



# Exercise Specifications (EXSPEC)

## Exercise Barents Rescue 2013



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# 1. Preface

This document contains the Exercise Specifications (EXSPEC) for the Barents Rescue 2013 exercise. The terminology and abbreviations are based on NATO's Exercise Planning Guide (EPG), and the BEAC Exercise Planning Guide.

The purpose of this document is to facilitate the planning of Barents Rescue 2013 and to ensure high quality throughout planning and execution of the exercise. This is a key document for people that will plan, execute and evaluate the exercise.

## 1.1 Political framework

'Barents Rescue' exercises have been implemented within the framework of the Barents Cooperation since 2001. The first exercise was executed within the framework of Partnership for Peace. The exercises have focused on strengthening and maintaining preparedness for mutual assistance in case of major disasters in the Barents Region. The host countries have been Sweden 2001, Norway 2005, Finland 2007, Russia 2009 and Sweden in 2011.

The Barents Rescue exercise series was originally intended, among other things, to strengthen the resources of countries in the Barents Region, an area with long distances but limited resources. An agreement was signed between Finland, Norway, Russia and Sweden in December 2008, concerning cooperation around the prevention of, preparedness for, and response to emergencies in the Barents Region. The agreement stipulates that the contracting parties will observe the benefits of sharing information and lessons learned in relation to preventing and responding to emergencies and preventing or limiting their consequences, and the implementation of training and joint exercises.

The Norwegian Directorate for Civil Protection (DSB) has been tasked by the Ministry of Justice and Public Security to plan and conduct the Barents Rescue 2013 exercise during autumn 2013, in accordance with the multilateral agreement that Norway has entered into with other countries in the Barents Region within the Barents Euro Arctic Council (BEAC).

## 1.2 Government decision

DSB, in cooperation with other government agencies and the three other BEAC nations will plan and conduct an exercise in Barents Rescue format, in accordance with the agreement that was signed in 2008 between Finland, Norway, Russia and Sweden concerning cooperation around the prevention of, preparedness for, and response to emergencies in the Barents Region. The exercise will be held during the fall of 2013 in the Norwegian part of the Barents Region – consisting of Finnmark, Troms and Nordland Counties.

# 2. Exercise description

## 2.1 Exercise description and concept

The exercise will take place during the week of 17-19 September, 2013 in Troms County. The name of the exercise is Barents Rescue 2013 (BR13). During the planning phase, the exercise will be developed by the participating countries and organizations through working group meetings, workshops and planning conferences where we expect participants to contribute actively, be responsible for their own organizations, and their organization's part in the exercise. The execution

phase will revolve around a main scenario where various consequences of the main scenario will be addressed. The exercise will contain the following elements:

- ALARMEX
- Border crossing issues
- Table-Top Exercise (TTX)
- Field Training Exercise (FTX)
- Seminars, lectures or similar
- Hot wash up

A directing staff (DISTAFF) will be established to provide an overall direction for the exercise. Considerable efforts will be made to exercise existing command structures.

A thorough evaluation will be conducted following the exercise, see 2.5 Evaluation below.

## 2.2 Language

The official language for the planning, execution, and evaluation of Barents Rescue 2013 will be English. The major planning conferences (Initial, Main, and Final) will be held in English; Interpretation between English and Russian will be provided to a limited extent. Meetings will be held in English, and English will also be the working language for the different working groups. No interpretation will be provided during working group meetings, as it is expected that participants are able to communicate in English.

## 2.3 Participation

It is assumed that the participating nations intend to contribute appropriate units and resources for dealing with the selected scenario. It is expected that organizations and agencies that intend to take part in the exercise will also take an active part in the planning process.

Norway will provide most of the control personnel and role-players. However, the participating nations and organizations may need to provide some of their own resources.

A list of participating organizations will be published in the Exercise Planning Instructions (EXPI).

## 2.4 Scenario

The scenario that will form the basis for the planning process of the Barents Rescue 2013 exercise is a massive rock slide into a fjord, and an ensuing tsunami. The scenario is based on a real life threat that exists in the Lyngen area (east of Tromsø). At Nordnes in Lyngen, a rock mass of 22 million cubic meters is moving at a rate of 4 – 5 cm a year. The situation is being closely monitored in order to be able to predict the rock slide, and have sufficient time to evacuate the surrounding communities. The rock slide, when it occurs, will result in a tsunami estimated to cause wash-up to a height of 45 meters above sea level.

