

Full Operational Response to Major Accidents Triggered by Natural Hazards – full scale EXercise 2023

Layman's Report



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FORMATEX23 Layman's Report

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Key Facts

Call: UCPM-2021-EX

Project ID: 101048497

Duration: 1 January 2022 – 31 December 2023

Consortium: 10 members, 8 countries





Consortium Members

Coordinator - Upper Austrian Fire Brigade Association

Austria

https://www.ooelfv.at





Resilience Solutions International

Austria

https://www.resilience-solutions.com

IRIS – Industrial Risk and Safety Solutions

Austria

https://www.irisonline.at/english





Universität der Bundeswehr München

Germany

https://www.unibw.de/home

NCT Consultants

The Netherlands

https://nctconsultants.com







CBRN Module of the Department for Emergency Situations

Romania

https://www.ooelfv.at





General Directorate for Civil Protection and Crisis Management

France

https://www.interieur.gouv.fr/Le-ministere/Securite-civile

Dutch Environmental Assessment Unit
The Netherlands
https://www.rivm.nl/en/incidents-and-disasters/environmental-assessment-unit





German Analytical Task Force

Germany

https://www.bbk.bund.de/DE/Themen/CBRN-Schutz/CBRN-Faehigkeiten/Analytische-Task-Force/analytische-task-force

Balt Flood Combat

Estonia/Latvia/Lithuania

https://www.facebook.com/groups/178835372194268/





Background

In Europe and all around the world there are many vulnerable installations and critical infrastructures close to rivers, coastlines, located in earthquake prone areas or subject to other kinds of natural hazards. One decade after the Fukushima Disaster Natural hazards triggering technological disasters, or so called Natech events, are still not represented widely enough in emergency preparedness and response activities.





Besides extensive prevention activities, proper preparedness for Natech accidents is therefore crucial for different sectors and multiple agencies dealing with emergency operations and civil protection in general. Being Natech disasters multi-sectorial emergencies with a variety of simultaneous effects, a high level of collaboration and coordination of stakeholders from various sectors is required during these emergencies.

In this context, the **FORMATEX23** project aimed to improve and strengthen cooperation among European Member States in order to facilitate coordinated response to Natech events. It especially focused on emergency response and management during complex multi hazard events with a focus on CBRN hazards and environmental pollution.

The industrial area along the river Danube in Upper Austria was the focus of **FORMATEX23**. The river Danube connects ten European countries and is one of the lifelines for the exchange of goods in Europe, making it a crucial location for disaster management exercises.



Introduction

FORMATEX23 is a project with the final goal of conducting a full-scale (multi-national, multi-level, multi-agency) exercise that involves national and regional emergency response organisations and structures as well as specific emergency response elements to improve and strengthen cooperation among European members in the context of major accidents triggered by natural hazards.

The exercise **FORMATEX23** involved Union Civil Protection Mechanism (UCPM) Modules active in the field of CBRN hazards, as well as technical experts that fill the operational gap in the local and national response organisation. Participants got the opportunity to train in a multi-hazard environment together with local civil protection and emergency response experts.

The **FORMATEX23** Full Scale Exercise focussed on multiple industrial accidents in and around the city of Linz triggered by an intensive flooding event along the river Danube. Climate change has started to affect the return period of many hydro-meteorological hazards, rendering numerous hazardous facilities vulnerable to the more severe natural hazard effects.

The exercise dealt especially with the impact of CBRN events, like toxic spills or the release of radioactive material, triggered by the flood event. To tackle the exercise scenario, **FORMATEX23** involved national and regional emergency response organisations and structures as well as specific emergency response elements (CBRN detection, DECON, Industrial Fire Services, etc.) from all over Austria. UCPM Modules active in the field of CBRN hazards, as well as technical experts filled the operational gap in the local and national response organisation.

The full-scale exercise is prepared and accompanied by a tabletop exercise, a thematical conference on Natech risk management and emergency response, an end-users technological workshop, as well as a special seminar dedicated on field analytics and environmental assessment.



Goals and Objectives

Main objectives of FORMATEX 23:

To enhance information exchange within national and regional operational centres of all levels in Austria as well as with the ERCC.

To improve information exchange and communication with plant operators and emergency organisations deployed in the field.

