Exercise Cruickshank
Pandemic Exercise Programme
2006–2007

Exercise Coordinating Instruction

Version 2: 27 February 2007
This Exercise Coordinating Instruction sets the direction for Exercise Cruickshank and will inform the planning and participation of relevant agencies.

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This second version of the Exercise Cruickshank Coordinating Instruction is being distributed to district health boards (DHBs) and their public health services and government agencies represented on the Intersectoral Pandemic Group.

DHBs are encouraged to distribute copies to other agencies in their district that are likely to participate in their exercise (e.g. local councils and civil defence groups). Government agencies are also encouraged to distribute copies to branches that may participate at a local or national level.
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1 Glossary

CBAC  Community Based Assessment Centre
CDEM  Civil Defence Emergency Management
CIMS  Coordinated Incident Management System
DESC  Domestic and External Security Coordination (Cabinet level body)
DHB  District Health Board
ED  Emergency Department (of a hospital)
EXCON  Exercise Control
EXPLAY  Exercise Play
DPMC  Department of Prime Minister and Cabinet
EOC  Emergency Operations Centre
ESR  Environmental Science and Research Ltd
HSAG  Health Sector Advisory Group
IPG  Intersectoral Pandemic Group
ISAG  Intersectoral Advisory Group
MCDEM  Ministry of Civil Defence and Emergency Management
MFAT  Ministry of Foreign Affairs and Trade
NCMC  National Crisis Management Centre
NHCC  National Health Coordination Centre (located in the Ministry of Health)
NHEP:ID  National Health Emergency Plan: Infectious Diseases
NZIPAP  New Zealand Influenza Pandemic Action Plan
ODESC  Officials Committee for Domestic and External Security Coordination
PEG  Pandemic Emergency Group
PHO  Primary Health Organisation
PHS  Primary Health Service
PHU  Public Health Unit - the organisation that provides public health services
PIRC  Pandemic Influenza Reference Committee
PITAG  Pandemic Influenza Technical Advisory Group

The terms EXCON and EXPLAY are used to differentiate participants who are either:

• Part of exercise control, directing and evaluating the exercise (EXCON)

OR

• Responding to the exercise scenarios and injects (EXPLAY)


2 Exercise Context

Annual influenza outbreaks are a fact of life. Their impact can be reduced through annual vaccination programmes. Pandemic influenza is a much more serious disease, which attacks about three times every century.

Ministry of Health (the ‘Ministry’) planning for the threat of a pandemic was heightened some 18 months ago with the wide spread of the avian influenza virus H5N1. Since then the health sector and government as a whole have been developing plans to prepare the country for such a threat.

Copies of the National Health Emergency Plan: Infectious Diseases (NHEP:ID) and the latest version of the New Zealand Influenza Pandemic Action Plan (NZIPAP) are available on the Ministry's website at http://www.moh.govt.nz/pandemicinfluenza. They are essential reading for all involved in pandemic planning, or pandemic exercise development and delivery.

The Ministry is coordinating a Pandemic Exercise Programme over 2006/07. The programme consists of two major exercises, Makgill and Cruickshank. The Exercise Programme aims to assess New Zealand's plans for responding to a pandemic.

The key objectives of the Exercise Programme are to:

- Gauge the capability and capacity of the health sector and central and local government agencies to respond to and recover from an influenza pandemic.
- Review the processes for coordination, communication, leadership and governance during a pandemic.
- Provide a forum for intersectoral review and discussion of pandemic plans.

Exercise Makgill

Exercise Makgill was carried out on 9 November 2006 over a 12 hour period. The Exercise assessed the whole of the health sector’s ability on cluster control ("stamp it out") stage of response to a pandemic. This exercise used an “enhanced” table top approach in order to realistically simulate the kinds of things that could happen in a real pandemic.

The Makgill exercise report is available on the Ministry website1. The report contains a number of learnings that have come out of Exercise Makgill. The Ministry has applied the relevant lessons to facilitate the more efficient and effective delivery of Exercise Cruickshank.

3 Exercise Cruickshank

Exercise Cruickshank is a whole-of-government influenza pandemic exercise led by the Ministry. It will take place over five full days in May 2007. Exercise Cruickshank will practice the plans set out in the NZIPAP and will test the intersectoral response at all four stages. Exercise days will cover national, regional and local responses.

To gain the most benefit out of Exercise Cruickshank, plans will be practiced to the most realistic extent possible (within the limits of ensuring business as usual for EXPLAY organisations to ensure services are maintained). Exercise Cruickshank includes a combination of tabletop, and discussion exercise formats and a limited amount of operational deployment.

3.1 Exercise days and dates

Exercise Cruickshank will be run over five days in May 2007.

Day 1 ‘Keep It Out’ - Thursday 10 May

Day 2 ‘Stamp It Out’ - Wednesday 16 May

Day 3 ‘Manage It’ - Thursday 17 May

Days 4 and 5 ‘Recovery’ –
- Local workshops Wednesday 23 May
- National workshop Wednesday 30 May

3.2 Exercise themes

Tracking of resource demand

Many of the actions identified in objectives have not been attempted before. Consequently, there is uncertainty about the resources required (staff, training, time). Therefore, the timeframes included in the performance indicators represent an estimate for discussion purposes at this point.

Capturing data on the resources required to carry out the action and any break-points is an important issue for each agency, in order to inform future planning.
**Connectivity**

The type of working relationships required to combat an influenza pandemic are new. Health for example must lead the across sector response at national and local levels. A national response with consistent action led at district levels is required.

All agencies should therefore focus on connectivity both within their agency and with other agencies in planning for, implementing and evaluating the exercise.

**Consequential impacts**

NZIPAP recognises that actions required to combat a possible influenza pandemic require the balancing of the potential benefits of interventions with the potentially adverse impacts of those interventions (e.g. the impact of restriction of movement of people on business activities).

In order to advance thinking on real time decision-making processes and policy development, each exercise day will enable discussion of these trade-offs against the backdrop of the exercise scenarios.

**Use of NHEP:ID and NZIPAP processes and systems**

During the Exercise days operational and response agencies will use the Co-ordinated Incident Management System (CIMS) to co-ordinate their response to the scenarios. Communications and reporting will use the systems and processes laid out in the NHEP:ID and the NZIPAP.

### 3.3 Background notes

The exercise aims, objectives and performance indicators contained in this document apply to EXPLAY organisations and reflect common themes taken from the objectives submitted by agencies prior to Christmas 2006.

Some agencies may wish to practice or test other parts of their response at a national or local level and are welcome to develop and evaluate additional objectives (and performance indicators) specific to their own roles and needs during the exercise programme. However, the exercising of additional objectives and actions must not impede the agency’s contribution to the national exercise, or impact on the work of other agencies unless previously agreed.

All objectives and the related performance indicators are listed in Appendix One, and will be incorporated into the exercise evaluation.

Examples of the agencies that will be involved at a national and local level are included in Appendices Two and Three.

The exercise programme includes activities involving a limited amount of deployment, table topping or discussion.
For the purpose of achieving agency objectives for the exercise day, some activities will run in parallel in order to maximise efficiency. For example, the limited deployment exercise to practice an aspect of border management activities (working under the assumption that certain powers have been released) will occur locally in parallel with a national joint agency discussion exercise concerning trigger points for the release of such powers.

The term "local" refers to districts covered by DHBs. DHBs will coordinate exercise planning and execution involving CDEM groups, local council(s) and other agencies in their catchment area.

We need to maintain flexibility so that some changes can be made to performance indicators during exercise days to enable the lessons learned on one day to be assessed during the following day(s).

Some objectives and performance indicators focus on activities that may seem to be health specific. However, these are issues for which assistance and input from other agencies may/will be required: for example contact tracing, crowd control and security at community-based assessment centres. They are therefore potentially intersectoral in scope.
4 Exercise Cruickshank Aim and Objectives

The overall aim of Exercise Cruickshank is to strengthen intersectoral readiness to keep out, stamp out, manage and recover from pandemic influenza in accordance with the NZ Influenza Pandemic Action Plan (NZIPAP).

Each exercise day has specific objectives and sets of performance indicators. See Appendix One for details.

Agencies will utilise these performance indicators to size and plan their response on different Exercise days at both national and local levels.

