



PACE Setter 2013 Exercise Planning Process Evaluation

I. Executive Summary

In May 2013, the Portland Metropolitan Region (PMR) conducted a regional full-scale exercise called PACE Setter, which stands for Portland Area Capabilities Exercise. Exercise planning began more than a year before the exercise. Dozens of planners from nearly fifty agencies spent a combined total of more than 1,000 hours planning the exercise. The PACE Setter 2013 exercise and the 2013 Washington State Annual Bioterrorism Exercise (WASABE) conducted in SW Washington were planned and implemented concurrently, with some overlap.¹ PACE Setter was the region's first full-scale exercise since the Top Officials (TOPOFF) 4 exercise in 2007.²

Regional exercises are inherently complex and require a great deal of time and resources to coordinate and plan. This evaluation report, separate from the exercise's after action report³, reviews and analyzes the exercise planning process itself to arrive at a set of best practices and lessons learned that can be applied to future regional exercise planning initiatives, as part of the RDPO's commitment to improving such processes. It is commonplace to finish exercises without stepping back to review the actual planning process. The stress of participating in a year-long effort to plan a regional full-scale exercise may deter planners from participating in future exercises. If we apply the lessons learned and key best practices found in this report to future regional exercises, we may be able to mitigate this stress.

“Mitigating scope creep seemed to be the most critical piece of feedback from RED Team members and exercise directors.”

To incorporate a wide range of stakeholder feedback in this report, information was collected using several traditional evaluation methods. Direct, semi-structured interviews were conducted with the exercise directors, Scott Porter and Adrienne Donner. Interviews were also conducted with several Regional Exercise Design (RED) Team members. A comprehensive review of exercise meeting minutes and documentation was completed to gain insight into the planning process and

¹ Efforts were made to sync WASABE and PACE Setter scenarios, but exercise differences made alignment very difficult.

² TOPOFF 4 was the fourth in a series of congressionally-mandated counter-terrorism exercises organized by the Department of Homeland Security. It occurred in three locations, including the Portland Metropolitan Region, and engaged more than 15,000 federal, state, territorial and local officials in various activities as part of a robust, full-scale simulated response to a multi-faceted threat.

³ For more on the outcomes and next steps related to the actual exercise implementation, please refer to the PACE Setter After Action Report/Improvement Plan (AAR/IP), downloadable at the following link: <http://www.portlandoregon.gov/rdpo/article/463542>.

resources spent on planning. Discipline-specific group interviews were also a source of information for the planning process evaluation. RDPO Regional Training and Exercise Coordinator Brian Landreth, the principle evaluator/report writer, also observed the planning process itself to collect impressions of process, communication, etc.

Some of the key lessons learned during the planning for PACE Setter 2013 include:

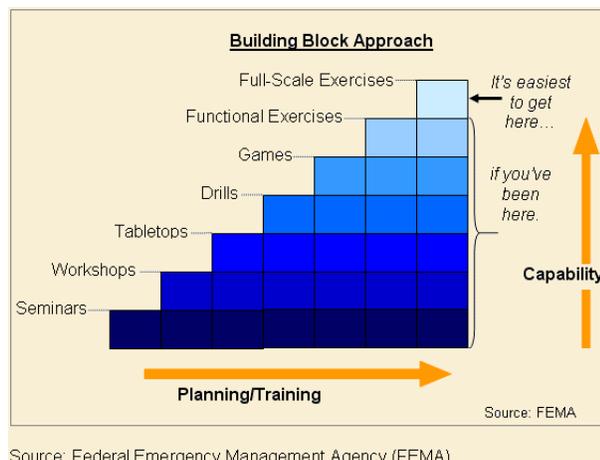
- **Mitigate “scenario scope creep” by setting time and other parameters to keep the scenario focused and realistic.** The scope of the scenario expanded well beyond initial plans to allow a wider range of agencies and jurisdictions to participate. Scenario creep caused numerous planning challenges as it delayed the timeline and diluted the scenario to the point of challenging the plausibility of the exercise. The exercise directors were hesitant to exclude any group that wanted to participate in the exercise. For future exercises, they recommend restraint in expanding the scenario to accommodate everyone that wishes to participate. Some potential participants should have been informed that the scenario did not fit their discipline. The wildly expanding scenario and ballooning objectives slowed down the planning process and absorbed a lot of the RED (Regional Exercise Design) Team’s time. Scope creep mitigation seemed to be the most critical piece of feedback from RED Team members and exercise directors.
- **Enforce the final due date for objectives to help ensure planning efforts remain on schedule.** Too much planning time was spent on developing objectives. Planners fell behind schedule due to continually discussing and modifying objectives. Discipline-specific planning teams should develop objectives within their smaller groups and present final objectives to the regional planning team for discussion and review.
- **Ensure the contractor’s role in discipline specific meetings is clearly defined and understood from the beginning.** The role of the contractor participating in discipline-specific planning meetings was not clearly defined in the beginning. The contractor attended the planning meetings but did not coach stakeholders on the critical planning steps or upcoming deliverables.
- **Best to avoid scheduling multiple regional exercises at the same time.** Planning efforts were complicated by scheduling PACE Setter concurrently with the WASABE exercise in SW Washington. It took great effort to ensure exercise injects did not compromise the flow of either exercise. WASABE planners became increasingly worried that the PACE Setter scenario would compromise their exercise. It was believed that scheduling the exercises to occur at the same time would simplify planning, but it actually made planning more complicated.
- **Address discipline-specific concerns, issues, and deliverables as much as possible outside the large regional planning meetings to increase overall planning efficiency.** There were challenges associated with reviewing all necessary information at the regional planning meetings while remaining respectful of the larger group’s time. In particular, a lot of time was spent managing the needs of specific agencies or disciplines.
- **Ascertain commitment levels prior to embarking on the regional exercise planning process and, intermittently during the course of planning the exercise, identify and mitigate issues to reduce attrition of partners.** It was challenging to gain commitment