Improve deployment procedures and information exchange between ERCC and the national operational centres of UCPM modules deployed.

Test and improve the Host Nation Support capacities on all operational levels (national, regional and local).

Improve the interoperability of the European modules among themselves and their integration into a national operational response organization, especially regarding multisectoral communication structures with different modes of communication.

To test ECs Rapid Natech Risk Assessment Tool (Rapid N) and Accident Damage Analysis Module (ADAM) for assessment of escalation scenarios under full operational conditions.

Improve European capacities in the field of CBRN detection and sampling especially in the context of rapid environmental assessment and damage limitation after Natech incidents.

To benchmark CBRNDET capacities by an analytical round robin test including participating capacities and a reference laboratory for environmental analytics.



- Improve information transfer and sharing between the response organisation in the field and specialised national and European reach-back capacities (National CBRN Centre, ICE/CEFIC, University Institutions, JRC, etc.).
- To improve documentation of response activities and information sharing between response capacities and organisations involved in restoration and recovery.
- Improve public visibility of the UCPM through the international, national, and local media also in context of the environmental protection capabilities of a rapid response organisation.

Secondary objectives of FORMATEX23:

- Improvement of local and regional contingency plans and external emergency plans for upper tier Seveso sites in the context of Natech events.
- Improvement of operational preparedness to HILP (High Impact Low Probability) events.
- Sharing of best operational and technical practices in the field of environmental assessment as well as CBRN detection and sampling.
- Improvement of documentation and analysis for the environmental impact for enhanced and targeted restoration and recovery of affected areas.
- Sharing of best operational and technical practices in the field of CBRN detection and Sampling as well as environmental Assessment.
- Implementation of a structured lessons learned process (implemented from the beginning of the planning stage), including recommendations for the building of rescEU CBRN capacities in the context of Natech events.
- Test of Warning Systems dedicated to the population trough cell broadcast or smartphone applications (e.g. KATWARN).



Project Management

The **FORMATEX23** project partners are a combination of public and private institutions. By relying on its past experience in managing international programmes and projects, the **Upper Austrian Firefighting Association (OOELFV)** ensured a good cooperation during the implementation of the project as the coordinator. **IRIS**, **RSI** and **NCT Consultants**, three private companies, provided expert support to the project in terms of exercise planning and conduct, as well as dissemination and visibility. **UniBW-M**, a highly experienced university institution in methodological conception, was responsible for the exercise evaluation and quality management.



One of the key aspects in the successful project management and decision making within FORMATEX23 was represented by many progress planning and coordination meetings. Furthermore, throughout the entire duration of the project, monthly update meetings were organized to discuss progress and the



status of ongoing tasks amongst project consortium members. Finally, each of the partners maintained in constant contact in between coordination meetings whilst also maintaining an online project work database using MS Teams to ensure a consistent and seamless transfer of information throughout the duration of the project.

Every partner was directly responsible for the day-to-day decisions and implementation of measures related to their tasks and work packages. However, major decisions with the potential of significantly impacting the project were discussed together with the coordinator.

The below charts outline the project management organization:

DG ECHO Program Management Level

Project Officer



FORMATEX Project Management Board

UniBW-M Representative

NCT Consultants Representative OOELFV

RSI Representative

IRIS Representative





FORMATEX Steering Committee

DGSCGC

GER-ATF

OOELFV Project Management Board DSU-ROU

EST-HSP

FORMATEX Work Level



Package Management

OOELFV WP1 Coordination

IRIS WP2 Exercise Planning

RSI WP3 Exercise Conduct

NCT Consultants WP4 Dissemination UniBW-M WP5 Evaluation

OOELFV WP6 Seminars



Planning Conferences

In order to ensure a progressive project planning, FORMATEX23 was built around main preparation phases which included: the Initial Planning Conference (IPC), Main Planning Conference (MPC) and Final Planning Conference (FPC).

After the initial **Kick Off Meeting** which took place in Brussels on 3rd of February 2022, the FORMATEX23 consortium started to develop the detailed exercise plan by hosting the **Initial Planning Conference (IPC)** on 27th and 28th of June, 2022 in Linz. The IPC's main goal was to set the participant's training objectives for the Full Scale Exercise, to explore the different opportunities in terms of training locations, address the main key logistical needs, agree on the exercise timeline and scenario.



