



# Exercise RAUORA (Canterbury 2015) Post Exercise Report

---



# Contents

---

<b>1</b>	<b>Executive Summary</b> .....	<b>3</b>
<b>2</b>	<b>Introduction</b> .....	<b>4</b>
2.1	Background .....	4
2.2	Exercise Management.....	4
2.3	Aim, objectives, and key performance indicators .....	5
2.4	Scope .....	5
2.5	Participating organisations .....	6
2.6	Timeline of events .....	6
<b>3</b>	<b>Evaluation</b> .....	<b>7</b>
3.1	Exercise Planning.....	7
3.2	Exercise Conduct .....	7
3.3	Objective 1: Ensuring national consistency in readiness plans.....	8
3.4	Objective 2: Knowledge of the plan for Canterbury District.....	8
3.5	Objective 3: Knowledge of the linkages between agencies .....	9
3.6	Objective 4: Confirm agency roles and responsibilities in the plan are correct ...	9
3.7	Objective 5: Confirm each agency has an understanding of their respective roles and responsibilities in responding to MRO events .....	10
3.8	Co-ordinating Authorities identify the physical locations for various phases of an MRO10	
<b>4</b>	<b>Other feedback &amp; learning from the day</b> .....	<b>11</b>
<b>5</b>	<b>Conclusion</b> .....	<b>14</b>
<b>6</b>	<b>Summary of Recommendations</b> .....	<b>15</b>
<b>7</b>	<b>Appendix 1: Exercise Objectives and KPIs</b> .....	<b>16</b>

# 1 EXECUTIVE SUMMARY

---

This was the seventh exercise in the RAUORA series.

During the first half of the day each agency was given the opportunity to explain what they could do to assist during an MRO, followed by a brief review of the relevant parts of the RCCNZ plan and the Canterbury 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 mayday called from a cruise ship, with about 2100 people on board, after it caught fire off of Banks Peninsular.

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 position of the exercise.

The District Commander established an IMT made up of Police and personnel from other agencies. Other teams were formed for each of the CIMS functions – some functions were managed by someone from police, some managed by someone from another agency.

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 (CANTERBURY 2015) was the seventh exercise held as part of this series.

### 2.1 Background

---

The exercise was held on 30 September 2015 in the Function Room of the Christchurch City Council, 53 Hereford Street, Christchurch.

59 people, from 23 agencies, attended the exercise.

### 2.2 Exercise Management

---

<b>Exercise Governance Group</b>	Duncan Ferner, NZSAR Mike Hill, MNZ Joe Green, PNHQ
<b>Lead agency</b>	NZSAR
<b>Exercise Director</b>	Duncan Ferner, NZSAR
<b>Exercise Coordinator</b>	Carl van der Meulen, NZSAR
<b>Exercise Planning Team</b>	Carl van der Meulen, NZSAR Paul Craven, RCCNZ Dave Greenberg, Emergency Preparedness Services Jo Holden, PNHQ Inspector Bryan Buck, Canterbury District
<b>Other key appointments</b>	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 Canterbury District MRO Plan.

### Objectives

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

1. Ensuring the Canterbury District MRO Plan is consistent with the national template
2. Knowledge of the Canterbury District MRO Plan
3. Knowledge of the linkages between agencies in the Canterbury District
4. Confirmation that agency roles and responsibilities in the Canterbury District MRO Plan are correct
5. Confirmation that each agency in the Canterbury 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 1.

## 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:

Airways NZ

Canterbury CDEM

Canterbury DHB

CDHB Community Health

Christchurch City Council

Coroners Office

DPMC

Harbourmaster

Justice Department

LandSAR

MBIE

Ministry of Civil Defence and Emergency Management

NZ Coastguard

NZ Customs

NZ Defence Force

NZ Fire Service

NZ Police Canterbury District

NZSAR

Police National Headquarters

RCCNZ

Red Cross

St John Ambulance

Surf Life Saving

## 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 and having each agency explain how they could assist an MRO worked well.

The afternoon session was updated with feedback from previous exercises and was designed to be overwhelming and more completely test the response to a MRO.

### 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 tabletop exercise where a cruise ship caught fire off of Banks Peninsular.

The exercise began with a simulated discussion between the facilitator leading a discussion between Police Comms and RCCNZ to determine the SAR category. The decision was made that the incident was a Cat II SAR, meaning that RCCNZ was in charge of SAR.

The District Commander became the Local Controller and formed an IMT, consisting of police and experts from other agencies. Teams were also formed for each of the CIMS functions, with a manager appointed for each team.

The RCCNZ SAROs set up in one area of a room and were working with the local SAR police officer who was assigned as On Scene Controller.

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

**Recommendation: Need to include "outside agencies" more during the exercise phase.**

**Recommendation: Be more concise on what the outcome of the day is at the start so all agencies see where they fit in earlier in the piece**

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

**Evaluator note: this exercise might be considered an exemplar in terms of response to a mass rescue/transport event. The Controller set in place the CIMS structure with MRO functions reporting to the Ops Manager.**

### 3.3 Objective 1: Ensuring national consistency in readiness plans

---

The Canterbury District plan is dated in that it is based on the good practice template supplied to Districts before the revision of CIMS in 2014. This was discussed with management – they indicate that the plan will be amended when the final template is produced following this series of exercises.