from some key partners around the region to participate in PACE Setter. Jurisdictions and some discipline groups were either reluctant to participate or became hesitant to participate on a regional level. Exercise directors underestimated some key partners' lack of willingness and readiness to participate in a regional exercise. A regional training and exercise plan, which the region currently lacks, could help identify strategic needs and tie exercises to identifying and reducing gaps. Furthermore, utilizing more discussion based exercises (tabletop exercises, seminars, and workshops) could increase regional partner's capability and desire to plan and exercise together.

Other Lessons Learned/Best Practices:

- **Build the exercise around clearly defined objectives and design a scenario to test players expected actions in accordance with relevant plans and standard operating procedures.**
- **Keep objectives local to reduce creep and limit special interests from influencing local functions.**
- **Use the “Building Block” or “Progressive” approach to exercises (see diagram below).**

Start with smaller and less complicated exercises as part of the process of building towards the FSE. This approach may help participants to gain knowledge, skills and confidence to feel more comfortable and less stressed by an FSE.



- **Utilize regional staff to drive discipline and jurisdiction specific planning.** Regional staffers were available to help support the regional exercise planning efforts but were never utilized to the fullest of their abilities and availability. While there were some examples of regional staff integrated into the planning efforts of some key discipline groups, most ended up supporting local exercise components in the jurisdictions in which they are employed.
- **Build RDPO Policy Committee engagement early in the process; leverage them to help motivate agencies to participate.** The RDPO Policy Committee was stood up in the fall of 2012, halfway into the PACE Setter planning process. While they were briefed on the exercise planning efforts and results at meetings and through email, there was not a plan to leverage their influences in their jurisdictions.
- **The WebEOC Master Scenario Events List (MSEL) tool should be considered a regional asset for use in small- or large-scale exercises.**
- **Create and follow an exercise planning calendar with clear and specific due dates and milestones.**

- **Contractors with high technical coordination capabilities can provide good value for money.**

This evaluation of the PACE Setter 2013 exercise planning process would have not been possible without the input and feedback from exercise participants, planners, and directors. It is envisioned that the lessons learned and best practices from PACE Setter can be incorporated into future regional exercise planning. Effective exercise planning and meaningful exercises can ensure the region remains on a cycle of continuous improvement. Regional exercises will remain a valuable tool for assessing and developing the Portland Metropolitan Region's core capabilities.

II. Background of the Regional FSE

Planning for PACE Setter 2013 began in late 2011. Adrienne Donner, Cities Readiness Initiative (CRI) Regional Coordinator, was an early champion and advocate in recognizing the value of multi-discipline, multi-jurisdictional (i.e., regional) exercises. CRI funds were used to hire a local contractor to gauge agency and discipline interest in a regional exercise. The contractor's work culminated in a Concepts and Objectives (C&O) Conference, which was conducted in May 2012 and served as the kickoff to the PACE Setter design process. Nearly 100 representatives from area agencies gathered at the C&O Conference to discuss the regional exercise and brainstorm possible objectives.

Prior to the C&O Conference, the region had agreed to use FY 2011 USI grant funds to hire a contractor to facilitate exercise planning and execution. A team of local agency reps was organized to develop a formal Request for Proposals (RFP) and to review proposals submitted by interested consultants. The RFP was finalized and distributed in early May 2012. The Chinook Group was subsequently hired in July 2012 to assist the region with exercise design and planning. The consultant had extensive experience with large and complex exercise design projects and in-depth experience with the Homeland Security Exercise and Evaluation Plan (HSEEP) model.

Exercise planning began in earnest in July 2012 with formation of the Regional Exercise Design (RED) Team. The RED Team was built upon the value of inclusiveness and, therefore, included stakeholders from around the region representing the various disciplines, local jurisdictions, and sectors already participating in the RDPO. The team also included representatives from the FBI, state health, Oregon Emergency Management, and many others. Adrienne Donner and Scott Porter, Director of the Office of Consolidated Emergency Management for Washington County, volunteered to serve as exercise directors.

In addition to the RED Team, each county and many regional discipline groups formed their own teams to perform local and discipline-specific exercise planning that would build into and complement the regional effort. The Chinook Group was tasked to attend, and, in some cases, support those planning efforts to ensure regional design continuity and integrity.

