

Exercise Eagle

Port Harcourt, Nigeria
26 – 28 November 2013

Global Initiative for Western, Central and Southern Africa

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Hosted by:

National Oil Spill
Detection and
Response Agency

(NOSDRA)

NOSDRA
NATIONAL OIL SPILL DETECTION AND RESPONSE AGENCY



NOTE

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Executive summary

On November 26 to 28, 2013, Shell Companies in Nigeria (SCiN) organised an exercise where NOSDRA had the opportunity to test recent changes made to its NOSCP. Exercise Eagle simulated a major oil spill in Nigerian waters escalating to Tier 3. In this scenario, NOSDRA's Director General became the National Incident Commander responsible for the overall coordination of response involving industry and government resources. Shell, in collaboration with Oil Spill Response (OSR), designed this exercise, which involved multiple stakeholders as well as mobilising four command centres. An IPIECA/IMO representative participated to this exercise at the request of NOSDRA.

The following recommendations were formulated at the end of the exercise in order for NOSDRA to further improve its capacity to manage and respond to oil spills in Nigerian waters.

1) Communications

- Need to develop formal verbal and written communication procedures between NOSDRA and the various stakeholders involved in oil spill response (NOSDRA-industry, NOSDRA command –NOSDRA field, NOSDRA-agencies). These procedures are needed for notification and sharing of technical information;
- Need to develop a clear communication procedure for industry to request the use of dispersant. This procedure should identify clearly who at NOSDRA will provide the authorisation and the information required by NOSDRA to analyse the request.

2) Incident Management System (IMS)

- IMS training is required for NOSDRA staff to better understand the principles of incident management and the roles of the various sections (planning, operations, logistics, finances);
- Need to develop reflex cards for all positions in IMS to remind staff of communication lines, expected tasks and deliverables and role.

3) Training and Exercise

- Continue capacity building training for NOSDRA staff on technical aspects of oil spill response (dispersants, response strategies, impacts);
- Establish a joint NOSDRA-industry exercise programme in order to continue to improve communication and understanding between government agencies and industry.

4) Tools

- Need to establish a checklist of the necessary tools such as phones, computer, marine charts, sensitivity maps, etc. for NOSDRA staff to manage an oil spill. This is especially important if NOSDRA operates outside their office.



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1. Presentation of the GI WACAF Project

The Global Initiative for West, Central and Southern Africa (GI WACAF) is a partnership between the International Maritime Organization (IMO) and IPIECA, the Global Oil and Gas Industry Association for Environmental and Social Issues to enhance the capacity of countries to prepare for and respond to marine oil spills. A key innovative feature is the promotion of public/private partnership for effective oil spill response making use of existing industry expertise and resources.

The mission is to strengthen the national oil spill response capability in twenty two countries in West, Central and Southern Africa through the establishment of local partnership between the oil industries and the national authorities in charge of oil spill preparedness and response at national level.

This program is jointly funded by the International Maritime Organization (IMO) eight Oil Companies members (BP, Chevron, ENI, ExxonMobil, Marathon, PERENCO, Shell and Total) through IPIECA, the Global Oil and Gas Industry Association for Environmental and Social Issues.



The scope is to organise workshops, training, seminars and deployment exercises with national authorities in charge of oil spill response, in partnership with local business units.

The GI WACAF is based on an effective management system and established six goals of preparedness and key performance indicators to enhance the capacity of countries to prepare for and respond to marine oil spills. These goals cover the requirements of the OPRC 90 convention:

- Goal 1: Legislation: Promote the ratification of the relevant international Convention
- Goal 2: Contingency plan: Have contingency plan for all the countries of the region
- Goal 3: Designation of authority: Get clarity in roles and responsibilities for oil spill response
- Goal 4: Regional agreement: promote exchange and mutual assistance for oil spill response
- Goal 5: Training: Ensure that training and exercise are developed in each countries on a regular basis
- Goal 6: National capabilities: support countries in developing their own national response system