The District set their plan to one side, implementing the CIMS 2<sup>nd</sup> edition structure. This contributed to an excellent outcome to the exercise.

The NZSAR Resource link is well used, rather than repeated. In terms of landing sites, welfare centres etc. the plan refers to the CDEM Group and local planning, providing for great flexibility based on location and scale of event, and the District's geography.

The communication channel and relationship with RCCNZ (as lead agency for the SAROP) was clearly outlined and well actioned during the exercise.

A COMMS manager gave very clear explanation of the communication and activation processes, and the hand over to local control from the COMMS centre. He used the phrase 'communication tree – we spark them all off' which communicated well the COMMS role.

I noted that both the District Commander and Inspector McKay were constantly making notes as the exercise progressed. This indicates a willingness to amend, adapt and grow the District plan. They then spoke to those notes.

**Recommendation: Police and RCCNZ plans need to be aligned to CIMS 2<sup>nd</sup> edition**

### 3.4 Objective 2: Knowledge of the plan for Canterbury District

---

District implemented the CIMS 2<sup>nd</sup> edition model. The Controller (District Commander) utilised all resources in the room using the CIMS structure, and it was noteworthy that this was on the basis of skill and suitability. It is also noteworthy that a risk manager was appointed.

The District plan was largely set to one side, with the necessary functions referred to – the District Commander had the district MRO plan and CIMS 2<sup>nd</sup> edition open.

The control teams included the 23 agencies participating in the exercise. Mission statement and command chart formulated quickly and written up on board.



The District Commander explained the partnering (partner agency) approach – as contributing to reassurance (both public and Government) as to agency' capability to manage event of this nature.

Action plan using CIMS (GOSA) model was under development. This was to be refined at the wider briefing using the CIMS template.

There was a high level of CIMS capability evident.

Teams were mixed and assembled on the basis of skills and knowledge. Functional groups worked within their group for about an hour and then were brought together and briefed other groups – as would happen at a handover briefing. It was at this point that exercise objectives were realised and the exercise stopped.

**Recommendation: Plan needs to cover the entire district, and incidents other than Marine**

### 3.5 Objective 3: Knowledge of the linkages between agencies

---

23 agencies participated in this exercise. All were deployed during the response in one capacity or another. Their feedback and input was actively sought.

It is suggested that when the revised template is provided at the end of the exercise series that it is fine-tuned in consultation with local supporting agencies.

**Recommendation: When Police Districts are updating their plans, following revised template being distributed, they should fine tune plan in consultation with local supporting agencies**

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

---

The roles and responsibilities are clearly outlined in CIMS (for control structure) and the District plan (functions such as reconciliation etc).

The EOC team was multi agency. The partnerships between agencies were very evident.

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

---

This was very evident. The requirements were outlined in a “chalk and talk” style, then CIMS functions assigned, these then went away and began the planning process.

**Recommendation: District Commander should consider assigning CIMS manager roles to other agencies (such as Logistics to NZDF)**

### 3.8 Co-ordinating Authorities identify the physical locations for various phases of an MRO

---

Welfare/reconciliation centres are pre planned into the CDEM Group and Local plan.

## 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. Following is a sample of the responses.

### Feedback questions asked:

1. Did the structure of the day (plan walk through / tabletop exercise) work?
2. For participants from 'outside agencies' (other than NZ Police) – did you feel it was worthwhile for you to attend?
3. Was the venue suitable for the exercise?
4. On reflection, is there any changes you would like considered for the Police District "Canterbury MRO Plan"?
5. How do you feel the exercise scenario part of the day went?
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?

24 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?

- 23 - Yes 1 - No

Q2. For participants from 'outside agencies' (other than NZ Police) – did you feel it was worthwhile for you to attend?

- 19 - Yes 3 - No

Q3. Was the venue suitable for the exercise?

- 24 – Yes

Q4. On reflection, is there any changes you would like considered for the Police District “Canterbury MRO Plan”?

- Several “No” responses
- Needs refinement to fit the exact nature of what our external partners can bring to an event
- No, it was very much a ‘get to know the other agencies’ meeting. I’m sure the next one we will advance leaps and bounds.
- There needs to be a national plan with appendices for each district and their local contacts
- The marine assets table is around 10 years old and needs updating
- The hospital/DHB section needs to be written from CDHB point of view and include public health
- CDEM could assist police with ideas for Welfare component of plan

Q5. 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?

- Several “no”, “none”, “nil” comments
- Well thought out and presented
- Thought it worked well
- Perhaps not appoint Police to lead each of the functions at the start
- Need to be more concise on what the outcome of the day is at the start. Allows organisations to see where they fit in earlier in the piece
- Video the plan walk through and send out the video link. More people can be aware of the plan than just those in the room and it can be referred back to. Can be watched when best suits, not on a specific day. Frees up half a day.
- The scenario needs to be realistic. This one had the vessel off-standard track and the behaviour of the crew well outside what would happen in reality. Francesco Schettino is a tiny minority!

