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7 June 2019

NOTICE
AC/23-N(2019)0008 (INV)

CIVIL PROTECTION GROUP (CPG)

**GUIDELINES FOR THE
PLANNING, CONDUCT AND EVALUATION OF INTERNATIONAL EXERCISES**

Note by the Head, EADRCC

1. At annex, please find the draft version of the “Guidelines for the Planning, Conduct and Evaluation of International Exercises”, developed by NATO Civil Protection Group (CPG) Experts in cooperation with staff of the Euro-Atlantic Disaster Response Coordination Centre (EADRCC).
2. The document builds on best practices and lessons learned from EADRCC field and Virtual Reality exercises, hosted by Ukraine (2015), Montenegro (2016), Romania (2016), Bosnia and Herzegovina (2017) and Serbia (2018).
3. Templates and checklists to support the planning, conduct and evaluation of international exercises will be made available on-line at a later stage and updated regularly.
4. The guidelines will be discussed at the Plenary CPG meeting on Wednesday 12 June 2019. Nations will be invited to endorse the document at the meeting. Subsequently, the document will be forwarded to the Civil Emergency Planning Committee for approval.

(Signed) Claudiu ZOICAS

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Action Officer: Wim Vanhamme, ext. 4608

Original: English

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**GUIDELINES FOR THE
PLANNING, CONDUCT AND EVALUATION OF
INTERNATIONAL EXERCISES**

I. INTRODUCTION

1. Responsibility for national preparedness remains with individual nations. It is therefore essential that nations build on their resources to respond to and mitigate the consequences of emergencies affecting lives, property and the environment. Equally members of the alliance and partner nations can play an active role in developing and testing various NATO components, mechanisms and procedures designed to support a collective international response to disasters. Exercises play a vital role in both national and international preparedness by enabling stakeholders at all levels to test and validate specific plans and capabilities. Exercises also provide an opportunity to identify capability gaps and to highlight areas requiring further improvement.

2. The development of exercises specifically designed to test agreed roles, responsibilities, capabilities and protocols is an essential component of the pre-planning process and will provide opportunities for all agencies to forge an effective and integrated response to a large-scale civil emergency. The following guidelines have been developed to assist those charged with the responsibility of organising Euro-Atlantic Disaster Response Coordination Centre (EADRCC) exercises, to effectively plan, conduct and evaluate the process.

3. The guidelines have been prepared on the basis of experience gained through conducting over 20 EADRCC international consequence management exercises (Field, Command Post and Table Top) and through the findings of post exercise Lessons Identified Seminars. They are intended to be easy to read, practical in application and generic in nature. They can also be used outside the context of EADRCC exercises and adapted to support the planning of other international and nationally focused exercises as required. Implementation of these guidelines is entirely voluntary.

4. The guidelines are divided into the following elements:

- Concept
- Planning
- Conduct
- Evaluation

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II. CONCEPT

5. The concept stage is an important aspect of the overall exercise, at which many key issues must be addressed. Planners will in particular need to consider the type of exercise, the number of participants expected to take part and the overall complexity of the event. These factors will often determine the level of resource required to support the planning process and the conduct of the exercise.

Preliminary Planning Arrangements

6. NATO EADRCC and the host nation are the two lead partners in the planning of international exercises carried out under the NATO partnership auspices. It is essential that a lead 'Official' is identified from both parties as early as possible to provide the overall strategic ownership. The two 'Officials' will be referred to jointly as the "Heads of Exercise"

7. Following the decision to host an exercise an initial "bilateral" preliminary planning meeting (PPM) between the EADRCC and the host nation should be arranged to discuss and agree the exercise concept and scope. The PPM should be held in the host nation.

8. To ensure sufficient time is allowed to fulfil the commitments of the overall planning process, this meeting should ideally be held not less than 12 months prior to the exercise. The following issues should form the basis of discussion at the PPM and where possible an outline agreement sought between both parties:

- Exercise Selection - Type of Exercise
- Exercise Aims and Objectives
- Response phases to be tested
- Lead in Scenario
- Anticipated Participation
- Exercise Location/Venues
- Scheduled Date (ensure this does not conflict with other international exercises)
- Exercise Duration
- Financial Arrangements and Budget
- Planning Process, Time-table and Milestones

9. Hosting an international exercise requires the fulfilment of various obligations. It is important that the host nation is fully aware of the responsibilities which they must fulfil, including their financial responsibility.

10. During the PPM, a "Core Planning Team (CPT)" should be established to oversee all planning related activities. The CPT should be composed of personnel with relevant backgrounds from nations and organisations that provide the primary

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organisational roles and departmental resources for the exercise. The CPT should be co-chaired and convened by a representative from NATO EADRCC with the other co-chair preferably being a representative from the host nation. The co-chairs of the CPT will be jointly referred to as the "Exercise Director's". The function of the Exercise Director will be to conduct the exercise on behalf of the Heads of Exercise, in accordance with the overall exercise plan.

Exercise Selection - Types of Exercises

11. Exercises broadly fall into two categories;

- Practical (operationally based) exercises, designed to test real-world response arrangements and operational procedures. This exercise type would normally involve the large-scale participation of various national and international consequence management teams, vehicles and equipment.
- Discussion based exercises, designed to test the decision-making process of participants. Discussion based exercises can be sub-divided into three types:
 - Table Top Exercise
 - Virtual Reality Exercise
 - Command Post Exercise

Field Exercise - FX (Operationally based)

12. This type of exercise is the most complex to deliver and is designed to test multi-disciplined functions, including command and control, communication, coordination and interoperability of consequence management teams. It is also designed to test EADRCC/EADRU procedures involving the deployment of consequence management teams to the field from the host nation, participating nations, International Organisations (IO) and Non-Governmental Organisations (NGO). Field exercises require very detailed and realistic preparations and simulations; therefore, a much larger and more flexible staffing element will be needed to manage the event (DISTAFF, Evaluation Team etc.).

Table-top Exercise - TTX (Discussion based)

13. This type of exercise focuses on decision-making of participants in response to a simulated crisis situation or disruptive event. A TTX is best lead by a Moderator, who should ideally have expertise in the subject being discussed. The exercise often benefits from splitting the participants into several syndicate groups, each containing relevant expertise needed to resolve the presented scenario. TTX's can also be used to review policies, standard operating procedures and operational plans. A TTX can be carried out in an office environment or take place in other venues such as

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conference facilities. A TTX is a flexible and cost-effective way of training and exercising as it involves no deployment of personnel or equipment to the field.

Virtual Reality Exercise - VRX (Discussion Based)

14. Virtual Reality Exercise would typically use computer technologies to generate realistic images, sounds and other sensations that help to replicate a real situation. The main intension is to simulate a physical presence in an operational environment. VRX's can be used as a cost-effective way to practice interaction between tactical level Team Leaders and Operational/Strategic Commanders.

The Command Post Exercise - CPX (Discussion Based)

15. This type of exercise is designed to test the command task elements, focusing in particular on decision-making, interrelation and coordination between command entities. A CPX can be used to support pre-exercise training of those undertaking a command function role within the Local Emergency Management Authority (LEMA). This can be undertaken at either the Final Planning Conference, or a dedicated session prior to the commencement of the FX. The CPX could also be conducted as a final test of the command and communication system prior to a field exercise.

16. All exercises require a long planning process and some degree of investment. FX's in particular can be logistically and financially expensive for participating nations. It is therefore important that an FX is carried out both effectively and efficiently, thereby serving as an important aspect of the preparation process for real life consequence management operations.

17. Field exercise can be made specifically appealing to VIPs, by organising additional activities and professional sessions, including for example a concurrent seminar, covering issues relevant to the VIP audience. Seminars can also be a valuable platform to introduce new policies and procedures or simply serve as a starting point for the development of new projects.

Exercise Aim and Objectives

18. The main purpose of an EADRCC international consequence management field exercise is to test established procedures (EADRCC/EADRU) and also improve the co-operation, co-ordination and interoperability between the stricken nation (host nation) and assisting nations teams.

19. The Exercise Aim is the primary statement of intent and needs to reflect the interests of both the host and participating nations. The Exercise Objectives serve to focus planning for, conduct of the exercise and evaluation of events. Objectives can also invoke interest from participating nations, looking to test relevant capabilities.

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20. To ensure the exercise can be properly evaluated, it is vital that the specified objectives are simple, measurable, achievable, realistic and task orientated.