5 Exercise Design

5.1 Assumptions

Exercise Cruickshank is the largest exercise of its type attempted in New Zealand. It encompasses national and local agencies. This is the first time a pandemic response has been exercised to this extent.

Exercise Cruickshank will enable agencies to practice and test a new set of accountabilities, responsibilities, ways of working, communicating, and sharing decision-making at and between national and regional levels. It is therefore very important to ensure that the tasks to be exercised are well prioritised, and achievable. It is not possible or desirable to exercise every aspect of pandemic response for any given Exercise scenario.

To gain the most benefit out of Exercise Cruickshank, plans will be practiced to the most realistic extent possible (within the limits of ensuring business as usual for EXPLAY organisations to ensure services are maintained). Exercise Cruickshank includes a combination of tabletop, and discussion exercise formats and a limited amount of operational deployment.

The underpinning assumptions of Exercise Cruickshank are that:

- It will be a learning activity designed to educate agencies on roles and responsibilities, arrangements and connections at both national and local levels through exercising a common set of objectives contained in this Exercise Coordinating Instruction.
- Objectives have been carefully chosen and prioritised in order to facilitate learning. Therefore only selected aspects of the New Zealand Pandemic Influenza Action Plan (NZIPAP) will be exercised, rather than all interventions for a given Exercise scenario.
– Within the context of these selected aspects, exercise players are expected to play out the exercise response to the scenarios presented as they would for a real emergency event: i.e. players should not wait for an interject to carry out an action which they would normally undertake unprompted.

– Some aspects of the exercise will only be exercised in specific locations. This applies in particular to table-topping and deployment concerning border management activities on day one, and cluster control activities on day two. However agencies in other locations will also be engaged in the exercise: for example in the notional provision of staff to assist operations in areas under pressure, and in local discussion exercises pertinent to the day.

– Health will exercise its own regional coordination mechanisms. However other agencies will engage directly with district health boards directly at a local EOC level (unless otherwise agreed between agencies in advance), and with the Ministry of Health as lead agency at a national EOC level.

– The Exercise Cruickshank General Instruction: Common Elements will contain further details of exercise logistics.

– District Health Boards at a local level are responsible for direct liaison with other agencies, such as local councils and voluntary groups, for exercise planning, control and participation.

– Exercise evaluation will be based on the performance indicators for each objective.

– It will enable EXPLAY organisations to have the opportunity to exercise according to their own arrangements and plans, and use the exercise to evaluate their response capability. This means that each EXPLAY organisation will need to develop its own Exercise General Instructions and evaluation criteria specific to themselves.

– Standard emergency radio, telephone and internet infrastructure is fully operational, reliable and free from error.
5.2 Constraints

The underpinning constraints that will affect Exercise Cruickshank are:

- The willingness and ability of participating organisations to provide appropriate and sufficient resources to support the design, development and delivery of Exercise Cruickshank.
- The timeliness of communications, Public Information Management and consultations.
- The limited time available in which to plan and prepare for Exercise Cruickshank.
- Each participating organisation’s level of capability and capacity to participate in Exercise Cruickshank.
- Legal boundaries and constraints.
- Actual and real events.
5.3 Participating organisations

Exercise Cruickshank involves the direct participation of a large number of agencies, along with the input of other organisations. Those parties involved in Exercise Cruickshank over the four days will include:

**Health Sector, including:**
- Ministry of Health
- District Health Boards (DHBs)
- Public Health Services
- Ambulance service providers
- Environmental Science and Research (ESR)

**Examples of central Government Agencies at both national and local levels:**
- Ministry of Agriculture and Forestry
- NZ Police
- Ministry of Civil Defence and Emergency Management
- Ministry of Social Development
- Ministry of Education
- New Zealand Customs Services
- Ministry of Foreign Affairs and Trade
- The Treasury
- Ministry of Economic Development
- Accident Compensation Corporation (ACC)
- Department of Internal Affairs
- Department of Prime Minister and Cabinet
- Local Government New Zealand
- Ministry of Justice
- Ministry of Transport
- Ministry of Defence
- New Zealand Fire Service
- State Services Commission
- Te Puni Kokiri
- Aviation Security Services of New Zealand
- Civil Aviation Authority
- Inland Revenue Department
- Reserve Bank of New Zealand

Additional participants at local levels can include councils, and voluntary agencies.
Participant organisation commitment requirements

**Ministry of Health and DHB commitments**

The Ministry will coordinate and reconcile agency contributions at a national level.

DHBs are responsible for coordinating and reconciling local agency contributions at a local level in liaison with CDEM groups and in accordance with national direction.

The Ministry and DHBs will appoint Exercise Control (EXCON) members and evaluators for the intersectoral component of the exercise at national and local levels.

In addition, the Ministry of Health and DHBs will lead the health sector response at a national and local level respectively, and appoint relevant EXCON staff for that purpose.

The Ministry will provide brief training and orientation for Ministry of Health and DHB EXCON staff involved in the intersectoral response. One national and four regional workshops are planned for late March.

**Other participating organisations**

Participating organisations are responsible for leading and preparing their sector’s contribution towards Exercise Cruickshank at both a national and local level within the context of the overall intersectoral exercise scenarios, aims, objectives, and performance indicators.

Participating organisations must commit staffing resources to:

- Exercise planning and writing: This encompasses the appointment of designated exercise planners to carry out planning for that specific sector. For example, this may include the development of Exercise General Instructions for participating organisations (Section 4.6) and documents (including a master schedule of events and associated control documents for that specific sector).

- For the Exercise days each participating organisation will need to provide an Exercise Control member(s) for Exercise Control at a:
  - National level; and where required,
  - Local level (if the agency is participating at a local level).

- For each day each participating organisation will provide evaluators at a:
  - National level, and where required,
  - Local level (if the agency is participating at a local level).

- Participating organisations will need to organise and ensure their own Exercise players are briefed.

Note that if participating organisations operate over more than one location they may need more than one EXCON member in order to adequately manage exercise control in that location. Likewise, more than one evaluator may be required.
The Ministry has developed this set of Exercise Coordinating Instructions for participating organisations.

The Ministry will evaluate the overall Exercise response at a national and local level.

Participating organisations will need to develop their own Exercise General Instructions and evaluation programmes at both the national, and where appropriate, local level.
6 Exercise Documentation

6.1 Document Development Hierarchy

Note that this hierarchy does not include the evaluation plan or other evaluation documents.
6.2 **Exercise Coordinating Instruction (i.e. this document)**

The Exercise Coordinating Instruction document sets out the aims, objectives, performance indicators and assumptions for Exercise Cruickshank. These Instructions inform the more detailed Exercise General Instructions to be developed by participating agencies.

The Exercise Coordinating Instruction is developed by the Ministry of Health with input from all participating agencies.

6.3 **Exercise General Instruction: Common Elements**

The Exercise General Instruction: Common Elements outlines the common elements in terms of logistics and delivery arrangements for the Exercise at a national level for all agencies.

The Exercise General Instruction: Common Elements document will be developed by the Ministry of Health and released by 14 March 2007.

6.4 **Exercise General Instructions**

Exercise General Instructions define the aims and objectives of each organisation, how they will be achieved, and the associated operational and logistic details for its exercise players.

Each participating organisation is required to assign an exercise planner to plan and oversee that organisation’s participation. The exercise planner is tasked with writing the Exercise General Instructions for their organisation.

The Exercise General Instructions also outline how Exercise Cruickshank will be controlled, what sort of output is expected from participating organisations and an explanation of how tasks are initiated and what sort of response is expected. They also provide staff with all the information they would require to make the exercise a success for their organisation. At a minimum, Exercise General Instructions should include scenario background, other relevant participating organisations, specific role allocations for staff, timings, administration details, exercise control information and evaluation criteria.

See Appendix Six for an example of Exercise General Instructions Writing for Multi-Agency Exercises developed by Civil Defence.
6.5 Exercise Control (Excon) Documents

Exercise control documents create the artificial environment in which the exercise takes place. They provide a framework for the operations that are to be practiced or tested, and initiate actions and responses to provide inputs to the various systems and processes being exercised.

Exercise control documents include: -

- Master events schedule
- Scenarios and descriptions
- Injects (specific instructions to do or initiate certain actions, or information that requires a response of some kind)

The Master Events Schedule and generic or common injects will be developed by the Ministry of Health based on the needs of the exercise, and with input from the participating organisations.