2. Introduction

In July 2011, the National Oil Spill Detection and Response Agency (NOSDRA) conducted an exercise to activate for the first time its National Oil Spill Contingency Plan (NOSCP). Following this exercise, the Nigerian NOSCP was updated to reflect recommendations provided by the participants. Two of the main recommendations were for NOSDRA to adopt an Incident Management System (IMS) and to develop a clear mechanism for the transfer of command when an incident escalates from Tier 1 to Tier 2, and finally to Tier 3. On November 26 to 28, 2013, Shell Companies in Nigeria (SCiN) organised an exercise where NOSDRA had the opportunity to test recent changes made to its NOSCP. Exercise Eagle simulated a major oil spill in Nigerian waters escalating to Tier 3. In this scenario, NOSDRA's Director General became the National Incident Commander responsible for the overall coordination of response involving industry and government resources. Shell in collaboration with Oil Spill Response (OSR) designed this exercise, which involved multiple stakeholders as well as mobilising four command centres. At the request of NOSDRA an IPIECA/IMO representative participated to this exercise.

This report describes the exercise as well as providing recommendations to further improve Nigeria's NOSCP.

3. Sponsors

Exercise Eagle was organised and hosted by Shell Companies in Nigeria (SCiN). SCiN also provided coffee and meals during the exercise.

4. Exercise Objectives

The overall objective for this exercise was to test the activation of Nigeria's NOSCP during an incident escalating from Tier 2 to Tier 3 where the National Commander is mobilised. More specifically, the various organisations participating to this exercise had set their own specific objectives. These are the following:

National Oil Spill Detection and Response Agency (NOSDRA):

- To assess the industry preparedness capabilities to respond effectively to a worst case scenario oil spill;
- To appraise the effectiveness of interagency collaboration as a necessary ingredient for a successful Tier 3 oil spill response.

Department of Petroleum Resources (DPR):

- Appraise and confirm readiness of SCiN to implement actions as stated in their Oil Spill Contingency Plans in the event of an oil spill incident.



Shell Companies in Nigeria (SCiN):

- To self assure the preparedness of other response agencies (CAN, OSR) as Response Service provider at the different tier levels as agreed in established Service Level Agreement (SLA);
- To provide refresher training opportunity for SCiN Emergency Response Team (ERT) members and other relevant stakeholders that will be involved in responding to major oil spill but in a controlled environment;
- To test effectiveness of communication protocols between intra/inter agencies and spiller involved in the response.

5. Programme

Exercise Eagle took place over a three days period from 26 to 28 November 2013.

Tuesday 26 November 2013

- Arrival, preparation and briefing of participants

Wednesday 27 November 2013

- Drill activation, Exercise Eagle begins

Thursday 28 November 2013

- Exercise stand down, debrief session

6. Location, dates, and participants

This exercise was organised and hosted by Shell Companies in Nigeria (SCiN) from 26 to 28 November, 2013. The principal location for the exercise was at the Shell Emergency Response Centre located at Stadium Road and GRA IV in Port Harcourt, Nigeria. Field command centres in Port Harcourt and Lagos were also activated during the exercise.

Approximately 110 participants from industry and government participated in this exercise. NOSDRA was the main agency represented, with approximately 30 participants. International experts from Oil Spill Response and IPIECA/IMO were also on site to provide technical support and to observe the exercise. Mr. Stephane Grenon from Triox Environmental Emergencies was the IPIECA/IMO representative to this exercise.

The list of participants from NOSDRA can be found in Annexe 1.



7. Activities and proceedings

7.1. Briefing session

On November 26, a briefing session for the participants took place at the SCiN facility in Port Harcourt. During this session, exercise objectives, rules and general organisation were discussed. It was also an opportunity for participants to review their role in the context of an incident escalating to Tier 3.

7.2. Exercise

The exercise started on November 27 at 7h00 and ended on November 28 at 11h00. The exercise scenario involved an attack by armed members of the EA community on Shell's Eagle FPSO. During the attack a large explosion caused the release of an estimated 16,500 barrels of crude oil into Nigerian waters. The oil then drifted toward the coast prompting the need for on water and land response strategies to be implemented. Exercise participants managed this incident in order to minimise impacts on the Nigerian environment as well as on Shell's activities. Various situations were simulated by using injects in the exercise scenario. This incident escalated from Tier 1 to Tier 2 and ultimately to Tier 3, at which point NOSDRA activated the National Oil Spill Commander. The exercise scenario contained multiple coordination and communication challenges for NOSDRA and Shell.