21. The following are examples of objectives which have been utilised on previous exercises:

- Coordination and communication by the Local Emergency Management Authority (LEMA) and the UN-model On-Site Operations Coordination Centre (OSOCC) with national and international consequence management elements
- Regional co-operation among neighbouring countries
- Reception and host nation support for civil and military teams
- Cooperation between international and national teams
- Coordination with other international bodies

22. It is important however that all exercise objectives accurately reflect the elements to be tested and are fully considered within the chosen scenario. The Core Planning Team (CPT) should select **not more than five objectives**. This will ensure that the exercise remains focused and the objectives are achievable. Conversely, aspects that are **not** subject of particular objectives i.e. self-sufficiency, may also be stated as such in the exercise instructions, to ensure participants understand what is not being tested.

Response Phases During a Disaster

23. The response to an incident which requires international assistance to consequence management operations can be divided into six steps:

1. The government decision within the stricken nation to request international assistance;
2. The international response to the request for assistance;
3. Transportation of international consequence management teams by road, by air or by sea to the area of operation. This will include border crossings, visa procedures, insurance etc.;
4. The reception, deployment and tasking of international teams;
5. The operational role of the international teams; and
6. The departure and repatriation of international teams to their home nations.

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24. When deciding which parts of this response process should be exercised, it is important to be aware that the decision will set the frame for the whole exercise. Whilst steps 1 and 2 can be tested via a TTX, an FX will be required to test all remaining steps.

25. The decision on which part of the response process should be tested should of course be included in the overall exercise objectives and requirements.

Lead-in Scenario

26. The lead in scenario for a field exercise should in most cases be based upon incident/disaster types likely to occur in the host nations region. The scenario could however also be based on acts of terrorism or man-made disasters, as determined by the host nations National Risk Assessment. Whilst the general scenario should not become over complex, it should be suitably interesting and be of sufficient size and scale to stretch local capabilities to a point which requires the assistance of the international community.

27. Field exercises can be costly for both host and participating nations. It is important therefore to consider a scenario which provides both realism and an ability to gainfully employ large numbers of international teams throughout the live play period.

Location

28. The location of the exercise has great impact upon both the planning and the conduct of the exercise. The location must be appropriate for the scenario, provide good conditions at the Base of Operations (Base Camp) for the staffing elements (DISTAFF and Evaluation Team), realistic conditions for the LEMA and the OSOCC, and provide suitable accommodation for the consequent management teams. Geographical location of the operational sites is also important as sites should not be located too close or too far away from the Base of Operations. The location should be capable (where necessary) of facilitating supplemental activities, such as VIP seminars.

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Selection of Operational Sites

29. Operational sites designed to play out consequence management activities are crucial to the success of any Field Exercise. The number and location of operational sites should be carefully thought out and planners must ensure that proposed sites are capable of articulating the scenario and are able to facilitate the expected level of resource (from participating teams), likely to respond to the events planned. In selecting the location of suitable sites, the CPT should take into account three aspects:

- **Scenario:** played at each site should be in line with the exercise objectives.
- **Response Team:** requirements should be considered and incorporated into the planning of specific sites i.e. USAR, SAR, Water Rescue, Fire, CBRN etc.
- **Physical size:** the sites should be capable of hosting all planned activities and contain infrastructure to provide sufficient challenges for responding teams i.e. appropriate structures for USAR activities. The site/s should also provide suitable access and egress arrangements and have the capacity to support incident command requirements i.e. marshalling/staging areas.

Anticipated Participation

30. It is of course difficult to estimate the number and type of participants at the pre-planning stage of activities. However, it is vital to make an outline estimate of the capabilities desired in order to prepare a preliminary budget, produce the first draft of exercise objectives and determine the number and the location of the exercise sites.

31. It is important at the concept stage to consider which other international organisations might also be invited to participate. These may include UN-OCHA (United Nations Office for the Coordination of Humanitarian Affairs) and other OCHA offices such as INSARAG (International Search and Rescue Advisory Group). It is also worth considering how other international organisations such as the OPCW (Organisation for Prohibition of Chemical Weapons), the IAEA (International Atomic Energy Agency), United Nations Agencies (e.g. the WHO (World Health Organisation), the International Red Cross and regional organisations (e.g. the EU (European Union)), might be integrated into the exercise alongside relevant NGOs (Non-Governmental Organisations). These organisations are likely to be involved during a real disaster and it is therefore of great importance to invite them to take active part, subject of course to the relevance of the scenario.

Scheduled Dates and Duration

32. Given the number of international exercises undertaken each year, it is critical to the success of an exercise that proposed delivery dates take into account other international activities taking place in that calendar year. If the exercise is scheduled close to another exercise or the lead in time is less than 6-9 months in advance, it could significantly affect the number and type of participants able to take part. The first announcement should therefore be made at least 12 months in advance of the proposed exercise date.

33. The preferred scenario may also affect the potential timeframe of the exercise. If the incident type normally occurs seasonally, the exercise may benefit from being held in that specific season.

34. The duration of the field activities must also be determined and should take into account whether exercise play should include night time operations or be limited to daytime only operations. Planners must bear in mind the financial and logistical implications of conducting night time operations. Any decision to include night time operations must be based on clear and specific objectives.

35. Experience suggests that a minimum of two full days of main field exercise activities should be planned for. This should however be preceded with one or two days of pre-exercise activities before STARTEX commences. Training of international teams prior to but in conjunction with the outline scenario has proven to be extremely valuable. Training can be divided across specialist capabilities (for example, CBRN, medical or search and rescue), and activities can either focus entirely on guided discussions or include the provision of a practical aspect. Pre-exercise practical training allows participating teams to practice their operational skills and experience simultaneous and complementary tasking in a safe manner prior to the FX.

Financial Arrangements and Budget

36. If the exercise is hosted by a partner nation which is eligible for financial support from NATO it is important to make the first calculation of costs, the first draft of the financial arrangements and provisionally agree the budget during the concept stage. The EADRCC and the host nation must discuss and agree to the calculated costs.

37. The main financial responsibilities borne by the host nation are the costs associated with hosting both planning conferences, operational site preparations, and the exercise conduct.

Planning Process and Time-table

38. Planning conferences play a crucial part in the overall planning process and contribute significantly to the overall development of the exercise.

39. Whilst a great deal can be achieved at each planning conference, planners should be aware that the majority of planning and implementation work must be undertaken prior to, in between and after each conference.

40. Planning and preparing for a major international field exercise is extremely challenging and requires a great deal of commitment from all parties. However, the primary responsibility rests with the Core Planning Team (CPT), who are responsible for designing and managing the delivery of the exercise.

41. The planning process is in itself an important aspect of an exercise. To support the process an Exercise Plan and Timeline (EPT) should be started immediately following the preliminary Planning Meeting (PPM). The EPT should be used to record and manage all planning activities and milestones against an agreed timeframe i.e. planning conferences, working group meetings, the dates of the important decisions, etc.

III. PLANNING

42. The level of logistical and financial commitment will vary significantly according to the type of exercise selected. However, the process of planning any exercise requires commitment and will need to be managed in a formal and structured way. Whilst the information in this section refers mainly to the planning of a full-scale field exercise, the process can be used to support the planning of any exercise type.

43. This element is intended to support exercise planners develop their Exercise Plan and Timeline (EPT) and has been divided into the following sections;

- Timelines
- Organisation of the planning process (Governance structures)
- Planning conferences
- Exercise participation
- Scenario development
- Exercise programme
- Pre-exercise training
- Host nation responsibilities
- Site preparation
- Staff elements (DISTAFF, Evaluation Team)
- Command and Coordination
- Communication systems (IT and Comms)
- Exercise support elements
- VIP Programme
- Exercise instructions

Timelines

44. The planning period for a Field Exercise will commence from when the decision has been taken to host an exercise and will end at the official start of the exercise. This planning period does not however take into account the organisation and delivery of the Lessons Learned Seminar, which will be organised by the EADRCC as an additional component of the overall planning process. To ensure sufficient time is allowed to fulfil the commitments of the overall planning process the preliminary planning meeting should ideally be held 12 months prior to the exercise. The first announcement of the exercise should therefore be made immediately following the Preliminary Planning Meeting.

Organisation of the Planning Process (Governance structures)

45. Once a decision has been taken to host an exercise a lead 'Official' from NATO and the host nation should be appointed as the joint "Heads of Exercise" (HOE's).