Sector specific injects are to be developed by sector lead agency representatives, having due regard to both direct physical and organisational impacts and associated demands from other sectors and agencies.

Exercise players are expected to play out the exercise response to the scenarios presented as they would for a real emergency situation. Players should not wait for an inject or other instruction to carry out an action which they would normally undertake unprompted.
7 Exercise Control (Excon) Roles

Exercise control roles include:

- Exercise planners and writers
- Exercise controllers
- Exercise facilitators
- Exercise evaluators
- Exercise observers

7.1 Exercise planners

Exercise planners are responsible for the design and management of their agency/sector response (within the context of the intersectoral response), including planning, financial management, conduct, and post exercise reporting.

The planner may be the same person responsible for exercise facilitation on the exercise days.

7.2 Ministry exercise controllers and facilitators

Ministry exercise controllers and facilitators are responsible for the effective delivery of the exercise instructions and injects on exercise days, and for the general management of the exercise.

7.3 Participating organisation exercise controllers and facilitators

Exercise controllers and facilitators in participating organisations are responsible for the effective delivery of the exercise in their specific organisation, and for liaison with Ministry controllers and facilitators. Specific tasks include the delivery of injects from Ministry Excon, and acting as liaison with Ministry Excon to solve any problems or issues that develop during delivery.

7.4 Exercise evaluators

Evaluators assess the performance of the participating organisations against the key performance indicators and any other criteria chosen by participating organisations.
7.5 Exercise observers

Exercise observers are included here for convenience, but are not part of the actual exercise control group.

Observers may observe the delivery of the exercise and the responses of the various participating organisations on a national, local, and intersectoral level to take back lessons for operations within their own organisations/sector.

Observers may also make observations that are useful and relevant based on previous experience within similar exercises or real events. Generally speaking, observers should not interact with exercise players.
8 Exercise Communication

8.1 Reporting and communication hierarchy

Exercise Cruickshank will test the health and multi-sectoral operational communications channels detailed in NHEP:ID and NZIPAP (see below).
## 8.2 Communications channels

For the purpose of exercise play all normal communications channels will be assumed to be functioning for the duration of Exercise Cruickshank.

EXCON will use the following communication channels during the exercise:

<table>
<thead>
<tr>
<th>Channel</th>
<th>Principal purpose</th>
</tr>
</thead>
<tbody>
<tr>
<td>Internet</td>
<td>Distribution of EXCON documents</td>
</tr>
<tr>
<td>Email</td>
<td>Enquiries and problems</td>
</tr>
<tr>
<td>Landline and mobile phones</td>
<td>Enquiries and problems</td>
</tr>
</tbody>
</table>

Other channels (fax, SMS text messages) may be used as backups.

It is the responsibility of individual agencies to ensure that appropriate infrastructure is available to access the Ministry website. Additional information about exercise operational communication will be included in the Exercise General Instruction: Common Elements.
9 Evaluation and Reporting

Overall responsibility for Exercise Cruickshank evaluation and reporting at an intersectoral level will sit with the Ministry of Health.

The Ministry will appoint a number of independent evaluators at a national intersectoral level to cover the validation and assessment process. DHBs will make similar provisions at a local level.

Other agencies and organisations will need to provide appropriately skilled evaluators at a national and local level where appropriate for evaluation of their own agency's contribution.

Agencies and organisations must ensure that all EXCON members including evaluators and observers, and participants are provided with appropriate briefing and information.

Briefings for evaluators will be in the form of four regional workshops to help DHBs to evaluate Exercise responses and will be held in Christchurch, Wellington, Hamilton and Auckland. One national workshop will be held in Wellington for evaluators at a national level.

Both national and regional debriefings will be held upon completion of Exercise Cruickshank. The objective of the debrief process will be to evaluate the Exercise against the Exercise objectives. Other specific organisational and sector learning may also be discussed as part of this process, but this must not take precedence over Exercise Cruickshank related discussion. Any agency-specific evaluation is the responsibility of that agency.

KPMG, the contractor engaged by the Ministry for this project, is responsible for coordinating the intersectoral evaluation process. KPMG will develop and provide the forms, tools and templates required for Exercise Cruickshank. KPMG will gather debrief reports, evaluation forms and feedback, questionnaires, evaluator, observer, and EXCON reports and prepare an overall Exercise report.

A draft version of this report will be issued to the Ministry, ISAG and HSAG for comment and review ahead of the issuing of the Final Exercise Report.

The Final Report will summarise the key lessons learned, provide an assessment of the conduct of the Exercise, and identify policy and programme issues which require addressing at the national and regional level.
10 Responsibilities and Administration

As the lead agency in this Intersectoral Pandemic Exercise the Ministry of Health is responsible for responding to a pandemic on a national scale by leading the whole-of-government coordination effort. Particular responsibilities include convening advisory groups, advising DESC, liaising with other government agencies, collating information for use and dissemination in New Zealand with support from expert advice, national oversight of the health sector response and provision of public information. DHB carry out a similar function at a local level.

CDEM Groups also have a responsibility and are critical to the management of emergencies in the community. CDEM Groups support DHBs as lead agencies in the pandemic response phases by helping coordinate and direct community and civil defence responses, resources and functions and responding to and managing many of the non-health adverse effects of pandemic influenza in its area. CDEM Groups provide a key focus for bringing together the response of many organisations through Civil Defence Clusters.

10.1 Governance

Many different sectors of government will be engaged at national and local levels in Exercise Cruickshank. Robust coordination and excellent communications across agencies and between all levels is essential in the planning phase and during the Exercise days.

10.2 Exercise Management

Ministry of Health

The Ministry is the lead agency and owner of Exercise Cruickshank. As owner, the Ministry holds overall responsibility for ensuring the successful planning, delivery, evaluation and reporting of Exercise Cruickshank. This includes:

- Making key project decisions
- Signing off on all key project deliverables
- Overseeing the Project Team

As lead agency of this interagency Exercise, the Ministry represents the interests of the government sector.

The Ministry fulfils this role by:

- Co-ordinating, communicating and liaising with EXPLAY organisations from government agencies and DHBs (refer to Appendix Four for details of Communication Plan).
– Monitoring the management of risks to the government sector.
– Providing a forum for making strategic decisions, removing obstacles that may hinder the success of the project, and resolving any issues escalated to this level.
– Reviewing and approving key project documents.

KPMG has been engaged to assist the Ministry in planning and organising Exercise Cruickshank, and to co-ordinate the delivery and reporting of the Exercise.

**Project Team**

The Ministry has an established project team dedicated to Exercise Cruickshank. The project team is responsible for carrying out the work required to ensure the successful delivery of Exercise Cruickshank.
10.3 Exercise Finance

The Ministry as lead agency will fund the Exercise planning and provision of Exercise support over the four days of Exercise Cruickshank at National EXCON, including catering and consumables.

EXPLAY organisations are responsible for resourcing their own contribution to the exercise programme at both national and regional levels.

In particular, EXPLAY organisations are responsible for committing resources to:

- Exercise planning and writing; and
- Exercise days.

If agencies wish to pursue additional objectives/aims that are outside the scope of Exercise Cruickshank they are responsible for providing their own resources.

10.4 Exercise Coordination Contact Details

The table below describes the contact details for Exercise Cruickshank. All communications are required to go through the individual detailed below.

<table>
<thead>
<tr>
<th>Name</th>
<th>Exercise Role</th>
<th>Phone</th>
<th>Email</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nikki Hooper</td>
<td>Exercise Coordinator</td>
<td>04 816 2526</td>
<td><a href="mailto:Nikki_Hooper@moh.govt.nz">Nikki_Hooper@moh.govt.nz</a></td>
</tr>
<tr>
<td></td>
<td>– Pandemic Planning</td>
<td>021 576 494</td>
<td></td>
</tr>
</tbody>
</table>

Appendix One – Exercise Cruickshank Aims, Objectives and Performance Indicators

AIM OF EXERCISE CRUICKSHANK

The aim of Exercise Cruickshank is to strengthen intersectoral readiness to keep out, stamp out, manage and recover from pandemic influenza in accordance with the NZ Influenza Pandemic Action Plan (NZIPAP).

