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Australian Institute for
Disaster Resilience



Managing Exercises

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**AUSTRALIAN EMERGENCY
MANUALS SERIES**

PART V

The Management of Training

Manual 2

MANAGING EXERCISES

EMERGENCY MANAGEMENT AUSTRALIA

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INFORMATION ON THE AUSTRALIAN EMERGENCY MANUALS SERIES

The first publication in the original AEM Series of mainly skills reference manuals was produced in 1989. In August 1996, on advice from the National Emergency Management Principles and Practice Advisory Group, EMA agreed to expand the AEM Series to include a more comprehensive range of emergency management principles and practice reference publications. The Series is now structured in five parts as set out below.

Parts I to III are issued as bound booklets to State and Territory emergency management organisations and appropriate government departments for further dissemination to approved users including local government. Parts IV and V (skills and training management topics) are issued in loose-leaf (amendable) form to all relevant State agencies through each State and Territory Emergency Service who maintain State distribution/amendment registers. All private and commercial enquiries are referred to EMA as noted at the end of the Foreword on page vii.

AUSTRALIAN EMERGENCY MANUALS SERIES STRUCTURE AND CONTENT

		Publishing Status—Mar 2001
PART I —THE FUNDAMENTALS		
Manual 1	Emergency Management Concepts and Principles (2nd/3rd edn)	A/R
Manual 2	Australian Emergency Management Arrangements (6th edn)	A
Manual 3	Australian Emergency Management Glossary	A
Manual 4	Emergency Management Terms Thesaurus	A
PART II —APPROACHES TO EMERGENCY MANAGEMENT		
<i>Volume 1—Risk Management</i>		
Manual 1	Emergency Risk Management—Applications Guide	A
<i>Volume 2—Mitigation Planning</i>		
	Titles to be advised (covering PPRR)	P
<i>Volume 3—Implementation of Emergency Management Plans</i>		
	Titles to be advised	P
PART III —EMERGENCY MANAGEMENT PRACTICE		
<i>Volume 1—Service Provision</i>		
Manual 1	Emergency Catering	A
Manual 2	Disaster Medicine (2nd edn)	A
Manual 3	Disaster Recovery	A/R
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Manual 1	Evacuation Planning	A
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Manual 3	Health Aspects of Chemical, Biological and Radiological Hazards	A
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Manual	Urban Search and Rescue (Management)	D
Manual	Lifelines	D
Manual	Disaster Assessment and Survey	D

AUSTRALIAN EMERGENCY MANUALS SERIES STRUCTURE AND CONTENT

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Volume 3—Guidelines

Guide 1	Multi-Agency Incident Management	A
Guide 2	Community and Personal Support Services	A
Guide 3	Managing the Floodplain	A
Guide 4	Flood Preparedness	A
Guide 5	Flood Warning	A
Guide 6	Flood Response	A
Guide 7	Gathering Community Information	D
Guide	Psychological Services	D
Guide	Community Development	D
Guide	Managing Landslips	D
Guide	Managing Dambreaks	D
Guide	Disaster Victim Identification	U/R
PART IV —SKILLS FOR EMERGENCY SERVICES PERSONNEL		
Manual 1	Storm Damage Operations (2nd edn)	A
Manual 2	Operations Centre Management	A
Manual 3	Leadership	A
Manual 4	Land Search Operations (2nd edn—Amdt 1)	A
Manual 5	Road Accident Rescue (2nd edn)	A
Manual 6	General Rescue (4th edn—formerly Disaster Rescue)	A
Manual 7	Map Reading and Navigation (2nd edn)	A
Manual 8	Four-Wheel-Drive Vehicle Operation (Amdt 1)	A
Manual 9	Communications (2nd edn)	A
Manual 10	Flood Rescue Boat Operation (2nd edn)	A
Manual 11	Vertical Rescue (2nd edn)	A/R
Manual	Structural Collapse Search and Rescue	D
PART V —THE MANAGEMENT OF TRAINING		
Manual 1	Small Group Training Management (2nd edn)	A
Manual 2	Managing Exercises	A

Key to status: A = Available; A/R = original version Available/under Review; D = under Development; P= Planned; R = under Review/Revision; U/R = Unavailable/under Review

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FOREWORD

The purpose of this manual is to provide guidelines and a national reference for the design, conduct and review of exercises and simulations. The manual will be useful for members of emergency services and personnel responsible for developing or testing emergency response plans and their capabilities.

Exercising is integral to training, developing and preparing personnel to carry out their functions in real emergencies. Exercise management is not a step by step process, rather, exercise managers have to revise and refine their plans throughout the development process. Readers will find this manual most useful if it is read as an entire document, rather than a series of stand-alone topics. The manual is designed to offer a series of check lists and prompts for exercise planners and uses a number of examples to illustrate different aspects of planning. The formats used in the manual can be modified to suit local needs, or used as they are.

This manual has been developed by a national consultative committee representing a range of emergency management organisations from various States/Territories. The committee was initiated and sponsored by Emergency Management Australia.

The manual is issued in loose-leaf form to facilitate amendment and insertion of individual organisational supplements.

Proposed changes to the document should be forwarded to the Director-General, Emergency Management Australia, at the address shown below, through the respective State/Territory emergency management organisation.

The publication is provided free of charge to approved Australian organisations which may obtain copies through their State or Territory Emergency Service headquarters who maintain distribution and amendment registers.

Manuals may be supplied to other Australian or overseas requesters upon payment of cost recovery charges. Consideration is given to requests from developing countries for copies without charges.

Overseas enquiries (for free copies) and all others regarding purchase of the Manual should be sent to the Director-General, Emergency Management Australia, PO Box 1020, DICKSON ACT 2602, AUSTRALIA, (facsimile: +61 (0)2 6257 7665, email: ema@ema.gov.au).

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EMA wishes to acknowledge the major contribution made by senior sergeant ron smith of the South Australia Police in developing the Australian emergency exercise writing and management system and his valued assistance with the development of this Australian Emergency Manual.

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GLOSSARY

INTRODUCTION

VALUE OF EXERCISES

Fortunately, real-life incidents and emergencies do not occur often. Those people who have a role in planning for, or responding to, incidents, emergencies and disasters do not have many opportunities to develop and maintain their competence on-the-job. In addition, planners rarely get a chance to measure the effectiveness of emergency plans. It is clearly impractical to wait for an emergency to test how well a plan is going to work. Exercises (sometimes called simulations) can help fill these gaps by simulating a real life event, allowing emergency managers and responders to test their skills and planners to evaluate the effectiveness of their plans.

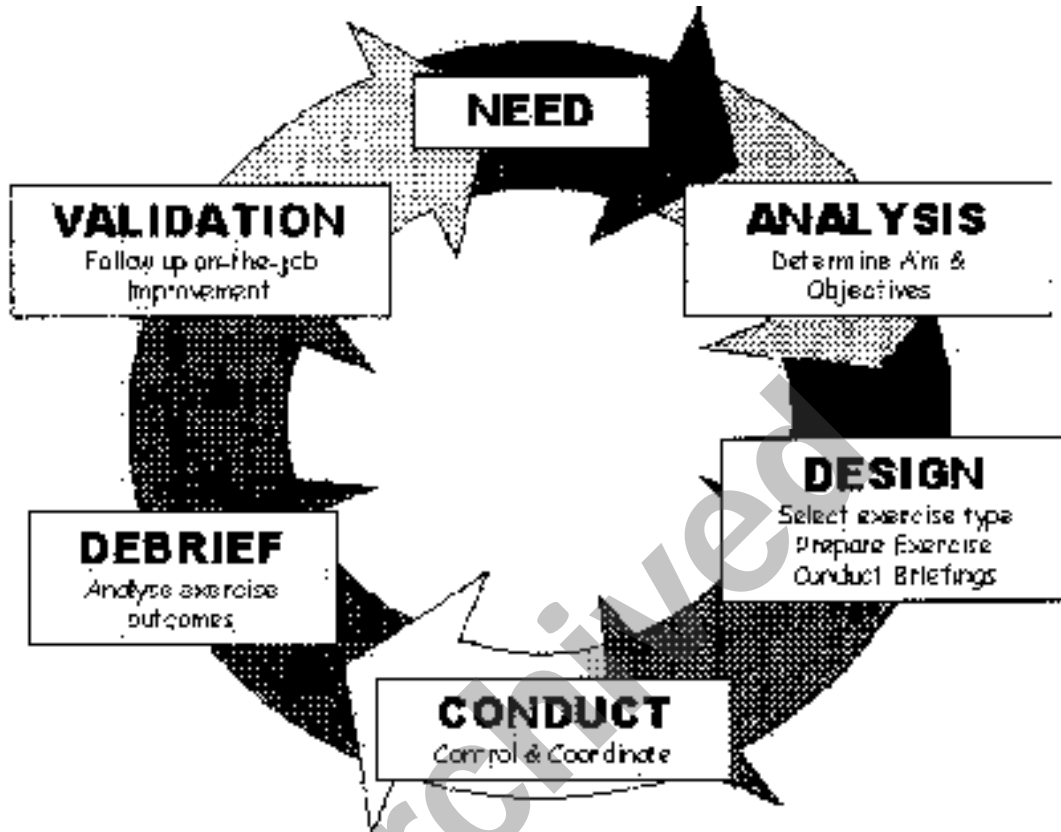
Exercises are like a stage play. They have a script, a director, stage management and actors. Like a play, they can be short and involve only a few people, or they can be like an epic, with the proverbial cast of thousands. Participants in the exercise use their training and experience in a rehearsal for a real event that, hopefully, may never occur, but for which they must be prepared. If you are planning to run an exercise, it is helpful to keep the theatre analogy in your mind.

An exercise can be as simple as a rescue team transporting a casualty from a rooftop, or a planning group testing an evacuation plan. Alternatively, an exercise can be as complex as a major multi-agency event involving scores of participants. Regardless of its size, exercises are useful to:

- evaluate emergency plans;
- explore planning and response issues;
- promote awareness;
- develop competence;
- demonstrate capability;
- assess competence;
- evaluate risk treatment strategies;
- validate training;
- identify performance gaps; and
- evaluate equipment, techniques and processes.

THE EXERCISE MANAGEMENT MODEL

There are six stages in creating a useful exercise. The Exercise Management Model (figure 1) highlights the stages for developing, conducting and reviewing an effective exercise.



Need

All exercises emerge from an identified need. The need might be to practise, test or evaluate aspects of planning, procedures, or systems. Alternatively, it might be to assess individual or group performance, or to evaluate techniques or equipment.

Analysis

The identified need is analysed to determine the exercise aim and outcomes for the exercise.

Design

The type and size of exercise is selected, planned and written.

Conduct

Directing staff run the exercise in accordance with the plan, initiating and controlling the various stages as they unfold.

Debrief

Participants are brought together after the exercise to discuss its conduct, make suggestions and provide information to the exercise management team.

Validation

The exercise management team follows-up debrief recommendations to ensure that any deficiencies revealed by the exercise are corrected. Validation may also include a further exercise to test progress.

EXERCISE MANAGEMENT

The size and complexity of the exercise will determine the number of people needed to plan and conduct the event. An exercise manager, or management team, should always be appointed. One person can easily manage and direct a small exercise, whereas a bigger simulation may require a management team, a designated exercise director and a number of directing staff. Exercise management teams should include representatives from stakeholders such as the organisations involved and the local community.

Exercise managers (or management teams) will have a number of things to do, including:

- setting the aim and outcomes;
- setting the boundaries of the exercise;
- conducting planning and progress meetings;
- preparing documentation;
- appointing directing staff;
- overseeing the conduct of the exercise;
- facilitating or overseeing debriefs;
- compiling an exercise report; and
- validating exercise outcomes.

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CHAPTER 1

ANALYSIS

INTRODUCTION

- 1.1 Three steps must be completed before deciding on the form of an exercise. These are determining the need, analysing the need and writing the outcomes. These preliminaries are critical to shaping the event.

DETERMINING THE NEED

- 1.2 Effective exercises start with identifying a specific need within an agency or the emergency management community. An exercise is likely to be most useful where there is a need to practice an existing skill, to build motivation, or to assess a plan, system or technique. Exercises are rarely used to develop new skills.
- 1.3 Exercise managers must begin with the question: 'Why might I conduct an exercise?' Answers to this question could include the following:
- a. I have a newly formed team who need to learn to work together.
 - b. Our teams have not worked with other services for a long time.
 - c. We have new procedures that need testing.
 - d. We need to evaluate the new equipment that has been delivered.
 - e. We'd like to try out this new technique.
 - f. We need to practice an existing skill we haven't used for a while.
 - g. We need to practice the new call-out procedures.
 - h. I see an opportunity for us to showcase the Service's capabilities for potential recruits.
 - i. It's time we (re)assessed how well the coordination arrangements between organisations work.
 - j. Our recent restructure needs to be tested in an operational environment.
- 1.4 Exercise managers should discuss the need with other management staff and stakeholders early in the planning stage to ensure support. These discussions will help clarify the aim and set the scope of the exercise. It is important at this early stage to consider how the exercise will eventually be reviewed, and what measures can be used to see how successful it was. Having clearly established the need for an exercise, the next stage is to analyse that need.