46. The HOE's will provide joint strategic ownership and direction, it is therefore important that the appointees have the strategic authority to make decisions on behalf of their respective organisations. This position would normally be carried out by the Head of the EADRCC and a Minister or Director (from the host nation) responsible for the lead Ministry/Authority, charged with delivering the exercise.

47. The primary responsibility for planning and delivering an exercise however rests with the Core Planning Team (CPT). The CPT should be co-chaired and convened by a representative from the EADRCC and a representative from the host nation. The co-chairs will be jointly referred to as the "Exercise Directors" (ED).

48. The function of the ED will be conducting the exercise on behalf of the Heads of Exercise in accordance with the overall exercise plan.

49. It is important that no exercise player be allowed to take an active role in the CPT or any of the supporting working groups detailed below.

50. CPT should be made up of the following representatives:

Exercise Director	NATO EADRCC
Exercise Co-Director	Host Nation
Members:	Head of DISTAFF National Head of DISTAFF DISTAFF Working Group (scenario) Leads Head of Evaluation Team Exercise Planning Advisers Operational Site Coordinator

51. CPT may establish a number of working groups to support specific planning activities, as outlined in the organisational structure below.

52. In addition to general exercise planning, the CPT is also responsible for preparing and conducting the two major planning conferences. Whilst many of the CPT tasks can be carried out between planning conferences via e-mail, should additional (face to face) meetings be necessary, every effort should be made to coincide the meetings directly before or after scheduled planning conferences. There may however be occasions where additional meetings are required outside the scheduled programme in order to resolve or progress operational issues i.e. problems relating to site preparation.

53. The CPT will report to the appointed joint HOE's on a regular basis.

54. Where considered appropriate, Exercise Planning Advisers can be utilised to complement the CPT. The Exercise Advisers consist of individuals with relevant and extensive experience of planning, participating in and supporting NATO EADRCC exercises. Their expertise can be utilised to support both the design and delivery of the exercise.

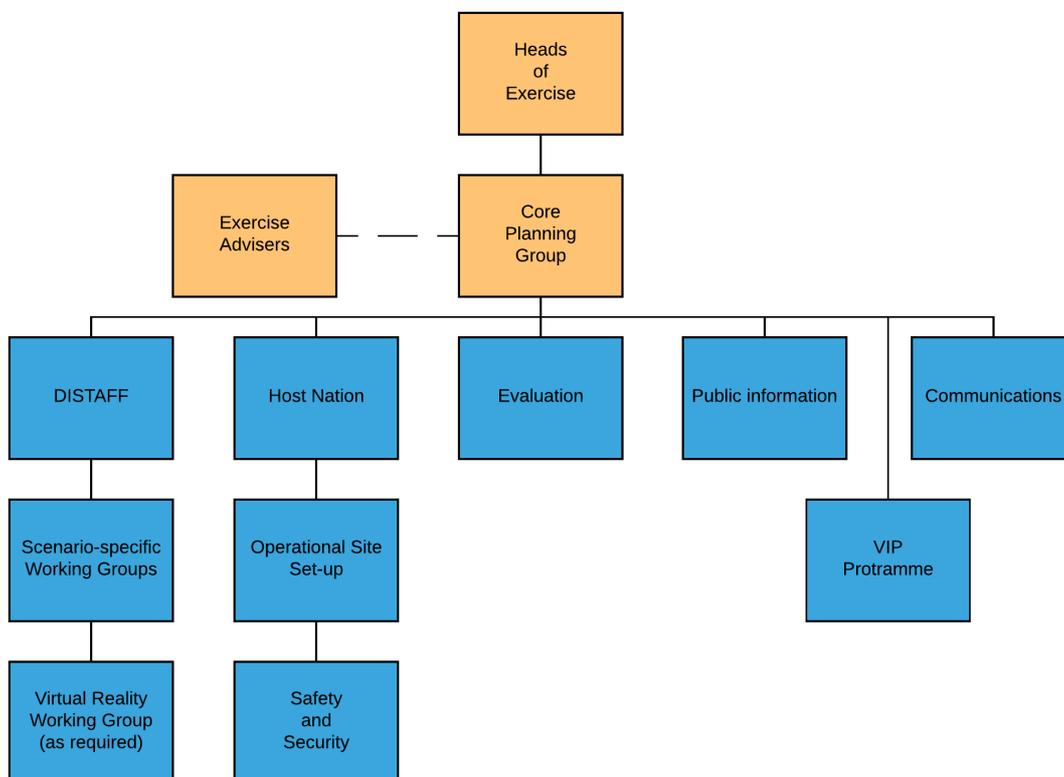


Figure 1 Example of an exercise governance structure

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Planning Conferences

55. Planning conferences play a crucial part in the overall planning process as they provide representatives from all participating nations and invited international organisations a platform to contribute to the overall development and shape the conduct of the exercise.

56. The planning process provides for two official planning conferences, which should take place within the following planning timeline:

- Main Planning Conference – MPC, should be conducted no later than 6 months prior to the exercise
- Final Planning Conference – FPC, should be conducted no later than 3 months prior to the exercise

57. Both the MPC and FPC must be held in the host nation close to the intended exercise location.

58. The main purpose of the planning conferences is to provide participating nations, international organisations and other potential participants with a general overview of proposed exercise and supporting arrangements. The MPC in particular is the first occasion at which attendees are presented with an understanding of the aims and objectives, outline scenario, and are provided with a summary of any additional planned activities. The exercise programme and duration should also be discussed to ensure all activities meet the stated aims and objectives of the exercise and meet the needs of potential participants.

59. Planning conferences also provide an opportunity to visit the exercise location and in particular all proposed operational sites. It is important that international planners are not only familiar with the operational sites but are also given the opportunity to comment on the suitability of sites proposed by the host nation at an early stage of planning.

60. The MPC is also used to establish working groups, which provide participating nations and experts with an opportunity to contribute to the development of the scenario and help develop many of the supporting functions.

61. To provide the host nation and CPT with an understanding of intended participation, nations and organisations taking part in the conference should be invited to present their intention to participate with either teams and/or exercise staff. To ensure compatibility between proposed activities and resources offered, the CPT should use the MPC to request specific resources to meet the needs of the proposed scenario and intended operational activities.

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62. Following the MPC, nations will be requested to confirm their intention to participate to the host nation and CPT via a questionnaire, detailing their level of contribution. This will include; teams (capacity and capability), number and type of vehicles, equipment type and specifications on communication equipment. Nations contributing staffing elements should ideally identify and confirm the numbers of staff and type of role (i.e. DISTAFF, Evaluation Team) as soon as possible following the Main Planning Conference. This information will be used to populate the final draft of the Exercise Instructions, which will be issued prior to the Final Planning Conference,

63. The FPC provides the last major planning opportunity at which participating nations can collectively support and contribute to the planning process before the exercise. Participants will also be able to confirm any issues which may have been raised by nations at the MPC and clarify arrangements such as border arrangements and customs clearance.

64. Whilst working groups are expected to continue with their individual terms of reference, between and beyond planning conferences, the FPC allows working groups to present an outline of the operational activities proposed at each site in support of the overall scenario.

65. The FPC may where appropriate be used to provide training for those undertaking the role of or involved in establishing the Local Emergency Management Authority (LEMA). The training may be followed by a short Command Post type exercise, designed to test the command elements, focusing in particular on decision-making, interrelation and coordination between command entities.

66. Finally, nations and organisations taking part in the conference will be invited to confirm their level of participation to the host nation and CPT.

67. After the FPC, nations will be asked to submit the final registration of teams (including vehicles and equipment) and/or exercise staff and VIPs as appropriate. The CPT will continue to plan the final details, which will be included in the Final Exercise Instructions and circulated by the EADRCC no later than one month prior to the exercise.

Exercise Participation

68. Nations and organisation participating with operational teams should endeavor to confirm the type, capability and composition of their teams as early as possible in the planning process. This will help to ensure that the size, complexity and number of operational sites meets the training needs of all attending teams and supplementary resources.

69. All nations participating with teams must also provide a liaison officer for command and co-ordination purposes. Liaison officers are necessary for the passage

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of information between the command elements and teams. They must be familiar with their respective team capabilities and all international guidelines related to consequence management operations.