GENERAL EXERCISE OBJECTIVES AND PERFORMANCE INDICATORS

Exercise objectives One to Three relate to all three exercise days with tabletop and/or deployment activities (Exercise days 1 – 3), and will apply to all relevant participating agencies.

Objective One

To practice and validate the national and local decision-making and reporting arrangements and their interaction as identified in the NZIPAP.

Performance indicators:

1. As lead agency locally DHBs collate information from other agencies and develop Situation Reports to inform policy, and action. Situation Reports are collated regionally and presented to NHCC in the timeframes specified during the Exercise (note: a maximum of twice per day).

2. The Ministry of Health collates information from DHB SitReps in order to develop a national Situation Report to be considered by the Watch Group. This will provide guidance for the development of policy and other actions. National Situation Reports will be presented in the timeframes specified during the Exercise, and the quality will be assessed by the Watch Group.

3. National SitReps and associated media releases are distributed to national agencies and local Emergency Operations Centres (EOCs) twice daily. These will provide an overview of the national situation, and any actions to be taken at national and/or regional or district levels. Quality will be assessed by district coordinators.

4. Decisions/policies are disseminated to all relevant districts in order to inform local action. Quality will be assessed by district coordinators.

5. Players have clearly stated roles and responsibilities in written form and these are relevant to their activities on the day. To be assessed by players.
**Objective Two**

Agencies provide evidence that they can maintain a medium to long term response capability at national and local emergency operations centres.

Performance indicator

6. Develop staff rosters for 24/7 operations for the first week and orientation for staff unfamiliar with EOC procedures.

**Objective Three**

To practice and validate whole of government Public Information Management Systems and processes (PIMS).

Performance indicators:

7. Inter-agency communications groups are formed and structures and processes agreed at national and local levels.

8. Key messages are developed, agreed and notionally released to the public and stakeholders in a timely manner through international, national and local channels.

9. Communications content is consistent and clear at international, national and local levels, and across agencies.

10. Media queries received by any agency relating to another agency’s area of work are passed through agreed communication channels in a timely manner.

11. Key messages are developed and communication channels identified for key communities, specifically Maori, Pacific and Asian people, people with special needs, and geographically isolated communities.

12. Information on the NZ situation and associated actions (such as travel restrictions) is notionally disseminated to overseas missions, other governments, international organisations and New Zealand nationals daily through appropriate means.

13. Key messages for staff/students/customers of individual agencies are prepared for dissemination on: social distancing, hygiene and work/study from home.

14. Notional requests for information from key international agencies are actioned within the timeframes identified.

**SPECIFIC EXERCISE OBJECTIVES AND PERFORMANCE INDICATORS**

**CRUICKSHANK ONE: ‘KEEP IT OUT’**

Aim: to strengthen intersectoral action to keep pandemic influenza out of New Zealand by practicing the implementation of scenario 5.1 and NZIPAP.
**Exercise Cruickshank One: Objectives and Performance Indicators**

In addition to objectives one to three:

**Objective Four**

To practice and validate the establishment and maintenance of border management initiatives.

Performance indicators

15. Agencies at international points of entry demonstrate that personnel can be deployed to commence border management programmes. Target: within three hours.

16. Appropriate control arrangements\(^2\) are established at international points of entry, including as necessary representatives from Customs, Immigration, Health, transport authorities, port operators, airline representatives, Police, MAF and other relevant parties. Target: within three hours\(^3\).

17. Procedures compliant with national border guidelines for the identification of cases and contacts, the isolation and treatment of cases, the quarantining of relevant passengers/crew, and the provision of information for other passengers/crew are established at all ports of entry. Target: three hours.

18. Information is available for quarantined passengers outlining their responsibilities and rights.

19. Means of transport to quarantine venues are identified and notionally secured. Target: four hours.

20. Venues with sufficient space and adequate facilities for quarantine of relevant arriving passengers are identified and notionally secured. Target: Four hours.

21. Staff to provide security at quarantine venues for the first 24 hours of operation are notionally identified and secured. Target: Four hours.

22. Agency responsibilities for support systems for passengers placed in facility quarantine are identified and evidence provided that programmes can be implemented for the provision of food; medical care; interpreting services; information for relatives and friends and relevant embassies/consulates; income support and other welfare issues. Target: Six hours.

23. National reserve supplies of antivirals can be released and deployed to Public Health Services implementing border management operations in sufficient quantities for the first 48 hours of operation. Target: Three hours.

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\(^2\) ‘Appropriate’ in relation to point of entry size, nature, and the anticipated international arrivals for the exercise day

\(^3\) Any performance indicator timeframes refer to the time from the commencement of that exercise day
24. Records of people being assessed for antivirals for treatment and post-exposure prophylaxis are made and forwarded to the Ministry of Health NHCC (data requirement as defined by the Pandemic Minimum DataSet).

**Objective Five**

To practice and validate the establishment of disease monitoring, surveillance and analysis processes.

Performance indicators

25. Epidemiological definitions, guidelines and templates are developed by ESR and the Ministry of Health, and placed on designated web-site(s). Target time: Three hours.

26. Alerts concerning the placement of this information are notionally disseminated to the above groups of health professionals in real time. Target: Three hours.

27. Data concerning suspect cases is entered into case report forms on the national database provided by ESR.

28. ESR and the Ministry of Health implement a seamless system for the receipt and analysis of data, evidenced by standard operating procedures clearly identifying the roles and responsibilities of staff from ESR, Public Health Intelligence and Communicable Diseases Policy.

**Objective Six**

To practice and validate national decision-making arrangements. (Note – this national level objective will be exercised on Day 3)

Performance indicators:

29. Develop jointly agreed advice for Domestic and External Security Coordination (DESC), recommending action relating to the key decisions noted in NZIPAP Scenario 5.1 on border management options. The advice will reflect input from relevant national agencies and designated officers concerned with that decision, and will review benefits, costs and risks associated with any options for action.

30. Develop jointly agreed advice for relevant Ministers concerning the release of emergency powers under relevant legislation, and identify the timeframes it will take for those powers to be released under urgency, if approved.

31. Identify and document priorities and responsibilities for action on outstanding policy and/or programme issues arising from the discussion.

32. MFAT considers options and develops advice for responding to notional requests for assistance from Pacific Island Countries.
CRUICKSHANK TWO: ‘STAMP IT OUT’

Aim: to strengthen intersectoral action to stamp out pandemic influenza from New Zealand by practicing the implementation of scenario 5.2 of NZIPAP.

Objectives

In addition to objectives one to three:

Objective Seven

To practice and validate policies and procedures for the identification and treatment of cases.

Performance indicators:

33. Suspect role-played cases are managed by initial information gathering, isolation, medical assessment, treatment and notional interrogation for contacts, within one hour of confirmation as a suspect case.

34. The National Health Coordination Centre (NHCC) and the regional coordinator are alerted within 30 minutes of detection of the first suspect case in a public health district by the relevant Medical Officer of Health.

35. Data concerning suspect cases is entered into case report forms on the national database provided by ESR within one hour of notification.

Objective Eight

To practice and validate policies and procedures for the identification, quarantine and post-exposure prophylaxis of contacts.

Performance indicators:

36. The tracing of contacts commences within one hour of the completion of information gathering from a suspect case.

37. Systems are in place for contacts to be supplied with mock antivirals and nationally consistent instructions on quarantine at the time of interview.

38. Public health services demonstrate the ability to maintain cluster control operations in affected areas over an initial one week period by identifying additional staff/volunteers for shifts, if required, from other sources in the district, and/or the region. Assumption: both entry and exit screening procedures must be staffed at international ports of entry at this time.

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* Numbers of contacts to be identified in exercise injects
39. Public health services identify the content and format of fast track training programmes to enable outside staff/volunteers to commence contact tracing and other activities within four hours of arrival in the affected area.

40. Procedures for contact tracing within, and the closure of, educational institutions are practised in the Wellington region.

41. Identify the real-time procedures for ensuring the safety of staff distributing Tamiflu to contacts and/or cases quarantined in the community, and the security of Tamiflu supplies.

**Objective Nine**

To identify options to ensure that the needs of people in quarantine at home are met.

Performance indicators

42. Identify responsibilities and methods for the delivery of food and other critical supplies to people quarantined at home in each district.

