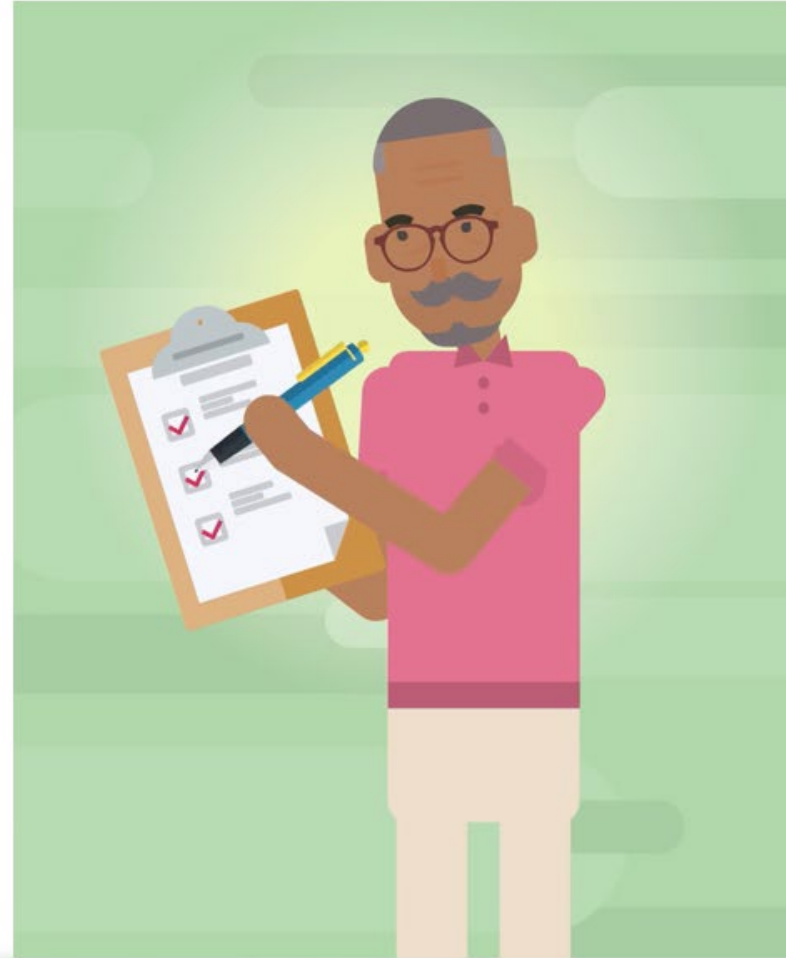
Table of Contents

Exercise Overview	3
General Information	4
Exercise Overview	4
Exercise Objectives and Core Capabilities	5
Exercise Structure	5
Exercise Scenario	6
Participant Roles and Responsibilities	6
After-Action Process	7
Exercise Logistics	8
Location, Site Access, and Parking	8
Virtual Access	9
Medical Incident/Safety Guidance	9
Participant Guidance	10
Exercise Guidelines	10
Participant Preparation	10
Participant Conduct	10
Participant Follow-Up	10
Module 1 Guidance & Thresholds for State Involvement	11
Module 2 Multi-Jurisdictional Incident Support Request Process	13
Appendix A-Anticipated Workshop Participants	15
Appendix B-Exercise Planning Team	16

Evaluation Planning

Initial planning for evaluation includes:

- Engaging senior leaders to identify specific evaluation requirements
- Identifying clear evaluation requirements early in the planning phase
- Ensuring consistency in evaluation methods



FEMA

Evaluation Planning & Tool – EEG

- Exercise Evaluation Guides (EEGs) are consistent tools to guide exercise observations and data collection
- EEGs are aligned to exercise objectives