III. Planning Design Vision and Results

The vision of the exercise was two-fold - first, to demonstrate that the region can plan and execute a regional full-scale exercise, and second, to demonstrate capabilities developed over the past nine years with various federal grants. Many stakeholders throughout the region had a negative experience with a previous regional exercise of national significance, TOPOFF-4, coordinated by the FEMA in 2007. After TOPOFF, many throughout the region doubted the need for and value of a regional full-scale exercise. PACE Setter advocates had the desire to leverage the structure and cohesiveness of the RDPO to plan and execute a productive and valuable regional full-scale exercise.

The scope of the exercise expanded quickly. Numerous agencies and jurisdictions around the region expressed interest in participating in PACE Setter. The exercise scenario had to be adapted and expanded to accommodate additional participants. What started as a bioterrorism-based exercise eventually expanded to include several active shooter sites loosely connected to the regional bioterrorism scenario. As the list of participants grew, so did the amount and range of objectives to be tested during the exercise.

The final PACE Setter exercise plan included seven goals with a total of thirteen objectives within six Core Capabilities. The agreed upon goals of the exercise were:

1. Test communications operability and interoperability, identify gaps and/or areas for improvement
2. Assess the region's ability to mobilize critical resources and establish and operate appropriate command, control, and coordination structures within the region for the duration of the incident
3. The region's MAC support and coordination entities will develop a common operating picture and disseminate situation status reports that provide sufficient information to decision-makers regarding immediate lifesaving activities within and outside the affected area
4. Assess the ability of counties within the region to deliver medical countermeasures (MCM) to exposed populations within a timeframe consistent with each county's MCM distribution and dispensing plan
5. Assess the region's ability to expand the capacity of the existing healthcare system to provide triage and subsequent medical care during a public health and/or mass casualty incident
6. Assess the region's ability to develop and deliver coordinated, prompt, and actionable messages to inform ongoing emergency services and the public about protective measures and other life-sustaining action and facilitate the transition to recovery
7. Assess the region's ability to provide fatality management services, including body recovery and victim identification, working with state and local authorities to provide temporary mortuary solutions and sharing information with mass care services for the purpose of reunifying family members and caregivers

IV. Governance, Management and Support Facilitation

As the exercise directors, Scott Porter and Adrienne Donner coordinated planning and design with the Chinook Group and the Regional Exercise Design (RED) Team. The RED Team met

monthly and the exercise directors conducted almost weekly conference calls with the consultant throughout the design process.

The RED Team consisted of representatives from the five RDPO counties as well as many discipline-specific representatives. Representation on the RED Team varied throughout the planning process as jurisdictions and agencies modified their level of exercise involvement.

The initial RED Team included representation from:

- Cities Readiness Initiative
- The Office of Consolidated Emergency Management for Washington County
- Legacy Health
- Columbia County Emergency Management
- Port of Portland Police
- Clackamas County Emergency Management
- Red Cross
- Clackamas County Department of Communications
- Regional Disaster Preparedness Organization
- Oregon Health Authority
- Multnomah County Emergency Medical Services
- Portland Fire & Rescue
- NW Hospital Preparedness Organization
- Oregon Health & Science University
- Tuality Healthcare
- SW Washington Region IV
- Portland Bureau of Emergency Management

The RED Team also had at least one representative from each of the following disciplines:

- Communications
- County Public Health and Epidemiology
- County Public Health and Preparedness
- Coast Guard
- Federal Bureau of Investigation
- Fire and Emergency Medical Services
- Law Enforcement
- Emergency Management
- Hospital Systems
- Oregon State Emergency Management
- Oregon State Public health
- Ports
- Public Information Officers
- Medical Examiner

It was envisioned that a lead exercise planner from each county or discipline would represent their group at the monthly RED Team meetings. There was some variation from county-to-county on whether discipline-specific agencies (fire, public health, law enforcement, for example) should participate in planning at the county level or with peer agencies within their discipline, but for the most part county-level planning did not initially include fire, law enforcement, or mass casualty incident planning. As regional tactical planning efforts diminished due to lack of a champion and coordination, fire and law enforcement representatives joined their respective county planning teams.

Most county exercise planning teams met monthly during the initial phase of planning, but increased to biweekly and even weekly as the exercise drew closer. Monthly RED Team meetings were organized by the exercise directors with support and facilitation from the contractor. The meetings served to review various planning topics, gather information regarding local planning efforts, and make key decisions regarding the exercise.

The Chinook Group was hired to help organize, manage, and support the planning process and efforts of the RED Team. The initial contract with the Chinook Group was for \$134,870; another \$33,515 was approved to provide additional exercise controllers and evaluators to adequately cover the numerous exercise venues. The total cost for contractor was \$168,385.

The contractor's scope of work included supporting the region in successfully accomplishing two goals:

- Design, development, conduct, and evaluation of the Assumptions Workshop.
- Design, development, conduct, and evaluation of the Regional Full-Scale Exercise.