ANALYSING THE NEED

1.5 The objective of analysing the need is to define the aim of the exercise. A clear aim leads to a series of outcomes. The outcomes will suggest the most appropriate style, size and level of complexity for the exercise. During analysis, the manager will also create a time-based plan for the development, conduct and follow-up of the exercise.

1.6 Analysis is usually a discussion or series of discussions with interested stakeholders. These discussions will clarify the need for the exercise, what the organisations or individuals involved want to get out of it, how managers and participants will measure success, and the important factors that will influence the planning and conduct of the exercise.

1.7 AIM

The first step of the analysis is to write an aim. The aim is a broad statement of intent. There should only be one aim for an exercise. It provides direction as to what is to be achieved. The aim should be begin with a verb and be positive, clear, concise and achievable. A good aim can also be measured. Examples of effective aims include the following:

- a. *To assess* the ability of the rescue team to recover casualties from heights.
- b. *To display* the team's rescue capability at the annual show.
- c. *To test* SOPs with the Emergency Operations Centre (EOC) staff.
- d. *To review* response and coordination procedures for a HAZMAT incident in the district.
- e. *To confirm* the coordination and deployment procedures for a land search operation.
- f. *To develop* cooperative arrangements between response and recovery agencies.
- g. *To build* networks in the local emergency management community.
- h. *To assess* the adequacy of emergency management response arrangements for the Tunnel Complex.

1.8 FACTORS

Once the aim is determined, the exercise manager examines any factors (things to consider) that affect it. The most common factors that need to be examined are as follows:

- a. **Scenario**—The scenario is the 'story' that sets up the exercise. It is interdependent on many of the other factors below.
- b. **Timings**—What deadlines need to be met? How much lead-time is needed or available? How much time is needed or available for the

conduct of the exercise? During what time of day or night should the exercise occur?

- c. **Size**—How complex does the exercise need to be? How many people should be involved in management and conduct? How many agencies need to be involved? How many people need to be involved?
- d. **Location (venue)**—Where should the exercise be held? How much space is needed? Who owns or operates the location? Are there alternatives? What is the venue availability? What approvals or permission is needed? How much staging and preparation is required?
- e. **Personnel**—Who should be involved? What is their availability? Who are the key personnel for exercise control?
- f. **Agencies**—Who are the key agencies that need to be involved? Are there any supporting agencies needed? What are the organisational constraints?
- g. **Costs**—What are they? Who pays for what? Consider personnel costs, equipment, catering, accommodation, travel, hire, fuels and other consumables.
- h. **Equipment**—Requirements, limitations, availability.
- i. **Operational Responsibilities of Involved Agencies**—How will the plan ensure all agencies involved can maintain operational readiness and capacity during the exercise.
- j. **Weather Conditions**—Plan for contingencies in the event of adverse weather conditions.
- k. **Administration**—Consider the need for electronic and paper-based records, administrative staff support, identification and access control, notification of nearby residents and other agencies, correspondence management, insurance issues such as public liability and workers' compensation.
- l. **Logistic Requirements**—Consider the following; catering, transport, shelter and accommodation, storage, utilities and consumables.
- m. **Statutory Considerations**—Legal requirements, plans, and agreements.

1.9 EXAMPLES

Managers should use the factors to plan the size, structure and format of the exercise. For example, take the aim *'Test SOPs with the Emergency Operations Centre (EOC) staff'*. The following factors have an effect on this aim:

- a. **Scenario**—The scenario needs to provide a variety of EOC tasks and operational problems of varying complexity to ensure effective testing. The selected scenario is that a flood has occurred in the local area and the EOC has been activated to support the response.

- b. **Timings**—To achieve the aim, this exercise must test change of shift procedures. The exercise duration must therefore be sufficient to allow at least two shifts to be involved. In this case it will run for six hours using two three-hour shifts.
- c. **Size**—The exercise needs sufficient participants to fully staff at least two shifts (in this case, four per shift), plus directing staff. This is a small exercise, involving only a few people within one agency. One person could manage and direct this exercise, perhaps with one or two other directing staff.
- d. **Location**—Limited to the EOC facility.
- e. **Personnel**—Designated shift leaders will be made available as directing staff, three personnel to act as field teams to feed information to feed information to the exercise players.
- f. **Agencies**—Only one agency is being exercised, although communications with other agencies might be required during the exercise, so they need to be advised.
- g. **Costs**—There will be minimal cost involved beyond the costs of personnel (overtime or downtime as relevant) and catering for participants. Costs will be borne by the agency's operations department.
- h. **Equipment**—Normal EOC equipment, plus three field radios to simulate field teams.
- i. **Operational Responsibilities of Involved Agencies**—Other agencies need to be advised to expect exercise communications traffic, routine work needs to continue and the EOC must be able to function for a real emergency if required.
- j. **Weather Conditions**—No impact on this exercise.
- k. **Administration**—An exercise file will be raised and notifications to other agencies made.
- l. **Logistic Requirements**—Catering is needed for participants and a small staging area needed for the oncoming shift.
- m. **Statutory Considerations**—No impact for this aim.

1.10 The process is the same for a bigger exercise. For example, a major exercise whose aim is to '*Test response plans and capabilities at a major airport emergency*' might have the following factors:

- a. **Scenario**—The scenario needs to involve airport response agencies and support agencies to test control and coordination of response teams and to test application of the Airport Emergency Plan. Actual deployment of responders will be required to practice on-ground techniques. The selected scenario is that a refuelling tanker has collided with a laden passenger aircraft at the airport.

- b. **Timings**—The exercise will happen in daylight to facilitate video recording. It will happen during the week to minimise staff costs and take no more than 2 hours for actual conduct.
- c. **Size**—This is a major exercise, requiring control staff from the response and support agencies, responders, simulated casualties and a large directing staff. An exercise management team will be needed.
- d. **Location**—The exercise will take place at the airport, in or near normal refuelling areas for realism. The exact location will be determined by operational limitations.
- e. **Personnel**—Identified exercise management staff are needed from the agencies involved; on-shift personnel will be made available for the exercise.
- f. **Agencies**—All agencies identified in the 'Airport Emergency Plan' should be involved.
- g. **Costs**—Significant staff costs are likely (overtime or downtime as relevant). Logistic costs, particularly catering for participants will be high. Staff and catering costs will be borne by individual agencies, with agreed logistic costs borne by the Airport.
- h. **Equipment**—Normal emergency response equipment, one refuelling tanker and an aircraft, plus casualty simulation equipment, video recording equipment and staff
- i. **Operational Responsibilities of Involved Agencies**—The exercise will take resources off-line for a period. Agencies will need to have contingencies in place and must be able to function for a real emergency if required.
- j. **Weather Conditions**—The exercise will continue, regardless of weather.
- k. **Administration**—An exercise management team will be established to manage the exercise. The Airport will provide secretarial support. Participating agencies will maintain their own administration.
- l. **Logistic Requirements**—Catering is needed for participants and a small staging area is required. Spaces for immediate debriefings of responders and other participants are needed.
- m. **Statutory Considerations**—Responders must comply with the Roads and Traffic Act, State Displan and Airport Emergency Plan. Normal SOPs and legislative requirements apply throughout the exercise.

WRITING OUTCOMES

- 1.11 Outcomes are specific statements describing what should be achieved by individuals, groups or agencies participating in the exercise. While there is only one aim, there can be many outcomes. Outcomes need to be clear and unambiguous. An effective outcome begins with a verb and is precise,

observable and measurable. Each outcome must be directly linked to the exercise aim. The outcomes will largely determine the most suitable style of exercise.

1.12 A good way to write outcomes is to complete the sentence:

During the exercise, individuals or groups will...

1.13 EXAMPLES

Some examples of different exercise outcomes are given below:

- a. **Example 1**—*During the exercise, team members will:*
 - (1) construct a Larkin Frame to specifications; and
 - (2) recover a casualty from over a cliff of between 5 and 15 m high.
- b. **Example 2**—*During the exercise, individual EOC staff will:*
 - (1) maintain an operational log to meet SOPs;
 - (2) plot information on boards and maps to operational standards;
 - (3) draft routine messages;
 - (4) draft situation reports and routine operational orders in standard format;
 - (5) conduct a situation briefing for an incoming shift, using standard format; and
 - (6) Conduct a debrief for off-going shift, using standard format.
- c. **Example 3**—*During the exercise, Operations Officers will:*
 - (1) apply the appreciation method of problem solving;
 - (2) select the most appropriate solution from a number of alternative options;
 - (3) develop a 'concept of operations'; and
 - (4) prepare operational orders in the accepted format.
- d. **Example 4**—*During the exercise, the EOC team will solve operational problems in a timely fashion using established problem solving and decision-making skills.*
- e. **Example 5**—*During the exercise, the Fire Service will practice standing operating procedures for combating and containing a major fuel spillage on the airport tarmac.*

DEVELOP A TIME-BASED PLAN

1.14 Exercise managers should prepare a time-based plan for the completion of the planning stages and their component steps. This is particularly important

when planning a major exercise. Essentially, the exercise manager uses a project management approach to ensure all the steps happen in the right order. There are a number of recognised project management tools that are useful to the exercise manager, including text or graphic plans and software. The table below is an example of a text-based plan for a small exercise and figure 1 is an example of a graphic plan for a major exercise.

Activity	Target date	Personnel involved
Exercise preliminaries	7 July	Exercise Manager, Unit Controller, Training Officer
Exercise plan	8 July	Exercise Manager
Documentation	8 July	Exercise Manager
Briefing and conduct	14 July	Exercise Manager and directing staff
Debrief	14 July	Exercise Manager and participants
Review	21 July	Exercise Manager, Unit Controller, Training Officer

1.15 GRAPHIC PLAN (GANTT CHART)

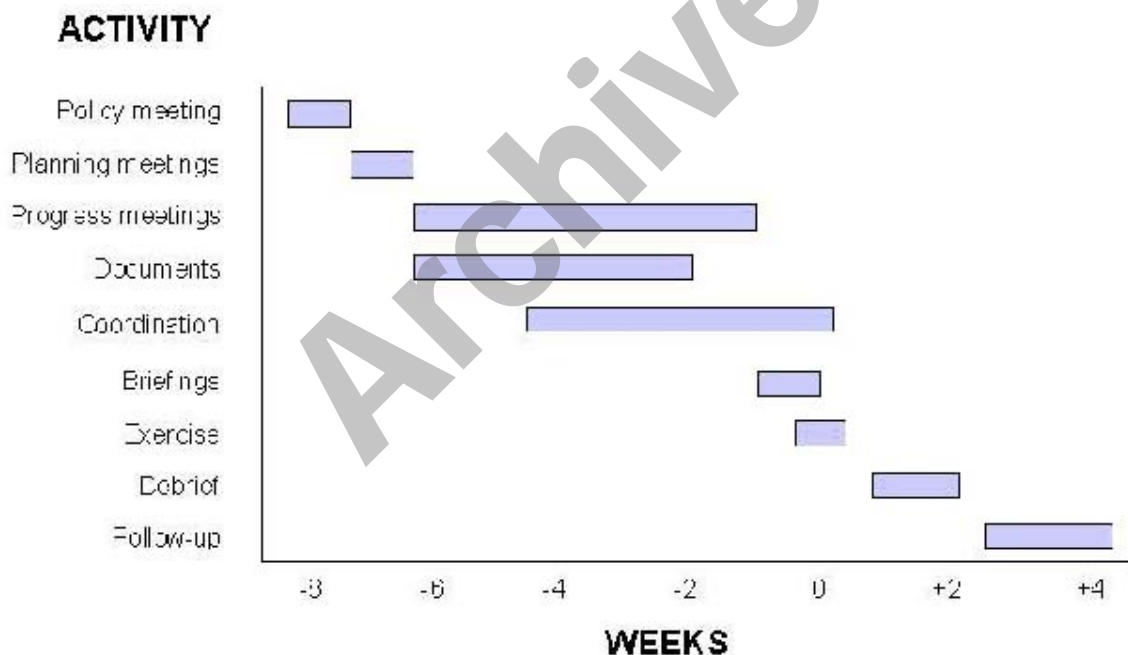


Figure 1:1— Time-Based Plan for a Major Exercise

DETERMINE THE SCOPE OF THE EXERCISE

1.16 The factors analysed as part of writing outcomes provide guidelines and boundaries for the detailed plan. These limits and boundaries define the scope of the exercise. The scope must be broad enough so the outcomes can be achieved, but not be beyond the capabilities of the participants or

require unnecessary activities or participation. Some of the factors that particularly affect exercise scope are:

- a. exercise outcomes,
- b. performance standards and experience of participants,
- c. capabilities and limitations of participating agencies,
- d. limitations on improvising a realistic exercise situation,
- e. weather, and
- f. limitations of facilities and equipment.

