



Exercise Guidance

Basic Manual – An Introduction to
the Fundamentals of Exercise Planning

Command
post Exercise

Functional Exercise

Objective of the exercise?

Complex or Simple Exercise

How do we do it?

Table-Top
Exercise

Field
Training Exercise



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the Fundamentals of Exercise Planning

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This publication is also available in Swedish

Övningsvägledning

Grundbok – Introduktion till och grunder i övningsplanering

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Foreword

Conducting exercises is one of our most important tools for strengthening our capacity to manage accidents and crises. Together, in the safe environment provided by exercises, actors have the opportunity to test their plans, their actions and their organisations in an imaginary crisis situation, without the risk that any missteps lead to anyone's being injured, or to any other serious societal consequences.

Experience from the critical events of recent years, as well as the completion of a number of complex collaboration exercises, shows the need to develop collaboration. Looking to the future, we see that exercises will increasingly focus on civil defence and heightened preparedness, thereby providing support in the renewed total defence planning.

The Swedish Civil Contingencies Agency, henceforth MSB, is systematically working to advance the perception that exercises are one way of jointly developing a societal crisis management capacity. A good-quality evaluation, in the form of analysis and conclusions, is a central part of an exercise's lessons learned activities. By systematically finding out how an exercise went, and why it did so, the transition from exercise to operational development to practical actions is ensured.

The Basic Manual is complemented by several Method Booklets; the most recent one – also available in English – is “Exercise Evaluation.” It describes how an exercise evaluation can be carried out for providing, among other things, the best possible conditions for the exercise's lessons learned activities.

The intention of this guidance is to provide support in methods for conducting exercises, for all actors with either a role or responsibility for societal protection and preparedness. Its format is meant to function both for exercises undertaken within separate organisations and for those that include a greater number of actors

The hope is that this guidance will provide inspiration and help in the planning, conduct and evaluation of future exercises and that we, by providing them both in Swedish and English, also support effective international collaboration when conducting exercises.

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Introduction

1. Introduction

1.1 Why do we conduct exercises?

In most countries, the crisis management system includes both public and private actors at different levels. Before, during and after a serious societal disruption, such as an extensive power failure, natural catastrophe, nuclear power accident, pandemic, cyberattack, or terrorism, all actors must be able to effectively establish that their own operations are functioning. They also must be able to cooperate and communicate with each other. An important tool for achieving this is the conducting of exercises – both internally and with other actors – so that an actor can be well prepared for its role. The more complex society becomes, and the more the degree of interdependency increases, the more that the need to cooperate, coordinate and conduct exercises together grows. This cooperation is just as important within a geographic area or societal sector as it is between geographic areas and societal sectors.

An actor should systematically conduct crisis management exercises according to a multi-year exercise plan. In Sweden, cross-sector exercises, at national and regional level, multi-year exercise plan should follow the national exercise plan,¹ of which the directive on exercises² is a central part, to ensure as much coordination and synergy effects as possible within the entire crisis management system.

Recurrent exercises can contribute, for example, to:

- Developing the crisis management capacity of the responsible actors.
- Improving the capacity to cooperate with other actors in the crisis management system.
- Increasing the capacity to take quick decisions and communicate information about the situation.
- Maintaining awareness about the characteristic complexity of crisis situations.
- Testing and developing preparedness plans in realistic conditions.
- Indicating areas where additional instruction or training of individuals/officials is needed.
- Highlighting weaknesses and strengths in resources, techniques and technology.
- Increasing the general awareness of strengths, opportunities and weaknesses and, where necessary, developing the proficiency of the participants and their ability to rely on their own competence and
- Providing network members with the opportunity to become acquainted with and understand each other better, as well as the possibility to widen the network.

1. Swedish Civil Contingencies Agency (MSB), National Exercise Plan, Publication no. MSB258-8 – September 2012 (also available in Swedish, with Publikationsnummer MSB417).

2. <https://www.msb.se/sv/Utbildning-ovning/Ovningsverksamheten/NAFS---Nationellt-forum/Ovningsinriktning>.

1.2 Purpose

The purpose of this exercise guidance is to provide support in taking decisions about planning, conducting, and evaluating a crisis management exercise as well as in the selection of method. This guidance is comprehensive and is intended to be easy to follow. We also recommend the Method booklet: Exercise Evaluation.

The purpose of the guidance (Basic Manual and Method Booklets) is to:

- Be a source of inspiration and support in taking **decisions** about crisis management exercises.
- Be a source of inspiration and support in **planning, conducting and evaluating** a crisis management exercise.
- Be normative regarding **nomenclature** and **methods** within crisis management exercises.

1.3 Target groups

This guidance is intended for:

- Governmental organisations with duties within the crisis management system.
- Municipalities and county councils.
- Private sector actors, as well as voluntary resources, with which governmental organisations, municipalities and county councils need to cooperate in managing a crisis.

1.4 Reading instructions and delimitations

This publication, *Basic Manual: An Introduction to the Fundamentals of Exercise Planning*, is an English translation of *Grundbok: Introduktion till och grunder i övningsplanering*, the first in a series of MSB publications, primarily in Swedish, on exercise planning. To date, one other publication in the series, *Metodhäfte 6: Utvärdering av övning*, has also been published in English, as *Method Booklet 6: Exercise Evaluation*. The series, including the two English translations, is as follows:

Grundbok: Introduktion till och grunder i övningsplanering. Translated and published as, **Basic Manual: An Introduction to the Fundamentals of Exercise Planning.**

This is the present publication.

Metodhäfte 1: Simuleringsövning med motspel (Method Booklet 1: Command Post Exercises).

Metodhäfte 2: Övning med fältenheter (Method Booklet 2: Field Training Exercises).

Metodhäfte 3: Seminarieövning (Method Booklet 3: Table-Top Exercises).

Metodhäfte 4: Lokal övningsledare (Method Booklet 4: Local Exercise Leaders).

Metodhäfte 5: Funktionsövningar (Method Booklet 5: Functional Exercises).

Metodhäfte 6: Utvärdering av övning. Translated and published as, *Method Booklet 6: Exercise Evaluation*.

The Basic Manual primarily addresses more general aspects, while the Method Booklet on exercise evaluation provides an in-depth treatment of its topic.

The Basic Manual should be read before the Method Booklet, to attain a more comprehensive understanding of the exercise process as well as the purpose and choice of the exercise format. The intention is that after one has chosen the exercise format, the Method Booklets can serve as guidance and as a checklist for the ensuing work. Some repetition of the text in the Basic Manual may occur in the Method Booklets. It is recommended that the Method Booklet on exercise evaluation is read at an early stage, preferably direct after having read the Basic Manual.

The material is not meant to be read from cover to cover, but is intended as a reference work.

One area that is not dependent on the choice of exercise format is the chapter on Purpose and Objectives. This is explained in more detail in the Basic Manual. More in-depth instruction in how to work practically with objectives, while guided by the purpose, is provided in the Method Booklet, Exercise Evaluation.

Part I of the Basic Manual is entitled, “Exercises in a broader perspective,” which describes MSB’s view on how exercise activities and the crisis management system should be conducted. One can also read about the national exercise plan, which is a long-term framework for exercises. Also mentioned, in an overall manner, is the exercise planning process that MSB advocates, as well as the various roles and components that are included in the process.

The exercise planning process is addressed in greater detail in the various Method Booklets. Of the six booklets published to date, in Swedish, only the present one is also available in English.

Part II of the Basic Manual is entitled, “Mandate and decision in exercises.” In that part, we cover the needs assessment that should be carried out prior to an exercise, the decisions related to an exercise, as well as purpose and objectives. The overall planning organisation is also discussed, as are its roles and the different exercise formats.

Once one has decided about an exercise and which format it will be, it is time to turn to the planning and implementation processes, which in turn comprises Part III, “The planning process.”

In the Method Booklet on evaluation, there is a step-by-step explanation of how, at an early stage, one should think and act to ensure that the evaluation and, in the long run, the lessons learned activities, are successful.

The Basic Manual also includes an annex listing and explaining the most-frequently used concepts in the exercise context.

Part I – Exercises from a broader perspective

Part I – Exercises from a broader perspective

2. Exercise procedures

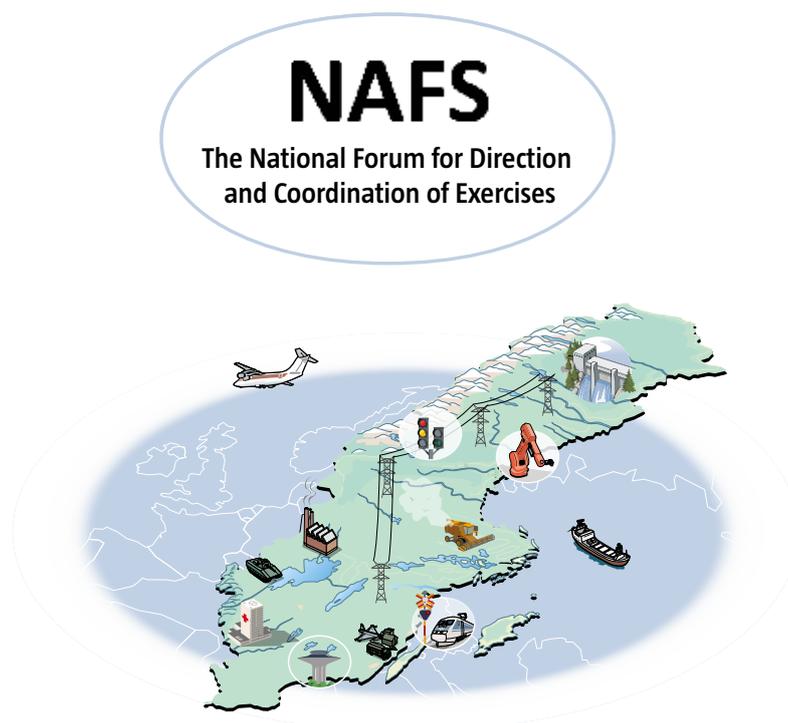
2.1 Coordination and direction

The Swedish Civil Contingencies Agency, MSB, through its Exercises Section, has the responsibility for developing the crisis management capacity of society. An important part of this responsibility is to orient and coordinate exercise activities as an element of societal protection and preparedness. The section also conducts national collaboration exercises and supports the exercises of other actors by providing exercise guidelines, exercise courses, method development, technical support and support during exercises.

Exercise direction

The Swedish national forum for the direction and coordination of exercises, or NAFS, functions as the consultative forum in the work to orient and coordinate cross-sector exercises on the national and local levels, as well as the exercise activities within EU and internationally. NAFS is led by MSB and consists of representatives of governmental organizations that are encompassed by the Swedish ordinance on emergency preparedness. Municipalities and county councils are also represented in NAFS.

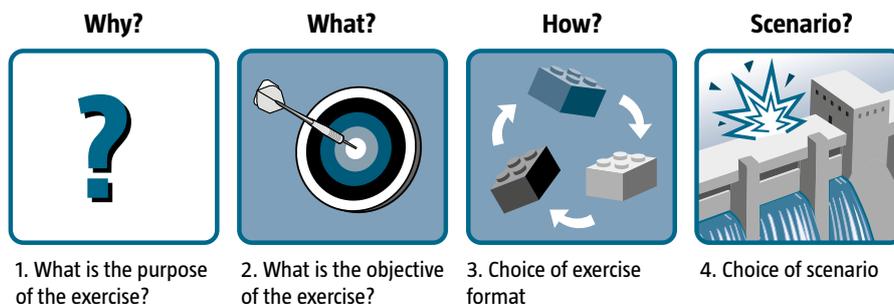
An exercise directive on cross-sectoral exercises is updated on an annual basis and is in effect for four years.



Exercise coordination

Exercises require personnel, time and money and need to be coordinated. Coordination facilitates foresight in exercise planning and contributes to increased long-term resource efficiency. Exercise planning can be done in several ways, in Sweden this is achieved among other things with the help of the national exercise calendar, to which government organisations that are included in the ordinance on emergency preparedness report the exercises they are planning, in order to facilitate coordination. They must also deliver their exercise evaluation reports to MSB, describe development areas and establish action plans after each concluded exercise, so that they can serve as baseline values when directions for coming exercises are being produced.

Direction towards capacity, from a total risk perspective, means that exercises have their point of departure in those capacities that are needed, whatever the event or scenario. This means that the question of what the exercise will be focused on (purpose and objective) comes before the question of how it will be done (exercise format and scenario).



2.2 Multi-year exercise plans

In Sweden, every actor in NAFS shall update and report its multi-year exercise plan to MSB. The multi-year exercise plan is a tool for working strategically and systematically with exercise direction, conduct, and lessons learned activities.

This contributes to creating an overview of the planned exercise activities. The reason for the exercise needs to be presented, as well as the effect that one wants to achieve both in the short and long terms. In addition to the capacities that the exercise focuses on, every exercise plan needs to have a clear connection to the courses that are going to be held, to ensure that the knowledge and skills are developed and can be applied, alone and together. The exercise plan shall also comprise cross-sectoral exercises, where the system's accumulated capacity to focus exercises on command, collaboration, information management and resources is tested and developed.

A multi-year exercise plan clarifies the interaction between collaboration exercises, sector exercises and functional exercises, as well as a continually on-going process.³ This makes it possible for the effects of the exercises to strengthen each other.

3. Many organisations often choose to produce exercise and course plans in the same document.

Working with multi-year exercise plans makes possible the conditions for identifying gaps in capacity.

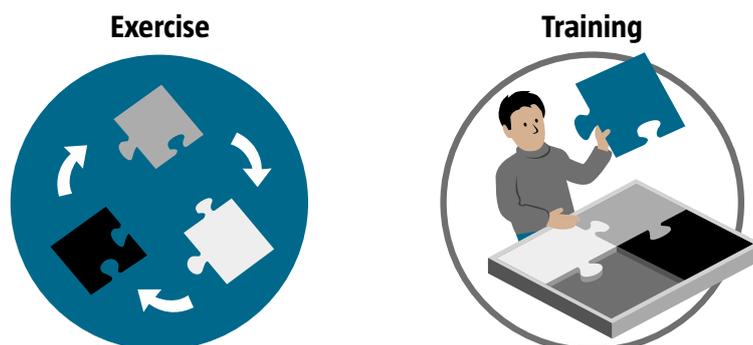
Organisations that are not encompassed by the Swedish ordinance on emergency preparedness can find it useful to establish an exercise plan. Multi-year exercise plans be written for example for a societal sector, a government organisation, a region, a municipality, or a company.

Support for working with multi-year exercise plans is available, in Swedish, at www.msb.se. The current exercise directive is also available there (in Swedish).

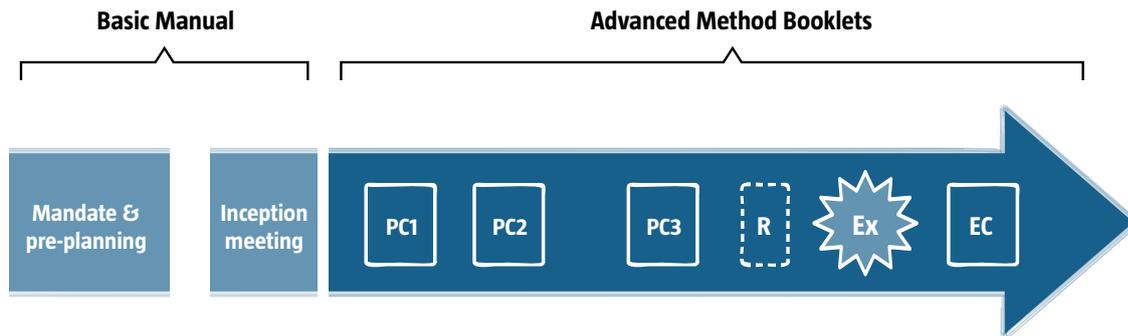
2.3 What is an exercise?

Collaboration exercises are conducted by many actors, with different purposes and formats. The concepts of “exercise” and “training” are often used synonymously. In this guidance, exercise means activities that include one or more actors and have the primary purpose of identifying flaws and testing/developing capacities in a system or organisation.

Exercises shall be oriented at identifying weaknesses and developing and testing capacities.



What we mean by training is when the knowledge and skills of particular individuals are tested and developed. In this guidance, only exercises are treated.



2.4 Exercise planning process – planning a specific exercise

It is suitable to use a project-like organisation for the process of planning an exercise.

Mandate and pre-planning

Based on the exercise plan, or the needs analysis that has been carried out, a clear mandate that includes resources, limitations, purpose and objectives is created. Pre-planning commences, and involves the formation of an exercise planning team, inviting prospective participants and so on. For more details about this process, see Chapters 3–7.

Inception meeting

At the inception meeting, the prospective participants are introduced to the exercise.

Planning conference 1 (PC1)

The first planning conference should be held soon after the inception meeting. The focus of this conference should be to work to formulate the objectives.

Planning conference 2 (PC2)

The second planning conference should not be held until the work on objectives, the scenario, and so on, has made some progress, to the point that the objectives can, for the most part, be established. The focus of this conference should be on continuing to work with the scenario.

Planning conference 3 (PC3)

The third planning conference should be held so close to the start of the exercise that there is little room for alterations, but still with long enough time to implement any changes. The focus of this conference should be practical planning and on documentation of the exercise.

Rehearsal (R)

Some exercises may be preceded by a rehearsal. Particular steps in the exercise, as well as the technology, can be tested. It may be appropriate to conduct a short rehearsal within two weeks of, and even the day before, the exercise.

Exercise (Ex)

The exercise is conducted.

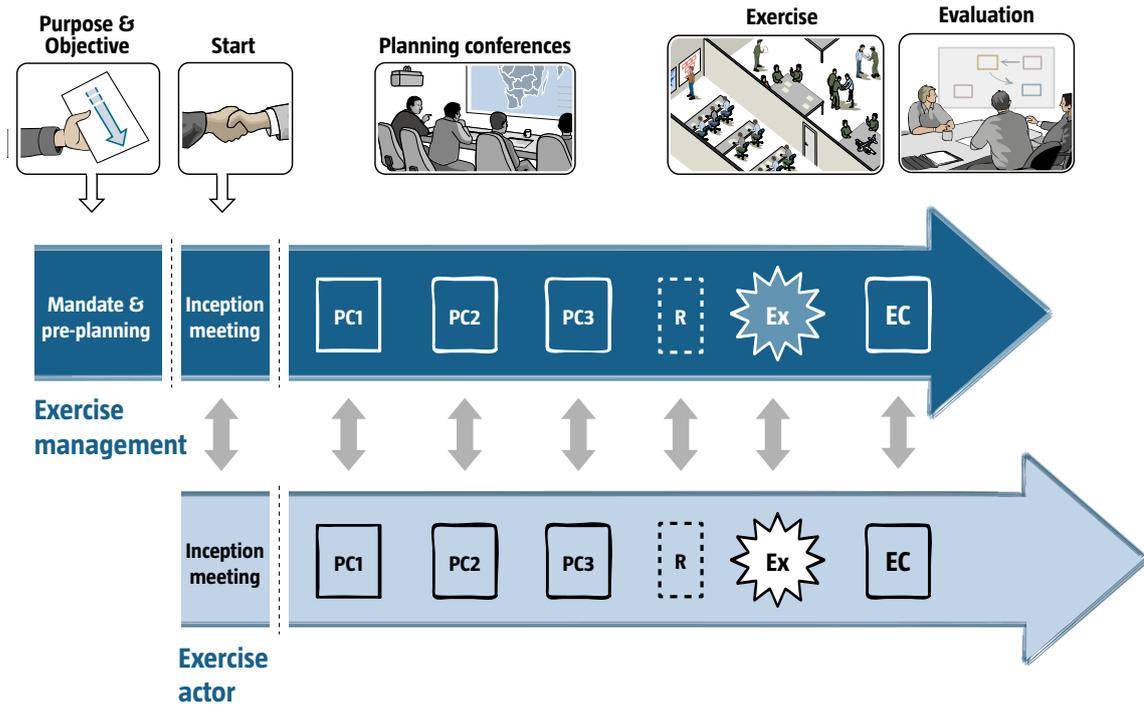


Figure 1. The overall planning process proceeds in parallel between the exercise management and the exercise actors.