43. Identify responsibilities and methods for meeting any welfare needs of quarantined people.

44. Identify responsibilities and methods for meeting health needs of quarantined people.

45. Identify responsibilities, methods and content for fast track orientation of staff/volunteers who may visit homes to provide the above services, incorporating health and safety issues. Orientation should enable staff/volunteers to commence duties within four hours.

**Objective Ten**

To collate, analyse and disseminate surveillance information on the spread of influenza in order to inform policy and operational decisions at a local, regional and national level.

Performance indicators:

46. Data on suspect, probable and confirmed cases is supplied by ESR to the Ministry of Health and public health services every four hours.

47. Reports on numbers and types of contacts are included in SitReps supplied to the NHCC by DHB EOCs through regional coordination centres.

48. Reports on projected trends are included in National SitReps, based on analysis at a national level.
Objective Eleven

To ensure critical supplies are available to support cluster control operations.

Performance indicators:

49. National reserve supplies of personal protective equipment (PPE), antivirals and antibiotics are notionally released and distributed to affected areas to support immediate implementation of cluster control operations.

50. Timeframes are identified for the potential delivery of additional antivirals, PPE and antibiotics to each DHB from the national reserve in the event of an uncontrolled pandemic.

Objective Twelve

To practice and assess national and local decision-making arrangements concerning the size and scope of public health interventions to be implemented to control clusters. (Note – the national level component of this objective will be exercised on Day 3)

Performance indicators:

51. Develop combined mock advice for DESC, recommending action relating to the KEY DECISIONS noted in NZIPAP concerning public health interventions (such as closure of schools, restriction of movement, travel warnings, the restriction of public gatherings, and exit screening at the border). The advice will reflect input from relevant national and/or local agencies and designated officers concerned with that decision, and will review benefits and risks associated with any options for action.

52. Develop combined advice concerning the release of emergency powers under relevant legislation, and identify the timeframes it will take for those powers to be released under urgency, if approved.

53. Identify priorities and responsibilities for action on outstanding policy and/or programme issues arising from the discussion.

Cruickshank Three: ‘Manage It’

Aim: to strengthen intersectoral action to manage pandemic influenza with a 40% incidence rate and a 2% case fatality rate by practising the implementation of scenario 6.3 of NZIPAP.

Exercise Cruickshank Three: Objectives

In addition to objectives one to three:

Objective Thirteen

To establish community-based assessment centres and alternate means of providing specific pandemic influenza assessment and treatment services in urban and rural areas.
Performance indicators:

54. One static community-based assessment centre is located and set-up in each DHB district, with staff identified to maintain a two-shift operation over one week (including health or non-health personnel to maintain security, crowd and traffic control)\(^5\).

AND/OR

55. Set-up, resource and staff one alternative means of providing community assessment services (e.g. a mobile service in a remote rural area).

56. Demonstrate that necessary equipment and supplies (including antivirals, antibiotics and PPE) could be released and delivered to the Community-Based Assessment Centre (CBAC) site within four hours, and kept secure in transit and at the CBAC.

57. Identify the potential average throughput of patients through the CBAC, and the components of a fast track orientation programme to enable new staff to commence duties as quickly as possible. Identify priorities for future action in order to inform the work of the CBACs workstream convened by the Ministry of Health, incorporating the above issues.

58. Procedures are in place to report to the Ministry of Health on numbers of patients seen, and on quantities of antivirals and antibiotics dispensed each day. Provide such a report by the close of play.

Objective Fourteen

To identify how critical services in the fast-moving consumer goods, power, telecommunications, fuel, water and waste management, health, civil defence and emergency management and other sectors can be monitored and maintained with a projected 50 per cent staff absence for two weeks at the peak of the pandemic wave.

Performance indicators:

59. Discuss and apply a service deliverability framework supplied by the Ministry of Civil Defence to identify any break points in service delivery.

60. Identify options to maintain critical services at the height of a pandemic wave.

61. Discuss and identify improvements that can be made to the service deliverability framework.

62. Develop national advice concerning trigger points for declaration of a state of national emergency under the CDEM Act.

\(^5\) Note that this activity can be a mixture of deployment and table-topping. However actual facilities and resources (named staff for example) must be identified as a minimum, even if the staff/resources are not actually deployed.
**Objective Fifteen**

In each district health board catchment identify and document the responsibilities for and means of supporting sick people and their dependants who are unable to leave home.

Performance indicators:

63. Identify responsibilities and methods for the delivery of food and other critical supplies.

64. Identify responsibilities and methods for meeting any welfare needs.

65. Identify responsibilities and methods for meeting health needs.

66. Identify responsibilities, methods and content for fast track orientation of staff/volunteers who may visit homes to provide the above services, incorporating health and safety issues. Orientation should enable staff/volunteers to commence duties within four hours.

**EXERCISE CRUICKSHANK FOUR AND FIVE: ‘RECOVER FROM IT’**

Aim: To identify and document issues, roles and functions that will need to be addressed when recovering from pandemic influenza with a 40% incidence rate and a 2% case fatality rate.

**Objective Sixteen**

Identify and document potential recovery roles and functions for key sectors, and their interdependencies.

Performance indicator:

67. Potential recovery roles and functions for key sectors, and their interdependencies, are identified and documented.

**Objective Seventeen**

Identify and document critical actions for central and local government in the initial months of recovery (noting that recovery starts in parallel with the response to the pandemic).

68. Critical actions for central and local government in the initial months of recovery are identified and documented.
## Appendix Two – Examples of Local Agency Involvement

<table>
<thead>
<tr>
<th>Objective</th>
<th>Health</th>
<th>Welfare Agencies</th>
<th>Civil Defence (1)</th>
<th>Councils</th>
<th>Lifeline Utilities</th>
<th>Law &amp; Order (2)</th>
<th>Border Agencies (3)</th>
<th>Education Institutions</th>
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1. Includes fast moving consumer goods issues
2. Includes Police, Defence, Fire Service
3. Includes Customs, Immigration
4. Department of Labour
5. E.g. prisons

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⁶ Designated officers
⁷ Wellington only
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8 Eg voluntary agencies
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**KEEP IT OUT**

**STAMP IT OUT**

1. Includes fast moving consumer goods issues
2. Ministry of Economic Development
3. E.g. Treasury, Reserve Bank, Inland Revenue
4. Includes Police, Defence.
5. E.g. Customs, Immigration, MAF, Health
6. Ministry of Foreign Affairs & Trade
7. Department of Labour
8. Other agencies e.g. concerned with Tourism, Justice etc.
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Appendix Four – Communication Plan

This strategy sets the objectives, principles, key messages, audiences, channels, activities, times, budgets, and expected outcomes from communications relating to the Pandemic Exercise Programme – Exercise Cruickshank.

1. About Exercise Cruickshank

Exercise Cruickshank is scheduled for May 2007 and is made up of four exercises. Exercise Cruickshank will practice all four stages of the New Zealand Influenza Pandemic Action Plan (NZIPAP), they are:

- Keep It Out
- Stamp It Out
- Manage It
- Recover From It

The dates of the exercises are as follows:

- Cruickshank 1 - "Keep It Out" - Thursday 10 May 2007
- Cruickshank 2 - "Stamp It Out" - Wednesday 16 May 2007
- Cruickshank 3 - "Manage It" - Thursday 17 May 2007
- Cruickshank 4 - "Recover From It" - Wednesday 23 May 2007

2. Communications objectives, principles and key messages

This Communications Strategy aims to deliver the right messages to the right people at the right time.

Objectives

- To raise awareness and understanding of Exercise Cruickshank;
- To provide opportunity for relevant stakeholders to provide input and discuss issues or concerns about the exercise; and
- To secure commitment from all EXPLAY organisations to engage willingly and effectively with the exercise programme.