There are many styles of exercises. The outcomes and scope are important in selecting the best style. Once the outcomes are decided, the exercise manager or management team can move on to the next stage—**Designing the Exercise** (see Chapter 2—'Design').

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CHAPTER 2

DESIGN

DESIGNING THE EXERCISE

2.1 The aim and outcomes form the skeleton of the exercise. The factors provide boundaries and constraints, helping to define the scope of the exercise. Using all the information gathered in analysis, the exercise manager injects imagination and experience to design the event itself.

2.2 Design involves:

- a. determining the appropriate exercise style,
- b. developing the exercise scenario,
- c. selecting and appointing directing staff,
- d. determining exercise control requirements,
- e. deciding on coordination arrangements, and
- f. determining administrative and logistic requirements.

Throughout the design stage, it is important to maintain communication with all stakeholders. Providing information builds commitment to the exercise, promotes ownership of its outcomes, and clarifies roles and functions. Seeking information ensures shared understanding, provides feedback, and reduces rumour and misinformation.

DETERMINE AN APPROPRIATE EXERCISE STYLE

2.3 The aim and outcomes of the exercise will help you determine the most appropriate style or styles needed. Do not restrict yourself to only one style. Building progressive exercise programs or using several different styles is often useful.

2.4 The style chosen will be influenced by other factors that may include:

- a. skill or experience of the exercise management team;
- b. training needs;
- c. commitment of key staff;
- d. venue availability;
- e. availability of participants;
- f. other commitments;
- g. lead-time;
- h. time needed to conduct the exercise;
- i. resources available; and

- j. budget.

Exercises can be simple or complex. They might involve a small team practicing a relatively simple drill, or scores of people from a range of organisations simulating a major emergency. Essentially though, there are three types of exercise—discussion exercises, functional exercises and field exercises. Each type has advantages and disadvantages that are outlined below.

2.5 DISCUSSION EXERCISES

Discussion exercises are, as the name suggests, built around discussion of the scenario. They provide a chance to explore issues in some depth and provide verbal responses to situations. Discussion exercises are useful for developing agreed approaches to particular events, assessing the effectiveness of plans, building relationships, or exploring novel ideas or approaches to managing emergencies. Discussion exercises often involve personnel who work at a strategic level brainstorming solutions to problems.

2.6 Discussion exercises are low cost and usually involve few players. They tend to be more free-flowing, informal and exploratory than other types of exercise. They can be conducted away from operational environments, often needing only a room and a whiteboard. There are four common types of discussion exercise: They are: orientation exercises; agency presentations; hypotheticals and syndicate exercises.

- a. **Orientation Exercise**—An orientation exercise is commonly used as a training and familiarisation tool for plans and/or procedures. The exercise involves examining the plan through a scenario then discussing its key features. Orientation exercises can be produced quite quickly and cheaply. They require less expertise to prepare than other discussion exercises and are often based on re-running a recent actual event. They are useful for testing or reviewing existing plans and systems. Orientation exercises may be useful to:
 - (1) induct new personnel;
 - (2) train or assess personnel;
 - (3) highlight key elements of a plan; or
 - (4) examine a plan.
- b. **Agency Presentation**—An agency presentation is a discussion forum where participants present an action plan relevant to their agency's operational function. The agency is given a problem or issue in advance so they can prepare their presentation. Agency presentations can lack realism and immediacy, but they provide a useful review of existing procedures and encourage the development of new approaches. Agency presentations can be written and conducted with short lead times and are cost and time efficient. They are useful as learning activities, particularly where they are used to explore

responses to a novel threat or scenario in a non-threatening environment. Agency presentations may be useful:

- (1) for considering tactical or strategic issues;
- (2) to focus attention on resources available at a given time and date;
- (3) to share resource and procedural information;
- (4) to build networks and develop shared understanding of different agency capabilities and approaches; and
- (5) to make a presentation to stakeholders.

c. **Hypothetical**—The hypothetical is a style of discussion exercise where a facilitator presents key people with a scenario and asks how they would respond. The facilitator keeps the activity moving by asking probing questions and introducing unexpected events as the scenario unfolds. A small team of exercise staff usually feed questions to the facilitator, who constantly challenges the participants by asking, 'What are you doing now?' Hypotheticals are often conducted in front of an audience of emergency managers and other stakeholders. Facilitators should try to include audience participation during the activity. Hypotheticals require careful preparation and a relatively longer lead-time than other discussion exercises. They are relatively inexpensive to prepare and run, although an experienced and effective facilitator may be hard to find. They are a particularly effective way of building shared understanding of different approaches to problems. Hypotheticals are also useful for simulating operational stress by requiring participants to analyse complex problems and develop appropriate responses in real-time. This exercise style may be useful:

- (1) when you intend little or no prior notice of problems to be resolved;
- (2) to focus on the 'here and now';
- (3) to share resource and procedural information;
- (4) to make a presentation to an audience;
- (5) to assess a decision maker's ability to 'think on their feet'; and
- (6) if you seek to create a degree of operational stress.

d. **Syndicate Exercise**—Syndicate exercises introduce problems of developing complexity to be considered by groups in syndicate. A series of problems are posed to focus on a linked, logical sequence of activities to cover a comprehensive program. Each problem contains a narrative statement and three or four questions designed to focus syndicate attention along a desired path. For example, given a particular set of circumstances, a series of problems could focus on prevention, preparedness, response, then recovery. Syndicate exercises require careful preparation. They are relatively inexpensive to prepare and run, and are useful for exercising groups of strategic

managers or team leaders. They are a particularly effective way of sharing experience and building common approaches to complex problems. Syndicate exercises have a strong learning focus as they encourage participation in small groups. This exercise style may be useful to:

- (1) progress through phases of a problem or event or course of action;
- (2) develop new procedures and ideas;
- (3) bring together differing backgrounds and experience levels;
- (4) examine strategic, political or complex issues;
- (5) exercise senior participants.

2.7 FUNCTIONAL EXERCISES

Functional exercises are closely related to discussion exercises, but normally take place in an operational environment and require participants to actually perform the functions of their roles. They are also known as tabletops, tabletop exercises, or TEWT (Tactical Exercise Without Troops). The functional exercise tends to be relevant to tactical personnel. They are specifically designed to test or practice a particular function, for example, managing an incident or emergency from within an Emergency Operations Centre. Functions within the environment are conducted as if there were a real event happening outside. Directing staff provide input and responses to simulate the outside world.

2.8 Functional exercises are complex to prepare and manage, often taking a writing team many weeks to write the scenario and develop realistic problems and occurrences. Likely responses must be planned for and contingencies made for unexpected actions. Functional exercises can generate significant administrative work, both in preparation and conduct. They are expensive to prepare, but their major advantage is that they can be played many times with different participants, allowing standardisation and promoting consistency.

2.9 This exercise style may be useful:

- a. to practise, develop or assess procedures within a functional centre;
- b. to practise, develop or assess decision making skills within a centre;
- c. to assess the interaction of the functional centre with field teams and other functional centres;
- d. where there is no need to activate resources external to the centre; or
- e. when there are insufficient funds to activate resources external to the centre.

2.10 FIELD EXERCISES

Field exercises involve deployment of personnel to a simulated incident or emergency. They are often as simple as deploying a small team to a simulated car crash or industrial rescue scenario. On the other hand, a field exercise can involve deploying scores of personnel to a simulated rail crash. Field exercises may involve elements of functional exercises and often test control arrangements as well as 'on the ground' skills. A major field exercise often follows a series of discussion or functional exercises.

- 2.11** One person can prepare a simple field exercise in a few hours with minimal cost and administrative effort. Such exercises keep training activities interesting and varied and are an important part of routine training or competency maintenance. Field exercises are particularly useful for assessing competency where on-the-job assessment is impractical.
- 2.12** Complex field exercises can be very expensive due to the numbers of people involved. A major field exercise will need an exercise management team to write it and numerous directing staff to design and conduct it. Designing the exercise can take many weeks, generating significant administrative load and demand highly skilled staff. Despite these disadvantages, major field exercises are an effective way to simulate the likely events and occurrences in emergencies that rarely occur, but for which responders need to be prepared. In some circumstances, they are the only chance responders get to apply some of their skills or work with other agencies in a realistic setting.
- 2.13** This exercise style may be useful:
- a. to practise, develop or assess the competencies of on-ground personnel;
 - b. to evaluate the effectiveness of inter-agency coordination and cooperation;
 - c. to evaluate the activation of an emergency plan;
 - d. to consolidate a progressive exercise program; or
 - e. if your outcomes require deployment of field personnel.

DEVELOP THE EXERCISE SCENARIO—GENERAL AND SPECIAL IDEAS

- 2.14** Given the aim, outcomes, style and scope of the exercise to be conducted, the scenario is developed by drafting narratives known as the General Idea and Special Idea.

2.15 GENERAL IDEA

The general idea is a narrative statement of background information designed to provide all participants with the knowledge that would be available during a real incident or emergency. The general idea is usually issued to participating agencies or personnel well in advance of the event as part of the exercise instructions. For example:

The town of Wykickatincan is situated on the Long River. It has a population of 5000 and is an important rail and road transport hub for the surrounding rural district. It is located 800 km from the nearest capital city and has a small airport. The town has a significant flood threat and hazardous materials are regularly shipped by road and rail through the district. A small full-time fire brigade is supported by a volunteer brigade. There is a strong SES unit in the town. The hospital has 20 beds with a well-equipped emergency room while the attached ambulance station has two cars and two permanent officers. The police station has a Sergeant and three Constables. The shire headquarters are located on the main street in the town, along with the majority of the town's commercial premises. There is a Main Roads works depot in the industrial area on the outskirts of town; nearby is a regional abattoir. Other industry in the district centres on agriculture, transport and distribution. Tourism is a growing industry, with two large caravan parks established on the banks of the river.

2.16 SPECIAL IDEAS

Special ideas (sometimes known as 'exercise serials' or 'narratives') are used by directing staff to drive the exercise. They provide realistic problems, incidents or information for participants to react to as they would on the job. A chronological sequence should be prepared to provide information as the exercise unfolds. Personnel with specific roles are issued with special ideas at pre-determined times to control the flow of events.

2.17 Special ideas are used to:

- a. progressively develop the exercise scenario;
- b. provide additional information to participants;
- c. pose problem/s for participants to solve;
- d. place limits on participants' actions; and
- e. force action by participants.

2.18 Some examples of special ideas follow:

- a. *At 2230 h a flood warning was issued for the Long River, advising that moderate flooding would occur over the next 36 hours.*
- b. *At 0928 h a semi trailer crossing a low-lying causeway was washed off the road, spilling its load into the rising flood waters.*

- c. At 1100 h a family refused to leave the caravan park, claiming their van was too valuable to leave behind, and their car was being repaired.
- d. At 1352 h the ambulance reported that it was bogged 15 km north of town on the North Road with a pregnant woman on-board, going into labour.
- e. At 1612 h a fire was reported in the Commercial Hotel.

SELECT AND APPOINT DIRECTING STAFF

2.19 People who run and support the exercise are called the directing staff. They are appointed by the Exercise Manager to perform functions for which they are qualified. Some functions are common to all exercises, such as directing the conduct of the activity. Others are only relevant in limited circumstances; for example, a safety officer would not be needed during a discussion exercise. An individual can perform more than one function, depending on the exercise's anticipated complexity and size. Alternatively, the exercise manager or management team may select and appoint different people for each function. Suggested functions and titles (where necessary) are as follows:

Directing staff function	Suggested title
Directing and controlling the conduct of the exercise	Exercise Director
Measuring and judging performance, maintaining flow	Umpires
Facilitating discussions, posing special ideas	Facilitator
Overseeing safety	Safety Officer/s
Managing role-players and casualties	Role-play Manager
Playing roles of casualties, victims or bystanders	Role-players
Coordinate and manage logistic requirements	Logistics Officer
Managing the staging area	Staging Officer
Managing site security and integrity	Security Coordinator
Assessing and managing any unintended damage	Damage Control Officer/s
Liaison with the media	Media Liaison Officer/s
Hosting visitors	Visitor Escort Officer

2.20 Directing staff are drawn from participating organisations and report to the Exercise Director. Their role is to ensure the exercise is conducted in a safe and effective manner. They should monitor participants, help create a realistic atmosphere, keep the exercise running smoothly, make rulings for participants, introduce special ideas and guide participants towards achieving the stated outcomes.

2.21 DIRECTING STAFF IDENTIFICATION

Directing staff should wear appropriate identification to avoid being confused with exercise participants. Where possible, directing staff should not wear agency uniforms or turnout gear during an exercise. Distinctive coloured overalls, tabards, helmets or armbands can be used to identify directing staff.