Scenario Development

70. In the context of field exercises the scenario refers to a sequence of events which lead to the development of a major incident. A well thought out scenario will test individual and collective team capabilities, whilst stimulating individual player's response to events. Whilst the lead in scenario should not become over complex, it should be suitably challenging for participants and be of sufficient size and scale to stretch local capabilities to a point which requires international assistance.

71. In the scenario development phase, the DISTAFF Working Group (with support from scenario specific WG's) will be responsible for developing the detailed Main Events List (MEL), which will be used to set the tempo and conduct for the exercise.

72. The events are used to illustrate the various components of the overall scenario and are communicated to exercise players via injects. The number of events played will be dependent on the aims and objectives being tested and the resources committed to the exercise. Every event will relate to a series of consequences or incidents, requiring resolution. The number of events presented simultaneously should be sufficient to ensure participating teams are gainfully employed, but should not be designed to overwhelm them. It is important that all events and subsequent injects are realistic and correspond to real world situations.

73. The scenario is normally built around a number of components:

- Fixed Conditions
- Risk/Threat Development
- Sequence of Events
- Incident Development
- Immediate Consequences
- Development of Consequences
- Additional Events

Fixed Conditions:

74. Fixed conditions relate to the geographical location, topographical features, time of year and time of day. The working conditions and environment faced by emergency responders to consequence management events can be complicated significantly by these factors. Exercise planners should consider these factors within the design of the exercise.

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Risk/Threat Development:

75. The scenario for a field exercise should ideally be based upon incident/disaster types likely to occur in the host nations region. Or on acts of terrorism/manmade disasters, as determined by the host nations National Risk Assessment.

Sequence of Events:

76. The sequence of events leading up to the major incident or disaster should be based where possible on historical evidence from previously experienced incident types i.e. industrial accidents, attack methodology used by terrorist organisations, etc. This can add a great deal of credibility to a scenario, ensuring the incidents will not be regarded as unlikely or overly artificial.

Incident Development:

77. The way in which a large-scale incident develops is largely affected by the sequence of events leading up to the intervention of response teams.

Immediate Consequences:

78. Immediate consequences are those which occur as a direct result of the incident, such as human casualties and damage to property and the environment. The immediate consequences should be presented at the beginning of the exercise to the management component of all response elements.

Development of Consequences:

79. The development of consequences relates directly to the effects of the initial event and how they develop over time. After that time, the level of intervention will affect the development of consequences in a positive or negative way. To add complexity and realism to a scenario, planners should identify opportunities which allow additional International Organisations (IO) and Non-Government Organisations (NGO's), where appropriate, to take an active role in the exercise. This will also add a level of realism to complex scenarios and allow better interaction and cooperation with the wider EADRU.

80. To support the development of consequences, a list of additional injects should be prepared to allow the DISTAFF to introduce additional problems or control the actions in a certain direction.

Additional Events:

81. To further develop the scenario, a broad list of injects should be prepared, which can be either notional or real injects (or both). It is also important to co-ordinate the event types across each exercise site so that the command components are

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appropriately tested. The scenario should be developed to ensure LEMA has to take into account the wider strategic and operational implications of the decisions and actions taken by all on-site commanders.

82. This list of additional events must be kept closed for all participants.

Exercise Programme

83. An exercise programme, detailing the sequence and timing of all activities throughout the duration of the FX is vital to the efficient management of participants. It ensures all teams and staffing elements have a full appreciation and understanding of planned activities and relevant timings. Whilst a degree of flexibility is necessary to manage unforeseen circumstances, which may require minor changes to the programme, every effort should be made to minimise changes to programs once published.

84. Details of all daily activities (and subsequent amendments) should also be signposted via an update board located at the Exercise Information Hub.

Host Nation Responsibility

85. Hosting an international EADRCC exercise requires the fulfilment of various obligations. Inevitably the majority of workload and associated responsibility will of course rest with the host nation, including the provision of support to the working groups, which assist the CPT. In addition, hosting an international field exercise will require a significant financial contribution, which must be reflected in the budget calculations. Planning for each of these activities and services must be included in the Exercise Plan and Timeline in order to be properly coordinated with all other planning activities.

86. An outline of Host Nation responsibilities in support of incoming Consequent Management Teams is detailed the Exercise Instructions.

Site Preparation

87. Site preparation is fundamental to the success of an FX and host nations must ensure that all selected sites present technically challenging and realistic scenarios, which not only meet the overall aims and objectives of the exercise, but fully meet the needs of all responding consequence management teams.

88. A well thought out operational site provides an effective backdrop and a sense of realism for responding teams and allows them to practice their skills and utilise their equipment effectively. Setting up the practical aspects of operational sites requires careful planning to ensure timely completion before the commencement of the FX. The setup of each site should be managed by a Site Manager in conjunction with DISTAFF working groups and the CPT.

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89. To support the process of site preparation, each site should develop a plan, containing practical requirements, which may include;

- Design and layout
- Accessibility
- Dressing of buildings (construction/alteration)
- Procurement and positioning of props (car, train, aircraft etc.)
- Scene management requirements (marshalling/staging areas for vehicles, personnel and equipment)
- Use of role players (management, positioning, safety and welfare)
- Communication requirements (on and off site)
- Safety management (role of onsite Safety Officers)

90. Each site should have a designated safety officer to oversee the safety critical aspects of operational activities and ensure all appropriate control measure are implemented.

91. Consideration should also be given to the welfare of staff members (DISTAFF/Evaluation Team), who may be operating on site for extended periods of time. Welfare arrangements should include protection from the elements (sun/rain or cold), provision of seating, provision of toilet facilities and the provision of drinking water for on-site staff and consequence management teams. Any tented or shaded area should where possible be positioned to provide a good vantage point to view operational activities.

92. Site plans should be completed and agreed by the end of the final planning conference. This will ensure unplanned changes can be avoided and work to prepare the sites can be scheduled appropriately.

93. Interaction between exercise planners (CPT, DISTAFF working groups) and members of the host nation responsible for site preparation is vital and requires a great deal of coordination to ensure success. Host nations should therefore appoint a lead person responsible for managing and coordinating the set-up of all operational sites. The Operational Site Coordinator should act as the main point of contact for site preparation and attend all planning conferences, in order to be visible to the exercise planning community. The Operational Site Coordinator should participate as member of the Core Planning Team.

94. To ensure operational sites are fully functional and all planned requirements have been met, the Core Planning Team should visit all operational sites before the arrival of consequence management teams. This visit should take place a few weeks before the exercise.

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Pre-exercise Training

95. International exercises generally attract a significant number of Consequence Management (CM) teams with diverse skills and capabilities. Pre-exercise training is a valuable contributor to interoperability and cooperation between CM teams. The success of this programme is however very much reliant on the delivery of logistical prerequisites determined at the MPC and FPC to support the delivery of training. The Host Nation must ensure all logistical requirements (venue, IT, seating, props etc.) are provided as requested by the training leads. The timing and location of all training activities should be published in good time and care should be taken to avoid any conflict in timetabled activities. Timetables therefore should take into account the potential benefit some teams may receive from attending more than one training session i.e. CBRN and Medical.

Staffing Elements

Directing Staff – DISTAFF

96. All major international exercises involving significant numbers of players and staffing elements will require an effective command and management structure, which incorporates the establishment of a comprehensive Directing Staff (DISTAFF). The primary task of the DISTAFF is to direct and control the exercise play in order to achieve the agreed aims and objectives. To carry out this function, DISTAFF must be free to act independently. This will include provision of access to information and freedom of movement across all operational areas, including within the LEMA and OSOCC. Instructions issued by the DISTAFF to exercise participants are non-negotiable and are binding on all players.

97. The DISTAFF will be managed by two individuals, one representing the international element and the other representing the host nation. The joint heads of DISTAFF will be responsible for managing the development of the scenario and the Main Events List (MEL) and both will be members of the Core Planning Team (CPT). Throughout the operational duration of the field exercise, the head of the DISTAFF has the primary responsibility for the conduct of the exercise but will report to the Exercise Directors.

98. The DISTAFF will be comprised from both national and international representation and need not be limited to those nations and/or organisations being exercised. The size of the DISTAFF will be dependent on the overall number of exercise participants, the number of sites utilised and the duration of the field exercise. Should the exercise duration involve night time operations, the number of DISTAFF members will need to be increased to accommodate the extended hours (shift work) beyond daytime only operations.

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99. Once the field exercise has commenced, the Head of DISTAFF together with a core team will remain in the Base of Operations and manage the delivery of injects throughout the duration of the exercise.

