



Exercise RAUORA (BoP 2015) Post Exercise Report

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1 EXECUTIVE SUMMARY

This was the third exercise in the RAUORA series.

During the first half of the day the entire group reviewed relevant parts of the RCCNZ plan and the Bay of Plenty (BoP) District Mass Rescue Plan.

The review generated worthwhile discussion amongst the participants and how their various agencies would work together in a MRO event.

A tabletop exercise was held during the second half of the day.

The scenario was a small cruise ship, with about 150 people on board, hit Astrolabe Reef near the entrance to Tauranga Harbour.

After a simulated discussion between Police Comms and RCCNZ it was established that this would be a CAT II SAR. RCCNZ, with a local SAR police officer ran the SAR portion of the exercise. Police quickly established an IMT to deal with all other aspects of the MRO.

The day ran well and feedback from the evaluator and exercise participants was mainly positive.

2 INTRODUCTION

The NZSAR Council has directed that a series of exercises be conducted around the country, to ensure the recently developed MRO Strategic Policy and MRO Readiness Plans are fit for purpose.

Exercise RAUORA (BoP 2015) was the third exercise held as part of this series.

2.1 Background

The exercise was held on 25 June 2015 at the Rotorua District Council Chambers 1061 Haupapa Street, Rotorua.

55 people, from 16 agencies, attended the exercise.

2.2 Exercise Management

Exercise Governance Group	Duncan Ferner, NZSAR Mike Hill, MNZ Joe Green, PNHQ
Lead agency	NZSAR
Exercise Director	Duncan Ferner, NZSAR
Exercise Coordinator	Carl van der Meulen, NZSAR
Exercise Planning Team	Carl van der Meulen, NZSAR Paul Craven, RCCNZ Dave Greenberg, Emergency Preparedness Services Jo Holden, PNHQ Inspector Brent Crowe, BoP District
Other key appointments	Facilitator: Dave Greenberg, Emergency Preparedness Services Evaluator: Joe Green, NZ Police

2.3 Aim, objectives, and key performance indicators

Aim

The aim of this exercise is to evaluate the BoP District MRO Plan.

Objectives

The exercise objectives are based on the national objectives for the exercise series RAUORA:

1. Ensuring the BoP District MRO Plan is consistent with the national template
2. Knowledge of the BoP District MRO Plan
3. Knowledge of the linkages between agencies in the BoP District
4. Confirmation that agency roles and responsibilities in the BoP District MRO Plan are correct
5. Confirmation that each agency in the BoP District MRO Plan has an understanding of their respective roles and responsibilities for MRO events
6. Coordinating Authorities identify the physical locations for various phases of an MRO

Key Performance Indicators

The exercise objectives and KPIs are included at Appendix 2.

2.4 Scope

The following activities fall inside the scope of the exercise:

Determining inter-agency coordination responsibilities.

Initial coordination activities.

The search and rescue phase of an MRO event (i.e. rescue, shore-side coordination, reconciliation, welfare arrangements).

The escalation and notification processes for MRO events.

The following activities fall outside the scope of the exercise:

Whole of government response arrangements (DES, ODESC etc.)

Non search and rescue phases of MRO events (i.e. pollution response, mass fatalities, investigation, recovery etc.)

2.5 Participating organisations

The following agencies took part in the exercise:

BoP CDEM ex

BoP District Health Board

BoP Public Health

BoP Regional Council

Maritime NZ

Ministry of Primary Industries

NZ Coastguard

NZ Customs

NZ Defence Force

NZ Fire Service

NZ Police BoP District

NZSAR

Police National Headquarters

RCCNZ

St John Ambulance

Tauranga Coastguard

2.6 Timeline of events

0900-1200 Plan walk through

1230-1530 Table top exercise

3 EVALUATION

3.1 Exercise Planning

The morning session was well planned.

The afternoon session (table top scenario) should have been overwhelming but otherwise it was appropriate.

3.2 Exercise Conduct

The morning session concentrated on going over the Mass Rescue Plan and generated worthwhile discussion amongst the various groups about each other's roles.

There was a wide range of internal and external agencies participating in the exercise.

The second half of the day consisted of a table top exercise where a small cruise ship struck Astrolabe Reef at the entrance to Tauranga Harbour.

The exercise began with a simulated discussion between the facilitator leading a discussion as to the discussions between Police Comms and RCCNZ to determine the SAR category.

The Police then formed an Incident Management Team.

The RCCNZ SAROs set up in one area of the room and were working with the Local Controller on the SAR phase.

Other agencies were consulted or tasked, as required, by RCCNZ, the IMT or the Local Controller.

