

# Følgeskriv

Øvelsens navn	Barents Rescue
Tidspunkt for øvelse	17.-19. september 2013
Tittel på rapport	Barents Rescue 2013 Evaluation
Øvelseseier	Direktoratet for samfunnssikkerhet og beredskap
Kildehenvisning	Direktoratet for samfunnssikkerhet og beredskap

## Bakgrunnsinformasjon:

**Øvelsestype:** Full-scale

**Beskrivelse av øvelsen:** The scenario that formed the basis for the planning process of the Barents Rescue 2013 exercise was a massive rockslide 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 metres is moving at a rate of 4 – 5 cm a year.

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 exercise began with a notification when Nordnes went from orange to red phase. A larger evacuation of residents in Lyngen municipality was initiated.

**Øvelsesdeltagere:** Barents Rescue 2013 involved approx. 70 agencies and organisations. Rescue teams from Sweden, Finland, Russia and Norway worked alongside each other in response to the challenges that this exercise presented.

**Evalueringsmetodikk:** Data collection has been carried out by the following means:

- Observations during the exercise: approximately 30 evaluators with specific tasks.
- Generic Questionnaire regarding participating agencies' and organisations' experiences and assessments pertaining to the exercise.
- Electronic questionnaire regarding the planning process.
- Feedback from the participants in the Post Exercise Discussions (PXD) in Levi, Finland.

**Øvingsmål:** The purpose of exercise Barents Rescue 2013 was 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 the responders' network.

- Define, test and evaluate relevant bilateral and multilateral agreements for assistance and the applicable legal and administrative framework.
- Promote cooperation between authorities in the Barents Region as well as at the national and international level.
- Test national and international warning and alarm routines as stated or indicated in relevant agreements.

- Improve procedures and practical activities for requesting, sending and receiving assets.
- Strengthen trans-boundary cooperation at local and regional level.
- Enhance awareness and use of media being an important part in the crisis management process for channelling information to the public.
- The planning process itself as an important element in building personal networks, enhancing familiarisation between participating agencies and countries and for improving the planning process.

## Oppsummering/hovedfunn:

The exercise showed that many resources are available, and involvement and efforts are strong, but it can be immediately concluded that there are still major challenges within the exchange of information and coordination. There is still a way to go here as regards horizontal and vertical communication at strategic, operative and tactical levels.

Findings from observations and the participants' own evaluations show that there is a need for training to be better prepared. The need for training is even stronger when the players have to interact with foreign resources. There is certainly a potential for better coordination between both local, regional and national agencies and organisations.

Norway needs to further develop its understanding of what it means to receive foreign personnel. This is important to both the exercise management and the local level emergency management. The need to further develop the Host Nation Support function in all phases of an operation is important. As a part of this, there is also a need for better knowledge of the other Barents countries' resources and operational procedures. It seems that Norway could have made better use of the Barents Agreement and Barents Joint Manual. Many of the same lessons learned here also applied during Barents Rescue 2011, which took place in Sweden.

## Suggestions for improvement

### Planning process

- The idea of Barents exercises should be supporting the Barents Region as a whole. The exercises should be based on risk assessments. A joint improvement plan should be established and then determine the added value the exercise could bring and how.
- The form and content of the conferences should be clarified, and to what extent the syndicates will be working independently during the planning conferences.
- Guidelines should be established for preparing exercise goals – ensuring a more unified understanding of what an exercise goal entails. There should also be deadlines for when the exercise goals must be defined.
- Need for presentation of the host nations government's organisation of rescue operations.
- More awareness about why and what we practice – focus on evaluation and experiences from former exercises.

- Many had little experience with the execution of exercises - the need for courses. Written material that easily explains the background for the agreement and exercise.
- Better systematic use of lessons identified from former Barents Rescue Exercises in the planning process.
- BR13 focused mainly on the field training. It is important to decide upon to what extent the Barents Rescue Exercises also should emphasise exercise of the strategic levels.

### **AlarmEx**

- Notification procedures in the Barents Joint Manual should also include telephone and e-mail.
- It is recommended that “notification of emergencies” should also be accompanied by telephone contact.
- Conducting a “small-scale” Alarm Exercise each year under the supervision of the Joint Committee, combined with a yearly revision of the Barents Joint Manual could be recommended.

### **Field Training Exercise**

#### **DISTAFF**

- An important part of the planning process is to produce scenario injects for the DSEC. Based on expertise, participants from organizations and agencies in all countries were invited to contribute, but the contributions could be followed up to a greater extent.
- The use of international working standards such as OSOCC, INSARAG guidelines could be used in the Barents exercises in the future.
- A joint improvement plan should be established and then determine what added value the exercise could bring and how.