Excessive amounts of rain in northern Norway during 2012 and throughout the summer of 2013, has resulted in increased movement of the land mass during spring and autumn, and an “Orange Alert” has been in effect since October 2012.

The scenario includes a number of different challenges, ranging from the evacuation of communities, relocating the sick and elderly, and providing relevant and timely information to the public, to dealing with consequences after the landslide has occurred. The estimated damages following a landslide of this magnitude include loss of all essential infrastructure like roads, electric power and electronic communication. There is also the potential for maritime and / or tunnel accidents, or groups of people being stranded without sufficient food, water and heating.

Participants from, Sweden, Finland, Russia as well as Norway, will to a certain extent be able to influence the incidents or sub-scenarios to be included in the main storyline.

In preparation for the exercise in 2013, the county governor of Troms is planning a table-top exercise (TTX) October 16<sup>th</sup> 2012, to train the communication channels and test the relevance of existing plans and procedures.

## **2.5 Evaluation**

The Barents Rescue 2013 exercise includes an evaluation organization. This organization will function as an evaluation working group throughout the planning process, TTX, ALARMEX, and the FTX.

The evaluation organization should include members from each of the participating countries: Norway, Finland, Russia, and Sweden.

During the PXD in December 2013, the evaluation group will present a First Impressions Report. Following the PXD, the Final Evaluation Report for Barents Rescue 2013 will be published.

The purpose of the evaluation is to assess whether the aims and objectives for the exercise were met and to identify learning points. The evaluation will present proposals for future improvements in the field of cooperation and coordination between countries in the Barents Region (Way Forward roadmap).

## **2.6 Budget and funding**

Participating nations and organizations will fund their own participation in the planning, execution, and evaluation phases of the exercise. This includes expenses for travel and accommodations.

DSB will provide most of the resources necessary for project management, planning organization, and the cost of facilitating the full scale exercise.

## **2.7 Environmental objectives**

DSB's adopted environmental policy states: "DSB will strive to maintain an overview of the impact the agency has on the environment, and through prevention help reduce negative impact on the environment."

DSB has an environmental management system that has been certified by the Eco-Lighthouse Foundation. This means that the Agency has documented procedures for ensuring compliance with its environmental policy and current Norwegian environmental regulations, and for minimizing environmental impact.

The environmental impact of the exercise shall be considered in all activities related to the exercise, which means that the project will comply with the DSB's environmental policy and Norwegian legislation. Environmental impact will be kept to a minimum.

## **3. Aims and objectives**

### **3.1 Overall aims and objectives**

#### **3.1.1 Aim:**

Barents Rescue 2013 aims to improve communication, cooperation and coordination between countries that may become involved in an emergency in the Barents Region. The exercise is intended to improve preparedness and co-operational effectiveness of civil protection and joint emergency response as well as developing responder's network.

#### **3.1.2 Objectives:**

##### **1. To define, test and evaluate relevant bilateral and multilateral agreements for assistance and the applicable legal and administrative framework.**

A. The participants have further developed their abilities for international or cross-sector coordination and cooperation according to the Barents Euro-Arctic Region Agreement.

B. The participants have (acceptable) knowledge about bilateral, multilateral and other relevant mutual agreements concerning emergency and rescue response in the Barents Euro-Arctic Region.

C. The participants make use of relevant agreements.

##### **2. Promote cooperation between authorities in the Barents Region as well as at national and international level.**

A. Address processes for consultation, decision making and co-ordination between different authorities, organizations or nations.

B. Address how to create and maintain a common operational picture and awareness on regional and national level.

C. Make appropriate considerations in regards to activating international and national procedures for notifying (alerting, assisting and reporting/information sharing).

