



Multinational Planning Augmentation Team (MPAT) programme

Tempest Express 15

1. Background

The Multinational Planning Augmentation Team (MPAT) programme is a multinational programme with its Secretariat hosted by United States Pacific Command (USPACOM) in Honolulu, Hawaii. The programme is designed to develop a multinational cadre of military planners capable of augmenting a multinational force headquarters to plan and execute operations in response to a regional crisis. The Tempest Express (TE) staff planning workshops are essentially TTXs with participation from civil and defense sectors of government and representatives from the humanitarian community to improve the ability of nations and others to respond more rapidly to a sudden-onset crisis. The focus of the workshops is on practising crisis action planning and civil-military coordination. Recent TEs have focused on humanitarian assistance and disaster response (HA/DR) scenarios as the most likely type of contingency in the Asia-Pacific region requiring military assistance. Consequently, the participation base of the TEs has broadened beyond military officers, United Nations agencies and nongovernmental organizations, to include representatives from civil government agencies and donor organiza-



Military planners ponder ways to support humanitarian community in pandemic scenario.

tions directly involved in HA/DR. TE events emphasizing HA/DR now encompass an approach that involves all sectors of government, with a focus on making the multinational military role more supportive to the affected state and humanitarian community.

Tempest Express 15 (TE-15) was conducted from 28 July to 1 August 2008 in Bali, Indonesia. It examined non-health sector issues generated during WHO Pandemic Alert Phase 5 and 6, and their national, regional and international impacts. The desired outcome for TE-15 was enhanced understanding of region-wide pandemic influenza issues and possible solutions and planning factors for national military and civil authorities and regional, international and United Nations responders.

2. Objectives

There were seven objectives for TE-15:

1. examine non-health sector issues associated with imminent uncontained outbreaks of human infection with avian influenza;
2. develop planning factors and possible solutions from a whole-of-government perspective with emphasis on the roles of defence establishments;
3. examine regional (ASEAN) disaster management and emergency response mechanisms during WHO Pandemic Alert Phase 5 and 6;
4. examine international disaster management and emergency response mechanisms;
5. determine issues that may require further examination in follow-on exercises or similar events;
6. support widest possible use of International Federation of Red Cross and Red Crescent Societies (IFRC) *International Disaster Response Laws, Rules, and Principles* definitions and guidelines;
7. support and complement existing regional disaster management and emergency response mechanisms (ASEAN Coordinating Centre for Humanitarian Assistance (AHA Centre) and Standby Arrangements and Standard Operating Procedures (SASOP)).

3. Participating agencies and organizations

Table 18 Participating agencies and organizations	
Nation/sector	Organization
Australia	Military
Brunei Darussalam	Military
Cambodia	Military
Canada	Military
Germany	Military
Indonesia	Military
Italy	Military
Japan	Military
Malaysia	Military, National Security Council
Mongolia	Military
Nepal	Military
New Zealand	Military
Papua New Guinea	Military
Philippines	Military, Civil Defence, National Disaster Coordinating Council, National Red Cross
Singapore	Military
Sri Lanka	Military
Thailand	Military, Department of Disaster Prevention and Mitigation
Timor-Leste	Military
Tuvalu	Department of Foreign Affairs
USA	Military, USPACOM, Department of State, Center for Excellence in Disaster Management and Humanitarian Assistance, Pacific Disaster Center, Asia-Pacific Center for Security Studies
Vanuatu	Police
United Nations	United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), World Food Programme (WFP)
Nongovernmental organizations	International Medical Corps (IMC), Mercy Malaysia

4. Type of exercise

TE-15 was structured as a combination of a complex scenario-driven TTX and a functional exercise.

5. Preparation for the exercise

An initial meeting with the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) Regional Office for Asia-Pacific in January 2008 included the discussion of a regional pandemic influenza exercise involving military, civil and humanitarian community participants from the Asia-Pacific region. As a result of this initial discussion the USPACOM MPAT Secretariat developed objectives, a scenario and an exercise framework utilizing information from previous WHO workshops and exercises, USPACOM pandemic influenza exercises and WHO resources. This activity took place between April and July 2008. Periodically, meetings and collaborative activities were conducted with the Center of Excellence in Disaster Management and Humanitarian Affairs, which refined the proposed exercise and provided additional materials for the event.