7.3. Debriefing

Two debriefing sessions were held at the end of the exercise. First, the different command centres (NOSDRA, Shell, Port Harcourt and Lagos) proceeded with an internal debriefing to discuss observations on the following themes:

- Communications
- Command and control
- Roles and responsibilities
- Resources

This session was then followed by a plenary session where the different command centres shared their observations with each other.

NOSDRA and the National Oil Spill Commander provided the following observations during the debriefing session:

1. Communication

National Command

- Delays in interacting with Port Harcourt Command initially, worked out later
- Initial hitch in communication between different sections within the National Command

Planning

- Telephones did not work well initially
- Internet connectivity not perfect



- Inter-command communication good
- Inter agency communication fairly good

Logistics

- Most communication internal, good
- Logistics communication good

Operations

- Alert to communities not immediate due to security reasons (deliberate)
- Communication with SNEPCO delayed, causing loss of response time e.g. WACAF Plane
- Need to have documents on possible personnel and equipment likely required for response ahead of time

Finance

- Performance of finance section went well

Press

- Quality of press to be screened in future to avoid misinformation

National Command – Strategic Command Communication

- Clear lines of communication established
- Unified command very effective
- Better understanding between NOSDRA and SCiN
- Break-out sessions very useful

Others

- Lack of a standard Emergency Command Centre in NOSDRA for video conferencing to improve response effectiveness
- Need for quick communication plan between National Command and sectional chiefs

2. ICS Structure

- NOSDRA command structure better than the 2011 exercise
- Need for capacity building for NOSDRA staff
- Unified Command System worked well
- Command System different, as it is more “commanding” than regular NOSDRA work
- Transition from Second Tier to third Tier: Commander did not realise he was in charge immediately, though adjusted and took charge
- Structure played out well. Sectional heads and other team members now aware of their role
- Team work displayed in the entire Command
- Drew from past experience to plan ahead
- Sectional brainstorming to decide material, equipment and personnel requirements went well



- NOSDRA did not cash in to the resources available in other sister agencies e.g. NIMET, NIHSA, NIOMR, etc
3. Roles and Responsibilities
- The role of NOSDRA and Shell were clear
 - Collaboration between NOSDRA and SCiN effective; proximity could have been a factor
 - A lot of verbal communication. Need for more formal documentation
 - Little or no documentation between NOSDRA and other Agencies
 - Communication with Agencies in writing need to be improved
4. Tools
- Printing – network failures, lack of geomatics, few maps available
 - Emergency Response Centre as a resource – convenience, power supply, cooling, etc.

8. Recommendations

The following recommendations were identified by the IPIECA/IMO representative based on observations and discussions with NOSDRA staff and with the National Oil Spill Commander. These recommendations are for the continuous improvement of NOSDRA's capacity to manage and respond to oil spills in Nigerian waters.

- 1) Communications
- Need to develop formal verbal and written communication procedures between NOSDRA and the various stakeholders involved in oil spill response (NOSDRA-industry, NOSDRA command –NOSDRA field, NOSDRA-agencies). These procedures are needed for notification and sharing of technical information;
 - Need to develop a clear communication procedure for industry to request the use of dispersant. This procedure should identify clearly who at NOSDRA will provide the authorisation and the information required by NOSDRA to analyse the request.
- 2) Incident Management System (IMS)
- IMS training is required for NOSDRA staff to better understand the principles of incident management and the roles of the various sections (planning, operations, logistics, finances);
 - Need to develop reflex cards for all positions in IMS to remind staff of communication lines, expected tasks and deliverables and role.
- 3) Training and Exercise
- Continue capacity building training for NOSDRA staff on technical aspects of oil spill response (dispersants, response strategies, impacts);
 - Establish a joint NOSDRA-industry exercise programme in order to continue to improve communication and understanding between government agencies and industry.
- 4) Tools



- Need to establish a checklist of the tools such as phones, computer, marine charts, sensitivity maps, etc. necessary for NOSDRA staff to manage an oil spill. This is especially important if NOSDRA operates outside their Abuja office.