2.22 DIRECTING STAFF FUNCTIONS

The following is a description of key directing staff functions:

- a. **Directing and Controlling the Conduct of the Exercise**—The **Exercise Director** assumes ultimate authority for the conduct of the exercise. They start and finish the exercise and control its flow to enable the outcomes to be achieved. Exercise Directors continually liaise with other directing staff throughout the exercise and manage any unplanned occurrences. Assistant directors may be needed in a large-scale exercise.
- b. **Measuring and Judging Performance, Maintaining Flow**—The performance of exercise participants is measured by **umpires**. Umpires are agency representatives appointed by the exercise management team to keep the exercise flowing, observe participants and record their observations. Their responsibilities include:
 - (1) observing and assessing processes, procedures and techniques;
 - (2) evaluating and reporting on achievement of outcomes;
 - (3) making rulings for participants;
 - (4) controlling the pace;
 - (5) monitoring exercise progress;
 - (6) providing feedback to exercise participants; and
 - (7) providing input to the exercise debrief.
- c. **Facilitating Discussions, Posing Special Ideas**—During discussion style exercises a **facilitator** is appointed by the exercise manager to perform functions similar to an exercise director and umpire. The facilitator needs to control the flow of the discussions, ask probing questions and challenge participants. Facilitators need highly developed interpersonal and communication skills and require comprehensive briefing on the topic being discussed.
- d. **Overseeing Safety**—Although all participants and directing staff are responsible for safety, one or more designated Safety Officers may be appointed, depending on the style of exercise. Designated safety officers have a special role in monitoring safety and should not be assigned other tasks. They usually have specific OHS training and skills. Their responsibilities include:
 - (1) site inspection during the design stage;
 - (2) continuous monitoring of safety during the conduct of the exercise;
 - (3) briefing participants on the use of the term 'no-duff';

- (4) identifying, managing and reporting hazards;
 - (5) reporting any injuries incurred during exercise; and
 - (6) monitoring participants for signs of stress or overexertion.
- e. **Managing Role-Players and Casualties**—Role-players and casualties are an important part of many field exercises. They provide realism and create an emotional perspective to the activity. Coordinating role-players and casualties can be a major task, particularly in large exercises. A member of the directing staff is often appointed as the **Role-Play Manager**. Their duties would include:
- (1) selecting role-players;
 - (2) pre-exercise briefings, including details of expected role behaviour and possible reactions during the exercise;
 - (3) arranging moulage;
 - (4) cuing role-player activity;
 - (5) accounting for all role-players; and
 - (6) debriefing and de-roling.
- f. **Playing Roles of Casualties, Victims or Bystanders**—Role-Players adopt the roles of casualties, bystanders and affected people during an exercise. Their primary function is to add realism. Role-players are often made up to appear injured. Sometimes, role-players are used to act as media representatives or political figures, particularly in discussion exercises.
- g. **Coordinate and Manage Logistic Requirements**—Many exercises require logistic support. A **Logistics Officer** may be appointed to:
- (1) liaise with venue owners or operators;
 - (2) coordinate catering and welfare requirements;
 - (3) coordinate transport of personnel and equipment;
 - (4) arrange construction of props, models or other elements required for the scenario; and
 - (5) arrange provision of additional equipment, consumables and resources.
- h. **Managing the Staging Area**—Where there is a need to establish a staging area, a member of the directing staff might be appointed as the **Staging Area Manager**. Their duties include:
- (1) arranging a suitable area to use for staging;
 - (2) assembling the resources within the staging area;
 - (3) responding resources as necessary; and
 - (4) restoring the staging area in consultation with other directing staff.
- i. **Managing Site Security and Integrity**—Some exercises may need to be cordoned off from the public. Equipment, props and other resources may also need to be protected. A **Security Coordinator** may be appointed to:

- (1) manage site access;
 - (2) coordinate protection of physical assets; and
 - (3) establish perimeters.
- j. **Assessing and Managing any Unintended Damage**—A **Damage Control Officer** may be appointed to ensure any unintended damage that occurs as a result of the exercise is recorded, necessary people are informed, and restoration procedures are implemented. The Damage Control Officer conducts a site inspection before and after the exercise with a representative of the site owner or operator. Any existing damage should be recorded and brought to the notice of the Exercise Director and the site owner or operator. Damage Control Officers should consider issues such as:
- (1) insurance implications;
 - (2) weight restrictions for heavy vehicles;
 - (3) environmental impact;
 - (4) infrastructure damage;
 - (5) electronic interference from mobile radios and similar equipment.
- k. **Liaison with the Media**—A member of the directing staff might be appointed as **Media Liaison Officer** to manage inquiries from the media and public information associated with an exercise.
- l. **Hosting Visitors**—Some exercises attract a number of visitors, ranging from VIPs to members of the public. Where this is allowed, visitors' movements need to be managed safely. A member of the directing staff who hosts visitors is usually called the **Visitor Escort Officer**. The Escort Officer needs to be thoroughly briefed on the exercise scenario, its aim and outcomes. Their responsibilities may include:
- (1) meeting and escorting visitors to predetermined viewing areas;
 - (2) explaining the exercise aim and outcomes;
 - (3) providing a running commentary on the exercise; and
 - (4) answering visitors' questions.

DETERMINE EXERCISE CONTROL ARRANGEMENTS

2.23 Exercise control arrangements ensure the exercise flows towards its aim and achieves the desired outcomes. An effective control mechanism needs to be built into exercise design and applied by directing staff while the exercise is running. Control is essential if the events arranged by exercise designers are to occur at the right time and place. Exercise control is applied through the master schedule and special ideas.

2.24 MASTER SCHEDULE

The master schedule is prepared by the exercise manager or management team and is used to:

- a. detail the sequence of events;
- b. indicate the timing of each event;

- c. provide directing staff with a 'script'; and
- d. provide guidance for the pace and direction of the exercise.

Managing timing is an integral part of the master schedule. Some exercises require time to be compressed. For example, a flood discussion exercise might require a period of 48 hours to be compressed into 6 hours to achieve the outcome required. On the other hand, a field exercise requiring participants to apply practical skills may need to run in real time (or extended time) to meet its outcomes. Varying time must be managed carefully; for example, compressing time too much can seriously reduce realism. Examples of master schedules can be found in Chapter 3—'Exercise Documentation'.

2.25 EXERCISE COMMUNICATIONS

Directing staff need good communications to help them to manage the master schedule and deal with unexpected occurrences or problems. Part of establishing exercise control is to provide discrete communication links between directing staff and the Exercise Director. A mobile phone policy should be considered as part of the overall communications strategy for the exercise. An Exercise Control Centre may be needed in a large exercise to manage the directing staff communications network.

2.26 EXERCISE ARRANGEMENTS

During the design stage, the exercise manager or management team has to make detailed arrangements for the timing, location, staging and duration of the exercise. Some of the factors listed below may have already been considered, however, detailed investigation and decision making is essential before writing the final exercise documents. Issues to consider include:

- a. site location, selection and suitability;
- b. site inspection(s);
- c. approval for use;
- d. site access and egress;
- e. site control and security;
- f. site realism and detailed staging to suit the scenario;
- g. early and ongoing involvement of casualty simulators in design;
- h. establish lead times required to set up the site;
- i. determine damage control requirements (pre and post-exercise); and
- j. determine site safety requirements and arrangements.

2.27 EXERCISE ADMINISTRATION AND LOGISTICS

During the design stage, the exercise manager or management team must determine the administrative and logistic requirements needed to support and conduct the exercise. As a guide, issues that need to be considered include:

- a. costs and budget;
- b. personnel and physical resources required;

- c. special effects equipment and simulation;
- d. insurance requirements, including indemnities and workers' compensation arrangements;
- e. catering and associated welfare requirements;
- f. transport;
- g. management of media and visitors (including special arrangements for VIPs);
- h. public information, including advising nearby residents of potential disruptions due to the exercise; and
- i. production of documents and dissemination of information.

2.28 NOTIFYING DIRECTING STAFF AND PARTICIPANTS

It is important to calculate how much notice is required by directing staff and participants to achieve the best possible result in line with the exercise aim and outcomes. Directing staff should always have plenty of time to prepare for an exercise. Participants may or may not be given much lead time. For example, it may be appropriate not to give any advance warning to measure turn-out times for a response agency. However, you would need to give several weeks notice to a senior manager preparing for an agency presentation.

SAFETY NOTE:
Each State and Territory has legislation governing occupational health and safety. Exercise staff must comply with local Acts, Regulations, Codes of Practice and agency procedures designed to minimise the risk of injury to all exercise participants and bystanders. Under no circumstances can the desire for realism take priority over safety!

CHAPTER 3

EXERCISE DOCUMENTATION

INTRODUCTION

- 3.1** Exercise managers should spend sufficient time to properly document the exercise. Documentation provides information for the people involved in designing, running and reviewing the exercise. Good documentation also allows an exercise to be used more than once, providing a valuable return on the time invested. This chapter provides a framework for the different documents that may be useful to manage an exercise.

EXERCISE MANAGEMENT DOCUMENTS

- 3.2** The amount of documentation and the detail required will vary considerably, depending on the size and complexity of the intended exercise. Examples of the documentation for three different exercises are provided as annexes to this chapter. The minimum documentation needed could be a single page detailing the aim, one or two outcomes, a scenario with a couple of special ideas and details of the location, equipment and timings. For a more complex exercise, the list of documents could include any or all of the following:

- a. General instruction, usually including the general idea.
- b. Narratives.
- c. Directing staff instructions, including the master schedule, special ideas and any special instructions.
- d. Exercise organisational chart and communications diagram.
- e. Running sheets.
- f. Media releases.
- g. Minutes of meetings.
- h. Invitations.
- i. Financial records.
- j. Notifications to residents.

3.3 GENERAL INSTRUCTION

The general instruction is the primary control document. It contains the aim, outcomes, format, control and coordination arrangements, directing staff appointments, safety, administration and logistic arrangements. General instructions are usually distributed widely, with copies issued to all directing staff, heads of organisations involved and for information to selected external stakeholders.

3.4 NARRATIVES

Narratives are used to set the developing scenario for each of the problems posed to participants. They describe the operational situation upon which each problem is based and are used to provide participants with situation updates to cover time gaps. A narrative should provide a concise situational summary with the type of information and detail that would normally be available during a real operation. Most special ideas take the form of a narrative.

- 3.5** Narratives are issued to directing staff, often as part of the master schedule. Some narratives are issued to key participants, such as team leaders, to provide updates or pose problems. A narrative is always written down, but may be delivered verbally.

3.6 DIRECTING STAFF INSTRUCTIONS

Directing staff instructions usually include the general idea, special ideas, master schedule, safety instructions, and amplify information contained in the general instruction. In a major exercise, different directing staff may receive separate instructions tailored for their specific function. These are sometimes called special instructions, for example:

- a. umpires instructions;
- b. site staging instructions;
- c. arrangements for the media and visitors;
- d. damage control; or
- e. specific safety instructions.

Directing staff instructions are issued to directing staff, either in writing or in the form of a verbal briefing.

3.7 ORGANISATIONAL CHART AND COMMUNICATIONS DIAGRAM

The organisational chart is simply a diagrammatic view of the control structure and the relationship between groups involved in the exercise. A communications diagram may also be used to show the communications links for both exercise staff (control or discrete net) and participants (exercise net).

- 3.8** Organisation charts and discrete net diagrams are normally included in directing staff instructions. Exercise net diagrams may be given to selected participants as part of the exercise briefing. All participants are told how to communicate a genuine emergency (or no-duff occurrence).

3.9 RUNNING SHEETS

Running sheets are issued to enable umpires to evaluate the performance of exercise participants. They provide a time-based log of responses to the special ideas introduced throughout the exercise. These become a valuable record of umpire's observations and form the basis of debriefing reports. Running sheets are used by umpires or other directing staff who need to record exercise participants' responses.

3.10 MEDIA RELEASES

Media releases may be issued before, during or after the exercise. Media releases are useful to inform the public of the event and any disruptions it may cause, to raise the profile of the responding organisations, or as a public education opportunity.

3.11 MINUTES OF MEETINGS

During the exercise design stage it is vitally important that records of proceedings are kept. Minutes of any meeting form useful background for decisions and make writing subsequent exercises easier. Minutes should record decisions, allocate tasks to specific individuals and provide action deadlines. Minutes are distributed to all members of the meeting group.

3.12 INVITATIONS

Invitations may be extended to a number of people, such as personnel from other services, local government, the media and other organisations that have a direct interest in the aim and outcomes of the exercise. They may also be sent to VIPs and community stakeholders.

3.13 NOTIFICATION TO RESIDENTS

As a matter of courtesy and good public relations residents and businesses close to the exercise site should be advised of the forth-coming event, especially if it could interrupt day-to-day activity. Exercise managers should involve community stakeholders during design wherever the exercise could disrupt normal community activities.