Guiding principles

- Communications will be credible, transparent, clear and concise
- Communications will provide sufficient and appropriate information
- Communications will be consistent and accurate
- No surprises
- Communication will be two-way
- The tone will be focussed on engaging our audience
- All Ministry of Health communications will meet Ministry of Health requirements (policy, protocols, style and format)
Key messages

- Exercise Cruickshank is the largest programme of exercises undertaken by the New Zealand government
- Exercise Cruickshank is a whole-of-government series of exercises
- Exercise Cruickshank will involve EXPLAY organisations from 21 District Health Boards, 12 Public Health Units and more than 40 government agencies
- Exercise Cruickshank is predominately a learning exercise which is designed to identify strengths, weaknesses and areas for improvement
- We EXPECT weaknesses to come to light so that improvements can be made
- Exercise Cruickshank needs committed engagement from the health sector and other government agencies for it to achieve its objectives and to identify strengths, weaknesses and areas for improvement

3. Key Audiences

There are a range of stakeholders involved in Exercise Cruickshank, and the type of communication and its content will vary depending on each stakeholders needs. Stakeholders primarily have one or more of the following needs:

- To be informed
- To monitor
- To influence, and/or
- To engage

Each communication will be designed to meet the need of the audience it is targeted at. For this project, we will be using a combination of the following mediums to deliver our communications:

- Newsletters
- Direct letters
- Email
- Websites
- Media releases
- Briefings for specific audiences
- Training workshops
- Face to face meetings
- Teleconferences
- Progress reports, and
- Telephone calls.

More detail on what channel will be used and when is set out in the Communications Implementation Plan.
Advisory Groups
Exercise Cruickshank will involve communication with the following advisory groups:

- Health Sector Advisory Group (HSAG)
- Intersectoral Advisory Group (ISAG)
- Interagency Pandemic Group (IPG)

The purpose of communicating with these groups is to allow them to:
- be kept updated and informed
- provide input into the exercise
- provide advice on the scope of the exercise
- provide feedback on suitability of the level of activity proposed for the exercises
- provide feedback on realism and suitability of health related scenario proposed; and
- assist in evaluation of exercises

District Health Boards (DHBs)
Exercise Cruickshank will involve communication with the following staff from the DHBs:

- Chief Executives
- Emergency Planners
- Communications Managers
- Public Health Service Managers

The purpose of communicating with these groups is to:
- raise awareness and understanding of what the objectives of Exercise Cruickshank are,
- allow opportunity for input to the exercise and discussion around any issues or concerns that they may have; and
- establish engagement with these bodies so that they willingly and effectively participate in Exercise Cruickshank.

Other Key Stakeholders - Health
Exercise Cruickshank will involve communication with the following Health Bodies:

Please note: This is not an exhaustive list. For example:

- Professional health groups (colleges, unions)
- PITAG and PIRC
- ESR
- Medical Officers of Health
- Public health agencies
- Diagnostic Laboratories
- NZ Medical Council
- Nursing Council
- Maori Health Providers
- Pacific Providers
- Private Hospitals Association
- Rest Homes
- Pandemic supply companies
- PHARMAC
The purpose of communicating with these groups is to:
• raise awareness and understanding of what Exercise Cruickshank is and when it is happening and why,
• allow opportunity for discussion around any issues or queries that they may have regarding their participation in the exercise; and
• establish engagement with these bodies so that they willingly and effectively participate in Exercise Cruickshank where relevant.

We will disseminate information to this group through existing Ministry of Health databases and/or through central points of contact within each group or organisation.

We will also convene a national briefing meeting to which representatives will be invited.

Government
As a whole-of-government series of exercises, Exercise Cruickshank will involve communication with a large number of Government agencies. Each EXPLAY organisation will be expected to contribute to the design of material and execution of the exercise for their own sector.

The agencies involved include:
• Accident Compensation Corporation
• Ministry of Agriculture and Forestry
• Aviation Security Service of New Zealand
• Civil Aviation Authority
• Ministry of Civil Defence & Emergency Management
• Department of Corrections
• NZ Customs Service
• Ministry of Defence
• Ministry of Economic Development
• Ministry of Education
• NZ Fire Service
• New Zealand Food Safety
• Ministry of Foreign Affairs and Trade
• Industry Capability Network
• Inland Revenue Department
• Department of Internal Affairs
• Ministry of Justice
• Department of Labour
• Ministry of Pacific Island Affairs
• NZ Police
• Department of Prime Minister and Cabinet
• Ministry of Research Science and Technology
• Reserve Bank of New Zealand
• Ministry of Social Development
• Statistics New Zealand
• State Services Commission
• Ministry of Transport
• Te Puni Kokiri
• Tourism New Zealand
• Treasury
The purpose of communicating with this group is to:
- keep them informed of what is happening and when;
- ensure that there are “no surprises” for the Ministers and their representatives; and
- offer opportunities for input.

We will disseminate information to this group by identifying a central point of contact within each agency through IPG. That central point of contact will be responsible for disseminating the information throughout their organisation at a national and local level.

**International Bodies**
Exercise Cruickshank will involve communication with the following International Bodies:

- World Health Organisation
- Australian Government Department of Health and Ageing
- Communicable Diseases Network Australia
- Pacific Network
- PROMED

The purpose of communicating with these groups is to:
- keep them informed of what we are doing, when and why; and
- provide opportunity for them to engage with the exercise if they wish to do so.

We will disseminate information to this group by identifying a central point of contact within each organisation.

**Media**
Exercise Cruickshank will involve Public Information Management with the general public through national and local media such as:

- Newspapers
- Radio
- Television
- Trade press

The purpose of communicating with this group is to:
- raise awareness and understanding of Exercise Cruickshank so that the correct messages are communicated through media channels; and
- ensure that the public are provided with information that is accurate and informative concerning the Exercise programme.

We will disseminate information to this group through the Ministry of Health Communications team.
## 4. Target Audiences

<table>
<thead>
<tr>
<th>Target audience</th>
<th>Preferred/appropriate channel of communication</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advisory Groups</td>
<td>Contract Reports (as specified in the Contract) Email updates Teleconference Face to face meetings</td>
</tr>
<tr>
<td>District Health Boards</td>
<td></td>
</tr>
<tr>
<td>Chief Executives</td>
<td>Letters, Newsletter updates, Website</td>
</tr>
<tr>
<td>Emergency Planners, Public Health Service Managers, Medical Officers of Health</td>
<td>Letters (cc’d), Newsletter updates, Regional briefings, Website, Exercise Packs, Training workshops</td>
</tr>
<tr>
<td>Communication Managers and Risk Managers</td>
<td>Newsletter updates, Regional briefings, Website, Exercise Packs</td>
</tr>
<tr>
<td>Other Health Bodies</td>
<td>Information Packs, Newsletter updates, Website, National meeting</td>
</tr>
<tr>
<td>Ministry of Health</td>
<td>Internal briefings, Newsletter updates, New Health publication, Website</td>
</tr>
<tr>
<td>Government</td>
<td>Ministerial Briefings, Newsletter updates, Website</td>
</tr>
<tr>
<td>Government agencies</td>
<td>Letters, Newsletter updates, Website, IPG meetings, Exercise Packs</td>
</tr>
<tr>
<td>International Bodies</td>
<td>Letters, Email to specific contacts, Website, Newsletter updates,</td>
</tr>
<tr>
<td>Media (General Public)</td>
<td>Press Conference (Lunch), Media Releases, Information Pack</td>
</tr>
</tbody>
</table>
## Appendix Five – Exercise Development Outline

### Timeline

<table>
<thead>
<tr>
<th>Document</th>
<th>Target</th>
<th>Date (all in 2007)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exercise General Instruction: Common Elements</td>
<td>All participating organisations</td>
<td>9 March</td>
</tr>
<tr>
<td>Exercise control documentation Version 1 (facilitator and evaluator instructions)</td>
<td>All participating organisations</td>
<td>17 March</td>
</tr>
<tr>
<td>Exercise General Instruction for each participant organisation finalised</td>
<td>Own organisation</td>
<td>Late April</td>
</tr>
<tr>
<td><strong>Exercise Cruickshank 2007 – Exercise 1</strong></td>
<td>All</td>
<td><strong>10 May 2007</strong></td>
</tr>
<tr>
<td><strong>Exercise Cruickshank 2007 – Exercise 2</strong></td>
<td>All</td>
<td><strong>16 May 2007</strong></td>
</tr>
<tr>
<td><strong>Exercise Cruickshank 2007 – Exercise 3</strong></td>
<td>All</td>
<td><strong>17 May 2007</strong></td>
</tr>
<tr>
<td><strong>Exercise Cruickshank 2007 – Exercise 4</strong></td>
<td>Local</td>
<td><strong>23 May 2007</strong></td>
</tr>
<tr>
<td>Hold debriefing presentations EXPLAY organisations and stakeholders</td>
<td>All EXPLAY organisations</td>
<td>23 May 2007</td>
</tr>
<tr>
<td><strong>Exercise Cruickshank 2007 – Exercise 4</strong></td>
<td>National</td>
<td><strong>30 May 2007</strong></td>
</tr>
<tr>
<td>Hold debriefing presentations for national EXPLAY organisations and stakeholders</td>
<td>All EXPLAY organisations</td>
<td>30 May 2007</td>
</tr>
<tr>
<td>Develop and issue draft exercise report.</td>
<td>MINISTRY and Project Team.</td>
<td><strong>19 June 2007</strong></td>
</tr>
<tr>
<td>Acquire feedback to draft findings making applicable amendments</td>
<td>HSAG, ISAG, IPG and MINISTRY and Project Team.</td>
<td><strong>30 June 2007</strong></td>
</tr>
<tr>
<td>Issue Final Report to the Ministry</td>
<td>MINISTRY and Project Team.</td>
<td><strong>30 June 2007</strong></td>
</tr>
</tbody>
</table>

The Ministry of Health will communicate any significant date changes to all exercise planners and exercise players in a timely manner.