Specific contractor responsibilities/deliverables included:

- Providing program management
- Conducting HSEEP training
- Developing and facilitating five regional planning conferences
- Facilitating or providing technical support to 110 regional, county, and discipline-specific meetings
- Developing and maintaining a secure online portal and online registration
- Providing exercise documentation and tools
- Conducting pre-exercise and post-exercise regional briefings
- Conducting an assumptions workshop
- Facilitating and supporting the execution of the regional full-scale exercise
- Preparing the After Action Report and Improvement Plan

The agreed upon scope of work required the contractor to provide monthly status reports with a comprehensive review of the project scope versus projected spending for the next thirty days. The contractors also shared updated exercise tools and reinforced upcoming deadlines. The tools, templates, and clear deadlines facilitated local planning greatly. The directors worked closely with the contractors to ensure timelines and costs were maintained and adjusted only

when absolutely necessary. It was generally felt that the structure and resources that the contractor brought to the planning effort were a wise investment.

The region was fortunate to have selected a contractor with the capacity and experience to facilitate the planning and execution of an exercise the size and magnitude of PACE Setter. While the exercise directors were glad that the region supported the decision to utilize a contractor, and greatly valued their work, they cited that managing a contractor does take a tremendous amount of time and effort. Some RED Team members felt that the contractor was hired too late in the planning process to be fully effective. If the contractors had joined the planning efforts prior to the formation of the RED Team, they could have helped prevent some of the scope creep around objectives and scenario. Still, based on the overall positive experience with Chinook, the project directors concluded that contractors can add great value and should be considered in the planning of future exercises.

The structure of having agency and jurisdictional representatives serve on the Regional Exercise Design (RED) Team helped ensure cohesiveness and potentially reduced overall planning meeting time. As objectives were added to accommodate a wide range of disciplines and agencies, the regional connection for the county teams began to erode because the scenario became splintered and less plausible.

There were some challenges associated with having a rather large and extremely diverse RED Team. It was not uncommon for a particular agency or discipline representative to dominate RED Team meetings with their specific concerns or planning issues. The meetings often became derailed and much time was dedicated to specific details only pertaining to a few. RED Team members questioned if the regional meeting was the best venue to focus on discipline and/or agency specific details. Allowing a great deal of discussion resulted in rushed agendas and occasionally compromised achieving meeting objectives. A combination of underprepared planners and conflicting opinions, along with the challenges of providing more directive leadership in a regional setting, often caused meetings to stray off topic or fall behind schedule. Overall, the effectiveness and productiveness of RED Team meetings was often jeopardized by an assortment of factors.

V. Communication and Information-Sharing

Communication with the Regional Exercise Design Team was largely limited to email and monthly planning meetings. Communications were generally sent by exercise Co-Director Scott Porter or the contractors. Communication frequency was consistent, reliable, and pertinent to the current planning priorities. The RED Team felt the amount of communication was appropriate for an exercise of this scope. Exercise planning communications provided by the contractor generally included meeting agendas, descriptions of exercise documents, important reminders, and reviews of upcoming planning dates and milestones. Both the exercise directors and contractors were very responsive to RED Team member requests for information and answered individual questions quickly.

Meeting success relied heavily on materials emailed a few days prior to scheduled meetings. RED Team members were asked to review documents prior to the meetings and come prepared to make updates during the meeting. Many of the documents were very large files, shared both in Word and PDF formats. It was a challenge to rely on email to disseminate these large documents to RED Team members. Information sharing was supported by a SharePoint site developed and managed by the contractors. The site included the most current versions of all exercise materials and many tools such as the master planning calendar. The site was also designed to house local planning documents, though RED Team members did not have the ability to upload their own documents. The SharePoint tool showed a lot of potential, but was not widely used by regional planners. Future exercises could benefit from a similar tool, local planners should have the ability to share and post their documents.

Regional Exercise Design Team members greatly appreciated and praised the exercise tools and templates provided by the contractor. The importance of reviewing and updating the meeting “read ahead” material was continually emphasized by the contractors and exercise directors. It was the contractors desire to provide the most up-to-date materials at each meeting, but RED Team representatives often were not able to review the materials and were unprepared to make updates at the meetings. Both the exercise directors and RED Team members suggested that the materials need to be provided sooner if the expectation is to be familiar with them by the meeting date. In the future, meeting material should be provided at least one week prior to the planning meetings.

The contractors requested that local planners send them planning document and exercise material updates; the updates would then be applied and reviewed at upcoming planning meetings. RED Team members expressed concern that materials were often not updated with the most current information. Due to materials not being the most up-to-date, a lot of time was spent reviewing and updating materials during the meetings. RED Team members expressed some frustration with the need to submit changes multiple times before the contractor updated the master versions of the documents.

David Gassaway, a member of the RDPO regional staff, developed a regional WebEOC Master Scenario Events List (MSEL) tool for exercise use. The MSEL tool allowed RED Team members to add injects and major events to the exercise scenario timeline. The tool automatically synced everyone’s input into a master regional events list. The tool possessed numerous features that aided the development and use of an extremely complicated and ever changing MSEL. The tool could be accessed from any device with Internet access and display real-time information. The tool could also be sorted and filtered to allow planners to view and print information numerous ways. This tool proved to be an incredibly valuable regional asset and should be maintained for future exercise use.