Evaluation (Ev)

A few months after the completed exercise, it may be appropriate to hold an evaluation conference, with the purpose of quality assurance, and where the evaluation, among other things, can be presented. At that time, the lessons learned activities can also be carried out, so that the results of the exercise can be processed while the exercise is still relatively fresh in mind.

Within the exercise planning process, two arrows are used, to illustrate both what the exercise management is doing and the process that the participating organisations are engaged in. These two are closely linked, but have partially different tasks.

The lower arrow is somewhat longer than the upper one, to illustrate that the process proceeds for a longer time for them than it does for the exercise management.

Prior to the different planning conferences, collaboration and communication between the exercise management and the exercise partners take place.

The exercise arrows represent that part of the exercise process that has a beginning and an end, and which is an excerpt from a greater exercise planning process. The outcomes from each exercise then serve as a baseline for the next exercise, where the multi-year exercise planning has a central function.

Lessons learned activities are a central and essential part of the exercise process and not only can they proceed during the entire planning and conduct phases, but they are also the cement that binds the exercises together in the multi-year exercise plan.

2.5 Systematic lessons learned activities in exercises

In Sweden, MSB has produced a way to work systematically with lessons learned activities in exercises. Among other things, this involves the importance of having and following the exercise directive when decisions are made about which capacities will be focused on in the exercise. This is done before asking which scenario or which format will be used. Direction towards capacity means that exercises take their point of departure in the perspective of capacity, i.e. the need for an exercise on all-risk capacity that can deal with any event or scenario that arises. Another emphasis is on how the work with the evaluation can proceed in a qualitative way; for support in this work, a new method booklet has been added to the Exercise Guidance. The work on the objectives can easily be connected to the lessons learned activities via the different parts of the evaluation, where, after the exercise, the collected data that answers the question, “How did it go . . . ?” has been compiled and structured. Subsequently, the evaluation enters the analysis phase and answers the question, “. . . and why did it become so?” The evaluation should result in the identification of strengths, weaknesses and areas for development. This provides supporting documentation for producing new action plans.

MSB’s process for systematic lessons learned activities consists of five overall parts: exercise directive, multi-year exercise plan, exercise, reporting to MSB and analysis; see Figure 2. This is a continuously ongoing process, with the purpose of strengthening capacity through exercises, and translating the experience from the exercises into measures, so as to contribute, by extension, to societal development of the crisis management capacity that has been accumulated.



In Sweden, the actors encompassed by the ordinance on emergency preparedness update and report their multi-year exercises to MSB on an annual basis. After each exercise, the actors' joint evaluation report, areas for development and action plans are also reported to MSB.

The supporting documentation that is reported to MSB is included with a range of other documentation in the work to update the exercise directive. The documentation is also the basis for a number of other processes within MSB, where the experience from exercises comprises an important part of for example the National Risk and Capability Assessment (Swedish: NRFB).

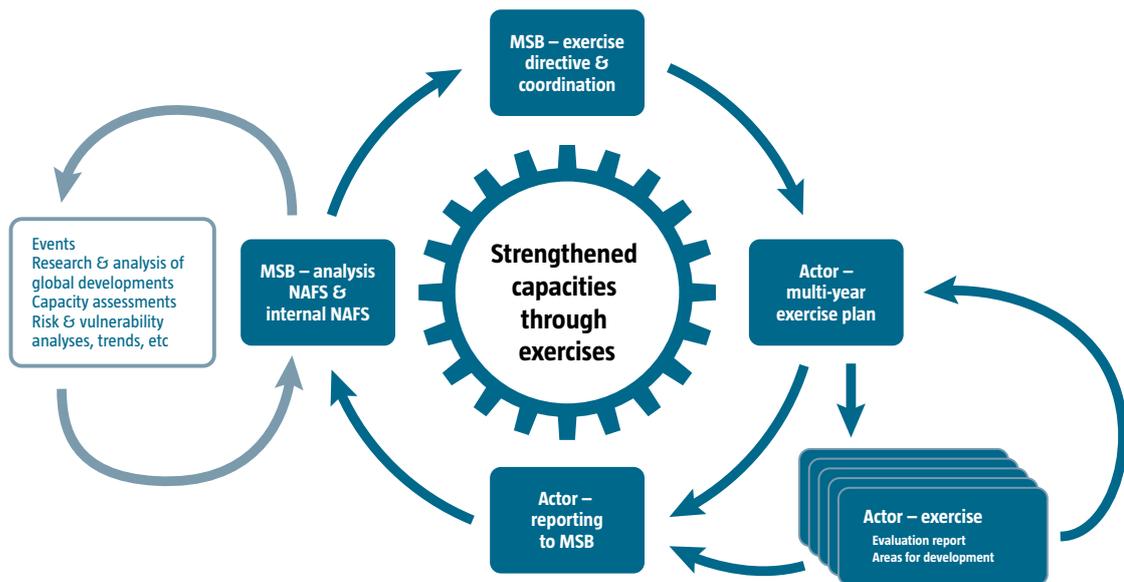
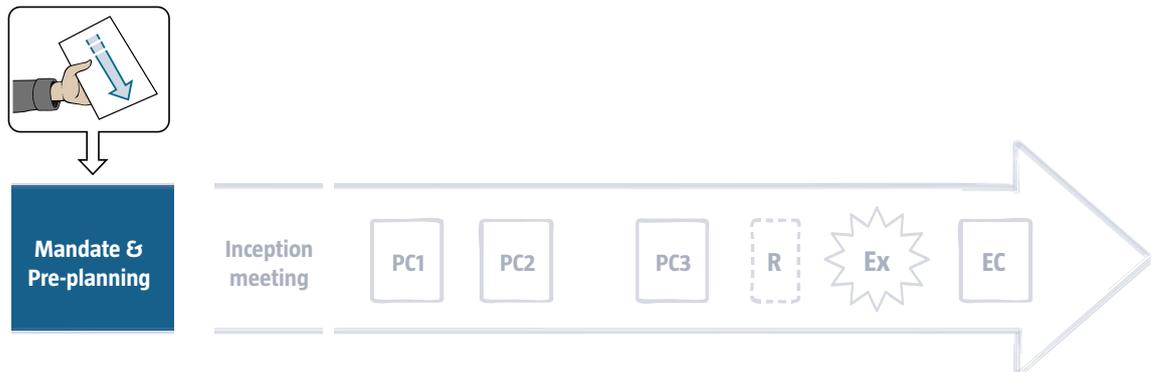


Figure 2. Lessons learned activity is considered to be a continuously ongoing process for strengthening capacity through an exercise.

Part II – Mandate and the exercise decision

Part II – Mandate and the exercise decision



This part includes:

Based on a needs analysis connected to a multi-year exercise planning, a clear mandate is provided, including resources and the overall purpose of the exercise, among other things. Pre-planning, in which the exercise planning team is created, the work with objectives formulated and actors invited, etc., begins.

This is a very important part of the planning process. The work that we do here will be useful again later.

Reading instructions:

This part should be considered as a reference section, where the ambition is to provide answers to the following questions so that the framework of the exercise can be established:

- Who is responsible for the exercise?
- What does the exercise management look like?
- What does the planning organisation look like?
- The exercise's overall purpose?
- Which capacities will the exercise focus on?
- Which exercise format will be chosen?
- How are the objectives produced?
- Framework of the exercise?
- Exercise participants?
- What direction is available for evaluation and lessons learned activities?

3. Analyse the need for the exercise

If there is an exercise plan for the organisation, then that should be followed, and form the basis for the needs analysis that is performed for every particular exercise. The exercise plan is based on the capacities that each actor, as well as the crisis management system, need to develop.

The actors in the exercise should develop general capacities that are connected to various scenarios. On the other hand, it is not suitable or efficient to develop capacities for every scenario, since that can limit the capacities that are the focus of the exercise. Resources are often limited, and actors must be able to meet all scenarios, that is, all types of events and catastrophes, on the basis of those capacities that we do command and focus on in exercises.

From the total risk perspective, there are general capacities that every actor in the crisis management system needs to have and that can be the purpose of an exercise no matter what the chosen scenario is.

There are also specific capacities that certain government organisations, societal sectors and professions need to possess and conduct exercises for. When exercises are conducted for specific capacities, the scenario may need to be adapted for this purpose.

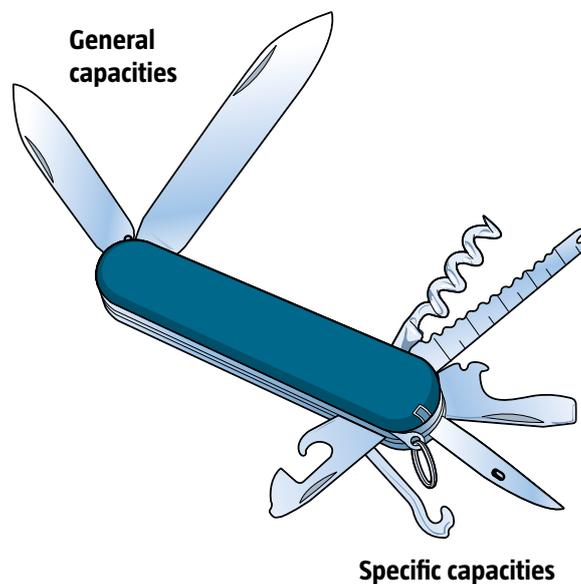


Figure 3. General capacities are illustrated by two of a pocket knife's basic functions – a small blade and a large one – while specific capacities are comparable to the various special tools that a pocket knife can also have.

Each actor, of course, also has specific capacities that need to be mastered and developed via exercises.

3.1 Needs analysis

The need for exercises shall be analysed, based on an assessment of whether the identified capacities are present or not. The need can originate from the results of the risk and vulnerability analyses of the activities, or of the field of activities,

from capacity assessments, the results of earlier exercise evaluations and their development areas, as well as any other activity analyses.

By means of this needs analysis, we can answer the question of why an exercise is needed, i.e. its purpose. The analysis also provides answers to what the exercise should include and which method should be used. The needs analysis should be able to answer the questions below. This is the case, no matter whether a single exercise or a series of exercises are being planned, and irrespectively of the size of the exercise and the number of participating actors.

In conjunction with the needs analysis, the purpose and objective of the exercise must be specified. The choice of the most suitable exercise format should depend on the actor's degree of readiness. What is meant by exercise format is the practical procedure by which the exercise is carried out.

3.2 A clear mandate

Guidelines and boundaries for the exercise and the exercise process should be clearly formulated and well-established before exercise planning begins.



A discussion about mandate is conducted between the commissioning actor and the exercise leader. If an evaluation leader has been appointed, it is an advantage if he or she also participates in the mandate dialogue. It is preferable if the commissioner already at this point has an idea about the purpose and intended use of the evaluation. In the exercise context, the dialogue about mandate is most often between those responsible for the exercise and the exercise leader, and provides answers to, among others, the following:

- The need for the exercise, which capacities it should focus on.
- Guidelines.
- Overall purpose of the exercise.
- Intended use of the evaluation.
- The evaluation's deliverables, for example evaluation report and action plan.
- Scenario theme.
- Time-related aspects.
- Financial considerations.
- Lessons learned activities – e.g., responsibility for implementation of the action plan.

Depending on the responsible government authority and the direction of the exercise, discussing questions of information security and secrecy (relevant for example in exercises in civil defence and total defence) can also be necessary.

The impending exercise evaluation should already be raised during the mandate dialogue with the exercise's commissioner. During the mandate dialogue, evaluation reports and action plans from earlier exercises, as well as the actor's multi-year exercise plan, can be raised, since they provide clear baseline values for working with the objectives.

Learn more in Chapter 12 of the Basic Manual.

Needs analysis

Performing a needs analysis is a decisive part of planning and is the basis for the work that follows. Needs analysis is primarily for gaining an understanding of what is needed and choosing the right structure for continued planning

Needs analysis should illuminate:

Capacities*

- present
- desired

Experience

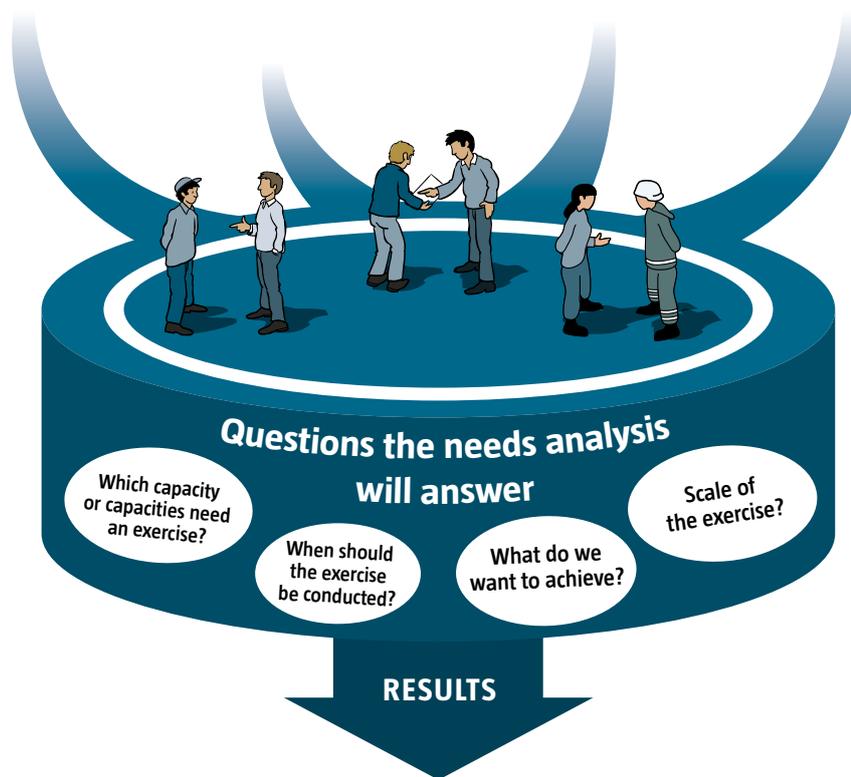
- of earlier exercises
- from risk and vulnerability analyses
- of real events

Changes

- in organisation
- of collaboration partner

Tasks

- the organisation's
- the individual's



Results of the needs analysis answer the questions:

- Who will participate in the exercise, who is the target group?
- What will the focus of the exercise be?
- How should the exercise be conducted (the exercise format)?
- What resources are available?



*Capacities refers to the knowledge that the exercise participants need for conducting their assignments.



Budget

In the description of the mandate and the project directive, it should already be stated what financial conditions and personnel resources are at the exercise's disposal. This must be finished before the planning process begins.

Financial control and delegation must also be decided before planning begins.

Make sure that there is a balance between tasks and resources during the entire process: planning – conduct – evaluation – lessons learned activities.

It is difficult to estimate what an exercise costs. This is influenced by several factors: the number of days for the exercise, whether it is a round-the-clock exercise, the number of participants, the format that is chosen, reliance on technology, complexity, and so on.

Supporting budget documentation for the exercise project should include personnel, meetings, travel, technology, planning, conduct and evaluation of the exercise itself.

The greatest cost, and what every actor must contribute to, is work time for participants in the planning process.

One form of financial support can be sought from MSB, in the form of 2:4 grants (this is only available to Swedish government authorities that are included in the Swedish ordinance on emergency preparedness). More information is available, in Swedish, on MSB's website www.msb.se





3.3 Time allocation

There are numerous factors that influence the time allocation needed for planning an exercise:

- Number of participants.
- Complexity.
- Exercise format.
- Time allocation.
- Familiarity with exercises.

It is possible to plan an exercise in a relatively short time, but a 12-month planning process is preferable, for example for a regional collaboration exercise or a cross-sector exercise, divided into 10 months prior to the exercise and 2 months afterwards.

The purpose of a long planning process is primarily to establish and anchor⁴ the exercise with the participating actors, to gain acceptance, in other words, for the purpose and objective of the exercise, as well as allow the participating actors an opportunity to prepare themselves for the exercise through their own or joint instruction activities. In general, the greatest number of person-hours are clocked between PC2 and PC3.

3.4 Complex or simple exercise

Instead of speaking about either large or small exercises, we refer to complex or simple exercises.

Different exercises have different degrees of complexity. An exercise that includes many people who are doing the same thing can be considered a simple exercise. An exercise that includes fewer (or more) people and actors, and where, for example, the planning processes and interdependencies are extensive and complicated, is a complex exercise.

A number of different factors determine whether an exercise is simple or complex:

- Familiarity with exercises.
- Geographic distance between the exercise participants and venues, etc.
- Allocated resources.
- Number of participants.
- Number of role-players.
- Number of collaborating actors.
- Number of areas of collaboration.
- Complexity of the topics.

Whether an exercise is identified as complex or not depends primarily on the scale of resources and on being aware of what is required to conduct it.

4. Translator's note: the Swedish word for this, *förankra*, has no exact English translation. It implies that an idea, or proposal, has been shared and explained among a group of people, or actors, but not necessarily due to a process of consensus-seeking. To anchor an idea is more than informing. Those with whom an idea has been anchored are expected to be able to acknowledge that they have been informed of it before its implementation, which in turn implies some degree of acceptance, even if only tacit.

4. Planning organisation

4.1 Project models and project direction

Planning, conducting and evaluating an exercise is an extensive undertaking that requires an organisation that can work over a long period of time. There are several advantages to working in a project-like form when planning an exercise. Several examples:

- A project focuses all the energy on an objective, with a clear task, and avoids interfering with resources and work.
- A project makes clear demands on time, costs and results, and the work is interoperable – different competences work together.
- A project stimulates creativity and the project has resources attached to it.

In a well-functioning project, the sense of belonging to a team is strengthened; everyone is striving to reach the same objective and one can focus on the task at hand.

4.2 Planning organisation

How does one organise an exercise? Important components in the organisational planning are time, resources and participation, as well as access to decision functions, such as commissioners, leaders and so on. It may be advantageous to conduct the process in project form, although not in every case. Depending on the extent and complexity of the exercise, a smaller group of people may suffice, as long as they have been allocated dedicated time for the work, so that it can be focused on along with their other tasks.