NB – sections 3.3 through 3.8 are observations and recommendations from the exercise evaluator

3.3 Objective 1: Ensuring national consistency in readiness plans

The triggers for a mass rescue are identified in the plan. There is merit that the BoP plan is generic to a range of mass rescue events.

It would be useful the actual process between Police Comms and RCCNZ. However, given this process is practiced routinely there is a high level of confidence in how this is done.

Initially noted that the BoP District plan not have pre-planned welfare / reconciliation centres, however the Local Authority Civil Defense plan was accessed and implemented

Recommendation: **National template to be amended to ensure that transport plans and welfare/reconciliation centres are set up (or people directed to set them up) immediately on being advised of the MRO event (and before IMT is formed).**

3.4 Objective 2: Knowledge of the plan for BoP District

Good knowledge of the District plan apparent in the discussion phase.

“I could not help but note that Inspector Crowe, as District Operations Manager was constantly taking notes and actively engaged in discussion exploring improvements to the District plan.”

“Open the plan early” would be a good catch phrase.

The District Commander took the role of Local Controller. Established IMT very quickly. On opening the plan he then assigned OC roles. Roles then assigned to the taskings as per the District plan.

3.5 Objective 3: Knowledge of the linkages between agencies

Very apparent that the coordinating authorities have appropriate links to supporting agencies. Police SAR, RCCNZ, partner agency interactions very apparent.

Excellent discussion with high level of knowledge and skill in the room – the right people were there. The value of relationships both pre-existing and formed on the day was commented on repeatedly.

Recommendation: **PNHQ to complete forms template to support control and command**

3.6 Objective 4: Confirm agency roles and responsibilities in the plan are correct

The roles of Police and RCCNZ were clear. Partner agencies called to EOC as liaison. Simulated reality well.

Recommendation: **Appoint a safety advisor (as per CIMS 2nd Edition) early.**

Great discussion about how different agencies could contribute to the MRO, and this is reflected in the District plan.

3.7 Objective 5: Confirm each agency has an understanding of their respective roles and responsibilities in responding to MRO events

It was evident that key personnel knew their roles and responsibilities within the MRO Plan and performed them well.

The Local Controller (District Commander) instructed the IMT team to “go away and come back with the plan in 20-30 minutes”. This enabled IMT members to review their actions against the plan.

Previous suggestion applies: national template to be amended so that the O/C Beachhead, O/C Transport and O/C Welfare/Reconciliation centre roles are assigned IMMEDIATELY on being notified of an MRO event – with formal planning following.

Partner agencies had ensured full participation in the exercise with the right people being in the room.

It was very evident that key personnel perform their roles and responsibilities within the ECC in accordance with their SOPs.

3.8 Objective 6: Co-ordinating Authorities identify the physical locations for various phases of an MRO

The key locations for landing zones/beach heads, welfare centres are not specified in the plan, however CDEM is identified in the plan as having this information and they were able to advise of predetermined welfare centres during the exercise.

4 OTHER FEEDBACK & LEARNING FROM THE DAY

The difficulty in keeping contact numbers up to date was discussed. The NZSAR resource database was identified as a place where contact numbers could be stored and updated.

An email was sent to all participants asking for feedback via an online (Survey Monkey) survey. All feedback was to be made anonymous in the final document.

Feedback questions asked:

1. Did the structure of the day (plan walk through / tabletop exercise) work?
2. How do you feel the exercise scenario part of the day went?
3. For participants from 'outside agencies' (other than NZ Police) – did you feel it was worthwhile for you to attend?
4. Was the venue suitable for the exercise?
5. On reflection, is there any changes you would like considered for the Police District "BoP MRO Plan"?
6. As mentioned on the day, we are running these Exercise Rauora days around NZ. Do you have any suggestions on how we can improve the day?
7. Have you any other comments or suggestions you would like to make about the exercise?

18 people completed the online survey and a sample of their responses follow.

Summary of responses:

Q1. Did the structure of the day (plan walk through / tabletop exercise) work?

- 18 Yes

Q2. How do you feel the exercise scenario part of the day went?

- Several responded that it went well or excellent
- A few felt the exercise could have run longer
- Needs better management of 'elapsed time' and time scale
- Needs to be more inclusive of observers
- Lost its shape a bit
- Excellent it was good to walk through the process and identify any gaps
- Brought out the cross over confusion in incident management areas.
- Somewhat disjointed between RCCNZ and NZ Police. Overall feeling was that Police would manage no matter what the event and no matter what the Comms difficulties between Local EOC and RCCNZ were.

- IMT set up as expected. Earlier reference to the plan would have assisted.