Communications and information sharing key lessons and best practices:

- Provide meeting “read ahead” materials at least one week prior to meetings
- Ensure all updates are incorporated into documents shared at planning meetings
- Allow planners to upload and update information to a SharePoint, or similar site

- Continue use and maintenance of the WebEOC MSEL development tool
- Provide emails on a consistent frequency that provide clear and specific updates and reminders
- Ensure meetings stay on task and do not become capitalized by agency or jurisdiction specific issues; create avenues for those issues to be resolved outside the large group meeting

VI. Resources: Time, Cost/Funding, Other Resources

The timeline for exercise design, conduct, and evaluation was almost exactly one year. Planning officially began in May of 2012 with the Concepts and Objectives Conference. The timeline was adequate, but it took more time than expected to develop the exercise objectives. If future regional exercises are to be planned in a one year timeframe, the objectives need to be finalized as quickly as possible. The contractor used the Core Capabilities and the HSEEP guidelines to structure the creation of exercise objectives. For many planners, PACE Setter was their first exposure to the Core Capabilities. As part of the contractor’s scope of work, they were required to offer a HSEEP training course to regional planners. Unfortunately very few PACE Setter planners took advantage of the training opportunity. In the future, the project timeline should be extended to eighteen months to accommodate the complex process of developing objectives, or use a model already familiar to planners. Once the exercise objectives were finalized the planning remained on schedule.

The exercise was also scheduled concurrently with Washington State Annual Bioterrorism Exercise (WASABE). It was believed that planning the two regional exercises at the same time would allow planners to consolidate efforts and offer the opportunity to link the exercises. In reality, there were very few advantages to planning the exercises together. Trying to link the exercises together was challenging for all planners and attempting to sync the scenarios became especially problematic for WASABE planners. Scheduling and planning more than one large regional exercise at a time is not recommended in the future.

PACE Setter 2013 was funded by the 2011 Portland Urban Areas Security Initiative (UASI). A total of \$493,000 was budgeted for the exercise prior to the objectives being set. The Law Enforcement Work Group also set aside \$50,000 for law enforcement-specific exercise expenses. Of the total budget, \$135,000 was initially allocated for the contractor and a total of \$168,384 was ultimately spent for those services. Agencies and jurisdictions also submitted proposals to cover travel, support, administrative, and personnel expenses related to exercise planning and participation. A total of \$229,624 was requested from regional partners for local expenses.

Budget proposals by agency and jurisdiction:

- Portland Fire & Rescue \$49,902
- Clackamas County \$30,683
- Clark County \$76,546
- Columbia County \$4,086

- Multnomah County \$12,292
- Washington County \$16,209
- Portland (BOEC) \$6,204
- Portland (PBEM) \$4,424
- Port of Portland \$13,580

The final exercise cost was well within budget. Jurisdictions and agencies generally requested more funds than they spent on the exercise. There was some confusion on what expenses were reimbursable under the UASI grant. The budgeted funds were more than enough to meet the exercise objectives. In the future, the region could spend less on an exercise of this scale.

The RDPO regional staff was not fully incorporated into the planning model. Some regional staff members assisted with local planning, but did not have any regionally assigned responsibilities. The regional MSEL tool was designed and maintained by a regional planner based in Washington County. The exercise directors received grant management support from the contract management specialist based at Portland Bureau of Management. It was realized late in the process that planners underestimated the number of exercise evaluators and controllers needed to fully support the exercise execution. The exercise directors requested regional staff to fill the gap and supplement the contractors, but all were either unavailable or already committed elsewhere in exercise activities.

In future regional exercises, regional staff should play a larger role in planning. The staff should be incorporated into the exercise design team at an early stage and assigned defined roles in the planning process. Staff should also be leveraged to help manage the process and support the logistical needs of the directors, allowing them to focus on the broader planning needs. Additionally, regional staff could be used to drive discipline and jurisdictional-specific planning as some groups may be more receptive to local support as opposed to out-of-area contractors. Due to the high demand for the regional staff within their local emergency operations centers, there is a need to predefine and clarify regional staff requirements, including specific job responsibilities, in planning a regional exercise. It may be beneficial to assign a regional staff member to document the exercise and catalog templates, photos, and videos.

The exercise directors spent a lot of time managing the contractor, communicating about budget requests, and collecting exercise documents well past due dates. Fortunately the value the contractor added to the planning process outweighed the amount of work it took the directors to manage and coordinate with them. Much of the exercise directors' time was consumed by being the "in between" contact for local planners and the Portland Bureau of Emergency Management (PBEM) finance department. A lot of incorrect or misunderstood information was passed on due to lack of knowledge concerning specific grant requirements, which caused a lot of re-work. In future exercises, a grant administrator should be assigned to the RED Team. The exercise directors also spent a great deal of time following up with RED Team members to collect overdue required exercise materials. Documents ranging from the Letter of Commitment to the Venue Planning Worksheet were rarely turned in on time.