MPAT TEs are conducted twice annually. USPACOM issues invitations to 30 nations with interests in the Asia-Pacific region as part of its regular theatre engagement and exercise programmes. In addition, invitations are issued to United Nations agencies, nongovernmental organizations and other civil government agencies that would benefit from this event.

As the USPACOM MPAT Secretariat is engaged with most of the potential participants in other activities, this event was informally discussed with other military, United Nations and nongovernmental organization representatives.

6. Conduct of the exercise

- Military and government participants were divided into five groups, or syndicates, each representing a fictitious country. Participants took the role of senior civil and military planners who must prepare for an imminent WHO Pandemic Alert Phase 6 outbreak.
- Each syndicate had to identify critical issues and develop possible solutions or planning factors to mitigate the effects of a Phase 6 pandemic influenza outbreak, based on the particular characteristics of their country.
- United Nations relief agency and nongovernmental organization participants formed a sixth syndicate, which supported the other syndicates and considered issues germane to their organizations.
- Information sharing among the syndicates was a key underlying theme of this event. Based on the evolving scenario and their country's particular situation, each syndicate had to decide what information they must share with (or withhold from) other syndicates.



MPAT planners consider courses of action for military support in pandemic situation.

After the first day of briefings and individual syndicate organization, the syndicates began their tasks using the following scenario.

The scenario was based on the fictitious subcontinent of Pacifica, which consists of six countries, five of which are used for this event (the Pacifica countries are used in other United States and multinational exercises).

- Arcadia: a well-developed democracy with a vibrant economy.
- Tierra del Oro: a democracy with a diverse economy.
- Sonora: nominally a democracy, but a de facto military dictatorship with the largest military force in Pacifica.
- Mojave: newly created from Sonora and Tierra del Oro territories after a bitter conflict. Nominally a democracy, but local militias hold the real power. A United Nations mandate and peacekeeping force are assisting the new government.
- Isla del Sol: a desperately poor island nation, with an ineffectual government.

Human cases of avian influenza break out in Isla del Sol, and spread to Tierra del Oro via migrants seeking work in the agricultural industry. Containment efforts in Isla del Sol are ineffectual. Efforts in Tierra del Oro are more successful, but human infection with avian influenza

spreads to Sonora, then to Mojave. Arcadia remains unaffected, so far. WHO declares a Pandemic Alert Phase 5. While the continent is not yet at Pandemic Alert Phase 6, WHO experts (who have been working closely with all of the countries) feel Phase 6 is imminent.

National leaders of the five countries are deeply concerned that the non-health issues resulting from a regional pandemic could cripple their economies and the social fabric of their nations. Pacifica nation leaders therefore agree to a Pacifica Summit to discuss pandemic influenza issues of mutual concern and explore where they might find common ground for a regional plan to combat the further spread of avian influenza. UNSIC, WHO and major nongovernmental and regional organizations are also invited.

In preparation for the summit, the Pacifica countries national leaderships have directed their respective military and civil agencies to develop specific tentative solutions and planning factors to address the non-health sector issues resulting from a spread of the pandemic.

- For Days 2–4 of TE-15, each syndicate was given specific tasks, completion of which would help them achieve their objectives. One of the tasks was to develop a framework for military support of basic infrastructure (power generation, for example).
- The scenario progressed from Day 2 through Day 4 with additional information provided to the countries as required.
- Each syndicate had a controller or facilitator to guide the syndicate and ensure that it met its objectives.
- TE-15 concluded with each syndicate developing recommendations for their country. Tasks for each syndicate were sufficiently varied that each syndicate would have several unique recommendations.

7. Evaluation

The MPAT Secretariat formed an After Action Review Team to gather input from the syndicate controllers and other participants. A formal report is due to be published later in 2008.