A simple exercise can be planned and conducted within the same organisation and with the same officials during planning and conduct of the exercise. A more complex exercise, on the other hand, requires another structure. For such exercises, it is often better to have one organisation for planning them and one for conducting them.

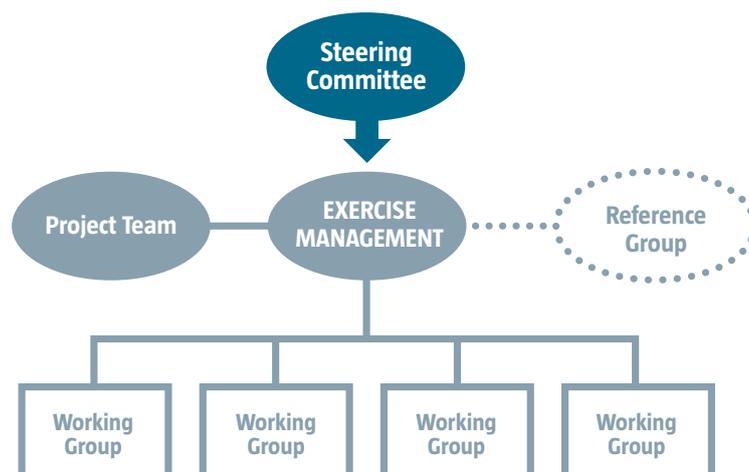


Figure 4. One way to organize those who will plan, conduct and evaluate an exercise.

These should resemble each other, but have clearly defined and distinguished mandates. Both the distribution of responsibility, and the question of how the handover during the transition from the planning phase to the conduct phase will proceed, should also be finalised. More about these topics can be found in the respective Method Booklets.

Steering Committee

The steering committee's most important task is to make judgements on questions that cannot be handled within the project's frame, for example changes in objectives, level of ambition, or financial resources. It may be advantageous for the steering committee to take a special responsibility for planning how the lessons learned activities will be arranged once the exercise is over.

Exercise Management

The exercise management is the organisational component that must be appointed first. Its task is to execute the commission and lead the project. The exercise management is responsible for planning and conducting the exercise and its evaluation. The evaluation leader is part of the programme management. It is possible that the deputy programme manager can serve as the evaluation leader, or that someone else has that position.

Project Team

The exercise management may, among other things, need administrative support, and in larger projects, communication support and technical support.

Reference Group

The project management can rely on a reference group in carrying out quality assurance of the work underway. The reference group can consist of each actor's local exercise leader and or different specialised experts and method support. The different sub-projects may also benefit from having reference persons or groups.



To think about:

- The exercise leader can, to some advantage, be the project leader during the planning phase. Alternatively, an exercise management can be organised during the entire process, that is, also during the conduct phase.
- Positions such as exercise leader/project leader should come from the same organisation that is responsible for the exercise.
- The planning organisation should be organised according to the project direction model that the organisation responsible for conducting the exercise knows best, and that model should be followed consistently.
- In simpler exercises, the exercise management's composition should mirror the exercise participants. In a more complex exercise, the scenario working group should manage the involvement of the exercise participants through meetings, writing circles (edit-a-thons), etc.
- Field training exercises have additional special working groups that are absent from other exercise formats, such as for security, exercise venues, terrain damage, role-players, and so on (for more, see the Method Booklet).
- When organising the exercise, it is important to clarify which level has which mandate. For example, how far the exercise leader's decision mandate extends before the steering committee must take a decision, and so on.
- The purpose and objectives of the exercise, as well as the exercise's intended use and deliverables are also a factor in the configuration of the exercise management (for more, see the Method Booklet – Exercise Evaluation).

Working Groups

The project also has a number of different working groups that are determined according to the size of the exercise, the exercise format, and so on. The working groups can work with scenario production, evaluation, logistics, etc. It is an advantage if the way the working groups are related to each other is ensured early on. For example, do the scenario planning and conduct relate to the work with objectives and the planning of the evaluation.

It is essential that the exercise management works initially with both the objectives and the planning of the evaluation, since the exercise's scenario and conduct need to relate to it. Therefore, do not divide the exercise management into working groups/functions directly in the initial pre-planning phase. It is important that the relevant individuals are gathered and work together with the overall parameters that need to be produced at the beginning.



Organising and staffing

What functions does the project require?

When the exercise leader has been appointed, the work to staff the project begins. The different competences that are needed are gone through according to the way that the project will be organised. The character and complexity of the exercise are also essential for how the project will be organised. The exercise leader should first decide whom they would like to have as deputy leader. Then the other working groups should be decided upon. The advantage of having a deputy leader is that there will be redundancy in the exercise coordination in the event of illness, elevated workloads, and so on. The competences of the exercise management can be complementary, which is an advantage in the work. The exercise leader is responsible for all the exercise's commitments.

When staffing the organisation, one also needs to plan for the phase after the conclusion of the exercise. The evaluation leader then needs reinforcements for the extensive work of producing the evaluation results. Thus, do not disband the working groups until the exercise has been evaluated and everything concluded. Various functions of the exercise management, for example the scenario working group, have valuable knowledge that is needed in the analytical work.

4.3 The need for external resources and instruction

Situations can arise where competence beyond what can be found within the exercise management is needed. This could include certain instruction needs, specialist knowledge, etc.

When these competences and roles have been identified, it may be that certain resources are not available in-house. It may then be necessary to procure such competence externally, and then it becomes even more important to have a competence profile and a clear and articulated description of what the consultant is expected to do. Pay attention from the very start to needs, qualifications and profile, as well as to rules for procurement and secrecy.



To think about:

Reflect on which competence you provide and what can happen when it disappears from the organisation. Make sure that a competence gap does not arise when the external resource disappears.

The external resources can come from several directions. It might be in the form of volunteer organisations that receive various roles during a field training exercise; it could involve someone from a neighbouring municipality, who acts as an evaluator, or different types of expert support that may be needed both during the planning and conduct of the exercise.

During the planning of an exercise, there may occasionally be a need for competence-raising measures by the group or individual colleagues. Early on, make an inventory that is connected to the character of the exercise. By all means, make a training and education plan for the project at an early stage, or insert any instruction needs in the personal plan of every co-worker. This could involve courses in project control, or regional collaboration, courses for local exercise leaders, or developing one's competence through sheer factual knowledge, for example in how a nuclear power station works, or how long it takes for water to reach point X in case a dam breaks, how we are affected by solar storms, etc.

4.4 Agreement and ambitions for exercise participation



An agreement about participation, between the responsible actor and the participating actors on the top management level should be struck early on and is a support for both the exercise leader and the participating actor.

After the inception meeting, a scope document should be established – it should provide an overview description of the exercise – and every actor should leave their contact details to the local exercise management and local evaluators, the functions they wish to target in the exercise, ambitions, purpose and objectives for their participation in the exercise.

The purpose of the ambitions document is to collect the ambitions that the actors' have for their participation in the exercise, based on the overall purpose of the exercise.

In this phase, it is too early to write actor-specific objectives. It is only at PC1 that proposals for the actors' joint objectives, which in turn will function as the baseline values for the actors' own objectives, are presented.

The ambitions document can be updated during the planning process.

5. Purpose and objective



To think about:

In this chapter, the foundations for working with objectives are described. We have chosen to include this in the Basic Manual since the work on objectives is shared.

In the Methods Booklet: Exercise Evaluation, some sections are repeated, and further details and examples of how the work can proceed are provided.

At an early stage in the planning process, the exercise management must produce the overall purpose (why the exercise should be conducted), and the actors' joint objectives (what the exercise and its evaluation can help the actors to find out, together, to fulfil the overall purpose) and obtain the exercise actors' acknowledgement of them. These form the foundation for the continued planning of the exercise's scenario and conduct, and for the actors' work in formulating their own objectives. In this initial work, it is also important to indicate any restrictions, i.e. functions or incidents that will not be part of the exercise.

5.1 General considerations about purpose and objectives

Purpose

A purpose should answer the question "Why?", i.e. the reason or cause for conducting the exercise. A well-formulated purpose is the best form of marketing for "selling" the exercise to the actors. A purpose includes a verb, which is then adorned with what the exercise will focus on.

The purpose of the exercise can steer the choice of the exercise format. Different exercise formats are suitable for different purposes, and based on several different action verbs we can reflect on which exercise format would be the most appropriate.

Examples of verbs that can be used in the work to produce a purpose:

Confirm	Clarify	Try and test
Illuminate	Identify	Develop
Gain insight		

An investigative purpose of an exercise can be highlighted for example in those cases where no routine, capacity, nor know-how, are present. Here, a table-top exercise is a suitable format. A purpose that comprises the verbs create, produce and generate are also suitable for table-top exercises. If the purpose is to maintain, test, or develop a capacity, where routines and plans are in place, a field training exercise, a command post exercise, or a functional exercise, may be suitable formats.

In the section on the Objectives Structure, the overall purpose that is produced during the initial exercise planning phase is described. The exercise actors submit their purpose in the ambitions document (see Section 4.4).

Objectives

The exercise objectives should answer the question of what the exercise and its evaluation can help with showing what one needs to know to achieve the overall purpose.

Producing the objective of the exercise is extensive work that takes time. Both the exercise management and the participating actors must dedicate resources for it. The exercise management already begins the work to produce the objectives during pre-planning, but will do most of their work on the objectives between the inception meeting and planning conference 1.

The next section, on the Objectives Structure, describes the way that exercise objectives are divided into the actors' joint objectives and actor-specific objectives.

5.2 The exercise's objectives structure

There are different ways to present the purpose and objectives of an exercise. We will be using the example of an objectives structure that is presented below. Its different components are explained in this section.

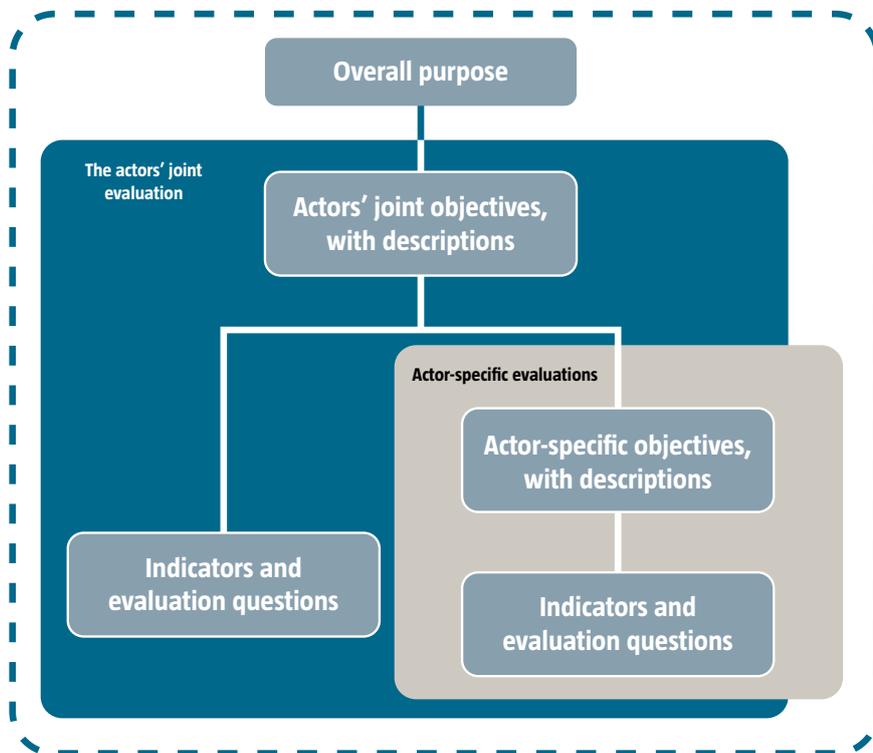


Figure 5. An example of an objectives structure, illustrating the boundaries between the actors' joint evaluation and the actor-specific evaluations.

Overall purpose

At the top of the objectives structure is the overall purpose. An overall purpose of an exercise is usually about strengthening the capacity to manage accidents and crises, that is, the capacity for crisis management. Consequently, the evaluation needs to be conducted so that strengths and weaknesses can be identified. Proposals for overall purpose are usually presented by the exercise management early in the planning process, directly after the mandate dialogue. It is important that the content of the purpose receives acknowledgement both from the actors and within the exercise management. The overall purpose is presented to the exercise actors at the inception meeting.

Examples of overall purposes of exercises. The so-called activity verbs are indicated in italics:

- *Develop* the actor’s capacity to cooperate on several management levels.
- *Test* the new joint county communication plan and create supporting documentation for further development.
- *Test* and *develop* the crisis management’s staff work.
- *Gain insight* into the ways that participating government organisations in the collaboration area can collaborate.
- *Test* and *develop* the capacity to create and use an aggregated operational picture.
- *Increase* knowledge of the exercise actors’ responsibility and roles in managing an event.
- *Test* and *develop* the capacity for coordinated communication with the public and media.
- *Provide insight* into how a decision to evacuate affects the respective exercise actors.

Actors’ joint objectives

When the overall objective has been produced, and the actors have acknowledged it, it is time to work with the objectives. The first level of concretion of the objectives involves the actors’ joint objectives, along with the associated descriptions of the objectives.

The exercise management produces the proposal for the actor’s joint objectives and anchors them during PC1. For each of the actors’ joint objectives, the exercise management also produces a proposal for an associated description of the objective. It is also the exercise management that is responsible for evaluating the actors’ joint objectives.

Producing the actors’ joint objectives is not simple. The actors’ joint objectives indicate what needs to be found out, that is, what the actors’ joint capacity is within a designated area. The challenge lies in the inclusive approach, that all the actors need to “recognize themselves” in the objectives. Whether a municipality, private company or central government authority, the same objectives apply at this level. This is the whole point with the concept of actors’ joint objectives.

The actual production of the content of the actors’ joint objectives is based on the exercise’s baseline values, that is, in Sweden, MSB’s exercise directive⁵ and the selection of capacities that the exercise is oriented to, as well as the overall purpose of the exercise and the direction of the evaluation. A thorough literature survey may be needed. What are the instructions and principles that need to be considered? Are there other kinds of directives or normative documents that describe the process that will occur during the exercise? Is there experience from earlier exercises, or collected risk and vulnerability analyses, or other similar material, to be inspired by? That work is described in more detail in the Method Booklet: Exercise Evaluation.

Examples of actors’ joint objectives:

- The exercise actors have the capacity to collaborate in accordance with the “Strategy for collaboration in the event of major accidents and crises in the county”.
- The exercise actors have very good capacity to receive alarms and initiate work according to each actor’s plan.
- The exercise actors have the capacity to use their aggregated operational pictures as supporting documentation for coordination and direction of measures.
- The actors have a basic capacity for coordinating communication with the public and media.

5. A joint direction of what capacities government agencies should be focusing on in exercises coming years.

It is important that the contents of the actors' joint objectives are also acknowledged and consented to by the exercise management, so that there is a mutual understanding internally. This understanding becomes essential for being able to proceed with working with the exercise scenario and conduct.

Before the actors' joint objectives are established, they need to be acknowledged by the exercise actors. This is done in PC1. Once they have been established, and since they form the basis for being able to continue the work with objectives through their own actor-specific objectives and their respective descriptions, they must be communicated to the actors. Read more about this in the next section.

Connecting purpose and objectives

There must be a connection between the exercise's overall purpose and the actors' joint objectives. When formulating an overall purpose that deals with developing capacity, it is important to specify which capacity one wants to develop. The actors' joint objectives for the exercise should then be to find out more about this capacity, with the purpose of identifying strengths, weaknesses and development areas. There must also be a connection between the objective formulated by every single exercise actor in relation to the overall purpose and the actors' joint objectives for the exercise.

Examples of connections between overall purpose and actors' joint objectives (purpose and objective are from the examples in the box above):

- Test and develop the capacity to create and use an aggregated operational picture.
- The exercise actors have the capacity to use aggregated operational pictures as the supporting documentation for coordination and direction of actions.

Actor-specific objectives

Based on the actors' joint objectives, the actors produce their own objectives, the so-called actor-specific objectives and objective descriptions. The actors' own objectives need to be connected to the actors' joint objectives, and this becomes an opportunity to specify what the actors' joint objectives entail for their own organisation. Each exercise actor is responsible for evaluating the actor-specific objectives (LEL with the support of LE).

The actors can, if they wish, produce additional freestanding objectives beyond the actors' joint objectives. If they produce such objectives, it is important that they do not in any way affect their possibilities for meeting the actors' joint objectives. For example, during an exercise meeting the freestanding objectives may divert much time and energy from meeting the actors' joint objectives. The actors cannot omit any of the actors' joint objectives, but they can, when writing their own objectives, adapt their level of ambition and specify the actions they are able to connect to each of the actors' joint objectives. Each of the actor-specific objectives also need their own respective objective description. Read more about objective descriptions in the sections below.

The actor-specific objectives can involve both collaboration with other actors and the actor's internal activities, as illustrated in the examples below. This means that a joint objective can result in several actor-specific objectives.

An example of an actor-specific objective that concerns collaboration with other actors:

- The county council has very good capacity for compiling and analysing status reports from the county's actors into a aggregated regional operational picture that is disseminated within the county.

An example of an actor-specific objective that concerns our internal activity:

- The municipality's information has been acknowledged and verified internally, before being shared with other actors.

The work on the actor-specific objectives and the objectives descriptions occurs after PC1, when the proposals for the actors' joint objectives have been presented. LEL has the responsibility for producing the actor-specific and actors' joint objectives. A suggested procedure is that LEL gathers representatives for those functions that will participate in the exercise, to discuss and work together to produce the objectives. LEL thereby also ensures that the objectives are well-established internally. One can, by all means, invite the leaders, i.e., the decision-makers, to participate in one's own work on the objectives. LE can participate in the work with objectives, and obtain a better understanding of their implications, which in turn allows an early opportunity to think about how they will be evaluated.

Once the actor has established the actor-specific objectives and the objective descriptions, the evaluation leader collects them. Collecting the objectives allows the exercise management to ensure that they conform to the frame of the exercise, especially its scenario and conduct. The very act of collection also becomes a way to speed up the work with one's own objectives, so that they are ready in time to begin with the next step in the planning process, namely, the continued work with the scenario and incident descriptions.

Objectives descriptions

To increase the clarity of the formulation of an objective, which of course can always be interpreted in myriad ways, both the actor-specific and the actors' joint objectives are complemented by so-called objectives descriptions. Objectives descriptions have the purpose of describing what the objectives entail, and include boundaries and clarifications of what needs to be done.

Objectives descriptions for the actors' joint objectives are a natural part of the work of anchoring the exercise with the actors and they are also a pre-condition for being able to write the scenario and plan the conduct of the exercise.

An example of actors' joint objective, with objective description:

The actors in the exercise have good capacity to receive and forward alarms, as well as initiate ongoing actions.

Good capacity: to respond to an alarm as it arrives and communicate essential information forward along the response chain, as well as ensure that persons with the right competence participate in the alarm conference and in a direction and coordination function.

Receive and forward an alarm: to respond and disseminate the alarm both within one’s own organisation and to those actors that are to be alerted. The routine should correspond to “Regional plan for dam breach.”