100. All remaining members of the DISTAFF not required at HQ, should be distributed across all operational sites to ensure site activities are carried out in accordance with the MEL. On site DISTAFF should be made up from at least one international and one host nation member per site. All DISTAFF locations must be provided with transportation, communications equipment and where appropriate, interpretation.

Evaluation Team

101. Exercise evaluation is one of the most important aspects of any exercise and is fundamental in identifying areas requiring improvement. Clear evaluation requirements should be identified early in the planning process to help determine the overall size and composition of the Evaluation Team.

102. The team composition need not be limited to those nations and/or organisations being exercised, but all team participants should where possible be competent in the process of evaluation. Wherever possible evaluators should have subject matter expertise relevant to the activities being exercised. The size of the team will be dependent on the number of national and international participants, the number of sites utilised and the duration of the field exercise. Should the exercise duration involve night time operations, the number of evaluators will need to be increased to accommodate the extended hours (shift work) beyond daytime only operations.

103. In order to evaluate the Field Exercise comprehensively, the team must be able to operate independently and move freely across all operational areas, including within the LEMA and OSOCC. Access to information must also be afforded on request.

104. Once the field exercise has commenced, the Evaluation Head together with a core team should remain in the Base of Operations and work closely with the Distaff to ensure sub teams are dispatched to sites in good time to evaluate all planned operational activities.

105. All evaluation sub teams must be provided with interpretation, transportation and communications equipment.

Command and Co-ordination

106. EADRCC exercises utilise a Command and Co-ordination structure based on the model developed by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), in response to disaster relief operations.

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107. The effective implementation of command and co-ordination is key to managing any large-scale response and is fundamental to the success of an international exercise. Whilst exercise participants should ideally be familiar with the Command and Coordination protocols before arrival at the Base of Operations, it is essential that specific briefing sessions be scheduled into the pre-exercise activity programme to ensure all participants are fully familiar with the system.

108. Information defining the principles of the UNOCHA Coordination system is detailed in the On-Site Operations Coordination Centre (OSOCC) Guidelines, which can be found on the UNOCHA website.

Communication Systems

109. Communication systems are another crucial aspect of the command and co-ordination structure and are also fundamental to operational success. A communication plan (Comms Plan), detailing specific requirements should therefore be included within the overall exercise plan. The Comms Plan should be validated at the Final Planning Conference.

110. The Comms Plan should consider the type, method and mode of communication utilised across the entire geographical area, including the requirements of both strategic users (LEMA/OSOCC) operating on semi-duplex mode and the operational/tactical requirements of mobile response teams, operating on simplex mode.

111. To ensure that radio coverage is adequate in the whole exercise area it may be necessary to install repeater stations operating in the VHF frequency. As GSM coverage may not be available throughout the whole exercise area, use of GSM for communication between individual team members should be discouraged.

112. All working and backup channel frequencies for semi-duplex and simplex operation modes, call signs and user groups etc. must be determined as soon as possible after the Final Planning Conference and should be communicated to participating teams at the latest one month before the exercise.

Requirements

113. Radios (semi-duplex and simplex mode) and mobile telephones will be used as the primary communication links between the LEMA, OSOCC and participating national and international teams.

114. The Local Emergency Management Authority (LEMA) must be equipped with sufficient radio communication equipment, telephones, faxes and computer equipment to support operational requirements. This might include supporting the requirements of Liaison Officers where appropriate.

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115. The OSOCC should be self-sufficient with regard to communications equipment and resources. Communication between the OSOCC and the International Teams will normally take place through the respective Liaison Officers, however the OSOCC must ensure that equipment compatibility exists prior to the start of the Field Exercise.

116. The DISTAFF must have the capability to communicate and to 'listen in' on all radio traffic, operating on both semi-duplex and simplex mode to allow exercise play to be directed and controlled appropriately. DISTAFF should be provided with a separate radio channel to fully enable discreet inter-team communication.

117. The Evaluation Team must also have the capability to 'listen in' on all radio traffic, operating on both Semi-duplex and simplex mode to support evaluation of the Field Exercise. Sufficient hand held radios must be provided to ensure an effective communication link between on-site evaluators and the core evaluation team operating from the Base of Operations. A separate radio channel should also be provided to fully enable discreet inter-team communication.

118. Every On-Site Commander must be equipped with two radios, one capable of operating in semi-duplex mode for the strategic communication (with LEMA) and one operating in simplex mode for communication with the participating teams.

119. All participating international response teams must be self-sufficient in both radio and mobile telephony equipment to support their own internal communication requirements. All participating response teams must provide the host nation with their operating frequency at least two months prior to the exercise. The requirement to coordinate frequencies is also emphasised in both the "Oslo Guidelines" (Use of Military and Civil Defence Assets in Disaster Relief) and the "Tampere Convention" (Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations).

120. The Comms Plan must also ensure adequate provision is in place to provide a communication link between the LEMA, their lead Ministry, the EADRCC in Brussels and other International Organisations as appropriate.

121. To ensure all practical aspects of the Comms Plan are effective, a radio check must be incorporated in the final Command Post Exercise, delivered as part of the Pre-exercise Training Programme.

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Exercise Support Elements

Interpretation

122. Effective communication is a vital component in supporting international disaster response. Although strategic communications at all EADRCC exercises will always be conducted in English, tactical communication is generally conducted in national languages. Depending on the nations present, it may be necessary to provide a level of interpretation between teams, On Site Commanders and various staffing elements.

123. As part of the exercise planning process, the number and function of interpreters should be established. Whilst many tasking requirements can be met through the use of a generic pool of interpreters, dedicated interpreters will be needed for the Head of the DISTAFF, the Evaluation Head, the LEMA and the OSOCC. Interpreters will also be required at each operational site to support the On-Site Commander, On-Site DISTAFF and On-Site Evaluators. Dedicated Interpreters will be required to accompany VIPs.

124. Given the complexities of international disaster response, interpreters participating in an EADRCC exercise must be familiar the specialist terminology used by operational teams. Where appropriate, pre-exercise training in the use of such terminology must be provided to all Interpreters.

Provision of Maps

125. The production and distribution of accurate and clear maps is a necessary requirement for both planning and conduct of FX's. It is the host nations responsibility to ensure accurate maps are prepared prior to both planning conferences and updated to reflect any changes prior to the practical field exercise. Operational maps should be provided to all international teams at the Reception and Departure Centre and to national teams and staff elements at the Base of Operations, prior to STARTEX.

Medical Plan

126. The host nation will be responsible for the development of a medical plan, which is designed to deliver an appropriate level of medical care at the exercise. The medical plan will provide medical response and clinical care to treat real injuries or illness sustained during the exercise. The medical plan is not intended to cover any simulated medical activities, forming part of the exercise scenario.

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127. The plan should include the following information:

- System to alert medical responders
- Location and capacity of dedicated hospitals
- Provision of medical logistics (Type, availability and location)
- Medical care management
- Availability and provision of medical care within the Base of Operations/ Exercise Sites
- Medical Evacuation (transportation by land and by air)

Safety and Security

128. The host nation will be responsible for ensuring the safety and security of all exercise participants from the moment they enter sovereign territory. Planning for safety and security at an international field exercise should be integral through the entire process and should begin immediately following the decision to host an event. Safety and security will be discharged through the establishment of a safety and security team (SST) under the direction of an experienced lead officer.

129. Whilst all aspects of safety and security are fundamental to the success of an exercise, the SST should focus in particular on the safety of CM teams (and other participants) conducting operational tasks at each operational exercise site. The SST will be responsible for preparing an exercise risk assessment, which documents the hazards, risks and appropriate control measure for each location. The risk assessment will form part of the overall safety and security plan, which should include the following information:

- Risks, threats and hazards (local and national where appropriate)
- Arrangements for escorting international teams
- Traffic security (Information about traffic legislation)
- Safety and Security arrangements at the Base of Operations, operational sites and hotel accommodation (for staffing elements)
- Control measure for operational sites
- Specific security measures to protect VIP's
- Communication Systems (method to alert/report safety and security concerns)

Public Information

130. EADRCC exercises will generally attract a great deal of public interest. It is important therefore that a media strategy is developed to ensure the public is provided with regular, accurate and up to date information relating to the exercise. Responsibility for the development of the Public Information plan will be jointly divided between the EADRCC and the host nation.