Any questions should be forwarded to the Ministry of Health’s Exercise Coordinator, Pandemic Planning (see section 5.4 above).
Appendix Six – Outline exercise scenarios

Note: more detailed scenarios for each exercise day will follow.

1. Deployment and table-top exercises

Outline scenario - Cruickshank 1

The avian H5N1 virus which has been infecting and killing people in many countries develops into a form which can be transmitted human-to-human. The new virus develops in West Africa, where disease surveillance is not well developed. Fatalities from influenza are initially lost against the background of other infectious and respiratory diseases, including Extensively Drug-Resistant Tuberculosis (XDR TB).

By the time the disease is recognised and confirmed by the disease has spread to a number of other countries in Africa. Early cases are also found in Caribbean countries, Southern Africa, and a few among some foreign aid workers returning to their European home countries.

Within days of the announcement of the African outbreak and human-to-human transmission, and with no previous warning, an Asian country with which New Zealand has significant trading and tourism links announces that there have been influenza cases occurring in several of its cities ‘for a short time’. The virus does not appear to have a particularly high reproductive rate, and transmission is principally between family members and non-familial close contacts. However between 5% and 10% of cases die relatively quickly despite treatment.

New Zealand takes prompt action. The government directs that active border management operations should be established at all international points of entry

Outline scenario – Cruickshank 2

An influenza pandemic is spreading overseas. New Zealand is maintaining border management operations. Four clusters appear more or less simultaneously in widely spread places across New Zealand, apparently from recent arrivals from an unaffected country. The affected DHBs and PHUs start cluster control operations. The Government announces that every effort will be made to eliminate the clusters before the disease can spread into the general population.

The virus overseas appears to have a slightly reduced case fatality rate of between 3% and 7% (at least in advanced countries) but to have a slightly higher reproductive rate than was previously the case. The nature of the virus in New Zealand is not known at this time.

Outline scenario – Cruickshank 3

Pandemic influenza has escaped control and is starting to spread in the general population. All DHBs establish CBACs and CBAC processes. National reserve supplies are mobilised, and Tamiflu distribution is taking place through CBACs. Pandemic Minimum Data Set (PMDS) data is being collected and forwarded to the Ministry.
Appendix Seven – Exercise Advisory Bodies

Advisory Roles and Responsibilities

**Intersectoral Agency Group (ISAG)**

The purpose of the Intersectoral Advisory Group (ISAG) is to provide high-level guidance on the strategy, design, process and scope of the Ministry of Health-led multi-agency programme of Exercises aimed at evaluating the NZIPAP and whole-of-government pandemic planning. ISAG reports directly to the Ministry. ISAG’s scope is intersectoral.

ISAG is made up of exercise experts from a variety of government agencies including representatives from DPMC, NZ Police, and Civil Defence.

ISAG will provide expertise, feedback and advice on various stages of Exercise Cruickshank including:

- Project scope
- Suitability of activity
- Realism and suitability of scenarios.

In addition, ISAG will assist in the evaluation of Exercise Cruickshank.

**Health Sector Advisory Group**

The purpose of the Health Sector Advisory Group (HSAG) is to provide a forum for those key stakeholders who are a part of the health sector response to a pandemic, and to provide for key stakeholders to have input into the Exercises.

The composition of the HSAG consists of a variety of clinical, operational and exercise delivery experts from the health sector. HSAG’s scope is health sector specific.

Like ISAG, HSAG will provide expertise, feedback and advice on various stages of Exercise Cruickshank including:

- Project scope
- Suitability of activity
- Realism and suitability of scenarios.

In addition, HSAG will assist in the evaluation of Exercise Cruickshank.

**Interagency Pandemic Group**

The Ministry also engages with the wider government sector through the Interagency Pandemic Group (IPG) group of experts.
Appendix Eight – Exercise General Instruction Writing Guidelines (Ministry of Civil Defence and Emergency Management)

Exercise General Instructions

1 Writing Guidelines for Multi-Agency Exercises

1.1 Background

Your organisation\(^9\) has committed to participation in a multi-agency exercise. Several planning steps towards the exercise have already taken place at external level. They include the appointment of an overall Exercise Coordinator/Director and exercise planning team by the lead organisation. As part of their preparation the exercise planning team have provided your organisation with an Exercise Coordinating Instruction.

If not already done, it is now time for your organisation to assign an internal exercise manager to plan and oversee your sector/organisation’s participation. In this regard the internal exercise manager is tasked to write the Exercise General Instruction for your organisation as a statement on ‘why, what, who, where, when and how’ this exercise will apply to your organisation.

The Exercise General Instruction is an organisation or sector-specific document (as opposed to the Exercise Coordinating Instruction that is meant for all participating organisations). Due to the multi-agency nature of the exercise, the Exercise General Instruction in this case is a wider document than would have been the case when dealing with an internal exercise only.

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\(^9\) For cluster or sector participation, ‘organisation’ in this document may also apply to ‘cluster’ or ‘collective of sector agencies’, with the cluster or collective of sector agencies being the organisation.
1.2 **Purpose of the Exercise General Instruction**

The purpose of the Exercise General Instruction is two-fold:

- To define your sector/organisation’s role, aims and objectives within the wider exercise and specify how these will be achieved.
- To provide your participating staff (‘players’) with all the information they require to get started and confidently play their roles in the exercise. At a minimum this includes scenario background, participants, specific role allocations for your staff, timings, administration, control and evaluation.

1.3 **Status and Format of the Exercise General Instruction**

The Exercise General Instruction is a formal document signed off by your sector/organisation’s management or other relevant decision making capacity.

In order to support its purpose the Exercise General Instruction needs to be distributed to all participating staff at least two weeks in advance of the exercise date. It is best introduced to staff through a pre-exercise briefing that will allow opportunity for clarification and questions. It is advised that attendance of the pre-exercise briefing be compulsory.

It is preferred that Exercise General Instructions for multi-agency exercises keep to a standard format or template determined by the exercise planning team. This ensures that all the key issues from a wider exercise perspective are considered and supports the overall success of the exercise. The contents as described in the next paragraph (par 4) and the Annexes may represent such a format.

1.4 **Contents of the Exercise General Instruction**

1.4.1 **Introduction**

The introduction provides a brief background to the exercise. This background includes the origin or purpose of the wider exercise and what organisation is leading it. Any other relevant general information about the wider exercise may be contained in the introduction.

The information used in the introduction is obtained from the Exercise Coordinating Instruction. The introduction must however be brief as the intention is not to repeat the Exercise Coordinating Instruction, but rather to establish the context for defining your sector/organisation’s involvement through the Exercise General Instruction. The introduction should not be longer than one page.

From here on the document will be focussed on your sector/organisation’s arrangements only.
1.4.2 Aim

Your sector/organisation’s aims must be determined at management level. The aims are preferably expressed in the form of a desired state and a demonstrable outcome - why do we participate and what do we want to achieve?

Why are we participating in this exercise?