Initiate action: prepare for continued management of the event in one’s own organisation. “Initiate” involves informing one’s own organisation and ensuring that the right persons from one’s own organisation participate in the alarm conference and in a direction and coordination conference. Routines for the direction and coordination function are described in “Regional coordination during crises in the county.” In brief, this means that the county council calls for a collaboration meeting, where those actors considered crucial for managing the current event participate.

How are objectives assessed?

To be able to assess what the strengths and weaknesses in capacity are, and whether the objectives have been reached or not, an effort must be made in the planning process prior to the exercise to discuss and agree on what the assessment should be based on. What, essentially, is good crisis management? The exercise management leads the work to produce the assessment criteria. The inclusiveness of the exercise actors can be ensured by working together with LEL and or LE in a workshop or writers’ circle to help each other with the foundations of the evaluation. There might also be a need for support from the reference group or other experts. The effort proceeds as a part of the work on the objectives, indicators and evaluation questions, and should be completed in time for PC3, when the evaluation specifications are presented. In the above example of an objective and an objective description, the assessment criteria for example have been incorporated into the objective description. In the Method Booklet: Exercise Evaluation, there is a detailed description of how one can proceed in producing assessment criteria.

A model for formulation of objectives

Objectives can be formulated either with or without a specified requirement for capacity level, such as “basic, adequate, or excellent capacity.” In the work to formulate objectives, a joint model can be used, which means that all of the exercise objectives are formulated according to the same model (see figure). The model is divided into columns, for organisational level and individual level, which are in turn divided into theoretical knowledge and practical skills. Since collaboration exercises primarily are for organisations, and not individuals, the concept of capacity is used when formulating objectives.

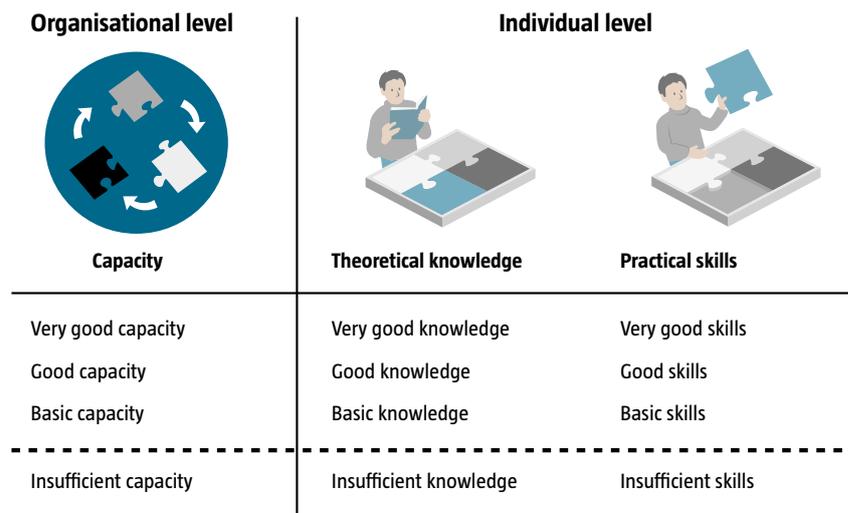


Figure 6. A model for joint formulation of objectives.

For actors' joint objectives, it is not necessary to formulate any requirements according to levels, since it is difficult to ascertain how they would apply jointly to all the actors. Individual actors, though, may have capacity levels, and then of course the actors can use these for their own objectives. It is also possible to use only the word "capacity" for all the objectives. Note that this will then be a suggestion for a model for formulation of objectives.



To think about:

When objective formulation includes specific levels (e.g., basic, adequate, or excellent, capacity), thought must be given to how the levels should be evaluated. Are the levels defined, or will the implications of each level for each actor be clarified in time? Do the levels mean the same thing for different actors?

What kind of language is used to formulate objectives?

The important thing is not that one formulates objectives in a linguistically perfect way, but that one produces objectives that include what one wants to derive from the exercise. Nonetheless, the actual phrasing can have more significance than one expects, especially for the evaluation. If one were to mention only three tips about linguistic considerations when formulating the objectives, they would be:

- Avoid words that make the objectives difficult to evaluate.
- An objective should not include the word "shall."
- Use the same tense for the objectives, either present⁶ (is), or present perfect⁷ (has [increased]).

6. Present tense is what is usually used to express what is happening now.

7. Present perfect tense is usually used when an action that the verb describes has been completed, but is still relevant in the present.

The words that are used can influence the evaluation. Certain words can make the objectives difficult, or even impossible, to evaluate; see the example in the box below. An objective's formulation can also make it seem deceptively easy to evaluate. For example, if the objective is "to exercise cooperation with other actors," then the mere participation of the actors in the exercise is enough to fulfil the objective.



To think about:

- Words that indicate change, for example, "improve" and "strengthen," if used in the objectives, may be difficult to evaluate if the baseline is not clear, and it usually isn't.
- Objectives that include such formulations as, for example:

"at the right time"	"as effectively as possible"
"in the right channels"	"demonstrate good knowledge"
"with the right receiver"	"make the decisions that are required"
"in an effective way"	"act so that"
"relevant information"	"work for"
"relevant forums/channels"	"are careful to"
"effective crisis management"	"in due time"
"prioritise resources in a good way"	"actively contribute"

can make them difficult to evaluate if the objectives descriptions, or the indicators, do not specify just what can be meant, concretely, by expressions such as, "leave at the right time," or "actively contribute."



Why shouldn't an objective include the word "shall," when we often formulate objectives such as, "xx shall have a good capacity to. . ."? The reason is that the word "shall" signals two things. It can either mean something that is going to happen – that is, a planned activity – or it may be an imperative, that is, a rule, instruction, or directive. Consequently, a correctly formulated objective should not include the word "shall."

The tense that should be used in formulating the objectives is largely a matter of taste, and can of course be adapted. Below are two examples of objectives formulated in different tenses.

Example of an actors' joint objective formulated in present tense:

- The exercise actors use aggregated operational pictures as supporting documentation for coordination and direction of actions.

Example of the same objective formulated in present perfect tense:

- The exercise actors have increased their capacity to use aggregated operational pictures as supporting documentation for coordination and direction of actions.

Indicators and evaluation questions

At the bottom of the objectives structure are indicators and evaluation questions. First those that are the actors' joint ones and then the actor-specific ones.

Indicators

An indicator is something that shows that a certain capacity is being demonstrated during an exercise, for example via activities, the time it takes and or their outcomes. Indicators are used for obtaining observable data (yes/no answers), or quantitative data that can be measured in the form of times, quantities, or percentages. Indicators are often connected to objectives, and thereby provide support for judging attainment of objectives. It is not necessary to produce indicators in an exercise; one can instead proceed directly from objectives to evaluation questions.

Example of indicators for the actors' joint objectives from the above example of formulation of objectives

Actors' joint objective

- The exercise's actors have good capacity to receive and forward alarms, as well as to initiate actions.

Indicators

- Dispatching according to the alarm plan carried out in 30 minutes.
- The actors receive and acknowledge the alarm within 10 minutes.
- The actors initiate crisis management functions within 60 minutes.
- The county board convenes at least two collaboration meetings in the direction and coordination function.

Evaluation questions

The answers that indicators provide are inadequate for capturing, describing and explaining the actions based on the objectives, or finding weaknesses and explanations for why they arose. Instead of (or as a complement to) indicators, evaluation

questions can be used. Evaluation questions capture the actions based on the objective, and are used in the evaluation to describe and explain how it went, and why it became so. “How did it go?” will not be a measurement of timepoints, for example, as it was for indicators in the example above, but rather a narrative or an image. The evaluation questions can be about what is done, why it is done and which way, and by whom, and so on. The evaluation questions can be answered by local evaluators in an evaluation protocol, or by other target groups, in evaluation questionnaires.

Example of an evaluation question connected to an objective that involves the sharing of information between actors:

- How did actors contact each other?
- How did other actors share information with the actor you are evaluating?
- In those cases where it turned out that it was not known which actor, or contact point for another actor, was to be contacted, how was this dealt with?
- Were there areas/issues where it appeared that knowledge was lacking within the organisation, about which actor or actors should be contacted?

The actors’ joint indicators and evaluation questions are produced by the exercise management with the support of the material produced in the PC1 group work (read more about the group work in the Method Booklet: Exercise Evaluation, Section 5.3.1). This material may be extensive and need to be delimited, for example by letting the actors vote and prioritise the most important actors’ joint activities. This can be done at PC2, or on some other occasion.

When the delimiting has been done, some of the activities can be developed into actors’ joint indicators (those that are measurable and comparable over time), and the bulk of them will be evaluation questions. We then arrive at the very bottom of our example of objectives structure (Figure 7).

5.3 A summary of the process of working with objectives

The process of producing the purpose and objectives of an exercise can be summarized by the steps below. The various steps are described in more detail in the Method Booklet: Exercise Evaluation.

Step 1 – Produce the overall purpose of the exercise

Formulate the overall purpose of the exercise based on the direction in the mandate dialogue. Anchor it with the actors at the inception meeting. Each actor in the exercise produces its respective purpose for its own participation in the exercise and describes this in the ambition document.

Step 2 – Produce the actors’ joint objectives and objectives descriptions for the exercise

The exercise management produce suggestions for the actors’ joint objectives and objectives descriptions. The contents are steered by MSB’s exercise directive and the selection of capacities that the exercise is oriented towards. Perform a literature survey and search for content on for example instructions, plans and completed exercises. The actors’ joint objectives should have a connection to the overall purpose of the exercise. The proposal is anchored with the exercise actors at PC1.

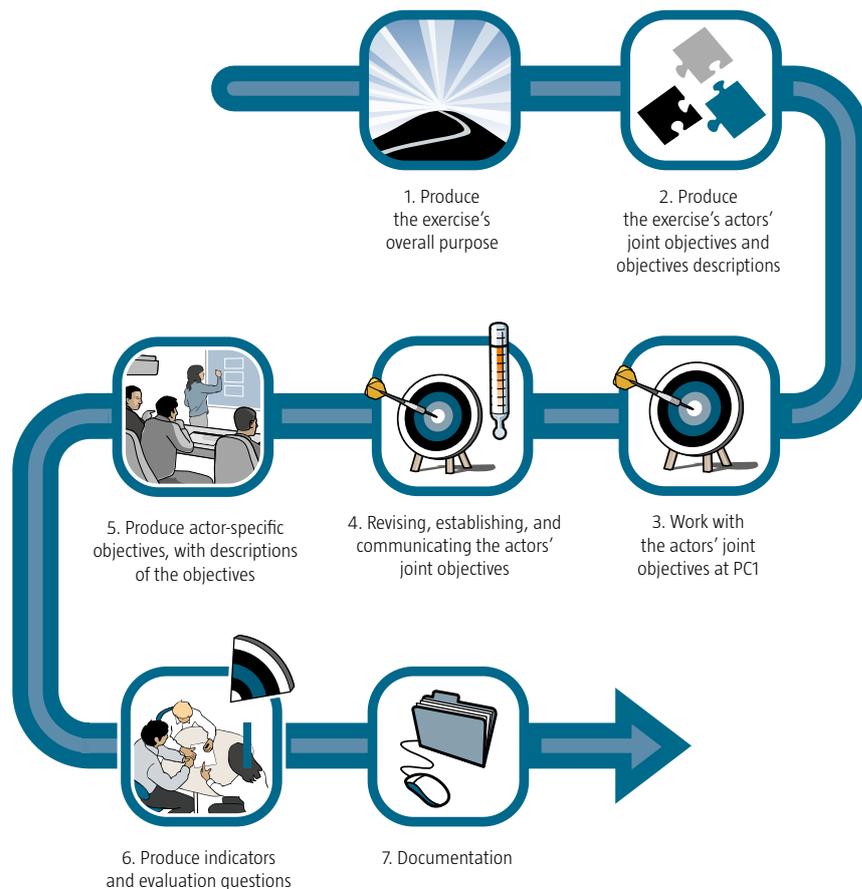


Figure 7. Seven steps in the work with the purpose and objectives.

Step 3 – Work with the actors' joint objectives at PC1

Work to anchor the actors' joint objectives in a working group session at PC1. This is described in the Method Booklet: Exercise Evaluation. This group work also provides supporting documentation for working with the indicators and evaluation questions.

Step 4 – Revising, establishing, and communicating the actors' joint objectives

The exercise management revises the proposal for the actors' joint objectives according to views received during PC1. The objectives are then established and communicated to the exercise actors, so that they can begin to produce their actor-specific objectives.

Step 5 – Produce actor-specific objectives with objectives descriptions

LEL, supported by LE, produce their actor-specific objectives with associated descriptions of objectives. The exercise management must be clear and establish deadlines for when the work is to be finished and reported. All the purposes and objectives should be established before the work to construct the exercise scenario begins.

Step 6 – Produce indicators and evaluation questions

The exercise management produce proposals for the actors' joint indicators and evaluation questions, based on the group work in PC1. These are anchored with the exercise actors at a planning conference or via e-mail. LEL, supported by LE, then produces their actor-specific indicators and evaluation questions.

Step 7 – Documentation

Working to proceed from establishing the direction to proposing objectives needs to be documented and traceable by for example taking notes and keeping minutes of meetings so that final decisions and choices of boundaries are documented. When the work is completed, the overall purpose, actors' joint objectives, the actors' purposes and objectives are documented in the Exercise Instructions.

5.4 How the work with objectives relates to the work with scenario and conduct

Regarding the connection between the work on purpose and on objectives, the exercise objectives need to be determined before one begins the work in writing the descriptions of the exercise incidents and in planning the details involved in the conduct of the exercise. Since both the scenario and the conduct of the exercise need to relate to the exercise objectives, the work in describing the exercise incidents should not begin until the actors' joint objectives and objectives descriptions have been established and communicated, and the actor-specific objectives and objectives descriptions produced.

The relation between evaluation, scenario and conduct needs to be clear both in the exercise management, between the various working groups and in the communication with LEL and LE.



6. Exercise format

Once the exercise’s purpose and objective have been formulated, it is time to think about the exercise format. This chapter presents a brief overview of various common exercise formats, as well expressions and terms associated with them. There are three main exercise formats, and a collective concept that encompasses other exercise activities.

The choice of exercise format answers the question of “how” an exercise is going to be conducted.

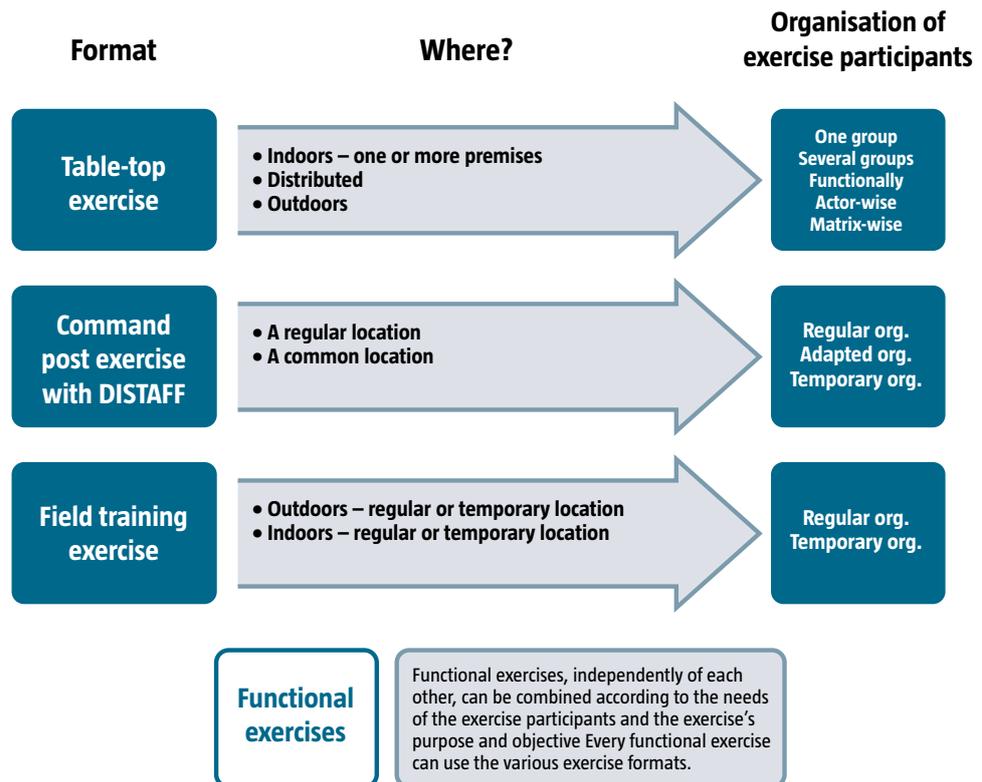


Figure 8. An overview of exercise formats with various proposals for where the exercise can be conducted as well as for organising the exercise participants.

The different formats we work with:

- Table-top exercise.
- Command post exercises.
- Field training exercise.
- Functional exercises (a collective term for exercises that test one or more of an actor’s functions).

Before finalising the choice of exercise, several factors must be considered:

- Purpose and objective of the exercise?
- How many persons will participate simultaneously and in which functions?
- How much time will it take to plan and conduct the exercise take, respectively?
- What economic resources have been allocated?
- What is the actor’s degree of readiness?

What is most important, however, is to build on the purpose and objective of the exercise.

6.1 Table-top exercise



A table-top exercise can be described as one where an exercise facilitator leads discussions with the participants about a specific issue or scenario.

In a typical table-top exercise, the exercise participants go through or discuss together how they will, or can, solve or manage a variety of types of problems or tasks.

These capacities can be scenario-dependent and taken from MSB's national exercise plan, or be more professionally-specific.

The table-top exercise is a problem-based discussion exercise that is suitable for finding routines and collaboration forms, and for learning other parts of the crisis management system. This kind of exercise usually takes a few hours or a day to conduct. It is appropriate to send the scenario to the participants in advance, so they can prepare themselves and have relevant papers and plans with them. The problem or dilemma they will be faced with can remain secret until the exercise.

Table-top exercises are suitable for:

- Creating routines for various capacities within the crisis management organisation.
- Discovering weaknesses and strengths of different steps in crisis management plans.
- Preparing the organisation for a command post exercise.
- Reflecting on potential events that can strike the actor.
- Discussing, for example, the effect of social media on an event.
- Analysing problems and producing different alternatives for response.
- Producing models for collaboration within the crisis management system.
- Judging decision-makers in a variety of judgment models and decision-making.
- Identifying responsibility and roles.

A table-top exercise can be suitable, for instance for discussing how a region or county might deal with an outbreak of avian flu, or how one establishes a crisis management staff. In the latter case, the task might be to analyse what the staff will be able to manage and how the work should proceed in the long-term.

In addition to discussing crisis management issues on a broad and overall level, table-top exercises are also appropriate for checking details in planning and focusing on specific events.

Table-top exercises are also suitable when one wants to find and create routines in the area and functions that are either new or that thus far have only been vaguely treated in exercises. These may contain implicit questions that need to be examined. An example is how one creates reliable societal information about an event without raising alarm in the population. A table-top exercise can be conducted in- or outdoors. It can also be conducted at a distance and is then called a distributed exercise. There are different ways to organise the exercise participants, either functionally or actor-wise.