VII. Conclusion

Effective exercise planning and meaningful exercises can ensure the region remains on a cycle of continuous improvement. Regional exercises will remain a valuable tool for assessing and developing the Portland Metropolitan Region's capabilities. The key lessons learned during the planning of PACE Setter 2013 will serve to refine the planning process for future regional exercises. Much of the value in planning regional exercises is measured by the relationships created and strengthened throughout the planning process itself.

PACE Setter allowed area agencies the opportunity to respond to various threats and work as a region to coordinate response. The exercise confirmed several strengths in our ability to respond, and also helped identify gaps in the region's capabilities. The PACE Setter After Action Report (a copy of which can be found at <http://www.portlandoregon.gov/rdpo/article/463542>) includes an improvement plan, which recommends next steps and specific actions that should be taken to increase response capabilities. Although testing exercise objectives is the primary goal of an exercise, the benefits of regional exercises go well beyond measuring response capabilities.

Along with key lessons associated with the exercise objectives, PACE Setter also provided a wealth of information and learning on how to best plan, coordinate, and execute future regional exercises. No one will deny that planning a regional full scale exercise requires a tremendous amount of time, dedication, and commitment, but, if planned effectively, the benefits can be well worth the investment. This evaluation aims to help guide and inform future regional exercise planners by providing some of the lessons learned and some best practices, with the goal they will be incorporated into future planning.

Appendices:

A – Chinook Group Contract

B – PACE Setter Timeline

C – PACE Setter Participants

Appendix A – Chinook Group Contract

Contract No 30002802 Exhibit A SCOPE OF WORK

Chinook Group shall support PUA PM and the PUA Regional Exercise Planning Team (EPT) to successfully accomplish the following goals:

- Design, development, conduct, and evaluation for the Assumptions Workshop.
- Design, development, conduct, and' evaluation for the Regional Full-Scale Exercise (FSE). The FSE will involve field and Emergency Operations/Coordination Center (EOCIECC) play and involve all public sector emergency response disciplines along with private sector partners, non-governmental organizations, and local volunteer groups.

In order to accomplish the above described goals, Chinook Group shall perform the tasks listed below for this project in a manner consistent with the federal Homeland Security Exercise and Evaluation Program (HSEEP), and shall be expected to work closely with the Portland Urban Area (PUA) Program Manager (PM) and, as appropriate, the PUA Regional EPT.

Program Management

Following contract award (within 14 days of contract execution), Chinook Group key personnel, the PUA PM and applicable stakeholders will sit down for an initial kickoff meeting to discuss and/or confirm the following project requirements:

- Confirmation or identification of project goals, objectives, exercise scenario, exercise scope, exercise participants, and EPT members.
- Updates on all planning efforts in support of the above described goals.
- Additionally, Chinook Group will develop for review at the kickoff meeting the following project management materials:
 - Draft project management plan and schedule highlighting the specific tasks, dates, and deliverables associated with the design, development, conduct and evaluation of a Workshop and FSE. Chinook Group will ask for comments, recommendations, and updates from PUA stakeholders and make appropriate modifications to the project schedule. Final project schedule will be submitted to the PUA PM two-weeks following the kickoff meeting.
- Monthly status reporting process. The monthly status reports will provide the PUA PM with a comprehensive understanding of the relationship of the project scope vs. actual and projected spending to date; projected spending for the next 30 days; and any deviations of project scope, timelines, and deliverables. Monthly status reports will be submitted on or before the 15th of each month.
- Invoicing process. Invoices and sub-consultant payment and utilization reports will be submitted based on Chinook Group's level of effort (i.e. percentage of work completed) relative to the overall project. An invoice and sub-consultant payment and utilization report will be submitted upon achievement of a 20%, 40%, 60%, 80%, and 100% level of effort, based on milestones identified in the project schedule and deliverables (see Exhibit B).

HSEEP Training

As requested by the PUA PM and PUA stakeholders, Chinook Group key personnel (i.e., John Porter and Theresa Hutchison) will provide and deliver the following HSEEP training courses:

- Two-day HSEEP Training Course
- Half-day HSEEP Toolkit Training Course

HSEEP training courses will be consistent with DHS FEMA Guidelines and be tailored to support the PUA Regional Exercise Program. Where feasible, HSEEP training course materials will be provided electronically to support the City's sustainability programs.

Regional Planning Conferences

Chinook Group will support five (5) regional planning conferences – Initial Planning Conference (IPC), Mid-Term Planning Conference (MPC), Master Scenario Events List (MSEL) Conference, Final Planning Conference (FPC), and After Action Conference (AAC) in support of the design, development, conduct, and evaluation of the Assumptions Workshop and the Regional FSE.

All regional planning conferences will be coordinated through the PUA PM and facilitated by Chinook Group personnel. Chinook Group will assume responsibility for all matters relating to the management of each regional planning conference. All conferences will be supported with an agenda and appropriate read-ahead materials. Following approval from the PUA PM, all read-ahead materials will be distributed to the EPT no later than three (3) working days in advance of each planning conference. In addition, PowerPoint slides or other materials reviewed and discussed at each meeting will be provided to the EPT to support the City's sustainability programs. A Chinook Group member will prepare minutes during each meeting and those minutes will be distributed to the exercise planning team members within five (5) Business days following the meeting.