D. Make appropriate considerations regarding how to coordinate national and international actions as required.

##### **3. To test national and international warning and alarm routines as stated or indicated in relevant agreements.**

A. To test alarm chain/ alarm routines from alarming organization to end recipient.

- Local and regional alarm chain
- Regional alarm routines
- National alarm routines
- International alarm routines

- B. Activate appropriate status levels (in acceptable time)
- C. Detect possible informal ways for alarming/notifying besides the “official” alarm routines-if any

#### **4. Improve procedures and practical activities for requesting, sending and receiving assets**

- A. Use correct/established request and accept communication routines as well as designated POCs.
- B. Carry out border-crossing procedures as intended in the Barents Agreement in an efficient way including document handling.
- C. The response teams have the requisite amount of resources sufficient for independent operation in the emergency area for a minimum of 24 hours.
- D. Establish an efficient receiving organization for the international teams.

#### **5. Strengthen trans-boundary cooperation at local and regional level**

##### **5.1. Main objectives for LEMA**

- A. Practice cross border cooperation within the Barents Region.
- B. Increase the comprehension when there is a need for an OSOCC.
- C. Test reporting procedures.
- D. Create and maintain a Common Operational Picture/Awareness (unit and staff level).
- E. Assure liaison arrangements as required, incl appropriate interpretation.
- F. Assure arrangements for Requesting Party - Host Nation Support.
- G. Prepare for hand-over to follow-on units and bodies within LEMA.

##### **5.2. Main objectives for OSOCC (if desired)**

- A. Practice cross-border cooperation within the Barents Region
- B. Create and maintain situational overview of the involved international pool of resources
- C. Coordinate the activities between LEMA and the pool of resources
- D. Coordinate the activities for the emergency units

##### **5.3. Main objectives for events (training audience)**

- A. Practice cooperation with others internationally
- B. Find adequate procedures for cooperation with local authorities and private actors

#### **6. To enhance the awareness and use of media being an important part in the crisis management process for channeling information to the public**

- A. The participating organizations have an organization for handling media contacts (communication with media) during crises
- B. The participating organizations have the ability to coordinate when necessary, their communication with others
- C. The participating organizations use media as a channel for spreading information to the public (pro active actions)
- D. The participating organizations give information to media that is correct, timely and coordinated on both national and international level.
- E. The participating organizations have a continuous situation analysis aimed to handle rumors.

**7. Planning process itself as an important element in building personal networks, enhance familiarization between participating agencies and countries and for improving the planning process**

- A. To further develop the ability to cooperate in the planning of joint exercises
- B. To increase the mutual knowledge about and understanding for planning and evaluation processes concerning international joint exercises

### **3.2 National aims and objectives**

Every nation is responsible for defining national aims and objectives.

### **3.3 Organizational aims and objectives**

Every participating organization and agency is responsible for own organizational aims and objectives. It is important to note that these goals should be linked to the overall goals.