6.2 Command Post Exercise



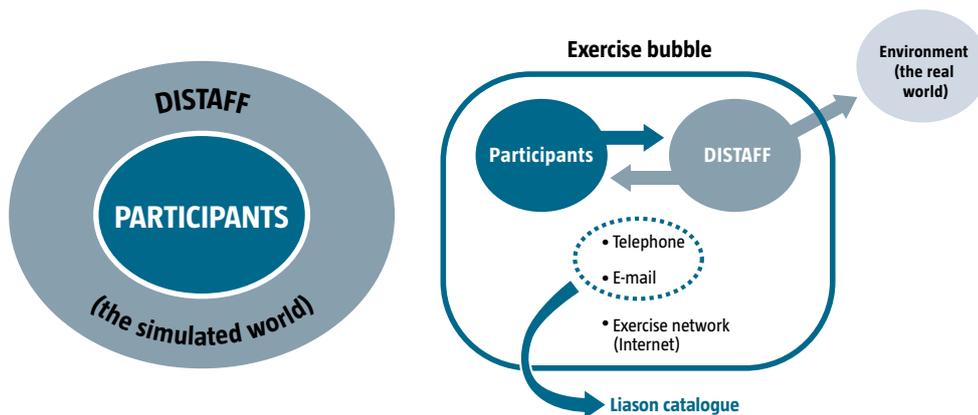
A command post exercise can be defined as an exercise that tests the crisis management capacity of a number of government organisations/actors on the basis of directions and principles, both singly and together. The surrounding world is a simulated environment for practicing the specific capacities targeted by the objectives.

A command post exercise is an exercise format that, to as large an extent as possible, takes place in an environment and with tasks that resemble the reality during a crisis. The exercise can be conducted in an artificial environment or in regular premises.

Proceeding from an overall scenario, the exercise participants react and respond to events that are called up and fed in. Everything must be conducted as if it was a real event. It is important to keep to the information provided and not exchange or exclude anything.

In order for the exercise participants to have something to react to, opposition (a directing staff) is required. As opposition, so-called leaders feed injects to the participants. Depending on the scale of the exercise, DISTAFF can consist of anything from one leader with a telephone to a store DISTAFF centre, with experts and advanced technical support.

DISTAFF, in other words, acts as the environment of the group of exercise participants, playing those roles that are outside the group, and that the participants may need to be in contact with. This simulated environment “envelops” the participants. This means that, in part, contacts take place between the participants, and in part with DISTAFF.



The information and issues that propel the sequence of events and the simulation forward are usually called injects. The leaders in DISTAFF feed the participants these injects in the form of telephone calls, faxes, e-mails, and radio or TV segments, etc.

The scenario in a command post exercise may be known in advance by those involved, since the focus of the exercise participants is to act on the basis of their roles in the crisis management system, according to the principles of responsibility, equality, and proximity. The operations during the exercise should be realistic to create the best possible supporting documentation for the evaluation. Command post exercises should be conducted in real time. It is critical that all injects are correct and occur at the right time.

Examples of a command post exercise’s purposes:

- To test and or develop practical and concrete challenges and capacities in the crisis management system.
- To test routines and systems.
- To test collaboration with other actors and their tasks in the crisis management system.
- To develop collaboration platforms and models for information exchange with other actors.
- To develop, test and exchange the aggregated operational picture, internally and between actors.



Command post exercises, and field training exercises, can be costly, both in time and finances. The greatest costs are exercises of personnel and DISTAFF.

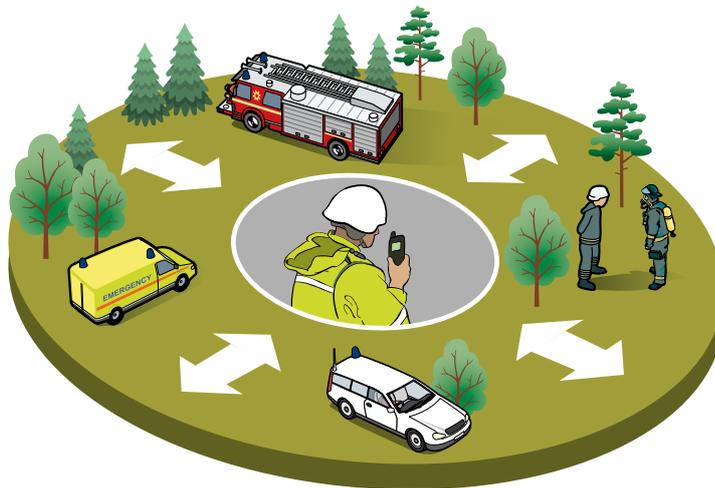
In planning a command post exercise it is vital that the exercise participants are in agreement with the exercise's joint objectives and have performed an analysis of their own organisation's ambitions and specific objectives. With such a point of departure, the exercise management can design DISTAFF in the best way.

Simulations are suitable for actors that wish to test or practice their crisis management plans. Command post exercises can have different scenarios, but the participants can also work with common capacities that need to be available no matter the scenario chosen. In Sweden, MSB has also indicated, in its national exercise plan, a range of so-called generic capacities that are not scenario-dependent, and which should also be focused on in command post exercises.

Command post exercises can be conducted in a common location where all the actors are gathered; alternatively, the exercise actors can be situated in those locations – their regular locations, in other words – that they would normally be in if the event focused on by the exercise were actually to occur.

The exercise participants can organise themselves in different ways. Either one participates in one's regular organisation, or an adapted one, for example as officials on standby (Swedish: TiB), cadres, crisis group, or, alternatively, in a temporary organisation assembled to solve the task.

This can be read about in more detail, in Swedish, in Method Booklet: Command Post Exercises.



6.3 Field training exercise

Field training exercises are characterised foremost by how a command level, often called the operative level, has subordinate functions or units that perform a practical task.

This exercise format is not only commonly used by the emergency response services, police, health care services and the armed forces, but can also be relied on in other areas, such as by IT personnel that solve a practical problem in an IT system. The concept of “field units” is a collective term for those who carry out the practical work, whether in- or outdoors.

If the field units are instead represented by DISTAFF, with only the command level participating, then, accordingly, the exercise format is that of a command post exercise.

The exercises are always conducted in real time, and only ordinary equipment and work practices should be relied upon. The exercise participants (almost) always play their “live” roles.

Field training exercises are highly educational since they allow the participants close contact with the reality they will later operate in. This exercise format also offers good opportunities for evaluating the competencies and capacities of specific actors and systems, as well as while operating under stress.

Field training exercises require substantial resources, in terms of time, finances and personnel, both in the planning phase and during the conduct of the exercise. It is important to remember that resources also include exercise locations and materiel used in the exercise, both before, during and after the exercise.

Despite their complexity, field training exercises are essential for all who conduct operations in the field and their purpose is to:

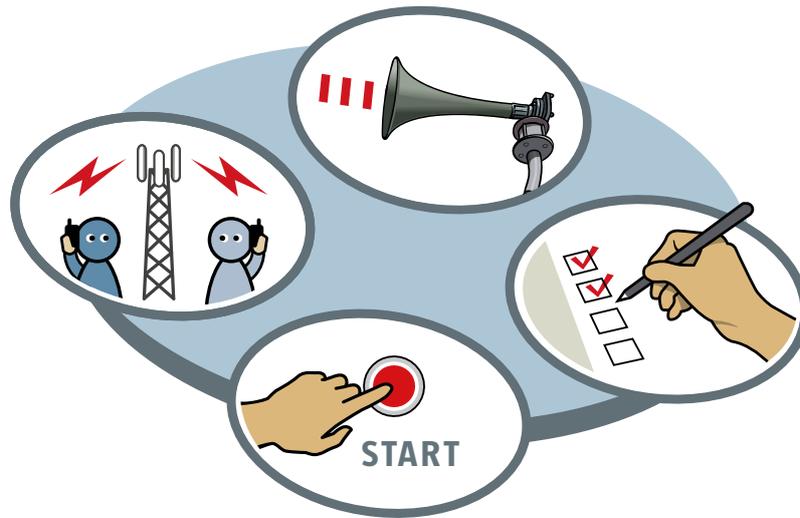
- Test operation plans in the environment/terrain where they are intended to be conducted.
- Test capacities and roles under which personnel are normally expected to work.
- Test and practice collaboration and coordination, at the site of the incident, between various government organisations and personnel groups.
- Test and practice force increase and reduction, and changes in command relations in the field.

Examples of field training exercises are the sector exercises that are conducted within the frame of nuclear energy preparedness, emergency services exercises (major incidents), health care exercises (catastrophe exercises) and armed forces exercises.

The location of the field exercise can be either in- or outdoors in a regular environment, i.e. the environment where the crisis is intended to be dealt with, in time and space. This is not always possible, for financial and environmental reasons (as in, for example, closing the bridge across Öresund), and then one needs to find a temporary replacement location.

A field training exercise focuses either on the regular organisation, or a temporary one, such as a combination of Russian, Finnish and Swedish officers.

6.4 Functional exercises



A functional exercise can be defined as an exercise that tests one or more functions, either associated with an actor, or in the crisis management plan. It can apply to technology, organisation and capacities.

This collective concept is not expressly a format, since the latter deals more with what is to be conducted or focused on in an exercise, rather than *how*. These exercises usually require less than a few hours to conduct.

A typical characteristic of functional exercises is that the participants conduct incidents or parts of incidents that are part of the management plan.

The purpose of a functional exercise can be to:

- Test alert plans (alert exercise).
- Test start-up of various functions, or of entire staffs (start-up exercise).
- Test the liaison system.
- Test new work methodologies, for example staff work (staff exercise).
- Test specific procedural steps that are part of a larger context (material and time studies).
- Test decision processes within and between organisations.
- Test intervals (clearly defined parts) of a plan, function, or technique.
- Regularly and after updates test checklists and sub-plans of the management plan, as well as checking that the users understand the instructions.

In and of themselves, functional exercises, neither in the planning nor the conduct phases, do not require especially large resources. They can be used to advantage as sub-plans within larger exercises, particularly command post exercises and field training exercises.

6.5 The relation between exercises and resources

The table below shows the calculated resource use for the different exercise formats. Field training exercises and command post exercises require significant resources and are complex, but often produce substantial returns, since they make it possible to focus as much on systems as individuals and decision-makers on several levels. Table-top exercises and functional exercises are also highly educational, but often for a much narrower circle of participants. In exchange, these two exercise formats require significantly less resources for planning and conduct.



	Table-top exercise	Command post exercise	Field training exercise	Functional exercise
Exercise duration	2-6 hours	4 hrs to several days	4 hrs to several days	1-6 hrs
Preparation time Exercise management	Complex, but “cheap” preparations. 1-2 weeks of actual working time (2-12 months of calendar time).	Complex and resource-heavy preparations. 6-18 months of working time and extensive follow-up (about 3 months).	Complex and resource-heavy preparations (6-18 months). Mostly determined by working time and materiel costs.	Simple preparations. From a few hours to a week.
Time allocation for the exercise participants	Participants shall be informed and allowed time for their own preparations.	Requires distribution of significant resources. Participants shall be informed about the exercise and allowed time for their own preparations.	Participants shall be informed about the exercise. Security instructions are especially important. The exercise can be preceded by functional exercises.	Preparations by the participants are not essential. Functional exercises can be conducted, both unprepared and for fixed times.

Table 1. Calculated resource use for the different exercise formats.

7. Selecting a scenario

When the actors' joint objectives have been established and the format of exercise decided, it is time to begin working with the exercise scenario, which of course also builds upon the exercise's overall purpose and the actors' joint objectives.

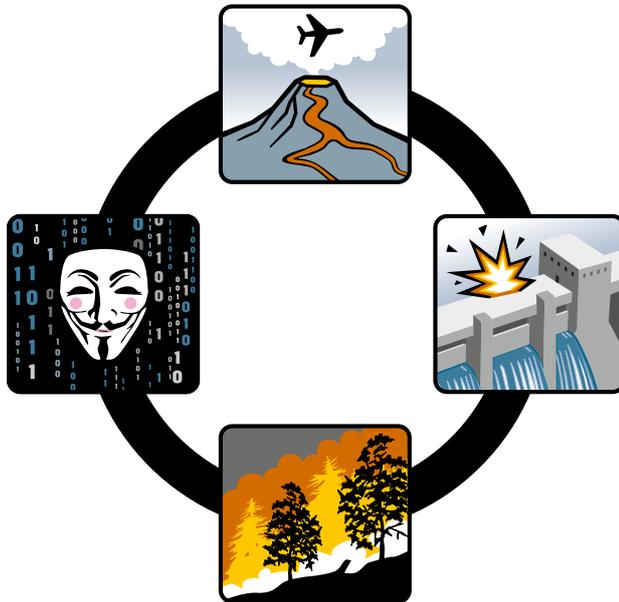


Figure 9. Situations that can be a point of departure for a scenario.

It is not advisable to settle on a particular scenario when beginning to plan the exercise, but to consider instead the different scenarios that fulfil its purpose and objective and choose on that basis. Several of the scenarios may satisfy the purpose and objective

The organisation responsible for the exercise (this may also be the commissioning actor) can also propose a number of scenario requirements under the following headings:

- this *shall* be included,
- this *can* be included,
- this *should not* be included,
- this *does not need* to be included.



To think about regarding the implementation organisation

When beginning to plan the exercise, it is occasionally necessary to proceed on the basis of various themes, such as a dam breach, IT attack, or earthquake, which can provide direction to what one believes will function as the exercise's triggering factor. More details are available in Chapter 11 – Scenario work.

8. Exercise participants



One aspect of pre-planning is to decide which actors will participate, and the functions that will be focused on, in the exercise. Is it an exercise for a limited number of actors, is it a larger, “open” exercise for all relevant actors?

The number and competence of the actors and decision-makers that participate in the exercise have great significance for how complex and realistic it seems to the participants.

If all the relevant actors participate, substantial demands will be placed on the exercise management. The incidents and activities in the exercise must be coordinated and it must be ensured that all participants are affected by them. This will in turn contribute to the sense of realism.

Factors necessary for the success of an exercise process include the early involvement of those actors that will participate; that in the preparations for the exercise they are asked which capacity and knowledge they need to enhance; and what they wish to improve through their participation.

Establishing consensus about the content and process are central for creating a positive and engaged atmosphere for those who take part in the exercise. Motivation and the will to engage oneself are an important part of the learning process. Scenarios that include extreme situations with, for example stress and insecurity, can lead to strong emotions for the participants during or after the exercise. It is crucial to focus on the exercise’s purpose and objective, and on how it is not about individual efforts, but about strengthening not only individual actors, but the crisis management system as a whole.

8.1 Establishing consensus



The actors must possess the will to conduct an exercise. An exercise’s long planning time, 6–18 months, depending on the format, is important not only for establishing consensus for it among the actors’ leaders, but so that the actors can manage to budget and plan the exercise’s operations.

8.2 Finances and resources



The point of departure for an exercise is that all the participating actors cover their own costs and contribute personnel resources to the exercise management. Certain aspects, though, for example conference rooms and so on, may occasionally be covered by the exercise management.

8.3 Invitation



An invitation is sent, in good time, to those government organisations, companies and other organisations that are deemed relevant for participation in the exercise. A brief description of the exercise activities, times and themes should be included, as well as an invitation to the inception meeting. The invitation is sent out 5–12 months prior to the exercise, depending on the choice of exercise format, and is signed by each actor’s respective leader.



To think about:

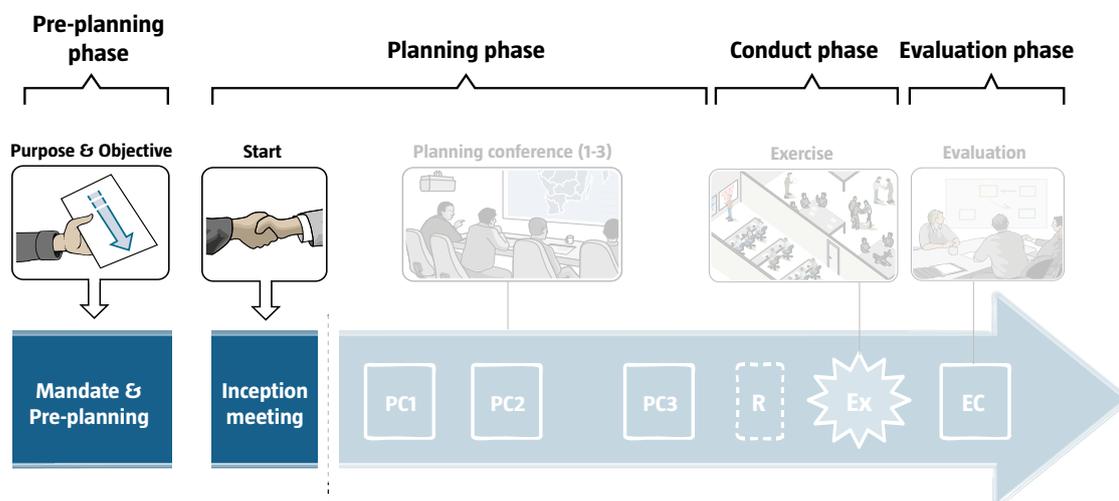
Even if the invitation only takes one day to arrange and send, it can take 10–40 days before an answer is received, depending on how many actors are invited.

**Part III –
The Planning Process**

Part III – The Planning Process

9. The planning process

Exercise planning is methodical work; to conduct certain activities, others must already be concluded or agreed upon. This applies to both deliveries and dispatches. Different activities are often inter-dependent. Based on the planning arrows, these will be identified. During an exercise's planning phase, several activities are underway simultaneously and must be coordinated both in time and space.



Reading instructions:

This chapter primarily describes the planning process up to and including the inception meeting. From that point onwards, the intention is that one proceeds to the Method Booklets for practical guidance. Although this chapter describes the entire planning process, once the Inception Meeting has been treated the descriptions are on a more overall level.

9.1 Different phases and meetings during the planning process

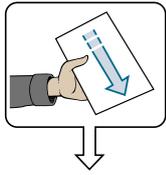
Pre-planning phase

The work on the exercise begins with the pre-planning phase. The boundaries of the exercise are established early in this phase.

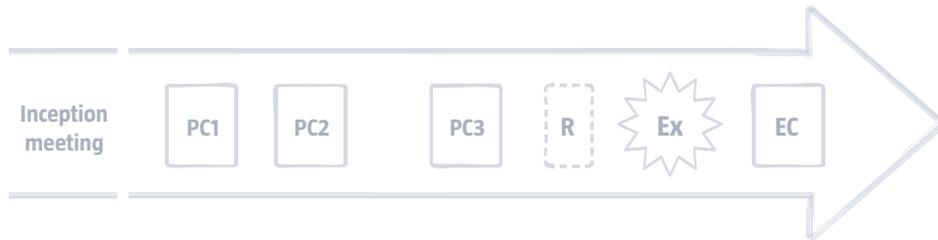
It addresses, among other things:

- Who is responsible for the exercise.
- What the exercise management will look like.
- What the planning organisation will look like.
- The overall purpose and objective of the exercise.
- Which capacities will be focused on.
- Which exercise format will be chosen.
- Scenario boundaries.
- Exercise participants.
- Information security and secrecy.