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131. Whilst the details contained within the plan may vary between host nations, the following aspects are common to most public information plans:

- General Remarks
- Website detailing specific information prior to and throughout the exercise
- Public Announcements
- Information Centre
- Hot Line
- Media Coverage
- The planning process prior to the exercise
- Accreditation Procedures
- Press Releases
- Press Briefings
- Written Material
- Interviews
- Video Feed Point
- Video and Photo Teams
- Press Tour

132. The management and provision of public information is also a key task regularly practiced at EADRCC exercises. Any media play (SIMPRESS) relating to the consequence management activities of teams responding to the exercise scenario will be directly managed by the LEMA in conjunction with response teams.

VIP Programme

133. Large scale international exercises are likely to attract interest from Government Ministers, and high level/senior officials from both host and participating nations. Given the significance of their role in supporting the development and on-going maintenance of operational response capabilities, it is important that exercise expectations are managed appropriately, through the organisation of a concurrent VIP programme.

134. The programme should also include a tour of the Base of Operations and sequential briefings from the Head of each staffing function and a briefing from the LEMA and the OSOCC Commanders, prior to conducting a tour of selected operational sites. The schedule of site visits should be coordinated with the Head of DISTAFF so that planned activities coincide with the most intensive operational activity. Whilst an operational site visit is an important aspect of the programme, organisers should also consider the benefit of including a focused seminar aligned to the exercise aims and objectives, or to a subject relevant to the audience.

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Exercise Instructions

135. Exercise Instructions provide detailed guidance and specific information relating to the conduct of the exercise. The EADRCC will be responsible for producing and circulating the Exercise Instructions at pre-agreed times as defined within the exercise planning process. The first draft should be circulated to all allied and partner nations several weeks prior to the Main Planning Conference. The Exercise Instructions will be amended throughout the planning process to reflect decisions and outcomes agreed at each planning conference. The final version of the exercise instructions should be circulated at the latest one month prior to the exercise.

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IV. CONDUCT

Final Preparation

136. The responsibility for the conduct of the FX remains with the Exercise Directors, but the practical (day to day) delivery will need to be discharged through a number of functional leads. This can be achieved via the establishment of an Exercise Management Team (EMT), comprised of the Core Planning Team (including Exercise Advisers), the Base Camp Manager, Head of Host Nation Support, Operational Site Coordinator and DISTAFF WG (scenario leads). Where appropriate, additional ad-hoc members may also be invited to participate in the EMT e.g. Head of (Pre-ex) Training.

137. To ensure all aspects of the Exercise Project Plan have been completed, time should be allocated before the arrival of the first consequence management teams to finalise any outstanding arrangements. For a major international field exercise, final preparations are likely to take at least two days to complete. This will generally provide sufficient time to conclude outstanding actions and to provide a degree of assurance of such to the Exercise Management Team before the opening ceremony.

138. An initial coordination meeting between all key staff should be arranged at the beginning of the final preparation phase to determine the state of readiness. Although there is likely to be a great deal of activity throughout that phase, the meeting may wish to focus on five key areas;

Site Preparation

139. This aspect will be led by the DISTAFF WG (scenario leads) and the host nation Operational Site Coordinator (in conjunction with the individual Site Managers). All sites should be visited to ensure set up is complete and all logistical requirements have been delivered against each specific site plan.

Base of Operations (Base Camp)

140. The Base of Operations should be fully functional prior to the arrival of CM teams. The Base Camp Manager will need to confirm all aspects (accommodation, feeding, ablutions, parking etc.) have been established in line with the requirements of set up plan.

Main Event List (MEL) inject confirmation

141. The Head of DISTAFF should run through the MEL with the Evaluation Head and all site managers to confirm and talk through all injects and verify the sequence of events. This will allow site managers to coordinate final site preparations, including practical aspects (positioning of casualties etc.) and managerial aspects (how the site team will function). Any adjustment to the sequence can therefore be made in good time.

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Pre-exercise Training Programme

142. The Head of Pre-ex training must ensure all logistical requirements (venue, IT, seating, props etc.) have been provided as requested by the training leads. The timing and location of all training activities should be confirmed against the published programme and every effort made to avoid conflict in timetabled activities.

Exercise Programme

143. At this stage of proceedings, changes to published programmes and timetables should be minimised. However, where amendments are necessary due to unforeseen circumstances, a plan must be made to disseminate updates in the most expeditious way, to all exercise participants upon their arrival. The information update board (located by the Information Hub) should be utilised to supplement programme updates (through all phases of the FX) to ensure amendments are signposted and available in one central location.

Arrival of exercise participants

Arrival of CM Teams

144. National and international CM teams are likely to arrive one to two days before the exercise begins, depending on distance travelled and mode of transportation. Prior to departing their nation, all CM teams are encouraged to post a fact sheet on the Virtual OSOCC. Once teams arrive in the host nation (or at the Base of Operations), CM teams should be directed to the Reception and Departure Centre (RDC), established as part of the Command and Coordination structure. On arrival at an RDC, teams should be formally checked in and team specific information (type, capacity, liaison details etc.) passed to the either the OSOCC (International Teams) or directly to the LEMA (National Teams).

Arrival of International staff members (and other participants)

145. On arrival in the host nation all international staff members (and other participants) should be met by representatives of the host nation at designated points of entry and escorted to their allocated accommodation.

Provision of Information

146. Information should ideally be prepared and disseminated according to role. Participants operating at a tactical level (CM Teams, TL's, LO's), will require more operationally specific information i.e. operational maps, site coordinates, an overview of the incident and an outline of the Command Structure.

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147. All participants should be provided with a role specific Participant Information Booklet summarising “why, when, how, who and where” etc. and outlining all planned activities, throughout the duration of the exercise.

Information Hub

148. To supplement the published exercise programme, an Information Hub should be established adjacent to the Host Nation Support tent, as the focal point in providing accurate “up to date” information. Team Leaders (CM and Staff) should be encouraged to attend the Information Hub regularly to ensure they are able to disseminate any programme changes to their teams.

Pre-exercise activities

Briefings and pre-exercise training sessions

149. The first day of the exercise should be utilised to deliver a series of briefings and training sessions. These will include general briefings, organisation of staff functions, safety and security and team or role specific training activities. General briefings can be used to advise Team Leaders, LEMA Commander/s, Head of OSOCC and all exercise staff elements about specific roles and responsibilities, command and coordination structure and provide an outline of the sequence of events, including timings and expectations.

150. As the opening ceremony is an important focal point, briefing and training sessions should be scheduled prior to and immediately following the ceremony, to ensure efficient use of time.

151. Where practical training has been scheduled which involves the movement of a large number of vehicles and personnel, the timetable will need to be carefully coordinated to avoid gridlock at base camp exit and entry points. The coordination of activities will also avoid potential disruption to subsequent timetabled activities.

152. Safety and security (use of Police escorts) should always be factored into vehicle movements/convoys.

Command post and communications exercise

153. A final command post exercise (CPX) is a very effective method of confirming the LEMA’s understanding of operating methodology (response to injects) and developing a working relationship between LEMA with OSOCC. The CPX would ordinarily be led by the Head of Distaff and would normally follow the sequence of the live play exercise. The main objectives of the CPX are to promote and ensure effective communication and cooperation between the key functions, analyse information and mobilise (theoretical) resources within the framework of EADRU procedures, to resolve operational events resulting from the lead in scenario.

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154. To confirm all radio equipment and communication structures function as planned, a communication exercise (COMMEX) should be carried out in tandem with the CPX. The COMMEX would normally involve all On Site Commanders, the LEMA and OSOCC. A CPX can also be utilised as an opportunity for On-site Distaff and Evaluation Team members to familiarise themselves with the location and layout of all operational sites.

155. It is important however that no CM teams be allowed to visit any operational site prior to the start of the Field Exercise proper.

V. STARTEX – LIVE PLAY EXERCISE

156. The start time of the field exercise will generally be determined by the requirements set in the main objectives.

Sequence of events

157. DISTAFF is responsible for preparing and delivering injects and managing the continued development of the scenario as contained in the Main Events List (MEL).

158. At the agreed start time, the FX will begin by a member of DISTAFF presenting the first inject to LEMA.

159. As the tasking authority, LEMA will be responsible for analysing the information, determining the operational requirements and mobilising an appropriate response to each exercise site. LEMA must determine the type and size of response, based on the information presented in the inject/s and on the documented capability of CM teams. All mobilising decisions should be taken in close cooperation with the OSOCC, which is responsible for coordinating the international teams on behalf of LEMA.