FORMATEX23 Consortium Team at the Initial Planning Conference in Linz

Another important step in the preparation phase was the **Main Planning Conference (MPC)** which took place from 18th to 20th of January 2023. During this meeting, the exercise consortium shared the EXPLAN among all the



participants with the goal of defining specific tasks for each partner. The MPC constituted also an important step in defining the modules' specific capabilities and needs as well as in visiting the exercise locations around the city of Linz. In parallel to the MPC, the **Evaluation Workshop** was hosted. The aim of the workshop was to train civil protection experts on how to evaluate the FORMATEX23 Full Scale Exercise. By hosting the workshop in parallel to the MPC, the evaluators had the opportunity to be integrated within the project process at an early stage. The workshop also served as an important step in the definition of the necessary requirements for evaluators as well as to familiarize the exercise consortium with the evaluation methodology and approach. To maximize the exchange of best practices and lessons learned, the consortium of the INEGMA-E₂ project was invited to the workshop. This project focuses on the standardization of evaluation of civil protection exercises.

The third important planning event was the **Final Planning Conference (FPC)** which took place in Linz on 20-23 June 2023. During the FPC participants finalized the missing details that allow the coordination of a successful exercise in Linz. The involvement of all different organizations that play a role in the exercise was crucial to the success of this last planning phase.



FORMATEX23 Final Planning Conference Group Picture

International modules, local authorities, media organizations and exercise site managers had the chance to bring up any final question and therefore pave the way for a successful exercise. The FPC also allowed all participants to familiarize with the detailed MEL/MIL plan for the exercise which outlined all the main events and list of exercise incidents. The Final Planning Conference ended with a networking event for all participants on a Danube river cruise, an excellent opportunity for the planning team to bond and create meaningful connections ahead of the exercise.

Side Events and Other Activities

Visit to DOMINO22: 27-29 May 2022, Martigues (FRA)

In the early stages of the project, the FORMATEX23 consortium had the opportunity to visit the DOMINO22 Full Scale Exercise in France. As part of the official observer program, the FORMATEX23 team was fully integrated within the exercise activities and the side lectures. The visit served as an excellent opportunity to foster the exchange of best practices and to increase cross-project cooperation. By taking part in the French hosted UCPM FSX in the early stages of the project, the FORMATEX23 project management team could integrate successful practices into the FSX planning, identify areas of improvement and experience first-hand the requirements needed to host the exercise in Austria.

CBRN Technologies User Workshop: 23-25 May 2022, Munich (GER)

In order to increase exposure of modules and exercise participants to new technologies and industry innovations, the FORMATEX23 consortium hosted the CBRN Technologies User Workshop in Munich, in conjunction with the NCT Europe CBRNe focused conference, trainings and exhibition. The workshop enabled first responders and end-users from civil protection, emergency services and military as well as public authorities to discuss and share experience with technology and solution providers. By hosting 16 industry presentations in the areas of detection and identification, decontamination, medical countermeasures and personal protective equipment, the workshop gave participants increased awareness of technological gaps and needs. The workshop offered large international exposure to the FORMATEX23 project, it provided a link with the rescEU CBRN program and served as a platform for exchange of good practices in encountering CBRN incidents.





FORMATEX23 CBRN Technologies End User Workshop in Munich

Natech Risk Management Conference: 14-15 September 2022, St. Florian (AUT)

The Natech Risk Management Conference launched within FORMATEX23 has been designed with the aim to help to share best practices and research results on prevention, preparedness, response and recovery regarding Natech events. The event gave consortium members as well as participants from industry, emergency response, governmental representatives and the scientific community the chance to exchange on the topic of comprehensive Natech Risk Management. Furthermore, the conference offered a perfect platform to link with the EC Joint Research Centre and the DG ECHO BORIS project.

Field Analytics and Environmental Assessment Seminar: 10-12 May 2023, Lunz (AUT)

The highly successful Field Analytics and Environmental Assessment Seminar was held at the Wasser Cluster Lunz in Austria, a research facility for environmental protection and water safety. The seminar's goal was to improve the capabilities of CBRN detection and sampling units in taking and analysing



soil and water samples for documentation and environmental assessment purposes. Participants had the opportunity to exchange with experts in the field of environmental assessment and field analytics. In addition to conference sessions, the seminar offered hands-on sampling and analysis exercises. Using measurement equipment, participants worked with soil, water and air samples under real field conditions, thus gaining valuable hands-on experience. The seminar also offered a tour of the Water Cluster, a non-profit research centre dedicated to studying aquatic ecosystems at every scale.