Purpose & Objective



Mandate & Pre-planning



In this phase, decisions are taken concerning which capacities the exercise will focus on, as well as the exercise format and the scenario boundaries.

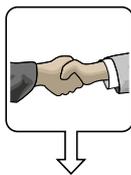
Production of the mandate and pre-planning are treated in Chapter 3.

Planning phase

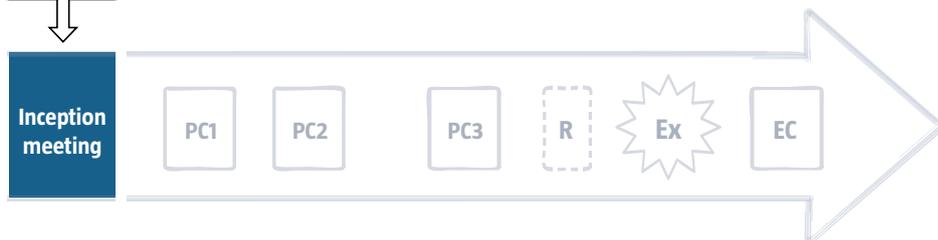
In this phase, the participating actors become more active. Be clear, here, about what is expected of each actor. By all means, establish descriptions of commitments made between the participants and the exercise management, since clarity will make things easier later on. The evaluation leader will not only be involved in the planning effort, but lead the work on the objectives.

During the planning process, numerous meetings, with different focuses and participants, will be held. Some of these are described here. For more details, consult the respective Method Booklets. Whatever the type of meeting, minutes should be kept and sent to those who were unable to attend.

Start



Mandate & Pre-planning



Inception meeting

The main purpose of the inception meeting is to present what the intentions for the exercise are, and the importance of participating in the planning effort. It is also important to present the responsibilities and roles within the project, as well as its financial and legal conditions. The exercise management must also be able to provide a reasonably adequate estimate of the workload the participants can expect. The management should also relate basic information about how they intend to proceed in planning the exercise, as well as provide the participants an opportunity to contribute inputs to the project and to the exercise set-up.

Prior to the inception meeting, the exercise management have produced a draft of the Exercise Instructions for planning. At the meeting, there should be discussion of the exercise's overall purpose, design and configuration, as well as the purpose, deliverables and intended use of the evaluation. In addition, the exercise management should point out the need for contributions from the actors of personnel for the planning, conduct and evaluation of the exercise. An agenda for the planning process should also be established. During the inception meeting, the evaluation leader needs to give the actors information about what they can think about in selecting local evaluators, so that the latter can participate in PC1 along with the local exercise management.

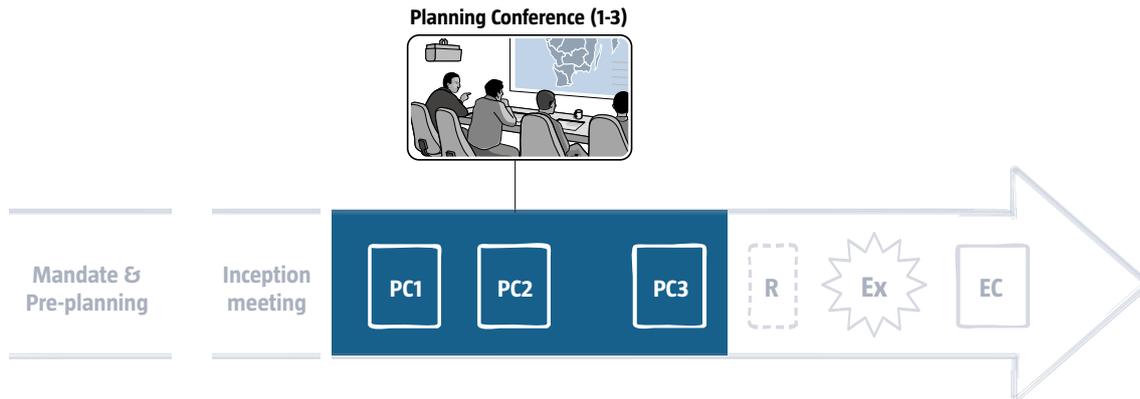
Examples of items for the inception meeting's agenda:

- The exercise management welcomes the participants and presents the assignment.
- The actors present themselves and their intentions for the exercise.
- The exercise management present a proposal for the exercise arrangements.
- Briefing about the planning process and meeting dates.
- The exercise's overall purpose.
- Direction of the evaluation and the lessons learned activities.
- Roles and responsibilities in planning, conducting and evaluation of the exercise.
- Secrecy issues.
- How and when the actors should select their local evaluators.

An example of a detailed agenda is available, in Swedish, at www.msb.se.

Following the inception meeting, the participating actors need to report the following information to the exercise management:

- Confirm participation and which functions the exercise will focus on.
- Contact details of the local exercise leader and the local evaluator.



Planning Conference 1 (PC1)

The first planning conference should be held shortly after the inception meeting. The focus of the conference should be to begin working to formulate the objective, which means that both the local exercise management and the local evaluator should be invited.

Prior to the first planning conference, the programme management needs to have received the information from the actors about who will be participating in the exercise and whether there are any specific requests regarding the content of the exercise.

More information is available, in Swedish, in the respective Method Booklets.

Planning conference 2 (PC2)

The second planning conference should not be held until the work on purpose, scenario and so on has proceeded to the point where it can for the most part be established. Before the conference, the programme management needs to have established the actors' joint objectives and received the actor-specific ones. The emphasis of the meeting should be to work with the scenario and, possibly, configure DISTAFF.

More information is available, in Swedish, in the respective Method Booklets.

The number of person-hours required is most flexible between PC2 and PC3, depending on the exercise's complexity. It can be anything from 1½ to 6 months. The local exercise management, LEM, often requires a major allocation of working hours during this time, for preparing its organisation for the exercise. This may involve training its own personnel, checking routines, etc.

Planning conference 3 (PC3)

The third planning conference should be held so close to the conduct of the exercise that the room for change is minimal, but still large enough to accommodate any necessary modifications. This planning conference should also be somewhat longer than the others, since it is one last chance to go through the outcome of the entire exercise planning, and plan and coordinate the final details. The documents, Exercise Conduct Instructions, Exercise Management Instructions, and Evaluation Instructions, will be checked through so that after PC3 they can be distributed. Following the structure that they represent will illuminate the entire exercise.

More information is available, in Swedish, in the respective Method Booklets.

Practical planning (in the final planning phase)

The work remaining at the end of the planning phase becomes increasingly practical. In a command post exercise, the focus is to make the exercise playable, that is, to ensure that the planned injects create the effect that is needed to reach the exercise's objectives. The quality and quantity of injects are secured, which involves going through them and ensuring that there will be the right amount during the entire exercise. In a command post exercise, the requirements for DISTAFF should be clear by now. For a field training exercise, the need for role-players and exercise locations, as well as the special equipment, etc., should also be evident. For a tabletop exercise, it can involve checking that the exercise leaders and experts who will be participating are booked and familiarized with the purpose, scenario and relevant injects.

The conduct phase

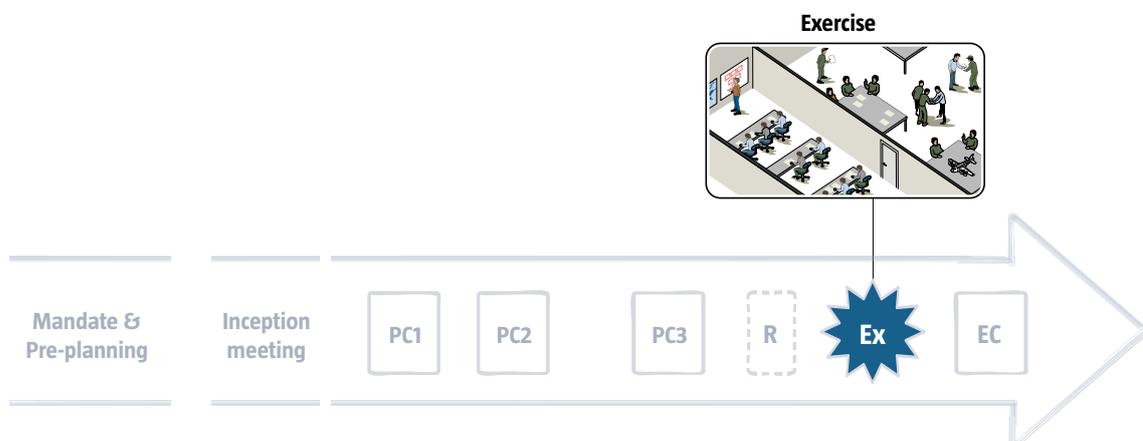
The conduct phase is begun, at the latest, in connection with the pre-exercise. Depending on the exercise format and its complexity, the time needed for the conduct phase can vary.



To think about for the implementation organisation:

Certain working groups from the planning phase will be disbanded, while others will be added. The project leader decides whether, and when, re-organisation occurs.

When roles and the organisation are changed, it is of major importance that this is communicated internally and that the mandate and responsibility of the implementation organisation are clearly explained.

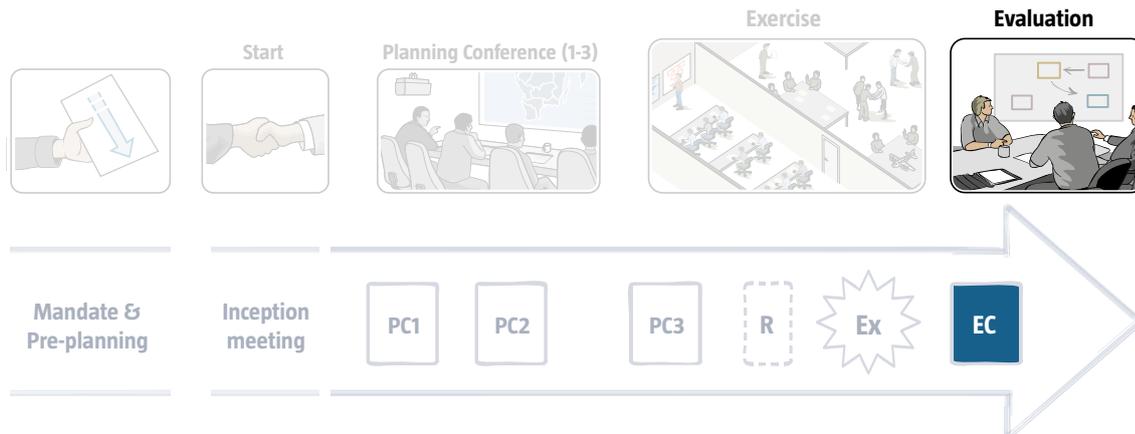


Rehearsal

In connection with certain exercises, one or more rehearsals can be conducted, where particular incidents in the exercise can be tested and or technical checks can be done. It is suitable to hold a rehearsal from two weeks until the day before the exercise. A rehearsal is preferably short, for example a few hours, or a day, at most.

Conducting the exercise

This is an extensive topic; more information is available, in Swedish, in the respective Method Booklets.



Evaluation phase

Follow-up

When the exercise is concluded, there is still much to do, everything from certification to cleaning up the exercise locations. The local exercise management will need to remain in contact with the exercise management for some time after the end of the exercise.

Evaluation

The evaluation work continues both within the exercise management and in conjunction with the actors. It may be appropriate, approximately 2–4 months after the end of the exercise, to hold an evaluation conference (EC), to achieve quality assurance of the evaluation outcome and work together to propose areas that need developing.

9.2 Roles and responsibility

The majority of those who are part of the planning organisation should also belong to the implementation organisation. The main advantage of this is that the emphasis in the planning is also carried forward into the conduct of the exercise. This also creates synergies and ensures that the knowledge and understanding of the exercise as a whole is present during the entire working process.

Exercise leader



The exercise leader most often has the role of project leader in the planning organisation and is assisted by a deputy exercise leader. These are responsible for running the entire planning process, for all the participants, in the exercise. Thus, they should not be their own organisation's local exercise leader.

When choosing the exercise leader, one should be aware that the position demands heavy resources, and that for a regional collaboration exercise, for example, the leader should have between 200 and 300 working hours at his or her disposal, depending on the extent of the exercise. The individual must be freed from other duties so that the conditions are right for doing a good job.



Evaluation leader

The evaluation leader has the overall responsibility for the planning and conduct of the actors' joint evaluation. The local evaluator is responsible for the actor's own evaluation. During the planning process, the evaluation perspective is taken into account for all the activities that will be conducted. The establishment of Evaluation Instructions also normally falls within the exercise leader's area of responsibility, as does supporting the effort to produce the actor-specific objectives and indicators.



Local evaluator (LE)

This is the person who plans and conducts an actor-specific evaluation of the exercise. On the one hand, LE plans its own actor's evaluation of the exercise; on the other, he or she assists with evaluation material for the actors' joint evaluation, which the evaluation leader is responsible for.



Local exercise leader (LEL)

Every actor must have an LEL. The LEL represents and safeguards the interests of its own organisation in the planning process. The LEL is a receiver of information and has the task of disseminating it to the relevant parties within the organisation. The local exercise leader also has the task of preparing the organisation in leading up to the exercise, via for example instruction and rehearsals.



Head of DISTAFF (HD)

The head of DISTAFF's role is to lead and coordinate the conduct of the exercise. The head of DISTAFF reports to the exercise leader.



Scenario supervisor

Whatever the exercise format, someone must be responsible for leading the work to produce a scenario. The scenario supervisor has the task of leading and completing the exercise's scenario.

Other roles

Although other persons may receive specific responsibilities during the planning process, this otherwise occurs primarily during the conduct of the exercise, for example as logistics, or media, supervisor.

10. Exercise documentation



During an exercise, a range of documents, which describe parts of the exercise in different ways and for a variety of target groups, are produced.

Instructions for planning the exercise

The document can be presented at the inception meeting and can be distributed afterwards, along with the minutes from the meeting.

The document's purpose is to present the content and arrangement of the exercise, as well as describe the coming planning process. Times for various activities, for example meetings, reviews and instruction activities, should already have been established, so that every actor can have the chance to plan the workload of its personnel in more detail. The information that the actors will provide to the exercise management at different times prior to the exercise can also be included. No annexes.

Distributed *6–10 months* prior to conducting the exercise.

Instructions for conducting the exercise

This document contains all the information that everyone who participates in the exercise needs to have access to. This includes not only participating individuals, but the exercise management and rest of the exercise organisation. The document should be distributed *3–4 weeks* prior to the exercise.

A liaison catalogue should be distributed as an annex to the final version of the exercise instructions, but it should be sent as late as possible. The liaison catalogue includes the telephone numbers, e-mail addresses, and more, that are used during the exercise.

Liaison details can be updated until the very last moment, while the person responsible for the liaison catalogue must check the information with every actor. If an exercise website is used, the catalogue can also be updated digitally during the exercise.

Instructions for the exercise management



Instructions for the exercise management contain information that is only aimed at personnel within the exercise management organisation. The document is supplemented by a number of annexes that describe detailed scenarios and inject lists.

The liaison catalogue for the exercise management is a list of all personnel belonging to the exercise management during the exercise. Current “live” contact details for the exercise leader, evaluation leader, head of DISTAFF, local evaluators, local exercise leaders and other officials should be included in the list.

The inject lists and scenario are the result of the detail planning of the exercise, and contain detailed descriptions of times, events and other activities. Also see Chapter 11, Working on the scenario.

It is not possible to classify the documents as secret, but they should be handled in such a way that the exercise participants cannot access the information, since this may defeat the purpose of the exercise.

The recipients of the documents are personnel that are part of the exercise management, who can be members of DISTAFF, evaluators and other personnel. Distributed 1–2 weeks prior to the exercise.

Evaluation instructions

Evaluation instructions contain specific information connected to the actors' joint evaluation of the exercise. Evaluation instructions are written by the evaluation leader. For smaller-scale evaluations, the contents can be presented under a dedicated heading as a part of the Instructions for Conduct of the Exercise.

The document is complemented by several annexes. These include the evaluation plan, which informs how the measurements are to be conducted, that is, when, to whom and in which way the questionnaires are distributed, observations carried out, and so on. The annexes can also include questionnaires, and other evaluation papers, such as grading instructions. The evaluation instructions are presented during PC3 and distributed afterwards.

Recipients of the document are personnel in the evaluation organisation. Distributed 2–4 weeks prior to the exercise.

Evaluation report

The document is prepared in a consultative version, preferably 1–2 months after the exercise. The purpose of the consultation is to allow participating actors and evaluators the opportunity to ensure the document's quality and adjust any errors. The report is finalised 3–4 months after the exercise and is distributed afterwards to everyone who has participated in the exercise in any way.

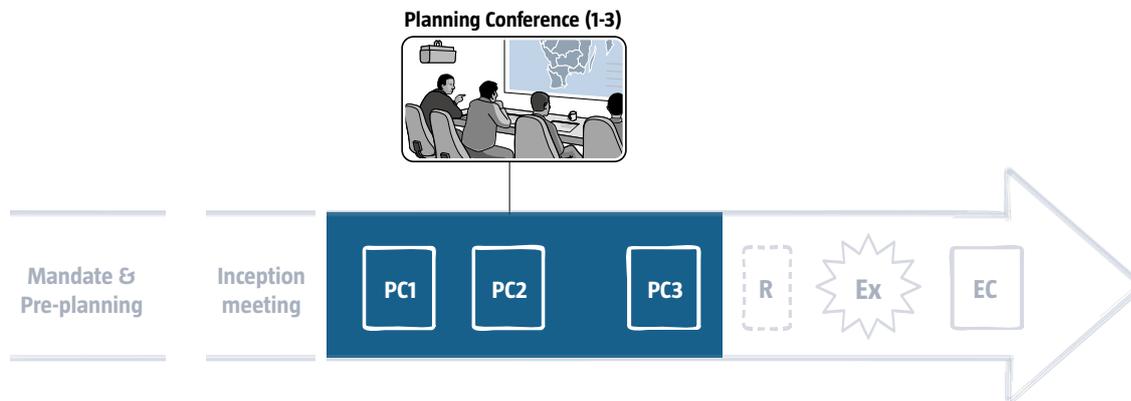
Read more in the Method Booklet: Exercise evaluation. A template for evaluation reports is available, in Swedish, at www.msb.se.



11. Scenario work

No matter what the objectives for an exercise are, and whichever format it is, a scenario is needed. The amount of information in a scenario can vary.

The work on the scenario is begun early and is most intensive between PC2 and PC3.



11.1 The parts of the scenario

The scenario describes what has happened and will happen, as well as what the exercise management believes is going to happen, depending on how the exercise's actors act. Commission and other reports ensuing from incidents can be a good source of inspiration in working with the scenario. The various parts of the scenario are termed:

- Background.
- Causes and effects.
- Frame factors and frame facts.
- Main events, incidents and injects.