Monthly Regional, County and Discipline-Specific Meetings

As required by the PUA PM and the EPT, Chinook Group will attend up to 110 regional, county and discipline-specific planning meetings in support of the above described goals. Prior to attending each regional, county or discipline-specific meeting, Chinook Group personnel will be briefed on the current status of exercise planning, as well as specific planning needs. Chinook Group will take detailed notes for distribution to the internal project management team, and for incorporation into exercise materials and documentation. A summary of activities supporting the county and discipline-specific meetings will be briefed to the PUA PM and the EPT at regional planning meetings/conferences.

Secured Online Portal and Online Registration

Chinook Group will maintain a secured portal for sharing of information and exercise materials to the PUA PM, PUA stakeholders, and EPT members (within 30 days of contract execution). The secured portal shall provide Secure Socket Layer (SSL) cryptographic protocols that provide security over the Internet while downloading and uploading exercise materials.

Additionally, the Chinook Group will maintain and provide an online registration tool to support exercise registration.

Exercise Documentation and Deliverables

Chinook Group will develop all exercise documentation in support of the above-described goals. All exercise documentation will be consistent with HSEEP guidance and tailored to support the PUA Regional Exercise Program.

Chinook Group will develop the following exercise documentation in support of the Assumptions Workshop:

- Situation Manual (SitMan) or Participant Handout
- Microsoft PowerPoint Presentation
- Exercise Evaluation Guides (EEG), as applicable
- Registration Materials, as applicable
- Badges or Name Tents, and Table Tents, as applicable
- Participant Feedback Forms
- Quick-Look Report and Seminar Report

Chinook Group will develop the following exercise documentation in support of the PUA Regional FSE:

- Exercise Plan (ExPlan)
- Controller/Evaluator (C/E) Handbook or Control Staff Instructions (COSIN) and Evaluation Plan (EvalPlan)
- Exercise Evaluation Guides (EEGs) and other applicable evaluation forms to support the local and regional evaluation
- Master Scenario Events List (MSEL)
- Exercise Participant Handbooks
- Deployment Timetable
- C/E Assignments and Directory
- Registration Materials, as applicable
- Badges, as applicable
- Participant Feedback Forms
- Quick-Look Report and After Action Report and Improvement Plan
Regional Pre-Exercise and Post-Exercise Briefings

Chinook Group will coordinate, design and facilitate the following briefings in support of the Regional FSE:

- Player's Safety Briefing
- Actor Victim Briefing
- Hotwash
- C/E Briefing
- C/E Debriefing

Pre-exercise and post-exercise briefings/debriefings supporting the Regional FSE will be coordinated through the PUA PM and facilitated by Chinook Group personnel. Chinook Group

will assume responsibility for all matters relating to the management of each briefing/debriefing including: working with the PUA PM to secure an appropriate meeting location and space, identification of participants, layout of meeting room, a/v equipment (sound and projection), setup/breakdown, announcements, and facilitation.

Assumptions Workshop

Chinook Group will work closely with the regional EPT to design, develop, facilitate, and evaluate a discussion-based Assumptions Workshop. Chinook Group will support the workshop by 1) coordinating the major logistics necessary for conduct (i.e., facility agreements, invitation tracking, room set-up and tear down, directional signage, audio/visual requirements, presentations, etc.); 2) development of all HSEEP consistent workshop documentation; 3) facilitation of a pre-workshop facilitator briefing and hotwash, as applicable; 4) coordination of personnel supporting the workshop; 5) supporting workshop registration; and 6) providing a lead facilitator, one senior lead planner, and one administrative support person in support of workshop conduct.

Regional Full-Scale Exercise

The Chinook Group will work closely with the regional EPT to design, develop, conduct, and evaluate a multi-day, multi-jurisdiction, operations-based FSE. Chinook Group will support the FSE by 1) coordinating the major logistics necessary for conduct; 2) development of all HSEEP consistent exercise documentation; 3) facilitation of regional FSE pre-and post-exercise briefings and debriefings; 4) coordination of the recruitment efforts for controllers, evaluators, and simulators necessary to support the FSE; 5) supporting exercise registration; and 6) providing a lead senior controller, and two (2) senior exercise controllers in support of exercise conduct.

After Action Report

Chinook Group will produce a quick-look report (within seven business days following exercise conduct) and an after action report (AAR) for the FSE. A draft AAR will be presented to the EPT and the PUA PM within 30 days following exercise conduct.

An After Action Conference (AAC) will be conducted following receipt of the draft AAR, providing EPT members an opportunity for final review and input to the AAR, and input into completion of the Improvement Plan (IP). The IP will define each corrective action in concrete, actionable steps intended to resolve the areas identified for improvement. Corrective actions will be linked to the broader recommendations, core capability, and a capability element (i.e., equipment, process, planning, organization, personnel, training). Additionally, each corrective action will be assigned to an organization(s) POC to implement with clearly defined start and end dates. Within two weeks of the AAC, or 60 days of the exercise, and with the approval of the PUA PM or designee, the AAR/IP will be finalized.