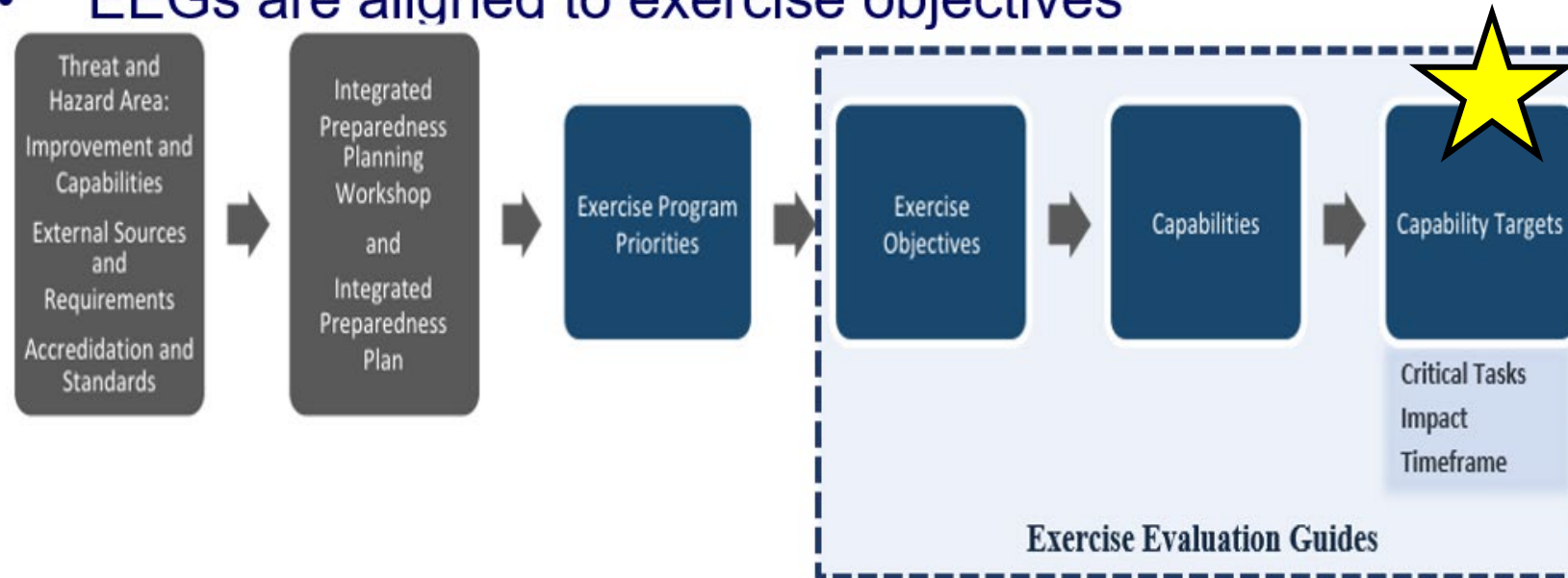


Figure 5.3: Development of an Exercise Evaluation Guide (EEG), pg. 5-4



FEMA

	Objective 1-Operational Rhythm	Objective 2-Situational Awareness
D1 Goal	Full Operational Rhythm	Full SitRep Development
Day 1	0800 - ECC Command & General Staff Meeting	0930 - Situation Data Request to Partners
	0830 - ECC Operations Stand-Up Briefing	
	1100 - Tactics Meeting	
	1400 - Planning Meeting	
	1500 - Statewide Coordination Breifing	1500 - SitReps Due
	1600 - Command & General Staff Meeting	1700 - DRAFT SitRep --> ECC Manager
	1700 - IAP Distribution	1700 - Updated Portfolio
	1930 - Shift Brief	2000 - Policy Brief Distribution
D2 Goal	Full Operational Rhythm	Full SitRep Development
Day 2	0800 - ECC Command & General Staff Meeting	0830 - Situation Report Distribution
	0830 - ECC Operations Stand-Up Briefing	0930 - Situation Data Request to Partners
	1100 - Tactics Meeting	
	1330 - ESF #14 Coordination Call	
	1400 - Planning Meeting	
	1500 - Statewide Coordination Breifing	1500 - SitReps Due
	1600 - Command & General Staff Meeting	1700 - DRAFT SitRep --> ECC Manager
	1700 - IAP Distribution	<i>1700 - Updated Portfolio</i>
	1930 - Shift Brief	<i>2000 - Policy Brief Distribution</i>



**State of Oregon ECC Incident Action Plan
Development**
Standard Operating Procedure (2025)



**State of Oregon ECC Situation Report
Development**
Standard Operating Procedure (2024)



prior to the start of conduct

Improvement Planning

- Effective Improvement Planning serves as an important tool throughout the Integrated Preparedness Cycle
- Improvement Planning activities can help shape preparedness priorities and support continuous improvement

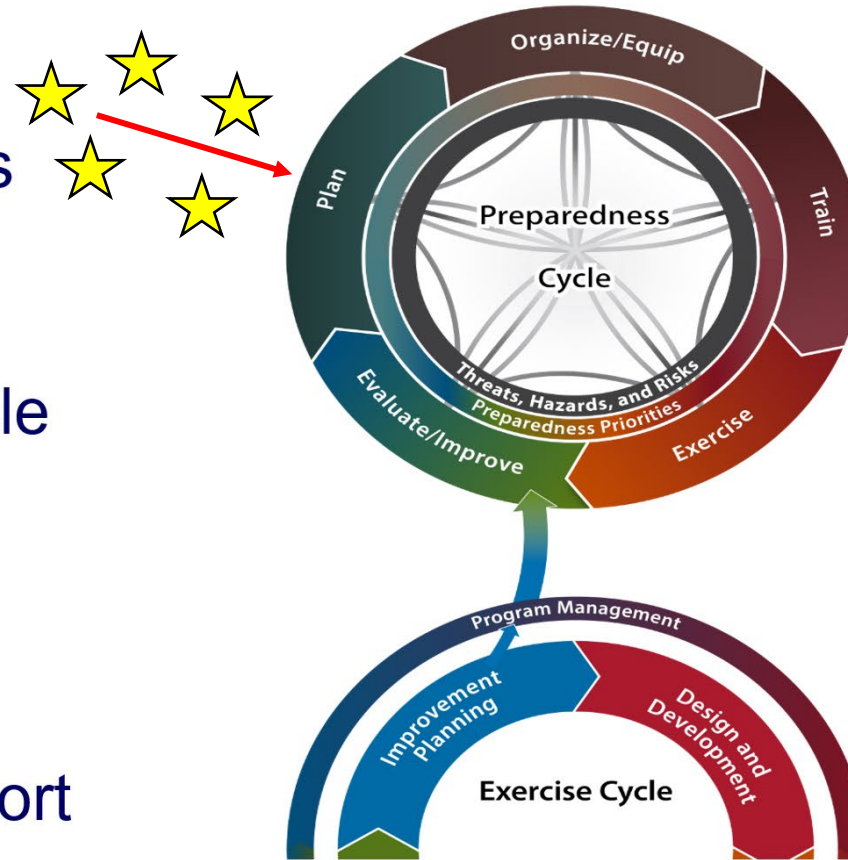


Figure 6.1: Exiting the HSEEP Cycle and Entering the Integrated Preparedness Cycle, pg. 6-1



FEMA