The answer to this question is to be sought in the core business statements (e.g. the vision/mission or business plan) of your organisation. These statements will determine your sector/organisation’s link with the exercise. Examples are:

- ‘To improve our preparedness towards …’
- ‘To exercise our ability to …’

There may also be statutory or other obligations to participate as a key stakeholder, in which case an aim can be defined against the sector/organisation’s functions/role within the larger exercise. Examples are:

- ‘To fulfil our obligations under the … plan’
- ‘To provide support to … in their response to …’

What do we want to achieve through participating in this exercise?

The intended outcome(s) for your organisation forms the answer to this question. The outcome(s) must be tangible. Examples are:

- ‘Establishment/update of our procedures on …’
- ‘To provide a report on …’
- ‘To establish a contingency plan for …’

1.4.3 Objectives

The objectives state what will be exercised. It may be that only certain parts of an overall plan, process or function are targeted for exercising. These must be expressed in a way that informs participants what they will be doing or working towards.

There may be one or several objectives. They can be the same as the over-all exercise objectives or be designed to specifically serve the aims of your organisation. In the latter case care must be taken that they do not subvert the aims and objectives of the overall exercise.

Examples of objectives are:

- ‘Activate the response plan for …’
- ‘Activate part … of the response plan for …’
- ‘Co-ordinate and action requests for …’
- ‘Collect and process information on/for …’
- ‘Compile a report for …’
- ‘Consider and decide on …’
1.4.3 Scenario

Only a short description of the exercise scenario is required. The purpose is to set the scene by indicating to participants what type of event or incident the exercise will be about and what environment or conditions can be expected. Depending on your sector/organisation’s objectives and the measure of ‘surprise’ that you want to achieve a more detailed scenario may be made available as an annex to the Exercise General Instruction.

As a minimum the following information should be contained in this section:

- **Type and location of event, e.g.**
  - An impending distant source tsunami threatening all areas of New Zealand
  - A series of explosions in the Wellington CBD
  - The impact of an Alpine fault earthquake on the West Coast

- **Scenario date and time, e.g.**
  - The event will occur on Saturday 2 September 2006, at 0700
  - The 24 hours before the cyclone strikes, with the cyclone expected to reach Northland at 1900 on 2 September 2006
  - Day one and day 3 of the event, with the event striking on Saturday 2 September 2006, at 0700

- **Background information relevant to your sector/sector/organisation’s response and capability. Typical information provided in this part may be:**
  - A warning has been issued by ….for …
  - An emergency has been declared for…
  - …. has been affected by significant floods 4 weeks prior to this event. The ground is still saturated and recovery work is in progress. Some people are still receiving welfare support…
  - We have been advised that …
  - A request for support has been received from…
  - Normal communications are available/ are disrupted…(If disrupted, state what communications will be used).
  - Many of our key staff are on leave at the time of the event…
  - Our staff have been put on stand-by in preparedness for this event…
  - References to additional relevant reading material.

11.4.5. Organisation/Participants

A list of all the participant organisations must be provided. The purpose is to provide staff with a feel of the size of the exercise as well as inform them of who they can be expected to interact with during the exercise.

Depending on the nature of the exercise, the list can be broken down into:

- National organisations
- Local organisations
- Specific Business Units (if not the whole organisation)
- Observer organisations

The following must also be mentioned:

- Stake-holders relevant to your organisation participating only to a limited extent (mention to what extent)
• Stake-holders relevant to your organisation that will be absent (and how this will be managed)
• Stake holders or roles that will be simulated

Using a diagram that illustrates the exercise organisation is also an effective method of identifying the participants. This can be done as follows:

**Exercise Organisation**

![Diagram of Exercise Organisation]

11.4.6. Exercise Concept

Previous sections dealt with the ‘why’ (aims) and ‘what’ (objectives, scenario & wider participants). This section deals with the ‘who, where, when and how’ the exercise will be conducted. It is useful to start with ‘how’ as this determines the format of the exercise:

‘How’
- Describe the format or type of the exercise, e.g. Orientation; Tabletop; Operational or Full scale.

Orientation = putting participants in a place where they would be working in an emergency; using them as participants in a demonstration of an activity.

Tabletop = Presenting participants with a problem, where they are required to discuss its implications and provide a solution.

Operational = Full simulation of a complex response activity, without ‘the people on the ground’.

Full Scale = activities which include the movement of people, and physical responses to a simulated emergency situation.

- Mention whether the exercise will be conducted in real or reduced time. If reduced time, a clear exercise timeline that indicates what time will be spent on each part or activity must be provided as an annex.
“Who”
- Describe who within your organisation will be participating in the exercise, e.g. all members of management; all staff; staff of the …. Units.
- Compile a list with specific role allocations for staff as an annex. (Participating staff members must be clear on exactly what roles they will be playing in order be able to prepare them).
- Note ‘Business as Usual’ arrangements for the organisation or participating staff and who will be responsible for that.

‘Where’
- Describe where (in what facility) the exercise will take place.
- Describe access arrangements (if applicable).
- Describe the infrastructure available and support arrangements.
- Describe welfare arrangements (transport, accommodation, meals, health & safety considerations as applicable. These may be supported by annexes).

‘When’
- Describe the date, start and finish time of the exercise.
- Describe shift times and staff allocation for shifts (if applicable)
- Set the time for a ‘hot debrief’ (if applicable). This can be immediately after the exercise or within the next few days.

11.4.7. Exercise Control
Describe how Exercise Control will be organised, who will fulfil this role and how they can be recognised.

The overall exercise coordinators may centrally provide for Exercise Control. If this is the case, mention what those arrangements are.

In some cases e.g. due to additional (individual sector/organisation specific) exercise objectives, your participation in the exercise may require additional Exercise Control that provide for your objectives only.

Due to the critical nature of the role of Exercise Control in ensuring the flow of the exercise, it is preferable that this task be allocated to external appointees (and not your internal Exercise Manager). This enables the Exercise Manager to maintain his/her role of overseeing all aspects of the exercise, including acting as a point of reference for Exercise Control, or become a player during the exercise.

In the event of Exercise Control simulating certain roles, provide the contact plan (telephone number/address) that will apply for them during the exercise.
11.4.8. Exercise Evaluation

Describe the evaluation instrument (method) that will apply for your sector/organisation. (The instrument that will apply for your exercise objectives may not be the same as the one that will apply for the overall exercise. If this is the case you need to ensure that your evaluation is designed in a way that its outcome still supports the overall exercise evaluation).

Normally evaluation is done through appointed evaluators or a series of debriefs or a combination of both. In order for players to contribute effectively to the evaluation process it is important for them to know in advance what that process will be.

Where appointed evaluators are used, provide their names and indicate how they will be recognised.

Specify the debrief plan and dates.

Where particular evaluation forms are prepared as part of the evaluation instrument, the forms should be attached as an annex.

11.4.9. Annexes

Annexes to the Exercise General Instruction are optional but serve as useful further detail for staff. The following annexes are recommended:

Annex A. Core Activity Sequence

Where the exercise will be following a pre-defined plan, process or procedure, it is useful to develop a core activity sequence to support the Exercise General Instruction. The sequence takes the form of a table or spreadsheet and indicates an estimated time when each activity in the plan/process/procedure should take place against a designated responsibility or function. The activity sequence can serve as a checklist for players and assist them with their feedback during evaluation.

Annex B. Role Allocation and Functions

Provide a table with the following columns:

- Role
- Name(s) of staff member(s)/player(s)
- Function

The ‘function’ column represents a short description of what will be expected of the particular role in the exercise.
Annex C. Exercise Timelines

A table specifying exercise timelines is required when the exercise scenario is broken up into stages or when a compressed timeline will be used. If applicable a timeline can also be useful to indicate the time spent on each activity. Note that the exercise timeline reflects the exercise (‘real’) time, and not the scenario time.

Annex D. Contacts

It is useful to provide a table containing the contact particulars for your organisation and for participants/stakeholders that will apply during the exercise. As applicable, this may include:

- Telephone (landline/mobile as applicable)
- Fax
- Email
- Satellite phone
- Radio channel

The Exercise Coordinating Instruction should contain a similar table that may be drawn upon but it may not be complete as far as your sector/organisation’s required contacts are concerned.

Annex E. Evaluation Forms

Where exercise evaluation forms are used, it is useful to provide staff with them in advance. Mark the evaluation forms clearly for the functions they apply to.

(Adapted from Exercise General Instruction Writing Guidelines (Ministry of Civil Defence and Emergency Management) September 2006).

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