Table Top Exercise

The **Table Top Exercise** (TTX) was conducted from 6th to 8th March 2023 in Linz and constituted an important part of the FORMATEX23 exercise conduct. The FORMATEX23 Table Top Exercise provided the opportunity to train an deepen the knowledge of the participants in requesting and managing international assistance (by following Host Nation Support Guidelines) and the activation of the UCPM mechanism.



FORMATEX23 Table Top Exercise Group Photo in Linz



Furthermore, the TTX was a scenario validation and quality assurance aspect for the upcoming Full Scale Exercise. Special emphasis was placed on the use of Virtual Reality (VR) simulation technology for specific scenarios under CBRN conditions.

During the TTX a large role was given to the Local Emergency Management Authority (LEMA) represented by Austrian local and federal authorities. One of the main outcomes of the TTX was an increased understanding by the local authorities about their role not only during the Full Scale Exercise, but also in potential disaster situations during which the UCPM is triggered. Linked to this, was the decision taken during the TTX of practicing the Austrian local/national emergency procedures ahead of the official start of the Full Scale Exercise and the arrival of the EUCPT.

Another important outcome of the TTX was the overall increase of media awareness. During the Table Top Exercise, participants have been exposed to a media awareness training tailored to communication during disasters. A common agreement was reached during the TTX highlighting the importance of media exposure for modules and exercise participants. As a result, media injects have been included in the Full Scale Exercise, paving the way for an even larger involvement of media and communication injects during UCPM Full Scale Exercises.

During the conduct of the TTX, the aspect of communication covered a significant role. It became clear that in order to avoid delays in the emergency response, the information flow had to be optimized. To do so, the solution of establishing liaison officers for each team participating in the exercise was found.

In addition to communication, the importance of the realism factor was identified. Exercise participants agreed that in order to conduct a successful Full Scale Exercise, additional attention had to be given to realistic roles for each participating organization making sure that these reflect as much as possible the real function of actors during emergencies. Some of these being for example the role of the military forces during national assistance operations as well as the real use of CECIS during the opening of the emergency.

In summary, the TTX was important, especially at the time of execution, to sharpen the understanding of the national authorities about the UCPM and the scope of the exercise, thus laying an successful exercise execution. For the modules, it constituted an excellent opportunity to get to know the national



assistance system and to formulate further requirements for the scenario representation within the FSX.

Full Scale Exercise

After twenty months of preparations and side activities, the FORMATEX23 Full Scale Exercise took place from 14th to 16th September 2023.

The below key facts highlight the main exercise figures:

- 20 EXCON members
- **1**0 evaluators
- 15 EU observers
- 550 PAX as training audience and support
- Overall exercise participation: 600 PAX from 13 Nations

The ever-evolving exercise scenario to which participants had to respond over more than 48 hours had been triggered by 96 hours of strong rainfall with flood levels considerably exceeding levels recorded in 1954, 2002 and 2013 in some areas. According to the scenario, water levels in Linz had reached 9,5 meters and flood protection measures had been in place at Linz Harbour and the Chemical Park for 24 hours.

After having responded to the first phases of the flood disaster, the Austrian emergency services had reached maximum capacity and could no longer manage the situation alone. Early in the morning on September 13th, the regional government of Upper Austria asked the Ministry of the Interior in Vienna to request the activation of the EU Civil Protection Mechanism to obtain additional international support in affected areas. Shortly after the request for international assistance, teams from the Baltic States, France, Germany, the Netherlands, Romania, and the European Union responded to the request and arrived at Linz Airport.

Shortly after teams arrived at Linz Airport on September 14th, they were taken into a meeting room where local authorities individually briefed the teams on



the situation. Emerging from the briefing room with up-to-date information, team leaders were approached by a camera team and mock journalist asking for the latest on the catastrophic flooding in Linz. This inject was specifically triggered by the need identified by the exercise participants for increased media awareness training during the Table Top Exercise.