#### **EVACUATION, TUNNEL ACCIDENTS AND YOUTH CAMP**

#### **Joint for FTX**

- Local response crews have little experience and training with major incidents. This constitutes a challenge that should be discussed at a national level.
- Follow up the Barents Joint Manual in “training”.
- Handling of major and complex incidents and interaction with other international resources could be further strengthened.
- There has been a proposal for a day for operative crews where they can review equipment and tools that will be in direct connection with the exercise. This could be a type of Training Day for the exercise. It could also be expedient to organise a presentation of how the rescue service works and is developed in the country where the exercise is taking place.
- There is a need to clarify whether foreign rescue officers can take command over Norwegian municipal fire fighters in a situation on Norwegian territory. Further investigation into this is recommended. The outcome of this must be communicated to the respective supervisors prior to the next exercise.
- Coordination of (radio) communication between the different countries rescue resources.

## MEDIA PLAY

- Systems for monitoring media and social media are important.
- Social media is suitable for reaching journalists, and can be used more actively for this purpose.
- Social media can also be used to correct mistakes, and to communicate to the public directly.
- It is important to establish communication through social media both to the public and the press in an early phase of a crisis.

## Host Nation Support (HNS)

- The HNS liaison
  - Is very important for a well-functioning HNS. The function should therefore consist of several people if necessary, for example one HNS liaison and one administrative support function, or two HNS liaisons with administrative support if necessary.
  - The HNS liaison should be called out at the same time advance notice is given.
  - The HNS liaison should be used when receiving large units at the border.
- The understanding of what it entails to receive foreign crews should be developed on the Norwegian side. This applies both to exercise management and at the local level.  
Three main phases can be identified for HNS.
  - 1. Requesting international assistance In this phase, better communication between HNS, the Joint Rescue Coordination Centre (HRS), police and Norwegian Civil Defence is needed.
  - 2. Border crossing In this phase, it became clear that Norway needs to develop a set of guidelines for border crossings in emergency situations.
  - 3. Deployment of international teams in coordinated response efforts In this phase, uniform response management must be developed in cooperation with the police or other local response management.
- A review of the functional requirements for the RDC should be undertaken. Furthermore, an assessment of whether to apply the OSOCC guidelines could be done. This could potentially be incorporated in the Barents Joint Manual.
- Communication should be part of HNS – it can be assessed whether it is expedient to determine communication standards and requirements for compatible equipment.
- The HNS function should consider the need for interpreting services to support the foreign crews. The Barents Joint Manual can be followed up better in this area.
- The Norwegian Civil Defence's role in HNS should be developed further. The Norwegian Civil Defence contributed with considerable resources, and could have handled RDC if this had been clarified in advance.
- Complete lists of crews and equipment are very important and should be required. The requirements in the Barents Joint Manual must be followed up better.
- The incoming forces' actual capacities must be clarified. The requirements in the Barents Joint Manual must be followed up better.
- The HNS liaison must be aware that networking is an integral part of the role.
- The border authorities in the Barents Region must receive more information on the agreements – Barents Joint Manual and Barents Agreement. One suggestion is organising a workshop.

## Plans and agreements

- Further development of the Joint Committee for Rescue Cooperation and the Barents Joint Manual. This task should be assigned to BEAC and the Justice Ministry.
- The participants are encouraged to evaluate and update their plans prior to the exercise.

## Crisis management organisation

- The strategic level is of great significance for all those involved. This is important to remember when planning exercises.
- Improving knowledge about other organisations and their role and mandate, and with organisations outside your own sector and country is recommended
- The system of using liaison officers is probably a good way to make the contact and communication between the organisations better and more effective.
- Look into the strategic crisis management  
Having a long-term perspective in the planning even during the acute phase of a crisis is recommended. This will create better opportunities for proactive actions. This should be done before planning of the 2015 exercise is complete.

## Information management

- Barents Rescue showed, like so many previous exercises, the demand for a common situation picture - in all phases of the exercise
- Better solution of sharing verified information from the operational level fast enough to the strategic and political level. DSB, POD and JD have responsibilities here.
- Need for information about what's happened in the early stages of the crisis
  - limited access to information
  - the scope of information was limited
  - unclear lines with regards to how information should flow

## Crisis communication

- Crisis communication is a separate discipline where expertise is needed, and it is an advantage to have dedicated professionals for this.
- Crisis communication plans are essential and should be reviewed before an exercise. The plan should also include the use of resources and a plan for calling in reinforcements.
- The players should be more proactive when it comes to information to the public.

## Coordination of actions and resources

- County Governor of Troms believed that internal coordination worked effectively. There is a need for regional coordination of the efforts in the local communities.
- The Police Directorate, coordination of actions and resources were satisfactory, external coordination did not work quite as effective. It was specifically reported ambiguities concerning use of Military Forces mission and jurisdiction.

Gjennomgått av	Dato
Maja Stien	14. juli 2014