Background

The background contains information and conditions that are needed to create realism and a sense of actuality in the scenario, such as data about weather, currents or effluents, risks and cause and effect relations, accident sequence, interdependencies between actors, as well as special measurement data. Input and experience of earlier exercises can also be included here. The background can either be very short, perhaps only a sentence, or comprehensive and embellished. Different parts of the background can be relevant for different organisations.

Causes and effects

Causes and effects are what occurs at the beginning of the exercise and that impel one or more actors to begin their activities.

Main events, incidents and injects

Effects are dealt with in the structure for Main Events, Incidents and Injects. The structure of the scenario can follow the construction of certain game support systems and their components. The division into events and incidents is not a science, but only a way to structure a more extensive scenario. A minor seminar can be con-

structured around just one event, that in turn consists of several incidents. In a minor table-top exercise, one main event, as a trigger, with a couple of injects, may suffice.

Frame factors and frame facts

The exercise's frame factors are the outer boundaries of the scenario. For simplicity's sake, they can be reality-based, but modified or fictionalised to accommodate the exercise's purpose and objective. Date, time, geography and weather, as well as resources and preparedness are examples of frame factors that the exercise participants can be informed about. It can involve, for example, bridges and roads that are closed or opened, and that apply to all the actors in the exercise.

Certain frame factors can be determined in advance, but are supplied only when asked for. An example of this is the availability of resources. If a decision-maker orders eight helicopters via DISTAFF, it is unrealistic to expect them within an hour if there are only six available in the entire country.

Frame facts are the reality that prevails in the exercise scenario and can consist of technical information, maps, sketches, drawings, etc. On the Internet, there are numerous sites with various special themes that are extensive and rich in detail. They can involve everything from hydroelectric stations to aircraft types and ships. Such sites can be a good source of information. Note that if one intends to copy a text or image from a homepage, one must first contact the copyright owner.

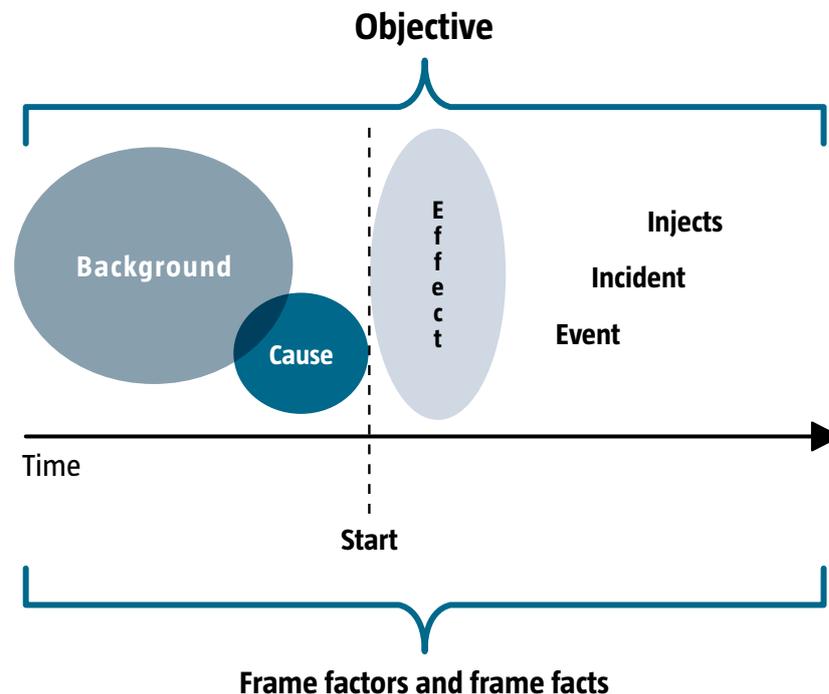
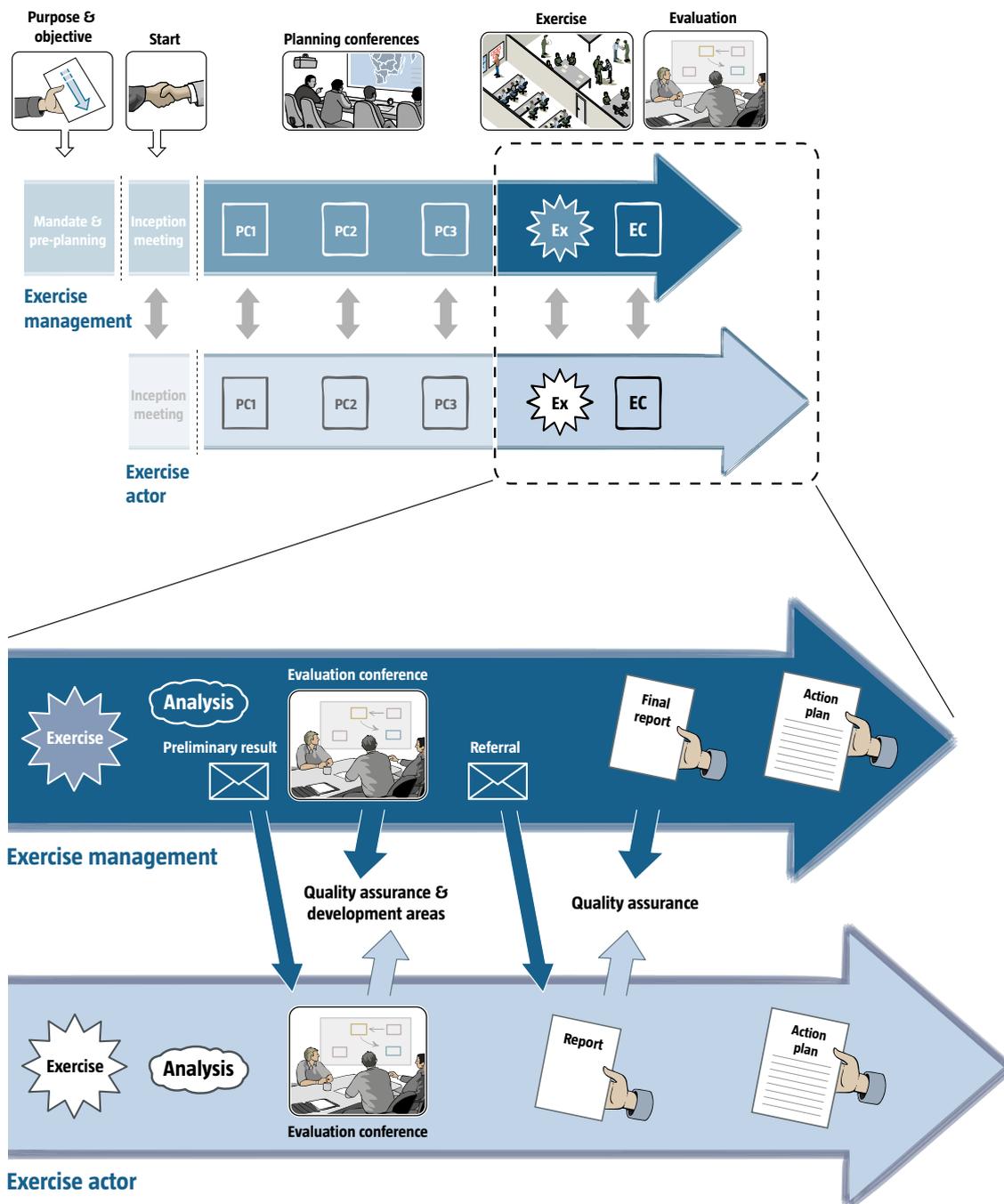


Figure 10. An example of the scenario's components set in a time context. The time selected for the start of the exercise can vary, and can occur both before, during and after the Cause.

12. Evaluation

The planning of the evaluation begins at the same moment as the decision to conduct an exercise is taken, and continues in parallel to the upper and lower arrows. The evaluation process is thus present in every single step in the arrows. This chapter summarizes the most important aspects of the evaluation work. In the Exercise Guidance’s Method Booklet: Exercise Evaluation, a thorough description of the different elements of planning and conducting an evaluation is presented, to ensure that the lessons learned activities of exercises receive the best possible conditions. The figure below illustrates the extensive work that occurs “to the right of the E” in the arrows, that is, after the conduct of the exercise.



12.1 Differences in what is evaluated

In principle, exercises can be evaluated according to two different points of departure:

- To evaluate capacity during conduct of the exercise. The evaluation focuses on the period when the exercise participants are active (or in discussion, during table-top exercises), which is followed by analysis of strengths and weaknesses in crisis management capacity. In this guidance, when we write “evaluation of exercises,” we mean evaluation of capacity during the exercise.
- The exercise can also be evaluated as a method, that is, the evaluation focuses on all or parts of the planning, conduct and evaluation phases, and their effectiveness as means, or tools, for retaining or strengthening capacity.

The exercise guidance and its method booklets focus on evaluating development of capacity during the exercise.

Often, both the exercise itself and as method are evaluated, and then accounted for in the same evaluation report. The mandate dialogue needs to clarify the balance and emphasis surrounding the respective evaluation sections. If the commissioner of the exercise wishes to have both the exercise itself and as method evaluated, it is wise to keep them separate in the evaluation report, since they illuminate different issues; the evaluation of the exercise as method, for example, can be included as an annex to the evaluation report.

12.2 What is evaluation?

An evaluation of an exercise should comply with the following:

- The purpose of evaluating exercises is always, in principle, learning; this implies increasing the understanding of strengths and weaknesses that is needed for systematically developing (or retaining) the capacity to manage accidents and crises.
- An evaluation shall be conducted in a structured manner, with quality assurance, and the material that is gathered shall be evaluated systematically, based on instructions established during the planning process. The methods used for data collection and analysis shall also be accounted for.
- The analysis shall be thorough and alternative interpretations presented.
- Conclusions, in the form of identified strengths, weaknesses and development areas shall be clearly expressed, and based on the analysis performed. The results are presented in an evaluation report produced by the actors jointly, and the participating actors also produce actor-specific evaluation reports.
- Possible limitations or uncertainty about the conclusions shall also be mentioned.
- The evaluation shall be as transparent as possible and allow the recipients and interested parties to follow the entire evaluation process.
- Strengths, weaknesses and development areas should be traceable in the material that is collected and presented.

12.3 Evaluation organisation

The evaluation leader should be appointed as early as possible and has the main task of planning and conducting the actors' joint evaluation.

Every actor appoints one or more LE, who have the task of planning and conducting the actor-specific evaluations. The LE also contributes material to the actors' joint evaluation.

Both the exercise management and the evaluation leader participate in the mandate dialogue. In the ensuing pre-planning, the exercise management's working groups should be appointed. It should be emphasised that, from the perspective of evaluation, it is important that the division of labour does not occur too early, since the evaluation work is enhanced if everyone remains focused on the work with both the evaluation and the objectives to the same degree.

In the mandate dialogue and in the pre-planning, the role of the steering and reference groups as decision-makers and quality assurance, respectively, should also be clarified.

The mandate dialogue should also specifically clarify roles and responsibilities in the evaluation organisation. Besides the evaluation leader, these include system evaluators (SE), local evaluators (LE), local exercise leaders (LEL), the exercise participants and, occasionally, observers.



Evaluation leader

The evaluation leader has the overall responsibility for planning and conducting the actors' joint evaluation. During the planning process, the evaluation perspective is taken into consideration while conducting all the activities. The evaluation leader should thus participate in the planning of the work from the beginning. During the planning, the exercise leader leads the work in producing the objectives, plans the procedure for the actors' joint evaluation and produces the tools (protocols, questionnaires, and so on) that are to be used. The evaluation leader writes the evaluation instructions, which describe how the evaluation should be conducted.

The evaluation leader is responsible for supporting the actors in the selection of local evaluators and training them for the exercise. After the exercise, another large task awaits the evaluation leader, when the material collected for the actors' joint evaluation is compiled, analysed and presented in an evaluation report.

Local evaluators (LE)

A local evaluator plans and conducts the actor-specific evaluation. LE also contributes documentation to the actors' joint evaluation. In the Method Booklet: Exercise Evaluation, there is a chapter dedicated to what can be kept in mind when selecting an LE. A good suggestion in choosing an LE is that the person is experienced in, and highly familiar with the activity that is to be evaluated. To attain a certain degree of objectivity, but also to be able to view the activity with other eyes, the evaluator should be from another actor than the one to be evaluated. Collaboration between government organisations as well as across municipal and county boundaries increases the available choice of local evaluators. During the exercise, LE follows the evaluation plan, often in the simpler form of a checklist; the LE's approach should be to be curious, active and interactive with the exercise participants, but without interfering.

System evaluators (SE)

System evaluators are an evaluation function appointed and recruited by the exercise management, and assist in the actors' joint evaluation on the basis of a specific expertise or subject area. The system evaluators contribute by judging and evaluating what happens in the "system," that is, what is common for all the actors and that constitutes a top-down perspective that the local evaluator is not in a position to observe and assess during the exercise. SE is thus a complement to LE.

SE can be placed with actors that have a central role in the exercise, and which especially need to be observed from the perspective of collaboration, for example county boards. Alternatively, SE can work within the exercise management during the exercise, and observe things that do not require being in the physical presence of the actor. Examples of such actors' joint activity can include collaboration conferences and press conferences. Depending on the orientation of the mandate, the SE therefore need to have different backgrounds and competence.

SE's work otherwise resembles that of the LE, and their tasks both during and after the exercise are for the most part similar. They may differ in the orientation of their evaluator mandates, and in working for different commissioning organisations.

Observers

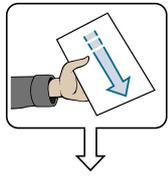
Besides the local evaluators, there is another function: the observer, that performs observations during exercises. The situation of the observer can to a great extent resemble the local evaluator's. The most significant difference is that the observer does not have the task of judging an actor's actions. The observers often have expertise within the focus of the exercise, and then it may also be suitable for them to have an evaluative role, for example in watching a particular part or incident in the exercise, and then delivering supporting documentation to the evaluation leader.

The central role of the local evaluators means that the observer function can be toned down.

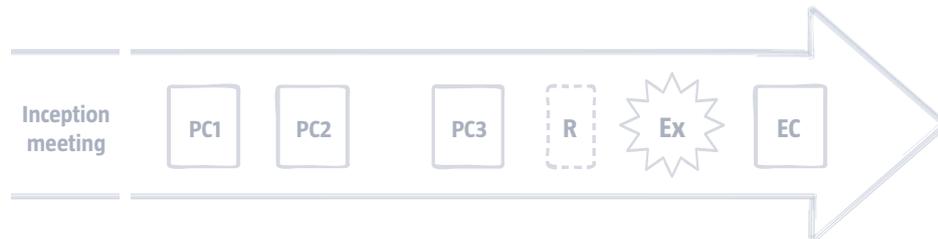
12.4 Summary: evaluation of exercises

The following 27 points summarise the evaluation perspective on the planning, conduct and follow-up of an exercise. These points are explained in more detail in the Method Booklet: Exercise Evaluation.

Purpose & Objective



Mandate & Pre-planning

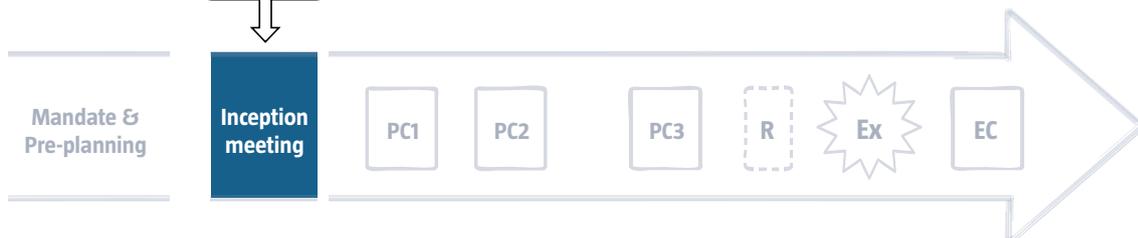


PRIOR TO THE EXERCISE

Mandate and pre-planning

1. **Mandate dialogue.** Prior to the planning process and with the commissioner. Highlight evaluation in the dialogue. Exercise leader should be present. In the mandate dialogue, evaluation reports and action plans from previous exercises can be highlighted as supporting documentation, as can the actor's multi-year exercise plan.
2. **Exercise management.** The evaluation leader is part of the exercise management. Remember to staff it for the post-exercise period.
3. **Exercise management's working groups.** Division of labour should not occur too early. Underline the importance of referring to the work on the objectives. Pay attention to the important role of the steering and reference groups as decision-makers and exercise quality assurance, respectively, at an early stage.
4. **Roles and responsibility/mandate in the evaluation work.** In addition to the evaluation leader, LE, SE, LEL and observers, the exercise participants should be included.
5. **Assign personnel for the post-exercise phase.** Remember to assign personnel for the phase after the exercise. Extensive work will need to be done. Seek help from the rest of the exercise management.

Start

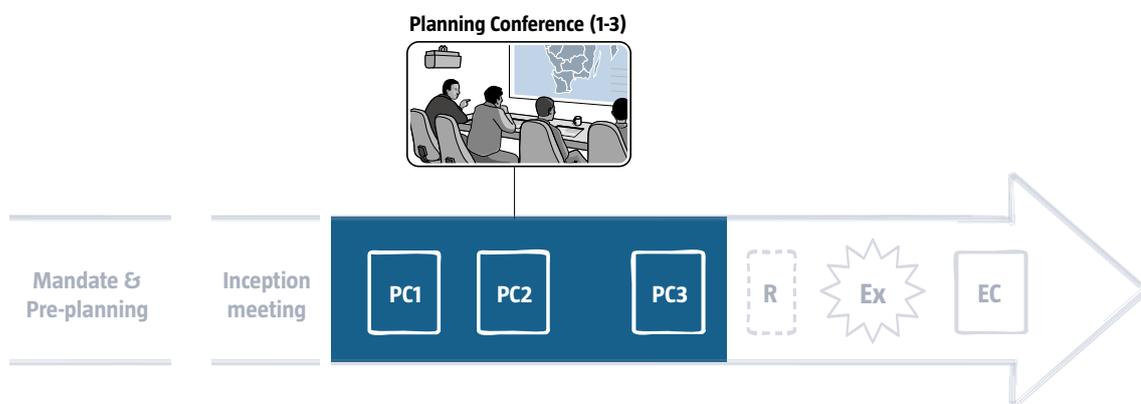


At the inception meeting

- At the inception meeting, evaluation and lessons learned activities are a dedicated agenda item, and it is emphasised that they are a part of the exercise that is being planned. After the inception meeting, the actor is tasked with selecting an LE. The evaluation leader, during the inception meeting, provides information and good advice about how to select an LE.

Between the inception meeting and PC1

- Selection of LE.** The actor (represented by its decision-maker and its LEL) holds its own mandate dialogue with the prospective LE.
- The ambitions document.** Includes contact information for both LE and LEL.
- Working with objectives.** Exercise management produces proposals for the actors' joint objectives, with descriptions of the objectives.



PC1

- Both LEL and LE participate.** The exercise management invites both LE and LEL to join the work on the proposal for actors' joint objectives and descriptions of objectives.