BRIEFING AND REHEARSAL

3.14 Once the documentation is complete and the general instruction has been issued, there may be a need for one or more briefings and possibly a rehearsal. For anything other than the smallest exercise a directing staff briefing is essential. This briefing allows all directing staff to clarify their roles and make sure they understand the scenario. The briefing deals specifically with:

- a. the aim, and exercise outcomes;
- b. individual functions and responsibilities during the exercise;
- c. the communications system to be used by directing staff;

- d. action in the event of unforeseen circumstances occurring; and
- e. post-exercise requirements.

Rehearsals are useful for discussion exercises, particularly hypotheticals. The rehearsal will confirm timings and iron out any flaws in the exercise design. Discussion exercises themselves are often used as rehearsals for major field exercises.

- 3.15** A final briefing may be used close to the exercise date to finalise any issues. This briefing should be held as close to the exercise date as possible, while still allowing sufficient time for group representatives to conduct their own special briefings.

3.16 EXERCISE DOCUMENTATION FORMAT

The following exercise documentation format is offered as a guide for the conduct of a major exercise. For smaller exercises, simply delete the headings not required.

Exercise Name
Preparing Authority
General Instructions
References
Introduction

- exercise style
- location/date/time
- reason for exercise
- limitations

Participating organisations
Aim
Outcomes
Timing and Venue
Exercise Personnel

- Directing staff and umpires

Format

- Scope
- Background
- Required information and intelligence

Safety

- Nominated safety officer(s)
- Action in case of real injury or incident

Damage

- Nominated Damage Control Officer
- Action to be taken if any damage occurs

Administration and Logistics

- Equipment
- Catering
- Transport
- Toilet facilities

- Shelter
- Equipment
- Cost
- Exercise areas and restrictions
- Role-players profile
- Reporting and briefing arrangements for role-players
- Briefing and Debriefing Arrangements
 - Directing staff
 - Role-players
 - Participants
- Security
- Public Relations
 - Contact advice
 - Media
 - Observers and visitors
 - Advice to nearby residents
 - Notification to appropriate non involved agencies
- Exercise Control
 - Organisation of exercise
 - Identification of directing staff
 - Participants
 - Communications
- Distribution
- Authority (signature of Exercise Manager)
- Annexes
 - Directing staff
 - Master schedule (exercise program)
 - General idea
 - Special idea(s)
 - Aims and outcomes from participating organisations
 - Organisational chart
 - List of supporting attachments—including maps and charts

3.17 DOCUMENTATION EXAMPLES

Examples of exercise documentation follow:

a. **Example 1—Small Field Exercise:**

Exercise ‘High Life’

Prepared by Wykickatincan SES

General instructions

Reference:

AEM—General Rescue

Introduction:

- (1) ‘High Life’ is a field exercise designed to assess skills in rescuing an injured person from heights. Exercise ‘High Life’ will be held at the Wykickatincan High School on the evening of 28 July, involving the SES and Fire Brigade.

Aim:

- (2) To test the combined skills of the SES and Fire Brigade rescue teams in safely accessing and rescuing an injured person from the roof of a one or two storey building.

Outcomes:

- (3) Participating teams will:
 - (a) formulate a rescue plan based on a scene assessment;
 - (b) light the rescue scene using emergency lighting plant; and
 - (c) locate, stabilise and rescue casualties from the roof.

Timing and venue:

- (4) The exercise will be conducted on and around the school gymnasium, commencing at 2000 h, with a briefing at the adjacent SES headquarters at 1930 h. The exercise will finish by 2230 h.

Exercise personnel:

- (5) The exercise director is Fred Smith, SES Rescue Officer. He will be assisted by Station Officer Lynne Jones as safety officer and Senior Firefighter Paul Hill acting as umpire on the roof. Two volunteers will be used as casualty role-players.

Format:

- (6) The exercise framework has been developed to promote a cooperative approach between agencies to a rescue incident. It is based on a reported incident and will run in real time, with both agencies responding as they would in a real incident (without lights and sirens).

Safety:

- (7) Full safety procedures will be maintained at all times. S/O Jones is the safety officer. Any member of the directing staff can halt operations at any time if a safety problem is not recognised by participants. The standard proword 'no-duff' will be used to advise of any real incident.

Damage:

- (8) The exercise director has approval to use school property and has completed an inspection with the Principal. Any damage is to be reported to a member of the directing staff immediately it is noticed. The exercise director will report damage to the school authorities for further action.

Administration and logistics:

- (9) Each member of the directing staff will keep a running sheet for use at the debrief. School facilities are not available. Toilets and shelter are available in the SES Unit HQ. A light supper will be supplied to all participants at the SES HQ after the debrief.

Briefing and debriefing:

- (10) A briefing for directing staff and casualties will be conducted by Fred Smith at the SES HQ at 1900 on the night of the exercise. Fred Smith will brief participants on arrival. S/O Jones will conduct a debriefing for all participants at the SES HQ on completion of the exercise.

Public relations:

- (11) The Regional Herald is sending a journalist to observe. The

Exercise Director will liaise with the journalist.

Exercise control:

- (12) This is achieved as follows:
- (a) Directing staff will wear tabards.
 - (b) Responders must wear issued PPE and uniform.
 - (c) Communications will use normal radio nets, prefaced by the term exercise.
 - (d) Directing staff will use a discrete simplex radio channel.
 - (e) Equipment will be provided by responding teams as per their SOPs.

Scenario:

- (13) Special idea 1—An electrician working on the roof has slipped and fallen into the roof space. He has injured his leg (suspect fractured ankle) and is in considerable pain.
- (14) Special idea 2—The electrician asks, ‘where is my mate?’ (to be found by team, dazed and confused inside the roof space).
- (15) Special idea 3—The electrician’s mate goes into hypoglycaemic shock.

b. **Example 2—Agency Presentation:**

Exercise ‘Water Wings’

Prepared by the SA Police Central Exercise Writing Team

General Instructions

References:

Police Water Rescue Plan

SOPs for participating organisations

Introduction:

- (1) ‘Water Wings’ is a discussion exercise (agency presentation), designed to examine crisis management procedures in case of an incident that will require search, rescue and/or recovery occurring in the waters of St. Vincent Gulf. This exercise is being conducted as a result of the recent revision of the Police Water Rescue Plan.
- (2) Exercise ‘Water Wings’ will be conducted on Wednesday 27 June, with the following organisations participating:
- (a) Police:
 - Communications;
 - Air Wing;
 - Rescue;
 - Operations Planning; and
 - (b) Sea Rescue Squadron,
 - (c) Department of Transport,
 - (d) Ambulance Service, and
 - (e) Bureau of Meteorology.

A list of the personnel participating is in annex A, with a detailed timetable in annex B.

Aim:

- (3) To prepare a joint organisation response to a boating accident and aircraft crash requiring mutual activation and cooperation.

Outcomes:

- (4) Participating organisations will:
 - (a) Examine the information contained within the General Idea (see annex C) and Special Ideas (see annex D).
 - (b) Prepare an action plan relating to their specific areas of responsibility, which should include reference to:
 - (i) activation, response and method of operation;
 - (ii) location and establishment of forward command post(s);
 - (iii) available resources;
 - (iv) likelihood of additional resources; and
 - (v) liaison with other participating organisations.
 - (c) Present a 10 minute verbal submission of their action plan.
 - (d) Discuss specific issues as required to assess the adequacy of the revised arrangements and propose improvements where necessary.

Timing and venue:

- (5) The exercise will be conducted in the Police Academy Auditorium on Wednesday 27 June from 0900 to 1230 hours.

Exercise personnel:

- (6) Directing Staff names are listed in annex A. Participating agencies are asked to send names of their personnel who will be attending or participating to the Exercise Manager by 20 June.

Format:

- (7) A discussion framework has been developed to consider the information contained in the general idea, the special ideas and the maps attached.
- (8) Organisations will be issued with the documents in advance and are requested to conduct an internal appreciation and formulate a presentation. Each organisation will outline their response to the incident, command structure, SOPs, resources available and expectations from other participating organisations in line with the exercise outcomes.
- (9) A spokesperson will be appointed from each organisation to present their action plan and be prepared to discuss this plan with the participating organisations on the day. The program of presentations is in annex B.
- (10) Reasonable assumptions can be made in relation to human and equipment resources that would normally be available at the time determined in the special ideas and to the physical characteristics of the incident site.
- (11) As this is a discussion exercise there will be no field deployment of personnel. All necessary input for the exercise will be provided in the general idea, special ideas and by directing staff.
- (12) Each presenter is asked to provide a written summary (no more than two pages) of their action plan. A compilation of these summaries will be prepared and supplied to all participating organisations.

Administration and logistics:

- (13) Administration support for the exercise will be provided by the

Police Service. All requested visual aids will be available. Police Academy facilities will be made available to participants.

Briefing and debriefing arrangements:

- (14) A briefing will be held for directing staff at the Police Academy auditorium at 1500 h on Monday 25 June. The exercise will finish with a debrief of participants and directing staff.

Public relations:

- (15) (Title, name, relevant organisation), will handle all media and public enquiries relating to the exercise.

Contact advice:

- (16) Information concerning the exercise should be directed to:
(Name, title, telephone, facsimile, address etc).

Distribution:

- (17) Copies to this exercise plan are provided to:
(List of organisations)

c. Exercise 'Water Wings', Annex A—Directing Staff

Directing staff:

- (1) **Exercise Director** (Title, name, organisation)
(2) **Exercise Management Team** (List names, titles and organisations)
(3) **Directing Staff** (List names, titles and organisations)

Participants:

- (4) Each organisation is asked to arrange a spokesperson to give their presentation. Provision is made for up to four observers to attend from each organisation listed in the Water Rescue Plan.
(5) Names of presenters, any support staff and observers are to be forwarded in writing seven days before the exercise to:
(6) (Name, address, telephone, facsimile etc).

d. Exercise 'Water Wings', Annex B—Master Schedule (Program)

9.00–9.20 am	Registration and briefing
9.20–9.50 am	Police presentation – Communications – Air wing – Rescue
9.50–10.00 am	Discussion on presentation
10.00–10.10 am	Sea Rescue Squadron presentation
10.10–10.20 am	Discussion on presentation
10.20–10.30 am	Department of Transport presentation
10.30–10.40 am	Discussion on presentation
BREAK	
11.00–11.10 am	Ambulance Service presentation
11.10–11.20 am	Discussion on presentation

11.20–11.40 am	Bureau of Meteorology presentation
11.40–11.50 am	Discussion on presentation
11.50–12.00 pm	Police Presentation—Water Rescue Plan
12.00–12.10 pm	Discussion on presentation
12.10–12.30 pm	Debrief and summary

e. **Exercise ‘Water Wings’, Annex C—General Idea**

General idea:

- (1) St Vincent Gulf is one of the main recreational areas for water activities in South Australia. The Gulf has a coastline of some 340 km extending from Edithburgh on its western coast to Cape Jervis on the Fleurieu Peninsula and covers approximately 3700 square km. Over 70 per cent of South Australia's population reside along its coastline.
- (2) The Gulf is a haven for sailboats and anglers because of its relatively safe waters. Along the metropolitan Adelaide seaboard, between O'Sullivan's Beach and St Kilda, seven all-weather boat ramps provide launching facilities. The western coastline is serviced with boat ramps at Edithburgh, Ardrossan, Stansbury and Port Vincent. During the summer season more than 1400 boats use these ramps on a Saturday, however, the boats sailing these waters would be more than this number, as it does not take into account beach launchings or mooring facilities. Some agencies claim that the number of boats could exceed 2500.
- (3) Light aircraft accessing Parafield or Adelaide Airports, to or from the north or north-western areas of the state are usually directed over St Vincent Gulf using the navigational aids located at Ardrossan and the landmark at Outer Harbour. It is common for up to 100 aircraft movements to be conducted over this area on a Saturday.

f. **Exercise ‘Water Wings’, Annex D—Special Ideas**

Special ideas:

- (1) Breakwater Marine had recently taken delivery of STS ‘Moldavia’, a motorised timber sail training ship purchased from the Moldive Island Navy to use as a chartered recreational fishing vessel.
- (2) The Deepwater Angling Club was the first group to charter the ‘Moldavia’ for a four-day fishing trip in the waters around Kangaroo Island. On Wednesday, 20 January, the ‘Moldavia’ departed from Port Adelaide with 28 club members and a crew of six bound for Cape Borda, Kangaroo Island. Thursday and Friday were spent fishing the waters of Investigator Strait.
- (3) On Saturday, 23 January at 0400 h, the ‘Moldavia’ weighed anchor at Emu Bay for the return trip to Port Adelaide under sail. The ship's estimated time of arrival was 1900 h. The weather

forecast for the Gulf waters was for seas to half a metre with a slight southerly breeze of 10 km/h and an estimated maximum temperature of 39° Celsius.