Following conclusion of the project, the Chinook Group will provide electronic copies of all exercise materials to the PUA PM.

Revised Costing

Revised costing includes Chinook Group's support (as described above under the section Monthly Regional, County and Discipline-Specific Meetings) for eighty-eight (88) regional, county, and/or discipline-specific planning meetings. Note: Costing for twenty-two (22) additional regional, county, and/or discipline-specific planning meetings were previously included in the overall costing for the FSE.

Tasks	FIRM FIXED PRICE
Assumptions Workshop	\$19,781 .20
Full-Scale Exercise	\$79,730.20
Regional, County, and Discipline-Specific Meetings	\$35,358.40
TOTAL	\$134,869.80

Appendix B – PACE Setter Planning Timeline

Task	2011	May-12	Jun-12	Jul-12	Aug-12	Sep-12	Oct-12	Jan-13	Feb-13	Apr-13	May-13	Jun-13	Jul-13	Sep-13
Adrienne Donner begins to gauge interest in regional exercise														
Pre-Conference Goals and Objectives Meeting														
Concepts & Objectives Conference														
First Regional Exercise Design (RED) Team Meeting														
First Regional Exercise Overview was completed														
The Chinook Group contractor was hired to assist in exercise planning and design														
Contractors Offer HSEEP exercise design class														
First draft of exercise objectives shared														
Exercise was officially named Portland Area Capabilities Exercise (PACE) Setter 2013														
Mid-Term Planning Conference														
Agency Letter of Commitments and agency budget proposals due														
Letters of Commitment received from sixteen agencies and jurisdictions														
Final Planning Conference to exercise plan and finalize other exercise tools														
Final RED Team planning meeting														
Conducted PACE Setter Exercise														
After Action Conference review and recommend changes to the After Action Report														
The Chinook Group submitted the final AAR and ended their contracted work with the region														
After Action Report (AAR) finalized and distributed														

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Appendix B – PACE Setter Participants

Federal

Centers for Disease Control and Prevention	U.S. Department of Health and Human Services
FBI	Veterans Administration Medical Center
U.S. Coast Guard	

State

Oregon Office of Emergency Management	Oregon State Police – Medical Examiner Division
Oregon State Health Authority	Oregon State Public Health Laboratory
Oregon State National Guard	Washington State Department of Public Health
Oregon State Police	Washington State Division of Emergency Management

Regional

City of Beaverton	Multnomah County Department of County Assets
City of Cornelius	Multnomah County Dept. of Community Services
City of Fairview	Multnomah County Dept. of County Human Services
City of Forest Grove	Multnomah County Dept. of County Management
City of Gresham Emergency Management & Fire Corps	Multnomah County Health Department
City of Happy Valley	Multnomah County Health Reserve Corps
City of Lake Oswego	Multnomah County Office of Emergency Management
City of Portland	Multnomah County Sheriff's Office
City of Tigard	Peace Health SW WA Medical Center
City of Troutdale	Port of Portland
City of Vancouver	Port of Portland Police Department
City of Wood Village	Portland Bureau of Emergency Management
Clackamas County Facilities	Portland Fire Bureau
Clackamas County Medical Examiner	Portland Metropolitan Cities Readiness Initiative
Clackamas County Medical Reserve Corps	Portland Metropolitan RDPO
Clackamas County Office of Emergency Management	Tualatin Valley Fire and Rescue
Clackamas County Public Affairs	Vancouver Fire Department
Clackamas County Public Health	Vancouver Police Department
Clackamas Fire District #1	Washington County Animal Services
Clark County Amateur Radio Emergency Services	Washington County Emergency Management
Clark County Public Health (includes Skamania)	Washington County Health and Human Services
Clark County Sheriff's Office	Washington County Housing Services
Clark Regional Emergency Services Agency (CRESA)	Washington County Medical Reserve Corps

Regional (Continued)

Columbia County Medical Reserve Corps	Washington County Sheriff's Office
Columbia County Office of Emergency Management	Willamette Valley Medical Center

CRESA Regional Policy Group	Yamhill Community Action Partnership
CRESA Virtual Operations Support Team	Yamhill County Citizen Emergency Response Team
Multnomah County Attorney's Office	Yamhill County Emergency Management
Multnomah County Chair's Office	Yamhill County Medical Reserve Corps
Multnomah County Communications Office	Yamhill County Public Health
Multnomah County Department of Community Justice	

Other Private and Non-Profit Organizations

American Medical Response	Life Flight
American Red Cross	Marquis Care
Cedar Sinai	McMinnville School District
Center for Advanced Learning	Mt. Hood Community College
Federal Executive Board/Indian Health	Oregon Health and Science University
Legacy Emanuel Medical Center/Randall Children's	Providence Portland Medical Center
Legacy Good Samaritan Medical Center	Providence St. Vincent Medical Center
Legacy Meridian Park Medical Center	Salvation Army
Legacy Mt. Hood Medical Center	St. Andrew's Memory Care
Legacy Salmon Creek Medical Center	