French Module setting up their tents at the Base of Operations in the area around Linz

The 15th of September, the first full exercise day, began with three serious incidents all being reported shortly after 7am. These included a fire and potential oil leak at a Shell oil storage facility; the release of toxic gases from a damaged ship at Ennshafen port; and the destabilization of a toxic brownfield site at a factory in the Linz Chemical Park, complicated by the loss of a radioactive source in a nearby area.

With realistic simulation, timely communication and international cooperation being among the key pillars of FORMATEX23, the relevant international teams were duly mobilized and dispatched to the sites to conduct the appropriate operations together. Responsible for this coordination alongside local Austrian authorities was the European Union Civil Protection Team.



As disaster management was underway at the Shell oil storage facility, Ennshafen port, and the Chemical Park factory, two more serious incidents emerged in the afternoon to keep the pressure on the international modules as well as the local and EU coordinating authorities.

In the afternoon of the same day, a series of suspected radioactive flotsam was discovered washed up at the Donaulager logistics terminal, and German and Austrian teams were mobilized to deal with the hazard. Over a period of some six hours starting from the flotsam's initial discovery, the teams trained all the usual steps of such an operation including briefing, reconnaissance, salvaging of the material, as well as decontamination of the material itself and all the equipment.

As events at the Donaulager were unfolding, the French, Dutch and Romanian teams were deployed to the Natura2000 reserve to conduct sampling and assessments of a container believed to be leaking toxic material.



Operations at Natura 2000 natural reserve area

Night missions continued with the high capacity pumping operations led by the Balt Flood Combat team. The final night action came in the form of a foul stench



being reported somewhere near Linz harbour. On this occasion, Austrian authorities along with the German and Romanian teams cooperated to locate the source of the smell as coming from a railcar in an industrial area of the harbour. They duly identified the substance as being ammonia and secured the leak.

By the end of the following morning on 16th of September, all the operations had been successfully completed, a series of meetings on demobilization, back briefings, and presenting analytical results took place, and the closing of the emergency marked the end of the first ever UCPM Natech Full Scale Exercise in Austria.



Alongside the international assistance operations on 15th September, FORMATEX23 also welcomed the **VIP and Observers Programme**.

The aim of the VIP and Observers Programme was to meet the requirements for holding a UCPM Full Scale Exercise (FSX), but also to further address the topic of CBRN and Natech events. After the official opening of the VIP and Observers Day by the Governor of Upper Austria, the visitors had the



opportunity to visit the exercise locations. A specific programme was developed for observers to get the opportunity to follow different active spots of the exercise such as: EXCON, CBRN operations and technologies, environmental impact, information sharing/management. In addition, as required by the Technical Guide, observers were introduced to the exercise evaluation methodology within the programme and invited to provide feedback on the exercise and their observations.

The Full Scale Exercise was concluded by a closing ceremony at the Headquarters of the Upper Austrian Firefighting Association in Linz where all exercise participants were recognized by the exercise management and local authorities for their contribution to the overall success of FORMATEX23.

Exercise Evaluation

The evaluation of the exercise implementation was a crucial component of the exercise project and thus embedded in the evaluation of the entire FORMATEX23 project. The University of the Bundeswehr Munich (UniBw M) was responsible for the evaluation as a consortium partner.

The evaluation of the exercise pursued three main goals:

- Collect the feedback of the participants, trainers and organisers
- Determine if the objectives were reached und the present circumstances
- Provide the basis for future learning and capacity building

On the one hand, the objectives of the exercise project were evaluated to determine whether the objectives defined in advance were achieved with the implementation of the exercise. On the other hand, by collecting structured feedback from all participants the opportunities for improvement identified in the exercise were documented in order to be able to analyse and use them for improvement measures after the end of the exercise. The exercise was accompanied by a team of evaluators who have gained previous experience and expertise in evaluating exercises during different missions. The task of the evaluation team was to collect and document an accurate picture of the exercise in order to be able to draw on these observations in the review of the exercise.



Firstly, the evaluators received observation sheets in which they documented key observations in consultation with the trainers. The observation sheets are adapted to the different scenarios and contain some focal points that are important at the respective exercise sites with regard to the exercise objectives as well as the experiences from the planning process. This mainly included the feedback of the trainers who accompanied the exercise.