160. Once the decision is made, national and or international teams will be mobilised (tasked) to one or more exercise sites and the relevant On-Site Commander/s advised accordingly.

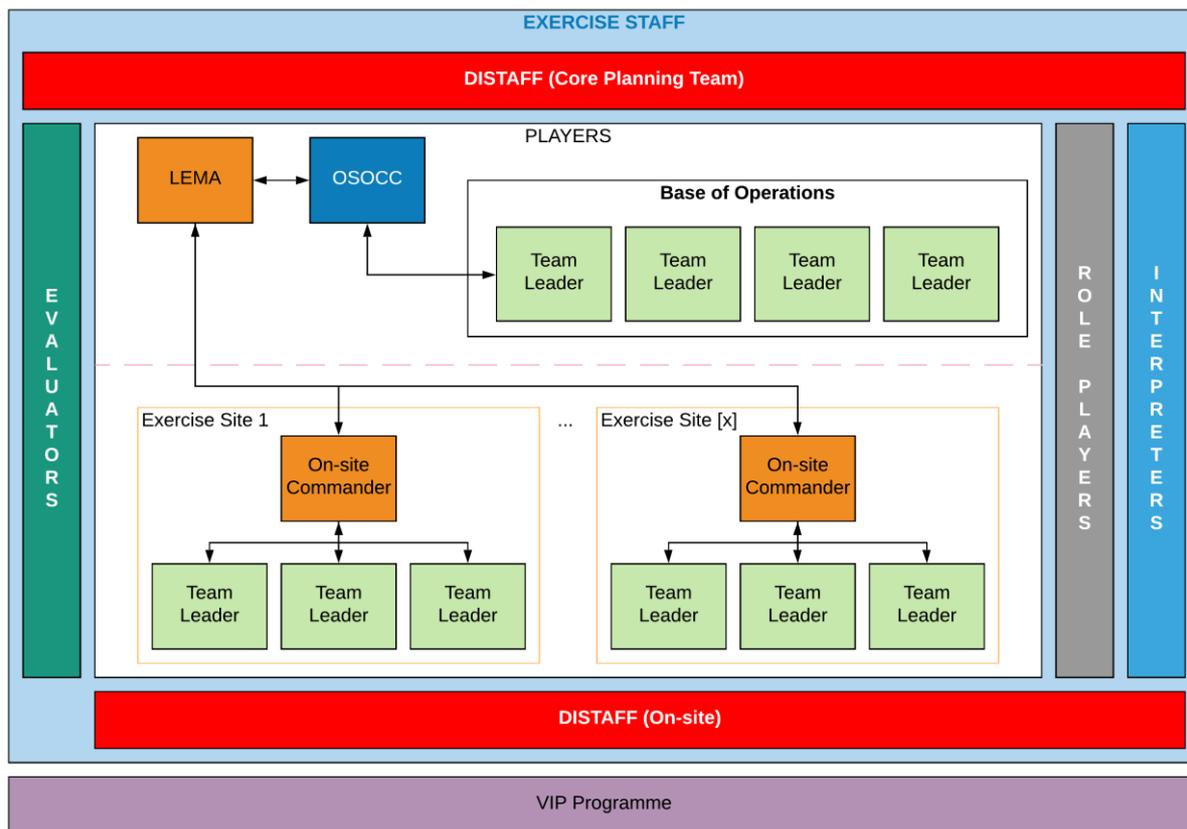
161. On arrival at an exercise site, CM teams will report to and work under the direction of the On-Site Commander (OSC). Where several CM teams are required at a single site, the OSC will be responsible for coordinating the activities of all teams until the incident is resolved.

162. The LEMA in close cooperation with the OSOCC will consider the strategic implications across all exercise sites and will develop and adjust their strategic and operational plans accordingly.

163. Regular meetings should be planned between the LEMA Commander and Head of OSOCC throughout live play activities, to provide situational updates, confirm understanding and adjust activities.

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164. The sequence of events will continue until either the exercise has been paused or ENDEX has been called. The below graphic provides an illustration of the staffing model.



Scenario Management

165. Once the first inject has been delivered, DISTAFF should actively monitor the performance of the LEMA to ensure it forges and maintains close cooperation with OSOCC, in both the deployment of national and international teams and in the wider strategic and operational planning aspects. Where LEMA and OSOCC are unable to make timely decisions, or are unable to reach a common understanding on method of working, the Head of DISTAFF (or his/her) representative must intervene and provide guidance as necessary.

166. A great deal of activity should be expected from both LEMA and OSOCC. To ensure DISTAFF are able to continuously follow the actions and decisions made, it is advisable to appoint two to three DISTAFF members in each function.

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167. The DISTAFF HQ should continuously analyse the information provided via LEMA, OSOCC and on-site DISTAFF to determine whether “actions and decisions” are in line with expectations. Where necessary, adjustments can be made to the tempo of the exercise or where appropriate, supplementary injects presented to either LEMA or local OSC’s to influence their actions.

Hot Wash Sessions

168. Hot Wash sessions provide a platform for discussion between key exercise participants and should be scheduled where possible at the end of each day’s activities. A hot wash is not intended to criticise players but should be seen as an opportunity to promote collective and constructive feedback, or simply a platform for information exchange. DISTAFF may also use the session to discuss and where necessary adjust work methods.

169. The sessions should be facilitated by the Head of DISTAFF and aimed at key LEMA and OSOCC staff and should involve the participation of all available CM Team Leaders, DISTAFF and Evaluators.

170. The Exercise Management Team may also wish to meet immediately following the hot wash session to determine if the exercise is meeting its objectives and to adjust proceedings as necessary.

171. A final Hot Wash led by the Head of Distaff and attended by all key players and staff should be conducted on the last day of the exercise. The session is intended provide participants with the opportunity to discuss their views on the overall conduct of the exercise. Feedback received from this session should be used to support the final evaluation report.

VIP Programme – site visits

172. Operational site visits are an important aspect of the VIP programme, but to ensure the safety of all participants, organisers must make sure that any interaction between VIPs and onsite players is well controlled. Safety can be compromised when VIPs are not managed appropriately or are allowed to move around an operational site in an uncontrolled manner. On site management can be greatly improved by establishing a dedicated viewing area at each programmed operational site and ensuring a member of the exercise team is available to brief VIPs about the unfolding scenario and the subsequent operational activities taking place.

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VI. EVALUATION

173. Evaluation is the keystone of any exercise and all outline requirements should be identified at an early stage in the planning process.

174. Exercise evaluation involves four main elements;

- Evaluation Planning
- Exercise observation and data collection
- Data analysis
- Preparation and delivery of the Final Evaluation Report

Evaluation Planning

175. Evaluation planning should begin at the concept phase of the exercise. The Head of the Evaluation Team (Evaluation Head) should be appointed at or immediately following the Preliminary Planning Meeting and should participate as member of the Core Planning Team (CPT). The Evaluation Head should work with the CPT to determine and agree the exercise scope, evaluation concept and requirements, in line with the exercise aims and objectives. The scope and objectives will be the first indicators to determine the tools, plans and personnel needed to effectively observe the exercise, collect data, and analyse information. The exercise scope consists of, (but is not limited to) the outline scenario, operational activities, the duration the exercise, the location and number of operational sites and the number, type and capacity of consequence management teams.

Evaluation Team

176. The size and composition of the evaluation team will need to reflect the overall scope and scale of the exercise and will be dependent on the proposed level of activity to be evaluated. The Evaluation Head should have the managerial ability to lead and oversee a team of evaluators and possess the knowledge and analytical skill to carry out a comprehensive analysis of the exercise structure and all associated plans, policies, procedures, including the incident command and the decision making process.