- (4) The trip up the Gulf was uneventful. At 1600 h an early dinner was served. Some one and a half hours later, when the 'Moldavia' was 21 nautical miles out to sea from Brighton, most of the club members and half of the crew complained of stomach pains and nausea. The Master suspected food poisoning and decided to continue to Port Adelaide using the ship's engine together with sail. After a short time fuel had to be decanted from drums to the fuel tanks. In the process petrol splashed onto the engines manifold. A horrific explosion occurred killing the engineer and his assistant. Flames quickly engulfed the engine room and rapidly spread throughout the ship's superstructure and sails, giving the Master no time to launch the life rafts. Fortunately all survivors of the explosion were able to abandon ship.
- (5) Five people fishing from a nearby half-cabin cruiser heard the explosion and sped to the aid of the 'Moldavia'. They raised the alarm over the marine band radio (monitored by the Sea Rescue Squadron) at 1736 h.
- (6) At 1740 h, Emerald Airways Flight 23, inbound from Coober Pedy to Adelaide Airport with eight persons on board passed over Ardrossan and the pilot noticed the 'Moldavia' on fire. She immediately notified Air Traffic Control of the fire, and that she did not have sufficient fuel to provide search assistance. Air Traffic Control directed her to continue her approach to Adelaide Airport via Outer Harbour. Some 10 miles from Outer Harbour, Flight 23 suddenly lost power to both engines leaving the pilot with no option but to notify Air Traffic Control and ditch into the sea. On impact, the aircraft broke up and sank, trapping three of the passengers inside.

g. Exercise 'Water Wings'—Attachments

- (1) Maps and charts of the area.

h. Example 3—Major Field Exercise

Exercise ‘Bay-Park 2’

Prepared by Adelaide Airport Emergency Management Committee

General Instructions

References:

Airport Emergency Procedures Handbook

Airport Medical Plan

SOPs for Participating Organisations

Introduction:

- (1) Exercise ‘Bay-Park 2’ will be held on 20 February under the auspices of the Airport Emergency Committee. ‘Bay-Park 2’ is a crisis management **field exercise**, designed to examine and practice established emergency procedures for an aircraft incident within the Airport complex. The exercise is being held as part of the Airport’s annual safety accreditation.

Participants:

- (2) The following organisations will participate:
 - (a) Air BP;
 - (b) Ambulance Service (SAAS);
 - (c) Civil Aviation Authority (CAA);
 - (d) Federal Airports Corporation (FAC);
 - (e) Police Service (SAPOL);
 - (f) Qantas;
 - (g) Queen Elizabeth Hospital (QEH);
 - (h) Rescue and Fire Fighting Service (RFFS);
 - (i) SA Metropolitan Fire Service (SAMFS); and
 - (j) State Emergency Service (SESSA.)

Key personnel are listed in Annex A.

Aim:

- (3) To assess the response of on-ground resources to a collision between a refuelling tanker and an aircraft at Adelaide International Airport.

Outcomes:

- (4) Airport personnel and participating organisations will:
 - (a) practise the medical plan;
 - (b) practise Airport escort arrangements;
 - (c) evaluate the efficiency of communications during the operation;
 - (d) practise responses and coordination between responding authorities;
 - (e) practise command, control and coordination between participating organisations;
 - (f) evaluate the effectiveness of the Adelaide International Airport Emergency Procedures; and
 - (g) identify, and propose solutions to, any procedural and functional weaknesses.

Specific agency outcomes are listed in Annex E.

Timing and venue:

- (5) The exercise will be confined to a specified area within the Airport complex. It will be conducted on Tuesday, 20 February. Actual time of commencement and completion will be determined by the Exercise Directors (approx 1000–1200 h). Detailed timings are in Annex B.

Personnel:

- (6) Directing staff and other key personnel are listed in Annex A, with their roles identified.
 - (a) Umpires—Each participating organisation is invited to provide one umpire who will witness and record specific operating systems, roles and functions for their organisation with the outcome of reporting to the exercise joint debrief. The umpire will form part of the response team and will be under the direct supervision of the particular team leader.

Format:

- (7) An exercise framework has been developed which will allow participating organisations to implement their individual action plans. Notification and attendance of supporting organisations in accordance with normal response protocols will follow activation and deployment of airport personnel. There will be no pre-staging. Participating organisations will respond from their respective bases in real time, noting that response will comply with the provisions of the Road Traffic Act and no warning lights/sirens are to be used on public roads. Real time will be used throughout the exercise.

Safety:

- (8) Full safety procedures will be maintained at all times during the exercise. FAC will provide the supervising safety officer, supported by RFFS who will provide two dedicated safety supervisors.

All messages relating to real casualties or incidents are to be prefixed by the term 'no-duff'.

Damage:

- (9) FAC will appoint a Damage Control Officer for the exercise who will be responsible to the Exercise Directors for inspecting all exercise areas before and after the exercise, and recording details of any damage. On completion of the exercise the Damage Control Officer will oversee repairs to ensure all parties are satisfied with restoration measures. Exercise participants will be briefed to avoid damage to property, equipment and facilities.

Administration and logistics:

- (10) Equipment—Participating agencies will supply normal response equipment. Additional equipment will be provided by specified agencies listed in Annex E.
- (11) Catering—No provision has been made to provide catering for participants.
- (12) Transport—Participating agencies are to arrange their own transport. Parking for directing staff and role-players will be provided by FAC.

- (13) Support—Administrative support for the exercise will be provided collectively by all participating agencies.
- (14) Costs—Each participating organisation is to bear its own costs involved in the exercise.
- (15) Exercise area—FAC will determine the specific exercise site on the day, based on airfield operational needs.
- (16) Role-players—Twenty-five role-players, representing aircraft passengers with a range of ages and both genders are required for the exercise. SES SA will provide and manage role-players, including casualty simulation. Role-players will be required to assemble at the Qantas terminal at 0800 on the morning of the exercise for make-up and briefing.

Briefing and debriefing:

- (17) Participating organisations are asked to brief personnel on the nature, extent, timings and their responsibilities before the exercise. Exercise staff and umpires will be briefed at 0930 on the morning of the exercise at the Air BP depot. Role-players will be briefed at 0800 at the Qantas terminal.
- (18) A full joint debrief of organisation representatives will be held at the Aviation Institute, chaired by the FAC Manager, Airport Operations on 27 February, commencing at 1000 hours. Organisations involved should conduct their own debrief and report their findings at the joint debrief.
- (19) Organisations are invited to submit written reports and recommendations to the FAC Manager, Airport Operations within thirty days of the debrief. Please label written reports 'IN-CONFIDENCE'.

Security:

- (20) The Police Service is responsible for crash site security. Perimeters established for the exercise will be real and security for the Emergency Services' Reporting Point will be real.

Public relations/media:

- (21) Media—The local media will be invited to view the exercise. Control of the media during the exercise will be the responsibility of a Police Media Liaison Officer.
- (22) Observers—Official Observers from each organisation should contact the Exercise Directors in the first instance. Observers will be identified as such and have the same access to exercise areas as directing staff.
- (23) Visitors—Visitors will be invited to view certain aspects of the exercise. Parking for visitors' vehicles is available at the rear of the Aviation Institute building (see attached map). Visitors are asked to report at 0930 hours and will be transported by bus to the crash site. Visitors will remain under the control of a nominated Visitor Liaison Officer and will only be permitted in designated visitor areas.

Exercise control:

- (24) An exercise control centre will be established in the FAC building.
 - (a) Directing staff—These appointments appear in Annex A. These persons will be identified with an appropriate tabard.

- (b) Incident responders—All persons responding to the exercise will wear dress or uniform appropriate to their function.
- (c) Communications—All radio or telephone transmissions will be prefaced by the term Exercise 'Bay-Park 2'.

Annexes:

(25) These will consist of the following:

- A. Directing staff
- B. Master schedule
- C. General idea
- D. Special idea
- E. Participating Organisations Aim/Outcomes
Attachments Maps

Distribution:

(26) List organisations to receive the document.

(Signature block for Exercise Manager)

i. Exercise 'Bay-Park 2', Annex A—Exercise Personnel

Directing staff:

- (1) **Exercise Director** (Name, title, organisation)
 - (2) **Directing Staff** (List names, titles, organisations)
 - (3) **Damage Control Officer** (Name, title, organisation)
 - (4) **Safety Officer** (Name, title, organisation)
 - (5) **Visitor Escort Officer** (Name, title, organisation)
- and other personnel as required...

j. Exercise 'Bay-Park 2', Annex B—Master Schedule

Master schedule—20 February

Serial	Date/ Time	Event	Comments
(1)	0800	Role-players assemble for make-up and briefing	QANTAS terminal
(2)	0930	Directing staff briefing	Air BP depot
(3)	1000	Exercise begins—introduce special idea	Prefaced by the term Exercise 'Bay-Park 2'
(4)		Incident occurs and notifications made Advice to Emergency Services as per Airport Emergency Plan	Initiated by DS to control tower
(5)		Participating organisations respond	No lights or sirens to be used on public roads—DS to monitor
(6)		Incident handling: spillage, rescue, survivor	Umpires to observe and take notes for debriefing

- | | | | |
|-----|----------------|---|---------------------------------|
| | | control, perimeters,
command, control and
coordination,
communications | |
| (7) | Approx
1200 | Termination of forward
component | Decided by Exercise
Director |
| (8) | | QEH component continues | |
| (9) | Approx
1230 | QEH component terminates | Decided by Exercise
Director |

k. Exercise 'Bay-Park 2', Annex C—General Idea

General idea:

- (1) Adelaide International Airport is about eight kilometres west of the centre of Adelaide and one kilometre east of the shores of St Vincent Gulf. The Airport caters for a variety of aviation activities, from light aircraft operations through cargo handling to international passenger operations.
- (2) The Airport has two runways, one configured east west and the other north south, with taxiways and aprons serving the domestic and international terminal areas. Airport facilities are used for some 110 000 aircraft movements and 2.9 million airline passengers in an average year.
- (3) Aircraft refuelling is carried out by contractors using a variety of tankers. There are some 35,000 aircraft refuelling operations per year. The movement of vehicles on the apron area is carried out under guidelines laid down by the Federal Airports Corporation; however, there is no direct communications link between the Control Tower and the refuelling vehicles.

l. Exercise 'Bay-Park 2', Annex D—Special Ideas

Special ideas:

- (1) It is 1000 hours on Tuesday, 20 February. A QANTAS Boeing 737 with 37 passengers (and 12 crew) on board has arrived at the Adelaide Airport Terminal from Perth. When the aircraft arrives at the parking position the Captain shuts down the engines and switches off the beacon, indicating to service vehicles that they may approach. The stairs have been put in place and the passengers are either standing within the aircraft or starting to descend to the tarmac.
- (2) An Air BP fueller-trailer carrying 52,000 litres of aviation fuel is approaching the aircraft from the front on the port side when the driver collapses with a coronary. His vehicle careers out of control and strikes the aircraft port outer engine, tearing a gaping hole in the trailer section of the tanker and spilling some 15 000 litres of aviation fuel on the tarmac. The impact causes passengers on the

aircraft to be thrown from their feet and those on the stairway to fall varying distances to the ground.

- (3) Several calls are made because of the incident, one by the aircraft Captain to the control tower, one by ground staff to the RFFS using the manual call point, and one by terminal staff to the Security Control Centre.

m. **Exercise 'Bay-Park 2', Annex E—Specific Aims and Outcomes**

Air BP

Aim:

- (1) To test on airport procedures for a major fuel spill involving a collision with an aircraft.

Outcomes:

- (2) Practise SOPs for a major fuel spill resulting from a collision with an aircraft.
- (3) Test communication procedures between the organisations involved.
- (4) Evaluate interaction with response agencies and other organisations.

Scope:

- (5) Air BP will provide a fuel tanker in the first instance to facilitate a realistic start to the exercise. Exercise Control is asked to provide one person to act as a crew member.

Ambulance Service

Aim:

- (6) To provide ambulance and first aid services to casualties of an aircraft crash.
- (7) Provide a response to the incidence in accordance with the Airport Emergency procedures.
- (8) Provide 'on-site' first aid component to personnel involved in an aircraft crash.
- (9) Evacuate casualties to Patient Treatment Post.
- (10) Effect triage of casualties pending the arrival of a Chief Medical Triage Officer.
- (11) Assess effectiveness of liaison with the Field Medical Controller and other organisations.
- (12) Assess effectiveness of communication with the FAC, Police and other personnel in a command/control mode.

Scope:

- (13) The ambulance role will be reactive to needs as if it were an actual incident, except that warning devices will not be used and normal speed limits will be observed. Communications will be conducted on the frequency designated by the Communications Centre. Twelve to fifteen simulated patients will be transported to hospital.

Federal Airports Corporation

Aim:

- (14) To test on airport procedures for an aircraft crash.

Outcomes:

- (15) Test the effectiveness of airport incident callout systems.
- (16) Test communication procedures between the organisations involved.
- (17) Assess the effectiveness of on airport resource deployment.
- (18) Evaluate interaction with response agencies and other organisations.