Between PC1 and PC2

- Working on the objectives.** The actors' joint objectives are established and communicated to the actors.
- Working on the objectives.** Actors produce actor-specific objectives, with descriptions. LEL is responsible and LE supports. Production of the actor-specific objectives begins when the actors' joint objectives have been established.
- Evaluation procedure.** The evaluation leader begins planning how the evaluation will be conducted, works with assessment criteria, resource needs, etc.
- Indicators and evaluation questions.** The evaluation leader works to produce the possible indicators and complementary evaluation questions that will be used in the evaluation.

PC2

- Scenario.** The work with the objectives is coupled to a scenario. It is important that the work on the objectives is finished before that on the scenario speeds up.

Between PC2 and PC3

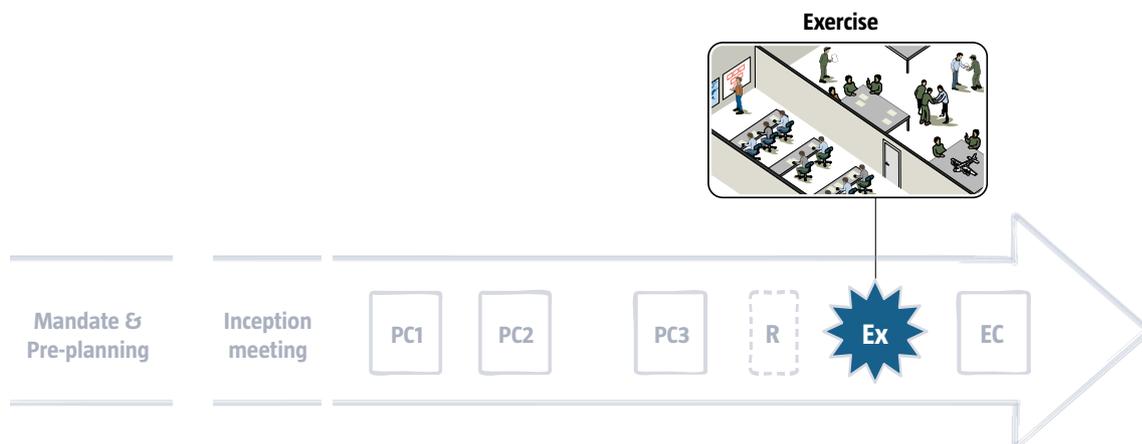
- Evaluation procedure, continued.** The evaluation leader writes the evaluation instructions and continues to work with planning the conduct of the evaluation, as well as produces evaluation protocols and the questionnaires to be used.

PC3

17. Evaluation instructions are presented. The document undergoes quality assurance control by the reference and steering committee.

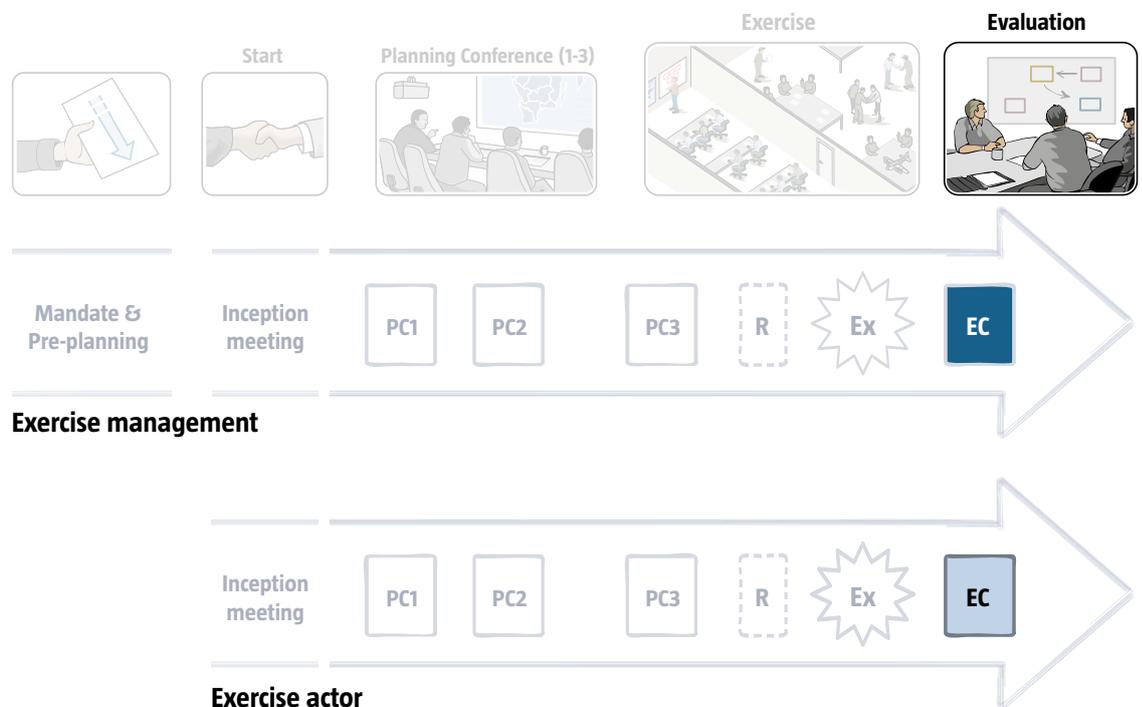
Post-PC3

18. Instruction for the evaluators. The evaluation leader instructs LE and SE in how the evaluation should be conducted.



DURING THE EXERCISE

19. The evaluator’s work procedure. Follow the evaluation plan and fill in the evaluation protocol. It is OK to ask questions and interact (but without disturbing or influencing). LE and SE are not obliged to be “flies on the wall.” Be curious about the proceedings and adopt a multi-perspective understanding.



20. Post-exercise debriefing. Held directly after the exercise, with the purpose of capturing direct and spontaneous views about how it went. Should follow a prescribed structure.

POST-EXERCISE**Data collection, compilation and analysis**

21. **Structure the material.** Traceability is important. Structure the material along a timeline as a first step in being able to answer the question, “How did it go?”
22. **Analysis.** Statistical analyses can be performed. Continue to try to explain “. . . and then, why did it become this way?” until it is no longer possible to find any further explanation of what happened or its cause.

Results

23. **The result.** Consists of strengths and weaknesses, coupled to capacity. This is followed by development areas that take their point of departure in the weaknesses. Both the actors’ joint and actor-specific development areas are produced. The actors’ joint development areas are reported to the responsible authority; in Sweden, for example, this is MSB.

EC

24. **Evaluation conference.** The exercise leader holds an evaluation conference, with LEL, LE, SE and representatives of the exercise participants, for quality assurance. Collaborate on the actors’ joint development areas.

Dissemination of results

25. **Evaluation report.** An actors’ joint evaluation report is produced, as are several actor-specific evaluations, one per exercise actor. The evaluation report is referred to the reference committee, steering committee, and the relevant actors. The finalised actors’ joint evaluation report is then submitted to the responsible authority; in Sweden, for example, this is MSB.
26. **Communicate.** The report represents the written result of the exercise and shall be disseminated as part of the lessons learned activities. The forms of dissemination can vary; for example seminars, webinars and video. Think creatively.

Action plans

27. **Development areas become action proposals.** The end of the evaluation’s is followed up by formulation of action plans, that build on the evaluation’s documentation of the weaknesses and development areas, coupled to capacity. Both the actors’ joint and actor-specific action plans are produced. Actors’ joint action plans are reported to the responsible authority; in Sweden, for example, this is MSB.

13. Lessons learned activities

13.1 The exercise's lessons learned activities

The lessons learned process and the evaluation process proceed hand in hand and are begun as soon as the decision to proceed with the exercise has been taken; they continue during the planning stage and the evaluation work that ensues once the exercise management has finished its work. The lessons learned process has a long-term purpose and can generate knowledge that can be used long after the exercise.

An exercise's lessons learned activities entail that the evaluation results and other experiences will be used in a coordinated and structured manner. This can imply the addition of knowledge, contributing to a decision, or providing supporting documentation for an action. The purpose of lessons learned activities is that lessons should have an impact on an exercise actor's operational development.

Lessons learned activities are concerned with developing routines and methods for making effective use of the exercise actors' evaluations and experience, for example in the form of action plans. This facilitates the systematic effort to orientate and coordinate exercises. The collected experience forms the basis for subsequent exercise direction and other analysis processes at MSB.

To ensure that an exercise is effective, it is central that it is part of a larger context, wherein the actor's multi-year exercise plan is a point of departure. Read more about this in Chapter 2.

An exercise's lessons learned activities should contribute to creating favourable conditions for the development of both individual and collective capacity within the area of civil security and preparedness. It comprises a basis of supporting documentation for continued management, so that experience can be transformed into concrete measures that increase the capacity of the involved actors, both singly and jointly. This experience can serve as supporting documentation for coming risk and vulnerability analyses and operations planning, as well as updating other plans, routines and decisions. The exercise experience can also be a clear input to the approaching update of the multi-year exercise plan, for example by clarifying the need for knowledge development via education, training and conducting exercises. Experience can be described as simply the observation of an event or process by an individual or a group. An experience, in other words, is not necessarily the same as a weakness; experiences can also include discoveries of smart solutions, or appropriate procedures for a given situation. Experience, however, does not have intrinsic value, but becomes valuable only when it can lead to some sort of direct insight or lesson that can be used in other contexts.

An exercise's lessons learned activities are important in every aspect of working with exercises. Flaws in the lessons learned activities can mean that the results of exercises are not implemented usefully, which can impede the possibility of being able to work towards common and clear objectives with only limited resources. It is therefore important that, even before the exercise planning has begun, one has defined how the results of the exercise will be used, why one is conducting the exercise and what the evaluation should deliver.

13.2 When the evaluation is over

Development areas address the question of what/which weaknesses must be dealt with. These need to be turned into proposals for measures that concretise how, when and by whom these will be implemented. This often resides, however, beyond the responsibility of the exercise management and the evaluators. When the actors' joint development areas have been produced and established in the evaluation report, it is the organisation responsible for conducting the exercise, for example the county board, who is responsible for converting these into an actors' joint action plan.⁸ The question of who has the responsibility for producing the action plan, and who is responsible for checking that the measures are implemented, needs to be clarified in the mandate dialogue. In one's own organisation, one's own development areas also need to be converted into actions in the action plan of the specific actor. It is usually not the local evaluator's responsibility to produce these action plans.

Transferring the outcome of an evaluation to an action plan is facilitated by the analytical quality of the evaluation. An evaluation with high-quality analyses and conclusions makes it possible to create concrete recommendations. These can in turn lead directly to action, which makes it easier to identify at a detailed level those action proposals that promote the development of the work activities.



Communication

To retain interest in the exercise and what its developmental actions lead to in the organisations, it is important to communicate the improvements that are being planned and conducted as an outcome of the exercise. Thus, distribute the action plans as widely as possible and provide continual information within the organisation while the actions are being implemented. Some of the most important outcomes that an exercise can generate are changes that are observable, visible and positive. Any need for secrecy must be kept in mind, obviously, in all communication.

NO.	DEVELOPMENT AREA	ACTION	RESPONSIBLE	DEADLINE	DOCUMENTATION	FINAL REPORTING
1	Develop routines for use of WIS.	WIS routines are developed in the project "Crisis Management and Collaboration" and all WIS-users in the county have been consulted.	County Administrative Board Administrator: "Name."	Dec 2016	The document will be addressed in connection with the regional council's fall meeting, 6 November 2016.	In the project, "County guidelines for joint use of WIS" produced. Document is finalised December 2016.
2	Finalised preparedness planning in the event of a dam breach.	Actions are created in collaboration with the river group, under the direction of the County Administrative Board.	County Administrative Board administrator: "Name."	Dec 2016	New preparedness plan tested and evaluated during exercise, 2017.	Revision of the preparedness plan occurs when the exercise is evaluated and finished.
3					

Figure 11. An example of an action plan.

8. At the latest one year after the completion of the exercise, a copy of the actors' joint action plan shall be reported to the responsible agency (in Sweden, MSB). The action plan accounts for which measures have been conducted and which remain. The actor-specific action plans do not need to be reported to MSB.



Figure 12. Sketch of an exercise's lessons learned activities.

The figure is a sketch of an exercise's lessons learned activities. During an exercise's planning, conduct and evaluation phases, a number of development areas that address the question of what/which weaknesses need to be rectified are identified. Up to this point, the exercise management have remained involved, but once the action plans have been produced, the proposed measures need to be dealt with and handled by those affected and by the designated responsible person/organisation. Working on the measures is an important input and should be the basis for an updated multi-year exercise plan. Action plans are also supporting documentation for various processes and plans, such as development work within organisations, risk and vulnerability work, and so on.

14. Practicalities



To think about:

Communication is a central ingredient of exercise planning and conduct, as well as during the evaluation phase, not least. Communication involves preparing one's own organisation, being part of the work to establish consensus, as well as communicating the experience that can be drawn from the completed exercise.

14.1 Internal and external communication

Early in the process, a decision should already be made about whether communication issues, as a whole, should constitute a dedicated sub-project, or instead consist of services that are filled internally or externally. Resolving the issue requires that the tasks are clearly defined and demarcated.

A communications platform and plan should be worked out in connection with the production of the project plan, or something similar.

A communications network between the exercise actors can be set up for, among other things, producing exercise-wide communications material. The contents should situate the exercise in its context, explain the purpose and objective, as well as inform who the participants are. Those in the communication network are not exercise participants during the exercise, but assist LEL with communications questions, internal and external, among the respective exercise actors.

14.2 Visitors, observers and media



Initially, a difference between visitors and observers should be defined. The greatest difference may be that the visitor participates in an organised program, accompanied by a guide, while the observer might have a somewhat freer role in the exercise. The details are expanded on below.

Visitors

Requests to visit an exercise most often involve field training exercises.

This exercise format is also the easiest to plan an interesting visitor program for, since there is something concrete to demonstrate. The project management can choose whether to distribute a general invitation or let the exercise actors themselves invite a special target group. Examples of visitors are politicians who sit on committees and boards, collaboration partners from other parts of the country, or collaboration partners in neighbouring countries.

In the planning work, it is appropriate that someone assumes the responsibility for the visitor programme, including its planning, invitations and conduct. The invitation should be sent well before the exercise, approximately six months. A visitor programme should not interfere with nor influence the conduct of the exercise, but the visitors should nevertheless feel well looked after during their visit.

Practical things to consider in a visitor program include:

- The target group for the visit.
- A relevant and interesting programme, depending on whether the visitors are interested in exercise methods and or the scenario.
- Location of the visitor site (so that the visitors do not disturb the exercise, but can still see and hear it).
- A visitor guide.
- Logistics, in the form of food, coffee, transport and, possibly, accommodation.
- Whether the visitors will receive any documentation or a souvenir of the exercise.

Observers

Since an observer's visit has a different purpose, she or he can in certain cases be allowed a freer role during the exercise. Observers can be personnel from an actor that is going to conduct a similar exercise at a later date, or from an actor that is establishing the same type of activity as the one focused on in the exercise.

Observers must receive accreditation, i.e. some identifier that means that they can move about within a defined area. The identifier can be a vest with "Observer" written on it, a name badge, or an arm band. It is thus crucial that the exercise participants know about the observers and how they are identified, as well as understand the purpose of their presence.

Since observers often have expertise in the exercise's topic, it may also be appropriate for them to have a role in the evaluation, for example by watching one of the exercise's specific parts or incidents, and then submitting supporting documentation to the evaluation leader.

Media

Role allocation regarding media contacts must be defined at an early stage. Usually, the actor responsible for the exercise has the overall contact with media preceding and during the exercise, while the actors in the exercise may certainly contact media on their own, for the purpose of marketing their own activities. Remember that there needs to be a communication platform that is shared by all the exercise's actors and used in their media contact. This avoids their sending conflicting messages to the media.

It can be advantageous if the responsible actor issues a press release about the exercise a few days before it starts. In practical exercises, there may be great media interest, so the exercise management should appoint a dedicated host as a contact point, receiving media as they arrive at the exercise. The host also has the responsibility of ensuring that security regulations are followed and that the media have opportunities for watching and following the exercise without disturbing it. Requests for interviews with exercise participants are also coordinated by the host. The media host should be someone who has experience in contact with media and has thorough knowledge of the exercise's organisation, scenario and conduct.



Public information

If the exercise can affect the public in any way, those who may be affected should be informed about its extent and when it is being conducted, as well as to whom they can turn with questions. Possible communication channels are advertisements in local media, distribution of brochures via mail, or information meetings. The degree of the exercise's impact should determine the extent of the information campaign.

14.3 Logistics

An exercise's logistics requirements can vary and include everything from transport to accommodation and food. Coordination, planning and financing of logistics are important issues.

If resources allow, we encourage the appointment of an exercise logistics manager.

Logistics requirements need to be identified before every exercise. Logistics requirements can include:

- Rental of venues.
- Rental of exercise sites.
- Purchase of consumables for the exercise management's needs.
- The setting and construction of the exercise site, or DISTAFF.
- Copying of documents.
- Toilet rentals, e.g., for role-players.
- Accommodation for the exercise participants, exercise management and possibly DISTAFF.
- Food and drink.
- Transportation during the planning and conduct phases.
- Paying the participants.
- Insurance questions.

14.4 Secrecy



Every actor must apply the secrecy that they normally use, and according to national regulations.



To think about:

Sensitive information that cannot be classified must not be written down. Discuss whether the information is needed for achieving the purpose and objective by means of one's own participation.

For much of an exercise, no information is classified, since only open information is handled. At the same time, the scenario and inject lists may contain information that the exercise participants must not have access to before the exercise has started. This type of information can thus be called "exercise secret." Note that this concept totally lacks any legal basis. In collaboration exercises with industry, the needs of these actors for secrecy and confidentiality must also be taken into account when planning the exercise.

14.5 Work Environment

It is the employer that has responsibility for the work environment of an activity, i.e. every actor has responsibility for its own personnel. The organisation responsible for conducting the exercise (or the exercise leader) should, early in the planning process, perform a risk assessment and analyse the health and safety risks entailed by the exercise's activities.

Work environment issues are especially important in field training exercises, since several employers perform activities in a shared location, which means that the work environment must be coordinated. Often, the actor that owns or controls the exercise site, or has the most personnel working there, assumes the coordination role. This can involve performing risk assessments and writing safety instructions.

Certain exercise formats may involve statutory compliance with how the work on safety matters is carried out. This can involve flight safety assessments, access to railyards, or protected property. An actor that is responsible for safety, due to statutory requirements, must contribute to establishing specific safety instructions for the exercise.

14.6 Environmental impact assessment

All exercises entail some form of environmental impact. It is therefore natural that environmental aspects are accounted for continually. At an early stage, an assessment of the exercise's possible environmental impact can be assessed. This can involve everything from whether bottled water is served at a conference centre during a table-top exercise to whether the runoff from firefighting is allowed to spill into the environment during a field training exercise.

14.7 The name of the exercise

The exercise must, of course, have a name, so that it can be distinguished from other exercises. The name becomes the exercise's trademark and identity. There are numerous ways to name an exercise.

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Sources and literature tips

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