Q3. For participants from 'outside agencies' (other than NZ Police) – did you feel it was worthwhile for you to attend?

- 12-Yes 1-No

Q4. Was the venue suitable for the exercise?

- 18- Yes

Q5. On reflection, is there any changes you would like considered for the Police District "BoP MRO Plan"?

- Several "No" responses
- Have a generic NATIONAL Plan with Regional/District attachments. This will ensure there is consistency of response when the event goes into the Beehive.
- Include if a declaration is made and impact on plan. i.e. if a flood and council declares and becomes lead agency
- Don't forget about communications. This is always the biggest hurdle to effective control and information interchange. The plan may be high level, but in my view it must address communications plans, without necessarily detailing them. IF someone goes to the plan during an incident and can't find information on what comms platforms different agencies use, they then rely on assumptions. Usually a recipe for unnecessary mistakes or time delays.
- Update Civil Defence capabilities under 2.5 to include reference to the New Zealand Response Teams Reword the role of the regional council to better reflect the Harbourmaster and maritime role. Require clarification around the reference to a Reconciliation Centre as it relates to a Civil Defence Centre. Suggest replacing the different ESCC contact lists with an agency contact list.
- No. But an extensive list of agency contacts is worth maintaining and keeping current
- We will work with Police on how the Welfare Component fits with Emergency Management, what we can provide, etc.
- It was mentioned on the day but I think under DHB there needs to be a sentence about the role of PHUs and designated officers like medical officers of health and health protection officers who are warranted officers under the Health, HSNO, Biosecurity Acts. In terms of mass rescue we could give advice to responding agencies on the wider public health impacts of their rescue operations. E.g. should the casualties be infected with a communicable disease or exposed to a hazardous substance which could lead to further harm. Also ionising radiation advice for safeguarding the response agencies. Another inclusion may be the availability to the NZ Medical Assistance Teams (NZMAT) through the DHBs and also the new welfare requirement for health - psychosocial support for recovery. Our role also is similar to MPI and customs in terms of clearing the health of

people who enter NZ from quarantine. This is routine work and would need to be addressed following immediate rescue.

- National template to include transport plan, O/C Beachhead and O/C Welfare centre to be appointed immediately.
- The inclusion of the "Wellington" / national response arrangements. This will provide much-needed context for a regional response. If it is not included the exercise is not a true reflection of what will actually happen on the day.

Q6. As mentioned on the day, we are running these Exercise Rauora days around NZ. Do you have any suggestions on how we can improve the day?

- Maybe had too many people in the room. Some agencies really just observers.
- Build in an opportunity for all other agencies not directly involved in the rescue or incident management to engage.
- Perhaps the 'IMT' and the operational co-ordination groups could be in separate rooms, to complete the simulated 'separation'. But this is not essential.
- Not a change to the MRO plan but a question for consideration. Under the definitions on page for it may require clarification (well for non-police personnel) that the word 'rescue' does or does not include the deceased.
- Excellent format. Need to be very clear on roles of NZ Police Vs. RCCNZ, including when (and how) responsibility transfers and how this is communicated / signed off.
- Each regional plan needs to provide the national context.

Q7. Have you any other comments or suggestions you would like to make about the exercise?

- Multiple "No" responses
- Well worth the time and effort by the organisers and the attendees.
- Really enjoyed the day, not only to walk through but to network with those we will be working with in an event.
- A very worthwhile exercise. Enjoyed hearing the perspectives of a wide range of organisations and seeing how we can all work together to achieve a common goal.
- From an outside 'support' agency perspective, I found the exercise invaluable for building contacts, having exposure to such potential events before they happen and even offering potential value resource wise. I sincerely hope these continue on a regular basis.
- In my experience, the police are not very good at operating CIMS correctly and usually get too hands on with everything, and end up operating by the seat of their pants. They need to address this and all get away from their tunnel vision approach.
- Thank you Dave Greenberg, Brent Crowe and all involved for a worthwhile learning day. Excellent attendance from emergency services. Excellent venue and catering.

5 CONCLUSION

The general structure of the day is working well.

Participants are engaged and interested in understanding their roles, and how they fit in with others.

Participants from agencies outside the NZ Police found it useful to be invited to, and participate in the day.

The afternoon exercise needs to be further refined to ensure:

- It is overwhelming
- Briefs are given to overall group
- the Police IMT can work without interruption from observers
- observers remain engaged.