Scope:

- (19) On airport personnel involvement shall be in accordance with the responsibilities and functions prescribed in the Airport Emergency Procedures Handbook and Unit SOP.

Metropolitan Fire Service

Aim:

- (20) To practise the Standard Operational Procedures response No 10, Aircraft Emergencies.

Outcomes:

- (21) Implement airport response procedures.
- (22) Assess effectiveness of command and control procedures.
- (23) Evaluate SOP No 10—Aircraft Emergencies.

Scope:

- (24) The Fire Service role is limited to a request response for appliances and crews. SAMFS will establish incident perimeters, an incident control centre with command and control through an Incident Controller as per SOP No 12.

Police Service

Aim:

- (25) To provide overall coordination of a major aircraft incident.

Outcomes:

- (26) Provide a response in accordance with Airport Emergency Plan.
- (27) Establish and maintain effective communications between participating organisations.
- (28) Practise coordinating an emergency response.
- (29) Assess forward command effectiveness.

Scope:

- (30) The Police response will be determined by the Officer in Charge, Metro South West Division and subject to operational commitments on the day. It is not proposed to activate the Police Operations Centre (POC), Casualty Information Centre (CIC) or Coroners on this occasion.

QANTAS

Aim:

- (31) Support the management of an airport incident.

Outcomes:

- (32) Practise in-house emergency procedures.
- (33) Evaluate interaction with response agencies and other organisations.

Scope:

- (34) QANTAS will provide the aircraft, including cabin crew and local management staff, with head-office personnel in an advisory capacity.

Queen Elizabeth Hospital

Aim:

(35) To mobilise medical teams in response to an aircraft crash.

Outcomes:

(36) Practise hospital response.

(37) Mobilise the medical team and Chief Medical Triage Officer.

(38) Practise on-site casualty triage and treatment.

(39) Practise on-site medical service coordination.

(40) Practise the hospital's disaster plan in response to an external incident.

Scope:

(41) The Hospital response will be in accordance with the Airport Emergency Procedures Handbook, the Hospital Disaster Plan and the Airport Medical Sub-Plan.

Rescue and Fire Fighting Service

Aim:

(42) To implement standard operating procedures for a major fuel spill involving an aircraft.

Outcomes:

(43) Practise management of a major fuel spill involving an aircraft with passengers onboard.

(44) Test communication procedures between the organisations involved.

(45) Assess adequacy of liaison and coordination with other organisations.

State Emergency Service

Aim:

(46) To deploy rescue personnel and equipment in support of an airport emergency.

Outcomes:

(47) Practise SES response to an aviation emergency.

(48) Test communication procedures between the organisations involved.

(49) Assess adequacy of liaison and coordination with other organisations.

Scope:

(50) SES involvement includes the provision of casualty management as required by the scenario. Personnel may be deployed to the scene as determined by operational need.

CHAPTER 4

CONDUCT

INTRODUCTION

- 4.1 A stage play can be well written, well rehearsed and star good actors, but it can flop if it is not stage-managed properly. An exercise is much the same. By investing time and effort in good planning and preparation and then effectively managing the conduct stage, the exercise is almost guaranteed to be successful.

CONDUCTING THE EXERCISE

- 4.2 The Exercise Director is like the stage manager for a play. With authority from the management team, they direct the exercise to achieve its outcomes. Conducting the exercise involves last minute briefings for staff and role-payers, confirming readiness to proceed and starting the exercise with the first special idea. As the exercise unfolds the director and their staff monitor the players' performance and inject special ideas to keep the activity flowing.

4.3 BRIEFING

The value of a comprehensive briefing for exercise staff cannot be overstressed. It must be accurate, concise and sequential. The briefing should confirm the:

- a. aim and outcomes;
- b. safety issues and arrangements;
- c. out of bounds areas;
- d. no-duff routine;
- e. communications procedures and policies;
- f. location and time of debriefs;
- g. contingencies (eg wet weather);
- h. timings;
- i. welfare and other logistic arrangements;
- j. DS roles, tasks and identification (eg tabards/armbands); and
- k. any last minute considerations.

4.4 STARTING THE EXERCISE

The Exercise Director ensures that communications systems are tested, directing staff are in place and role-players are ready to begin. Then he or she can initiate the exercise itself. For a discussion exercise, the subject is normally introduced to the players by the facilitator. Functional exercises may be started by an 'incoming message' or by a written script detailing the first special idea. Field exercises often start by a radio or telephone message to the appropriate response agency, or personnel, containing the first special idea. The expectation from this point is that participants will 'run' the exercise by way of response and reaction to further introduced 'situations'.

4.5 DURING THE EXERCISE

The Exercise Director uses the Master Schedule to control the exercise. He or she will ensure any problems are rectified and make alternative arrangements to keep the exercise flowing. The Exercise Director can modify the flow and progress of the exercise to ensure that the outcomes are met. This may require a temporary halt to the exercise, changes in its direction, speeding it up or slowing it down.

4.6 Directing Staff have a range of responsibilities to keep the exercise running (see chapter 2—'Design'). Some functions will have Directing Staff involved directly with participants (eg Umpires), while other roles are behind the scenes (eg Role-play Manager). Whatever their role, Directing Staff need to stay in contact with the Exercise Director throughout the activity.

4.7 One of the most important Directing Staff roles during the conduct stage is that of the umpires. Umpires observe, record and evaluate the actions of those being exercised and the circumstances in which each action occurs. They assist the Exercise Director by monitoring and reporting progress during the exercise. They will ensure that appropriate inputs happen at the times shown on the Master Schedule. Umpires make the scenario realistic by reacting to the actions of the exercise players. They should maintain continuity within the spirit of the exercise, while not making things too hard, too easy or unrealistic.

4.8 **Exercise Communications**—There will normally be two components to exercise communications; one for players and one for directing staff. Directing staff need to be in contact with one another throughout the conduct stage of the exercise. This is most commonly achieved by using mobile phones or a discrete radio net (control net). Normal communication protocols are appropriate for the control net.

4.9 Participants' communication is normally on radio channels monitored by other agency personnel. To avoid confusion with real events, exercise messages sent on normal agency communications channels must be prefixed by the word '**exercise**'.

4.10 All messages relating to authentic injuries or incidents must be prefixed by the proword 'no-duff'. Should such an event occur, the Safety Officer, in consultation with the Exercise Director, may pause or stop the exercise to manage the authentic event.

4.11 FINISHING THE EXERCISE

Finishing the exercise is a controlled activity. The Exercise Director should stop the exercise at the pre-arranged time. They may choose to extend the finishing time slightly if there is value to be gained by participants completing a particular activity. Alternatively they may finish the exercise early if the outcomes have been met. The decision to finish the exercise must be communicated quickly to all Directing Staff and confirmed. For discussion and functional exercises the Exercise Director can easily contact all players and directing staff. Finishing a field exercise can be more involved as participants and staff may be scattered over a large area. During a field exercise a progressive stand-down of agencies can begin when they have achieved their individual outcomes, as long as it does not affect the continuing functions of other participants. As the players leave the exercise site, the Damage Control Officer will inspect it and record any unintended damage.

4.12 An immediate debrief (hot wash-up) should be provided for all players and staff to capture information and feedback while it is still fresh (hot) in peoples' minds. Umpires normally coordinate immediate debriefs with participants, although this role is sometimes fulfilled by team leaders or supervisors. The Exercise Director will then facilitate a hot wash-up with directing staff to capture their immediate thoughts and player feedback. The Role-Play Manager should ensure that all role-players are debriefed and de-rolled. The hot wash-up is not a substitute for detailed review of the exercise.

CHAPTER 5

EXERCISE REVIEW

INTRODUCTION

5.1 All exercises should have a learning focus. Learning is maximised when there is a conscious process of review to draw out the lessons learned. Review is the process of evaluating and validating the exercise. The primary method used to evaluate the exercise is a debrief, while validation relies on a range of processes that investigate the exercise's impact in the workplace.

5.2 DEBRIEF

Effective debriefs are run by an experienced facilitator to:

- a. analyse the exercise to determine what went right, what went wrong and why without trying to lay blame;
- b. address specific questions which arise from the achievement or non-achievement of outcomes;
- c. acknowledge good performance;
- d. seek constructive information from those being debriefed;
- e. focus on improving procedures and training;
- f. record relevant information to enable reports to be compiled; and
- g. summarise major points and suggest follow-up action.

5.3 QUESTIONS

A well run debrief has a learning focus and is built around answering these simple questions:

- a. What happened during the exercise?
- b. What went well?
- c. Did participants attain performance standards?
- d. Could participants have performed better?
- e. Do plans, procedures, or training programs need amendment?
- f. Were the outcomes achieved?
- g. How well did the exercise realistic and effective?
- h. Could the exercise be improved?

5.4 Depending on the size of the exercise and/or the number of participants there may need to be a series of debriefs building on one another. The

series usually begins with debriefs by the leaders of teams or groups. Team leaders contribute to a single agency debrief which in turn contributes to a combined agency debrief. Exercise staff are usually debriefed by the Exercise Director, who contributes to the final combined debrief, where exercise management staff review the exercise against the original concept.

5.5 EXERCISE REPORT

After any debrief the facilitator should prepare a debrief report, detailing what was discussed and what actions need to be taken, by whom, and when. The Exercise Director or designated officer should use the debrief report(s) to prepare a comprehensive exercise report.

VALIDATION

5.6 Validation is the final stage in the exercise management model. It is the process of determining whether or not the exercise has addressed the needs identified at the first stage of the exercise management model. Validation also compares the performance of agencies and participants during the exercise against the performance expected on the job. It is a way of measuring the value of the exercise and deals with more strategic issues than debriefing. Validation answers the following questions:

- a. Did the exercise address the identified need?
- b. Did the exercise provide an opportunity for agencies and participants to perform in a manner closely resembling that expected in the real world?
- c. Did the exercise lead to improvements in agency policies, plans and procedures, or individual performance?

5.7 Validation can be carried out by:

- a. observation on the job;
- b. interviews with participants and their supervisors; and
- c. post-exercise questionnaires.

5.8 After validation, agencies may change or develop plans, procedures, and training programs. Exercise outcomes may be modified for later use, or new exercises written to meet newly identified needs.

CHAPTER 6

CASUALTY SIMULATION

INTRODUCTION

- 6.1** Simulated casualties add an important element of realism to any field exercise. The concept of casualty simulation encompasses more than merely using moulage to create realistic looking injuries and illnesses. Casualty simulation requires thoughtful planning. Casualties must be briefed, made-up, and rehearsed. After the exercise they need to be debriefed and de-rolled.

CASUALTY SIMULATION

- 6.2** Casualty simulation staff must have a good understanding of anatomy and physiology so they know what injuries or illnesses look like. The simulator must work with the exercise planning staff to ensure casualties are correctly placed and briefed to react appropriately, based on the needs of the exercise.

6.3 PREPARATION

Casualty simulation is essentially an exercise within an exercise. Casualty simulation staff should follow these steps to prepare for an exercise:

a. **Step 1—Need:**

- (1) Consider the need for casualty simulation:

- (a) Does the inclusion of casualty simulation support or enhance the overall exercise aim and outcomes?

For example, if an exercise has an outcome to enable participants to practise specific casualty handling skills, responders will benefit from having realistic casualties to treat.

b. **Step 2—Analysis:**

- (1) Determine who the casualty simulation is for. Depending upon the level of treatment expected from the responders (eg treatment by a paramedic versus a first aider) the expectations of the moulage will vary. In some field exercises for instance, it is expected that responders will suture open wounds, requiring different moulage construction techniques.