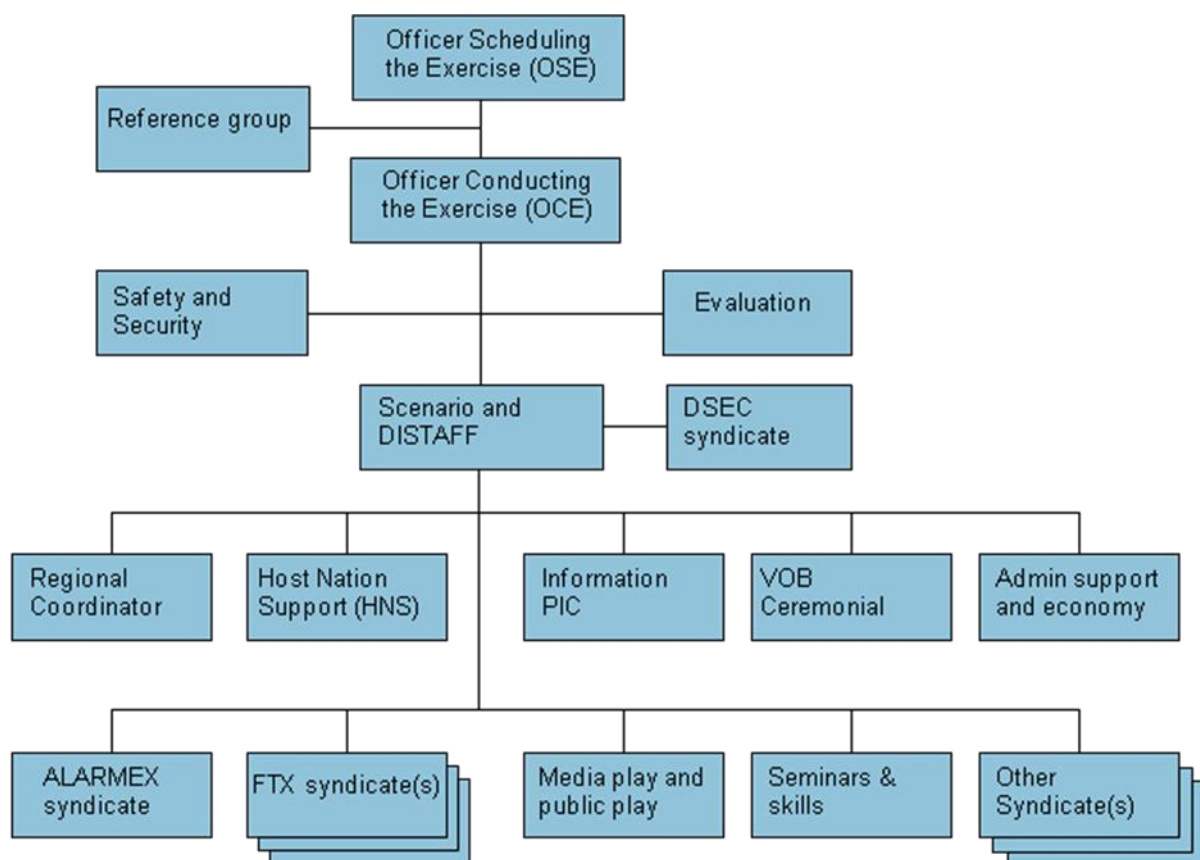
## 4. Planning organization

### 4.1 Officer Scheduling the Exercise

The Officer Scheduling the Exercise (OSE) is the commander who originates and directs the exercise.

#### 4.1.1 Reference group

The Reference Group supports the OSE and meets when required. The OSE initiates these meetings.



### 4.2 Officer Conducting the Exercise

The Officer Conducting the Exercise (OCE) has overall responsibility for the planning and execution of the exercise.

The OCE has main responsibility for the parts of the project that interacts with other nations, organizations and DSB internally. The OCE is responsible for the main planning conferences and for any agreements that might be required between DSB and participating nations or organizations. OCE is also responsible for keeping the OSE, the Director-General of DSB, the Ministry of Justice and Public Security, and the participating nations and organizations informed and updated throughout the planning process of Barents Rescue 2013.

### **4.3 Core Planning Group (CPG)**

The Core Planning Group (CPG) consists of the OCE, head of the Scenario and DISTAFF syndicate (including DSEC), head of the FTX syndicates and the Regional Coordinator. The CPG is the core of the project, and discusses and makes decisions concerning key issues that are then harmonized and coordinated at the planning conferences.

### **4.4 Project Working Group (PWG)**

The Project Working Group consists of the OCE and syndicate leaders for all the various syndicates, both exercise syndicates and support/coordination syndicates. The Project Working Group is responsible for leading and coordinating the project.

### **4.5 Joint Operational Planning Group (JOPG)**

The Joint Operational Planning Group consists of everyone who is involved in planning the exercise and who takes part in project meetings and conferences including CDC, IPC, MPC and IPC. JOPG members will be organized in working group syndicates according to sector or background.

#### **4.5.1 Safety and Security**

The Safety Director leads the Safety and Security syndicate. A safety annex to the Exercise Planning Instructions (EXPI) will be prepared for the exercise.

The safety director will have a number of controllers with safety functions at his disposal during the exercise. They will be responsible for preventing injury to personnel or damage to equipment during the exercise. The safety director will be located in DISTAFF, and safety controllers will be deployed at the different exercise sites.

The Safety Director is also responsible for all security in connection with the exercise. Security for some VIP guests may be coordinated by the Safety Director together with the respective security organization and possibly Norwegian Police.