6 SUMMARY OF RECOMMENDATIONS

Serial	Area	Recommendation	Responsibility
(BoP 2015) - 1	Objective 1	National template to be amended to ensure that transport plans and welfare/reconciliation centres are set up (or people directed to set them up) immediately on being advised of the MRO event (and before IMT is formed).	PNHQ and Police Districts
(BoP 2015) - 2	Objective 2	PNHQ to complete forms template to support control and command	PNHQ
(BoP 2015) - 3	Objective 4	Appoint a safety advisor early.	Police
(BoP 2015) - 4	Exercise Planning	The scenario has to be over whelming, so it is not considered business as usual.	Exercise Planning Team
(BoP 2015) – 5	Exercise Planning	Better management of elapsed time will help exercise run more smoothly	Exercise Planning Team

7 APPENDIX 1: EXERCISE OBJECTIVES AND KPIS

Exercise objectives and KPIS as at 25 August 2014.

Exercise Objectives	Training Objectives	Key Performance Indicators
1. Ensuring national consistency in readiness plans	1.1 Coordinating Authorities MRO communication SOPs are adequate	1.1.1 The triggers for a Mass Rescue event are identified 1.1.2 Authority that takes the call initiates and informs the other Coordinating Authority 1.1.3 Co-ordination of the MRO is determined 1.1.4 Lead agency activates a co-ordination centre in accordance with SOPs
	1.2 Coordinating Authorities MRO plans are adequate	1.2.1 District Plans are activated in accordance with protocols 1.2.2 Establish communication and POC within the Coordinating Authorities and agree SAR Response
	1.3 Higher level Authorities are informed	1.3.1 Communication is elevated higher as required within the Plans

Exercise Objectives	Training Objectives	Key Performance Indicators
	1.4 Improvements made to District MRO plans to ensure national consistency	1.4.1 Lessons learned are captured, annotated and disseminated. 1.4.2 Lessons Learned are written into the District MRO Plan and shared nationally 1.4.3 District Plans are analysed against each other to ensure consistency
2. Knowledge of the plan for Southern District	2.1 Appropriate controllers are appointed for each phase of the MRO	2.1.1 Each phase of the MRO is established in accordance with the CIMS structure
	2.2 Command and Control is established for all phases of the MRO	2.2.1 EOC is functional and conforms to the District plan
	2.3 Command is established within the ECC and other Coordination Centres for the Response OC	2.3.1 Coordinator is appointed for each phase of the MRO 2.3.2 Structure is considered and followed in accordance with the MRO Plan 2.3.3 Coordinator adheres to the MRO Plan and ensures the same from their staff

Exercise Objectives	Training Objectives	Key Performance Indicators
<p>3. Knowledge of the linkages between agencies</p>	<p>3.1 Coordinating Authorities have the appropriate links with the other Agencies</p>	<p>1.1.1 The Co-ordinating Authority plans have appropriate links to supporting agencies</p> <p>3.1.2 Any overlaps in the Plans are identified and managed</p> <p>3.1.2 Liaison/communication/Sitreps are maintained as required throughout the duration of the response in accordance with the MRO Plan</p>
<p>4. Confirm agency roles and responsibilities in the plan are correct</p>	<p>4.1 Coordinating Authorities roles and responsibilities in the MRO Plans are adequate</p>	<p>4.1.1 Key personnel's roles and responsibilities are adhered to in accordance with the MRO Plans</p>
	<p>4.2 Other agencies roles and responsibilities in the MRO Plans are timely and current</p>	<p>4.2.1 Other Agencies stand up key personnel and link into the MRO Plan as required</p>
<p>5. Confirm each agency has an understanding of their respective roles and responsibilities in responding to MRO events</p>	<p>5.1 Coordinating Authorities confirm their respective roles and responsibilities in responding to an MRO event in accordance with their Plans</p>	<p>5.1.1 Key personnel perform their roles and responsibilities within the MRO Plan</p> <p>5.1.2 The Regional Coordinator considers how the phases of the incident complement each other within MRO Plan</p> <p>5.1.3 The Coordinator considers how the MRO Plan activates other agencies</p> <p>5.1.4 Regional Coordinator briefs members of the ECC and receives Sitreps from the other Incident Management teams involved in the response</p>

Exercise Objectives	Training Objectives	Key Performance Indicators
	5.2 Other agencies confirm their respective roles and responsibilities in responding to an MRO event in accordance with their SOPs	5.2.1 Key personnel perform their roles and responsibilities within the ECC in accordance with their SOPs 5.2.2 Other agency personnel represented at the ECC
6. Co-ordinating Authorities identify the physical locations for various phases of an MRO	6.1 Locations for each phases are identified within the MRO Plans	6.1.1 Key locations are identified (for example ECC base, landing zones/beach heads, welfare centres, triage centres/hospitals)