9. Conclusion

This large-scale exercise was a great opportunity for Nigerian oil spill responders to test their capacity to manage a Tier 3 event. This exercise enabled NOSDRA and its partners from the industry to identify areas for improvement but also to learn more about each other and build a relationship based on trust and understanding. NOSDRA particularly benefited from this exercise, as it was the first opportunity to manage an incident using an ICS like management structure. This proved to be a major improvement when compared to the exercise held in 2011. NOSDRA and the industry should continue to work in close collaboration and to develop a joint training and exercise programme for the continuous improvement of Nigeria's oil spill response capacity.

Annex 1 – List of NOSDRA participants

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68	SAOLA WEST	BC – SS		
69	OKWAKPAM WEGUMA	PRESS – NTA		
70	JOHN ORATA	PRESS – NAN		
71	PAUL ANIMADU	PRESS – AIT		

72	ROSEMARY NWISI	PRESS – TN		
73	NNAMDI AHIAMADU	TOTAL		
74	NUHU DAHIRU	NAOC		
75	LANRE FAKEHINDE	CHEVRON		
76	THAIS COLLIN WENZEL	OSRL		
77	ATANDA AKINTUNDE	SPDC		
78	VAN DE RUIT, TON	SPDC		
79	BANIGBE TIMOTHY .A.	SPDC		
80	OMIGIE AMBROSE .E.	SPDC		
81	ALBERT, EBIKEM E. M.	SPDC		
82	EFURIBE JUDE .C.	SPDC		
83	MADUKA, CHRISTOPHER	SPDC		
84	ANGA, PETER .S.	SPDC		
85	FEHINTOLA, TOPE .O.	SPDC		
86	OKOSUN, CHRISTOPHER .A.	SPDC		
87	UWEH, ABEL E.C.	SPDC		
88	MBA OGNANE, EDGAR .F.	SPDC		
89	SOMORIN, MICHAEL .A.	SPDC		
90	BHAKTAR PRASHANT .B.	SPDC		

91	JAIYEOLA, MONISOLA .O.	SPDC		
92	NJOKU, SIMON .C.	SPDC		
93	MACAULEY, CAROLINE .T.	SPDC		
94	JEGBEFUME EFEOKU .V.	SPDC		
95	EVARIE, PETER .I.	SPDC		
96	NJOKU CHUKA .E.	SPDC		
97	ADEOGBA, BANJO	SPDC		
98	AGBO PATRICK .O.	SPDC		
99	ABUEDE SUNNY .S.	SPDC		
100	OLATUNBOSUN, OLUGBENGA. O.	SPDC		
101	AMOS-EJESI CHUKWUKA .O.	SPDC		
102	RIK PRAGER .H	SPDC		
103	ANIBASA USMAN	SPDC		
104	ETUK ETIESE .A.	SPDC		
105	EDET MFON .E.	SPDC		
106	OGBENI MONDAY .A.	SPDC		
107	OBISIKE OGUIKPE	SPDC		
108	STELLA ABONYIH	SPDC		
109	IGBUKU MICHAEL .C.	SPDC		
110	ERHABOR NOSA .C.	SPDC		
111	ILOMS AUGUSTINE .O.	SPDC		

112	AKPAKPA ALEXANDER .A.	SPDC		
113	ISONGUIYO TOMMY	SPDC		
114	OSAYAMWEN ENDURANCE .A.	SPDC		
115	OGUNLEYE ADEBAYO	SPDC		
116	IDEJI BRIDGET .O.	SPDC		
117	OMEILI CHUKS	SPDC		
118	UGWUEZE IRENE. C.	SPDC		
119	IDEJI BRIDGET .O.	SPDC		
120	ALFRED EFEDUE	SPDC		
121	ADAMS HENRY .O.	SPDC		
122	JEFFERSON SIAKPERE	SPDC		
123	OLOGUN AZIKORO	SPDC		
124	HUMPHREY NZELU	SPDC		
125	UGWUEZE FRANKL YN	SPDC		
126	UDI OVUEFEROYEN	SPDC		
127	OLUSHI AMADIN	SPDC		
128	PAOWEI POBENE	SPDC		
129	JONAH OLOLOBOU	SPDC		
130	JONAH IYAMU	SPDC		
131	MUSI RABIU	SPDC		
132	HARISON AGWAZIN	SPDC		

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134	CONFIDENCE ACHOW	SPDC		
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136	CHUKWUMMAH ODILI-	SPDC		
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Annex 2 – Pictures