#### **4.5.2 Evaluation**

The Evaluation syndicate will consist of one head of evaluation, one deputy and preferably one or two members from each of the participating nations. To cover all incidents and main events in the exercise, the evaluation organization will use assessors from all participating countries and possibly persons from the observers group. The Evaluation syndicate will evaluate the planning processes, TTX , ALARMEX, and the FTX. The Evaluation syndicate will also assess whether the aims and objectives for the exercise were met. The syndicate will present a First Impressions Report and a Final Evaluation Report.

The following methods will be used to fulfill the Evaluation working group's tasks:

- Observation of activities (focus on main events and incidents)
- Questionnaires
- Interviews (syndicate leaders, key personnel)
- Analysis of information from Hot wash up

The Evaluation syndicate will have regular meetings during the planning process. The group will work closely with the Scenario and DISTAFF syndicate, and any other syndicate they deem necessary for the purpose of the evaluation process.

## 4.6 Scenario and DISTAFF

Scenario and DISTAFF is responsible for developing the scenario and sub-scenarios during the planning process, and for staffing and running DISTAFF during the exercise. The Scenario and DISTAFF syndicate is responsible for supervising the DSEC process, as well as the detailed planning that has been delegated to other exercise syndicates (4.7). It is expected that Scenario/DISTAFF will work especially close with the FTX syndicates. Scenario/DISTAFF will:

- Plan and develop the scenario for the exercise.
- Organize and run DISTAFF during the exercise.
- Support the evaluation process for the exercise.
- Support other bodies within the Project Working Group and train audiences as necessary.

The FTX syndicates (4.7.2) are responsible for the different sub-scenarios. The number of syndicates may change during the planning process, subject to scenario details. The main task for exercise syndicates in the planning process will be to undertake the detailed planning and coordination necessary for their sub-scenario to be implemented into the DSEC. This work needs to be coordinated closely with Head Scenario/DISTAFF. The focus should be on realistic injects to the DSEC, while ensuring a safe exercise venue.

Several workshops will be conducted, and most of the work will be carried out and coordinated during these and the main planning conferences.

Scenario/DISTAFF will work closely with all other bodies within the planning organization - especially the DSEC syndicate and the FTX syndicates - and with training audiences. Subject matter experts may be engaged if required.

### 4.6.1 DSEC syndicate

The Detailed Scenario Episodes Catalogue (DSEC) will be produced by the DSEC syndicate in close cooperation with the Scenario and DISTAFF syndicate.

## 4.7 Exercise syndicates

These are syndicates that are directly involved in planning the scenario, sub-scenarios and general play-action for the exercise. Each syndicate will plan and discuss specific issues at its meetings according to their assignment. Several syndicates may elect to hold workshops together, but the main bulk of the work will take place in a working group format and be coordinated by a syndicate leader. An important part of their assignment will be to produce scenario injects for the DSEC. Based on their area of expertise, participants from organizations and agencies in all countries are invited to contribute.

### 4.7.1 ALARMEX

This syndicate is responsible for producing and conducting the ALARMEX part of the exercise. It is anticipated that a “practice ALARMEX” will be conducted at least once prior to the actual exercise.

### 4.7.2 FTX syndicate(s)

The FTX syndicates are responsible for detailed planning of sub-scenarios. The number of FTX syndicates will depend on how the main scenario is developed during the planning process. Different FTX syndicates are responsible for each sub-scenario. Syndicates may be re-named in

accordance with their sub-scenarios. Syndicate leaders must work closely with the Scenario and DISTAFF syndicate.

The syndicates will locate and identify scenario locations. They are responsible for technical facilitation and coordination on site, as well as to coordinate the sub-scenarios technical and operational aspects with other relevant actors and agencies.

Each syndicate should prepare a risk analysis for the exercise venue(s) under their responsibility. The Safety Director should receive a briefing on the risk analysis, and of safety measures and preparations planned at the site.

### **4.7.3 Media play and Public play**

The aim of media play is to give participating countries and agencies an opportunity to exercise their organizations in crisis communication, and to create a realistic and relevant challenge in dealing with the media during a crisis. Before the exercise, “play journalists” will receive training in methods, objectives and goals, and receive an understanding in the key issues of the exercise scenario. The media play injects will be based on knowledge of how the media react to different crisis situations, and – within the framework of the exercise’s objectives and goals– create a situation that is as realistic as possible.