- (a) Having determined who the moulage is intended for, the simulator can then establish the aim and outcomes of the casualty simulation.

c. **Step 3—Design:**

- (1) Casualty simulation staff must work with the exercise design staff to determine:
 - (a) the number of casualties required;
 - (b) types of injuries;
 - (c) history of injuries from the mechanism of injury (this can be written in the form of a storyline to help the casualty);
 - (d) props required (eg torn clothing, burnt hair, imitation amputated part); and
 - (e) materials to be used (make-up, imitation blood, pre-made wounds).

d. **Step 4—Conduct:**

- (1) Moulage (make-up) the casualties giving consideration to:
 - (a) explaining the moulage process to the casualty, particularly with regard to the types of materials being applied to the skin;
 - (b) known allergies (eg skin allergies inflamed by the use of make-up);
 - (c) avoiding items that may harm the casualty (eg sharp objects or toxic substances); and
 - (d) staggering casualty arrival time to allow manageability of the moulage with regard to:
 - (i) the number and type of injuries;
 - (ii) number of simulators available; and
 - (iii) drying time of make-up;
 - (e) being aware of physical attributes of the casualty and incorporating them into the moulage where possible (eg a person with pale skin is an obvious candidate for a casualty in shock); and
 - (f) using the casualty's shape and size to assist the simulation (eg use a heavier casualty where difficulty in removing a casualty will assist the exercise outcomes).
- (2) Brief the casualties to ensure an effective performance to complement the injuries or illnesses being simulated, that is:
 - (a) explain the history, signs and symptoms;
 - (b) explain the behaviour required to ensure empathy with a real casualty and *avoid over-dramatisation*;

- (c) explain that a sustained performance may be required for the duration of the exercise;
 - (d) ensure the casualties understand they need to respond to management of their injury; and
 - (e) explain the importance of sticking to the briefing given, to avoid inconsistency of information provided by all casualties, about the scenario and injuries/illness.
 - (3) During the conduct of the exercise:
 - (a) nominate someone to observe casualties to monitor their safety, or to maintain appearance of the wounds; and
 - (b) consider the reaction of visitors or the public to the moulage, perhaps briefing visitors and ensuring casualties remove or cover up wounds before leaving the exercise area.
- e. **Step 5—Debrief and De-role:**
 - (1) Conducting a formal debriefing for the casualties provides a vital forum to allow the casualty to share their experiences of the exercise and provide a unique insight into how the responders dealt with the situation. It is important to allow the casualty to de-role following an exercise. That is, they need to go through a process of stepping out of the character, to minimise any unexpected psychological effects of being involved. De-roling can occur naturally as part of the exercise debrief, or may require a conscious activity where the casualty has been in-role for some time, or the role has been particularly demanding.
- f. **Step 6—Validation:**
 - (1) As for all exercise staff casualty simulators should review their aim and outcomes, and the extent to which casualty simulation achieved these. Any issues that arose during the exercise need to be addressed with strategies suggested for overcoming these during future simulations.

CASUALTY CONSIDERATIONS

6.4 SELECTING CASUALTIES

Simulation staff need to select appropriate people as casualties. Some individuals may react adversely to receiving moulage and being placed in a scenario that might cause them to recall painful experiences. For this reason potential casualties should be screened by ensuring that they:

- a. volunteer for the task, fully understanding the nature of the required role;
- b. have not experienced a significant personal crisis within the last year;

- c. have not experienced a major incident in the past which is still a sensitive issue for them;
- d. do not have any existing conditions such as asthma, epilepsy, blood pressure anomalies, pregnancy, cardiac conditions, back problems, sensitive skin or claustrophobia; and
- e. are not on medication.

To assist with selection, a casualty information form should be completed well in advance of the exercise.

Young children may have a greater potential for serious emotional reactions to involvement in casualty simulation. It is strongly recommended that all casualties be over the age of sixteen years.

6.5 DUTY OF CARE

Participants should be fully briefed on their involvement and allowed an opportunity to withdraw from the exercise should they feel unsafe, unwell or anxious about events. Exercise staff must ensure the casualties know how to request to be removed from the exercise by using the term No-duff.

- 6.6** All casualties should register before application of moulage and de-register before leaving the exercise area. The exercise management team should investigate their State or Territory's Occupational Health and Safety legislation, or other relevant legislation to determine the extent to which their duty of care extends to casualties and obtain advice about issues such as insurance coverage.

6.7 SOURCES OF CASUALTIES

Potential sources of volunteers to be used in casualty simulation can include:

- a. schools (for young adults over the age of sixteen);
- b. volunteer groups (State Emergency Service, local fire authorities, Red Cross etc);
- c. community groups (Lions Club, Rotary, Rovers etc); and
- d. amateur theatre groups (take care to brief participants not to over-dramatise their role).

6.8 RESOURCES

Casualty simulators seeking further information on moulage and related topics can refer to:

- a. your local Australian Red Cross, St John Ambulance or other first aid training provider;
- b. *Step by Step Basic Casualty Simulation Manual*, St John Ambulance Australia, 1992; and

c. local tertiary institutions conducting courses in special effects make-up.

6.9 Various theatrical make-up suppliers can provide information on commercial products used in moulage. Commercial kits can be purchased from various first aid suppliers containing prepared wounds that can be attached to the casualty with adhesives.

Annex:

A. Suggested Exercise Casualty Selection Check List

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SUGGESTED EXERCISE CASUALTY SELECTION CHECK LIST

(To be completed by each person participating in the exercise as a casualty.)

This checklist has been designed as a means of identifying any possible health conditions and situations that may stop you participating as a volunteer casualty in an emergency exercise. Please present this form when completed to the Role-play Manager.

Strict confidentiality will apply to any documentation presented.

Name:

Address:

Age:

	Yes	No
Identification available	<input type="checkbox"/>	<input type="checkbox"/>
I have volunteered to participate in Exercise (name)	<input type="checkbox"/>	<input type="checkbox"/>
I fully understand the nature of my required role	<input type="checkbox"/>	<input type="checkbox"/>
I have experienced a significant personal crisis in the last year	<input type="checkbox"/>	<input type="checkbox"/>
I have experienced a major personal incident in the past which is still a sensitive issue for me	<input type="checkbox"/>	<input type="checkbox"/>
I have an existing physical or psychological condition eg asthma, epilepsy, blood pressure anomalies, pregnancy, cardiac conditions, depression, back problems or similar condition	<input type="checkbox"/>	<input type="checkbox"/>
If on medication, I understand that I must inform the exercise Role-Play Manager before the commencement of the exercise	<input type="checkbox"/>	<input type="checkbox"/>
I agree to be available for review by medical personnel before the start of the exercise, if necessary	<input type="checkbox"/>	<input type="checkbox"/>

Next of kin contact details:

Name:

Address:

Phone Number: Relationship:

Details of medical condition and medication:

.....

Signature at registration of exercise Time:

Signature at completion of exercise Time:

Source: Ruth Wraith—Head of Department, Child Psychotherapy, Royal Children's Hospital—Vic. & Consultant to State Emergency Recovery Unit, Vic. Dept Human Services

EXERCISE MANAGEMENT CHECK LIST

The following is a guide for Exercise Management Teams. The check list is not exhaustive and can be modified to suit the exercise being written.

Issue	Things to consider, think about or do
Concept	Identify a specific need Appoint Exercise Management Team Define the aim Write outcomes to support the aim Select an exercise name Create a time-based plan for the development, conduct and follow-up of the exercise Enrol community support
Timing	What deadlines need to be met? How much lead-time is needed or available? How much time is needed or available for the conduct of the exercise? What time of day or night should the exercise run?
Size	How many people need to be involved? How many agencies need to be involved? How many people should be involved in management and conduct?
Location	Where should the exercise be held? Site inspection(s) Who owns or operates the location? How much space is needed? Are there alternatives? What is the venue availability? What approvals or permission is needed? How much staging and preparation is required? Is access and egress appropriate? Provide a staging area if needed. Site control and security. Determine damage control requirements (pre and post exercise). Determine site safety requirements and arrangements.
Personnel	Who should be involved? What is their availability? Who are the key personnel for exercise control? Management of media and visitors (including special arrangements for VIPs)
Agencies	What are the key agencies that need to be involved? Are there any supporting agencies needed? What are the organisational constraints?
Costs	Prepare a budget. What are the costs? Who pays for what? Consider personnel costs, equipment, catering, accommodation, travel, hire, fuels and other consumables.
Equipment	Requirements, for example special effects equipment and simulation: Limitations Availability Suppliers
Operational readiness	Ensure all agencies involved can maintain operational readiness and capacity during the exercise.
Weather conditions	Plan for contingencies in the event of adverse weather conditions.
Administration	Obtain maps, charts, photographs Decide on the need for electronic and paper-based records Provide administrative staff support Consider identification and access control Consider notification of nearby residents, businesses and other agencies Consider correspondence management Consider insurance issues such as public liability and worker's compensation Public information, including advising nearby residents and businesses of potential disruptions due to the exercise

Logistics	Catering Transport Shelter and accommodation Storage Toilet facilities Utilities Consumables
Statutory considerations	Legal requirements Plans Agreements
Design	Determine the appropriate exercise style Develop the exercise scenario, including general and special ideas Select and appoint directing staff Decide how will DS be identified Determine exercise control requirements including communications systems Decide on coordination arrangements
Casualty simulation	Casualty simulation staff must work with the exercise design staff to determine: the number of casualties required types of injuries history of injuries and the mechanism of injury props required (eg torn clothing, burnt hair, imitation amputated part) materials to be used (make-up, imitation blood, pre-made wounds)
Documentation	General Instruction, usually including the general idea Narratives Directing Staff instructions, including the master schedule, special ideas and any special instructions Exercise organisational chart and communications diagram Mobile phone policy Running sheets Media releases Minutes of meetings Invitations Financial records Notifications to residents and businesses
Conducting the exercise	Briefing and rehearsal Communications check Keep the exercise flowing
Finishing the exercise	Role players are accounted for Damage control inspection Immediate debriefs
Review	Detailed debriefings Review the exercise: What happened during the exercise? What went well? Did participants attain performance standards? Could participants have performed better? Do plans, procedures, or training programs need amendment? Were the outcomes achieved?
	How well did the exercise realistic and effective? Could the exercise be improved? Prepare a debrief report Prepare a comprehensive exercise report
Post-exercise	Payment of accounts Letters of appreciation Validation: Did the exercise make a long term difference to performance? Did the exercise provide an opportunity for agencies and participants to perform in a manner closely resembling that expected in the real world? Did the outcomes of the exercise lead to improvements in agency or individual performance? Follow-up meetings

GLOSSARY

Agency presentation

A discussion forum where participants examine a special idea (or scenario) in advance; then prepare, present and discuss their action plan.

Aim

A broad statement of the intended exercise outcomes.

Briefing

A presentation to participants covering the aim, safety information, conduct and operating guidelines for the exercise.

Casualty simulation

Using role-players as casualties in the exercise, usually made up to simulate injuries.

Damage Control Officer

A member of the directing staff whose role is to manage unintended damage to resources or the environment before, during and after an exercise.

Debriefing

A forum for participants, role-players and directing staff to discuss the conduct and outcomes of the exercise.

De-roling

A process enabling normal behaviour to resume and the role-play behaviour to be discarded.

Directing Staff (DS)

A term for the person or persons who manage the conduct of the exercise.

Emergency

A significant or unusual event, requiring the coordinated response of more than one agency. Synonymous with disaster.

Exercise

A controlled, scenario-driven activity used mainly for training or assessing personnel, or testing processes or capabilities. Synonymous with simulation.

Exercise Director

The person who directs the conduct stage of an exercise.

Exercise Manager or Management Team (EMT)

The person or group of people who have overall responsibility for managing all stages of an exercise.

Field Exercise

An exercise where resources are deployed in response to a simulated incident.

Functional Exercise

An exercise designed to test or practise a particular function.

General Idea

A statement designed to provide participants with background knowledge that would normally be available in a real incident or emergency.

Higher Control

The top level of control in a multi-level exercise.

Hot Wash-Up

A debrief carried out during or immediately after the exercise while information and feedback is still fresh.

Hypothetical

A facilitator led discussion where personnel provide responses to hypothetical situations.

Incident

An event that is routinely managed by one or more response agencies.

Logistics

The supply, handling, transportation and distribution of materials.

Lower Control

The subordinate layers of control in a multi-level exercise.

Master Schedule

The detailed sequence of events (script or running sheet) used by the directing staff.

Media Liaison Officer

The member of the directing staff who manages real media inquiries.

Moulage

The make-up applied to exercise casualties to add realism.

No-Duff

The preferred term for indicating that a real event or injury has occurred during an exercise. Sometimes the words 'authentic' or 'safeguard' are used synonymously.

Outcome

A statement of what is to be achieved by individuals, groups or agencies participating in the exercise.

Orientation Exercise

An exercise used to familiarise participants with equipment, plans or procedures.

Review

Review includes debriefing and exercise to determine how well it was run and validating the exercise to assess the impact of the exercise in the participant's workplaces.

Role-Players

Those who adopt the roles of casualties, affected persons, or bystanders.

Safety Officer

A designated member of the directing staff who monitors all aspects of safety.

Scenario

A description of the setting and event, including a general idea and one or more special ideas.

Special Idea

A statement to selected personnel providing specific information not otherwise available, generally framed as a problem or issue to manage.

Staging Area (Assembly Area)

An assembly area set-aside for exercise participants and resources.

Staging Officer

The member of the directing staff who manages the Staging Area.

Standard Operating Procedures (SOPs)

Sets of procedures to detailing how tasks are to be performed. Sometimes know as Standing Operating Procedures.

Syndicate Exercise

An activity in which Special Ideas are discussed by small groups or syndicates to develop responses, usually for further discussion and development.

Tabletop Exercise

An exercise format where participants make tactical decisions without deploying personnel and may involve models to represent deployed resources. Sometimes called 'TEWT' (Tactical Exercise Without Troops) or 'desktop' exercises.

Umpire

Members of the directing staff who are responsible for assessing performance against the exercise outcomes. Often used to introduce special ideas and respond to the scenario as it unfolds.

Validation

Validation compares the performance of agencies and participants during the exercise against the performance expected on the job.

Visitor Liaison Officer

A member of the directing staff who hosts the observers or visitors.

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