In addition, each participant in the exercise had the opportunity to provide feedback on the exercise via an online questionnaire. This was accessible via a QR code that was available at all exercise sites. Completing the responses took a maximum of ten minutes, depending on the amount of feedback given. The results were then available to the evaluation team in real time, so that this feedback could immediately be passed on to the exercise management. In addition, the participants of the exercise had the opportunity to contribute with their experiences and comments during the Hot Wash Up conducted after the end of the exercise.



Evaluation Work Package Leaders fom the University of the Bundeswehr Munich during the Full Scale Exercise in Linz

Besides observing and interviewing the participants, special evaluations of individual exercise sections were also carried out. For example, in the round



robin test, the analysis of individual samples by the participating modules was evaluated. The results were then recorded in a separate evaluation report.

The elements below are of particular importance within the framework of the implementation of the exercise evaluation:

The evaluators did not carry out an assessment of the exercise performance, especially not an assessment of the performance of individual participants. The aim of the evaluation is to note where trainers and participants themselves identify potential for improvement and then to make this available for further implementation after the exercise.

The evaluators did not interfere with the process of the exercise. Their task is to document the exercise implementation as comprehensively as possible, but in parallel with the exercise.

The evaluators were always approachable and available to the participants for advice. Furthermore, if the exercise process allows this, participants should preferably also be available to the evaluators for questions.

The results of the evaluation, both the observations and the feedback from the questionnaires, were reviewed and discussed in detail by the evaluation team and the exercise consortium in an **After-Action Review** immediately after the end of the exercise as well as during the **Post Exercise Discussion**.

The overall aim of the evaluation was to ensure a successful exercise for all participants, which contributes to the further development of the capacities of the participating organisations and the UCPM as a whole.

Lessons Learned

After two years of successful activities, the FORMATEX23 Union Civil Protection Mechanics Full Scale Exercise (FSX) project marked its final step with the Lessons Learned and Way Forward Workshop in Brussels on 22-23 November, 2023. The Workshop was hosted at the Headquarters of DG ECHO and was opened by Felix Bloch, Head of Unit, Knowledge Network and Evidence-Based



Policy, DG ECHO and Mariangela Pelliccia, FORMATEX23 Project Officer, DG ECHO.

During the Workshop, consortium members had the opportunity to look back at the Full-Scale Exercise and at the two years of related activities with the aim of highlighting the main achievements of the project and identifying areas of improvement for future exercises.

Partners have identified the below main takeaways from the project:

- Exercise evaluation as an essential pillar in full scale exercise projects;
- The need for revision of the EUCPT selection process, as well as the re-assessment of its role inside the EU;
- Enhanced use of technical experts within the EUCPT;
- Strengthened interoperability of CBRN capabilities and ability to manage environmental implications;
- Official EU observers program to be kept at a manageable size of approximately 10 members and active involvement of observers within exercise through assignment of observation tasks:
- Importance of involvement of all national authorities at an early stage of the project to foster stakeholder involvement during the planning phase;
- **Enhance** the exchange of lessons learned within the community and amongst different projects through the organization of dedicated after-project workshops;



To conclude the Lessons Learned workshop, participants visited the Emergency Response Coordination Centre (ERCC) to learn more about how the centre supports countries hit by disasters through expertise, human resources, and specialized relief equipment.

In summary, FORMATEX23 has achieved the majority of the goals set in the initial exercise design phase. Through the exercise, the topic of Natech events has reached a new relevance within the European arena. The project highlighted the importance of a multi hazard approach in relation to industrial accidents triggering CBRN events.

The lessons learnt from the project and the exercise will continue to be pursued beyond the end of the project, specifically through the exchange of knowledge with different projects and the Disaster Risk Management Knowledge Centre.

The FORMATEX23 consortium hereby expresses its gratitude to all the ones who contributed to a successful realisation of the project and to DG ECHO for the support during the last two years.





We are proud to have gained the trust of DG ECHO for the organisation of this important Full-Scale exercise. We are confident that the project positively contributed to the overall goals of the UCPM and the preparedness of European, national and local emergency response actors.

Gottfried Kerschbaummayr

Exercise Director