During the planning process, the Media Play syndicate will hold regular meetings at the discretion of the syndicate leader. It is anticipated that the bulk of the work will take place in 2013. The focus areas and the framework of the media play will be defined in collaboration with the Scenario and DISTAFF syndicate, and Media play and Public play syndicate should work closely with them.

During the exercise, Media play and Public play will be located in conjunction with DISTAFF, close to the exercise area.

### **4.7.4 Seminars and skills**

This syndicate is responsible for identifying opportunities for skills development activities during the planning phase, and during the exercise itself. The syndicate will be expected to produce and offer skills development activities for project participants and leaders. Evaluation reports from previous Barents Rescue exercises have shown this element of the exercise to be extremely valuable.

### **4.7.5 Other syndicates**

Pending

## **4.8 Support and coordination syndicates**

These syndicates have important support functions during the planning phase, as well as during (and after) the exercise, but have no role in planning the play-action part of the execution phase. Based on their area of expertise, participants from all countries and organizations are encouraged to contribute to the work in these syndicates.

### **4.8.1 Regional coordination**

The Regional Coordinator will build a syndicate consisting of members from regional participants and other regional stakeholders. The Regional Coordinator is responsible for local and regional coordination, and prepares the regional work during the planning process as well as before and during the exercise. During the planning process the syndicate will meet on a regular basis at the discretion of the Regional Coordinator.

The Regional Coordinator will support the Project Working Group (PWG) with regional and local knowledge/expertise.

#### **4.8.2 Host Nation Support (HNS)**

The HNS syndicate is responsible for planning and preparing the logistics needed to receive and accommodate rescue assets from other countries. This includes plans and procedures concerning venues, food, accommodation, communication, transportation, border crossings, etc.

#### **4.8.3 Information, Public Information Center (PIC)**

The information/PIC syndicate is responsible for communicating with “real media” before, during, and after the exercise. This syndicate will support the Project Working Group with communication planning, information strategy, and production of different information material for distribution prior to and during the exercise. Responsible for all information and communication related to the exercise both before and during the exercise. This includes setting up and running the Public Information Centre (PIC) during the exercise.

#### **4.8.4 Visitors and Observers, Ceremonial**

A large number of visitors and observers are expected during exercise Barents Rescue 2013. A comprehensive program is being prepared for these visitors, which also includes the opening and closing ceremonies. The VOB/Ceremonial syndicate is planning and coordinating these events, and any related issues. Additional responsibilities include VIP hosting.

#### **4.8.5 Administrative support and economy**

This syndicate will assist OCE and the different syndicate leaders with administrative tasks including basic budgeting and finance.

## **5. Timeline**

The planning and meeting schedule for major meetings and conferences. Workshop meetings are not included here, see “Fronter”.

| <b>Meeting</b> | <b>Date</b>            | <b>Place</b>           |
|----------------|------------------------|------------------------|
| IPC            | August 30 – 31 2012    | Tønsberg, Norway       |
| TTX Nordnes *  | October 16 2012        | Tromsø, Norway         |
| MPC            | December 3 – 5 2012    | Tromsø, Norway         |
| FPC            | May 22 – 24 2013       | TBD                    |
| Exercise BR13  | September 17 – 19 2013 | Troms - Lyngen, Norway |
| PXD            | December 3 – 4 2013    | TBD (Finland)          |

\* Planned and conducted by the County Governor of Troms

## 6. Fronter

“Fronter” is the electronic project site for the planning of exercise Barents Rescue 2013. Documents, invitations and so on will be published here. The site also has a calendar with dates for meetings and other important events. Each working group will have its own “room” where they can share and process documents. Contact information for each participant in the project will also be published here. Go to <https://fronter.com/dsb-exercises> and sign in with your personal username and password. Access will be administered by CPG (Core Planning Group). Password for first time entry is:

- Username: **your e-mail address**
- Password: **123Pass456** (case sensitive - remember capital “P”)

You will be asked to change the password the first time you sign in.