Recruitment of Evaluators

177. Once evaluation requirements have been defined by the CPT, the Evaluation Head should oversee the recruitment and training of evaluators. The evaluation requirements play a critical part in determining the type of subject matter expertise (e.g. command and control, fire, CBRN, USAR, emergency medical service, etc.) evaluators should possess and the type of training or instruction required prior to the exercise. Whilst not essential, some evaluation experience would be desirable and where possible nominees should be identified at the Main Planning Conference and

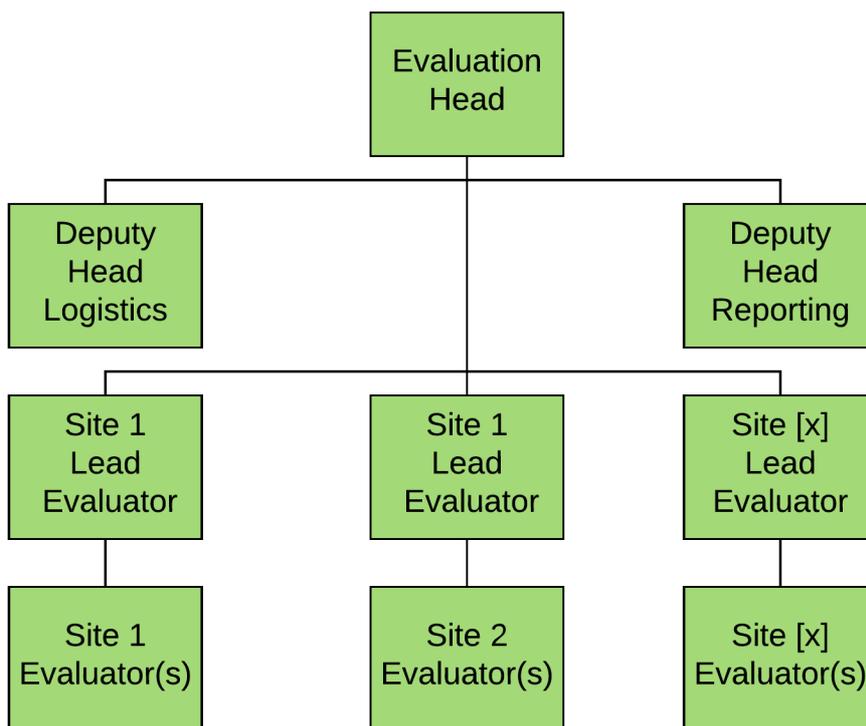
then encouraged to attend the Final Planning Conference. This will allow the team to be formed well before the exercise and will ensure all evaluators possess a shared understanding of the scenario, objectives and the evaluation methodology.

Evaluation Team Structure

178. The Evaluation Head will be responsible for the overall management of the team, training of evaluators and delivery of the Final Evaluation Report. The Evaluation Head will also be supported by two Deputies, with delegated authority for the following tasks;

- **Logistics** – tasking and assignments, transportation, communications etc.
- **Reporting** - coordination and compilation of daily and supplementary evaluation observations/reports

179. The graphic below provides an illustration of the Evaluation Team structure:



Pre-exercise briefing

180. The Evaluation Head will be responsible for determining the methodology and preparing all documentation to support the evaluation team. During the pre-exercise activities, the Evaluation Head should deliver a training/briefing session, to provide an overview of the process, methodology, team composition, assignments/tasking and

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the completion of reports. Evaluators should ensure they have copies of all pertinent exercise documentation e.g. evaluation templates/materials, extant operational and exercise specific plans, policies and procedures (i.e. Procedures for the use of EADRU in International Disaster Relief)

181. Practical arrangements should also be outlined in the briefing, including;

- Muster Point
- Timings
- Daily briefing/debriefing (location and methodology)
- Transport arrangements
- Feeding
- Welfare
- Communication
- Safety and security

182. Evaluators should where possible have an opportunity to visit and familiarise themselves with all operational sites prior to STARTEX.

Exercise Observation and Data Collection

183. During operational based exercises the Evaluation Head should liaise closely with the Head of Distaff to ensure evaluators are positioned at operational sites, prior to the arrival of Consequence Management Teams. Observation of an operational based exercise (FX) should focus on issues affecting the operational delivery of capabilities and the execution of critical tasks. Focus on the technical or practical capability of individual response teams should be avoided, unless this aspect has been agreed in the scope of evaluation. Once the scenario is played out, evaluators should observe operational activities, collect information and record actions, which will then form the analytical basis for determining if critical tasks were successfully demonstrated in line with expectations.

Observation

184. The role of an evaluator is to observe actions and record facts for analysis and evaluation. This should be achieved through direct observation of exercise participants to determine whether events follow the intended exercise scenario, as detailed in the MEL. Evaluators may augment their findings through supplementary questioning; however, no interaction should take place with the players, whilst play is in progress unless an urgent safety intervention is required.

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185. Observation notes can be taken on pre-formatted templates to capture the following information (this list is not exhaustive);

- Roles and responsibilities of the command functions (e.g. LEMA)
- Implementation of policies, plans or procedures
- Decision making process, including information gathering
- Request for additional resources
- Scene management (marshalling/staging areas for vehicles, personnel and equipment)
- How and what information is shared with other agencies and the public

Data Collection

186. Evaluators should retain their notes and records of the exercise to support the development of the Final Evaluation Report. The Evaluation Head may assign evaluators to collect supplementary data during or immediately after the exercise. Such data is critical to fill gaps identified during the overall evaluation. Supplemental data might include evaluating the cross-border deployment of civil and military consequence management teams in line with established procedures. This type of data collection can be achieved via questionnaire and/or supplementary questioning.

Hot Wash

187. The Hot Wash provides a general assessment of how entities performed in the exercise. In addition, it also provides the evaluators with the opportunity to clarify points or collect any missing information.

188. As soon as possible following the Hot Wash, an evaluators debrief should take place. The debrief gives each evaluator an opportunity to provide an initial overview over the functional area they observed and to discuss strengths and areas for improvement.

Data Analysis

189. During the analysis, evaluators should consolidate the data collected throughout the exercise to develop a narrative that describes what capabilities/participants did during the exercise. The evaluators, using all available data, should identify strengths and areas of improvements for each capability/activity being exercised. In order to make useful recommendations, the evaluation team needs to know not only what events took place during the exercise, but also why events unfolded as they did. At the conclusion of each day, evaluators will be required to submit daily evaluation reports to the Deputy Head (Reporting) of the Evaluation Team. The content of the report must contain findings and supporting evidence for each exercise location, or specific activity being evaluated i.e. an aspect of pre-exercise training. Immediately after the exercise, the evaluation team should meet to

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summarise the events. The Evaluation Head will coordinate the process by using the collective narratives from all evaluators to provide a detailed analytical summary of events. This summary should be used to form the basis of the Final Evaluation Report.

Preparation and delivery of the Final Evaluation Report

190. The Final Evaluation Report summarises key information related to the exercise evaluation. The main focus of the Final Evaluation Report is to analyse the overall response to and outcome of the exercise. The report should include basic exercise information including, exercise name, dates, location, participating organisations, operational sites, threats and hazards presented and a brief description of the scenario.

191. The report should also include an overview of performance relating to each exercise objective, highlighting strengths and areas for improvement. Whilst the format of the Final Evaluation Report will be agreed by the CPT within the scope and evaluation requirements, the following headings can be used as a basis to report against key elements:

- Exercise Concept and Planning
- Exercise Scenario
- Achievement of the Exercise Aim
- Achievement of the Exercise Objectives
- Deployment Procedures
- Host Nation Support
- Pre-exercise Training
- Command Functions
- Interoperability of participating Civil and Military Elements
- Duration of the Exercise
- Exercise Participation
- Problem areas experienced during the conduct of the Exercise
- Communications
- Other aspects

192. Upon completion, the Final Evaluation Report should be circulated to the evaluation team for final comment. After which the report should be sent to the EADRCC no later than one month after the exercise.

Supplementary reporting from exercise participants

193. To support the overall evaluation process and contribute to the EADRCC Post Exercise Report, all participating teams, command elements and staff functions are requested to submit an Initial Feedback Questionnaire to the EADRCC, no later than two weeks after the exercise.

Lessons Identified Seminar

194. To mark the end of the whole exercise process and take stock of lessons identified during the exercise, the EADRCC will organise and deliver a Lessons Identified Seminar as an additional component of the overall planning process. The seminar is designed to encourage discussion of lessons identified at the exercise and more importantly, how those lessons can be implemented and improvements made in both the conduct of future exercises and the collective response to real incidents. The lessons identified will also be included in the appropriate database, so that findings and lessons from exercises are communicated effectively to organisations responsible for implementing improvements.

EADRCC Post Exercise Report

195. Based on all of the above information and reports, the EADRCC will prepare a Post Exercise Report which will be presented to CEPC and circulated to all NATO nations and participating international organisations. Presentation of the Post Exercise Report will take place as soon as possible after the Lessons Identified Seminar.