## 7. Abbreviations and terminology

|         |  |
|---------|--|
| AAR     | After Action Review                                      |
| AT      | Assessment Team  |
| BCP     | Border Crossing Point                                    |
| BEAC    | Barents Euro Arctic Council                              |
| Bo O    | Base of Operations                                       |
| CAB     | County Administrative Board                              |
| CBRN    | Chemical, Biological, Radiological and Nuclear           |
| CCC     | Crisis Co-ordination Committee                           |
| CCCG    | Crisis Communication Coordination Group                  |
| CDC     | Concept Development Conference                           |
| CEP     | Civil Emergency Planning                                 |
| CG      | Command Group  |
| CIP     | Critical Infrastructure Protection                       |
| CIS     | Communication and Information System                     |
| COP     | Chief Operations   |
| COREPER | Comité des Représentants Permanents                      |
| CPG     | Core Planning Group                                      |
| CPX     | Command Post Exercise                                    |
| DSEC    | Detailed Scenario Episodes Catalogue                     |
| DISTAFF | Directing Staff  |
| EADRCC  | Euro-Atlantic Disaster Response Co-ordination Centre     |
| EAPC    | Euro-Atlantic Partnership Council                        |
| EMPT    | Exercise Management Planning Team                        |
| EPG     | Exercise Planning Guide                                  |
| EPT     | Exercise Planning Team                                   |
| ETD     | Estimated time of Departure                              |
| EU      | European Union   |
| EU-CCA  | European Union Crisis Co-ordination Arrangement          |
| EU-ICMA | European Union Integrated Crisis Management Arrangements |
| EXDIR   | Exercise director  |
| EXPI    | Exercise Planning Instruction                            |

|         |  |
|---------|--|
| EXSPEC  | Exercise specification   |
| FEG     | Field Exercise Group   |
| FER     | Final Evaluation Report  |
| FIR     | First Impression Report  |
| FPC     | Final Planning Conference  |
| FTX     | Field Training Exercise  |
| GO      | Governmental Organizations                                       |
| HAT     | Head of Assessor Team  |
| HDS     | Head of Directing Staff  |
| HNS     | Host Nation Support  |
| HQ      | Headquarters   |
| IAEA    | International Atomic Energy Agency                               |
| INSARAG | International Search and Rescue Advisory Group                   |
| IO      | International Organizations                                      |
| IPC     | Initial Planning Conference                                      |
| JOPG    | Joint Operational Planning Group                                 |
| JRCC    | Joint Rescue Coordination Center                                 |
| LEL     | Local Exercise Leader  |
| LEMA    | Local Emergency Management Authority                             |
| LO      | Liaison Officer  |
| MIC     | Monitoring Information Centre                                    |
| MPC     | Main Planning Conference   |
| NACC    | The North Atlantic Cooperation Council                           |
| NGO     | Non Governmental Organizations                                   |
| OCE     | Officer Conducting the Exercise                                  |
| OSC     | On-Site Commander  |
| OSDS    | On-Site Directing Staff (DISTAFF)                                |
| OSE     | Officer Scheduling the Exercise                                  |
| OSOCC   | On-Site Operations Co-ordination Centre                          |
| PC      | Press Centre   |
| PIC     | Public Information Centre/ Press and information center          |
| POC     | Point of Contact   |
| PWG     | Project Working Group  |
| PXD     | Post Exercise Discussions  |
| RC      | Rescue Commander   |
| SAR     | Search and Rescue  |
| SITCEN  | (European Union) Situation Centre                                |
| SOP     | Standard Operating Procedures                                    |
| SSAR    | Specialized Search and Rescue                                    |
| TC      | Team Commander   |
| TTX     | Table-Top Exercise   |
| UNDAC   | United Nations Disaster Assessment and Coordination Team         |
| UN-OCHA | United Nations Officer for Co-ordination of Humanitarian Affairs |
| USAR    | Urban Search and Rescue  |
| UTC     | Universal Time Coordinated                                       |
| VOB     | Visitors and Observers Bureau                                    |
| WG      | Working group  |
| WHO     | World Health Organization  |
| XHNS    | Exercise Host Nation Support                                     |