Q6. How do you feel the exercise scenario part of the day went?

- Several responded that it went “good”, “well” or “excellent”
- Went well, and was glad that it was mentioned at the end that the Police have more resources to call on to lead teams where others have certain expertise. Very draining on their resources otherwise.
- I think it was excellent. The groups formed easily without instruction and everyone contributed.
- As rescue got spilt from police I think there needed to be a comms link between the two as we started to make independent decisions which were in contradiction to each other

- Good - though there was a lot of people in the room which meant we operated in silos (CIMS functional silos) a bit which is not how I would like to see a real event being run
- Disjointed - people didn't know where they fit into the scenario. Would have been better to have the police doing their bit and as they realised area of need to activate those part and ask for advice, rather than everyone splitting off at the start and going where they think they should be
- Given the short amount of time available and as a crawl phase the scenario walk through was at the right level
- Rather a "watch the policeman" thing for us outsiders

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

- Multiple "No" responses
- No change, very effective, thank you
- Excellent from understanding what agencies can bring to any emergency situation, from resources on the ground to specific information/skills
- Great learning role of other agencies, good chance to introduce self to other agencies
- I think the format was great so I wouldn't change anything. The presenters were clear and the day ran well
- In general was a great way to network among the other groups , and was interesting to see how we would all work together in MRO
- Topical and valuable to revisit
- Engage non-police people in the exercise phase. Although they may have overall responsibility, many years of experience has taught me that there are often better leaders.

## 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.

Having each agency detail what they could bring to an MRO was very useful.

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

Some participants from 'outside agencies' felt they were well used, others did not feel they were used appropriately.

The tabletop exercise was better run than previous exercises, with input from those exercises taken into account.

## 6 SUMMARY OF RECOMMENDATIONS

Serial	Area	Recommendation	Responsibility
(CANTERBURY 2015) - 1	Objective 1	Police and RCCNZ plans need to be aligned to CIMS 2 <sup>nd</sup> edition	Police / RCCNZ
(CANTERBURY 2015) - 2	Objective 2	Plan needs to cover the entire district, and incidents other than Marine	Police District
(CANTERBURY 2015) - 3	Objective 3	When Police Districts are updating their plans, following revised template being distributed, they should fine tune plan in consultation with local supporting agencies	PNHQ
(CANTERBURY 2015) - 4	Objective 5	District Commander should consider assigning CIMS manager roles to other agencies (such as Logistics to NZDF)	Police
(CANTERBURY 2015) – 5	Exercise Conduct	Be more concise on what the outcome of the day is at the start so all agencies see where they fit in earlier in the piece	Exercise Facilitator
(CANTERBURY 2015) – 6	Exercise Conduct	Need to include “outside agencies” more during the exercise phase	Exercise Planning Team

## 7 APPENDIX 1: EXERCISE OBJECTIVES AND KPIS

Exercise objectives and KPIs (as at 24 July 2015).

Exercise Objectives	Training Objectives	Key Performance Indicators
<b>1. Ensuring national consistency in readiness plans</b>	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
	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
<b>2. Knowledge of the plan for the Police District</b>	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



Exercise Objectives	Training Objectives	Key Performance Indicators
	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
<b>3. Knowledge of the linkages between agencies</b>	3.1 Coordinating Authorities have the appropriate links with the other Agencies	3.1.1 The Co-ordinating Authority plans have appropriate links to supporting agencies 3.1.2 Any overlaps in the Plans are identified and managed 3.1.2 Liaison/communication/Sitreps are maintained as required throughout the duration of the response in accordance with the MRO Plan
<b>4. Confirm agency roles and responsibilities in the plan are correct</b>	4.1 Coordinating Authorities roles and responsibilities in the MRO Plans are adequate	4.1.1 Key personnel's roles and responsibilities are adhered to in accordance with the MRO Plans
	4.2 Other agencies roles and responsibilities in the MRO Plans are timely and current	4.2.1 Other Agencies stand up key personnel and link into the MRO Plan as required

Exercise Objectives	Training Objectives	Key Performance Indicators
<p><b>5. Confirm each agency has an understanding of their respective roles and responsibilities in responding to MRO events</b></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            5.1.2 The Regional Coordinator considers how the phases of the incident complement each other within MRO Plan            5.1.3 The Coordinator considers how the MRO Plan activates other agencies            5.1.4 Regional Coordinator briefs members of the ECC and receives Sitreps from the other Incident Management teams involved in the response</p>
	<p>5.2 Other agencies confirm their respective roles and responsibilities in responding to an MRO event in accordance with their SOPs</p>	<p>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</p>
<p><b>6. Co-ordinating Authorities identify the physical locations for various phases of an MRO</b></p>	<p>6.1 Locations for each phases are identified within the MRO Plans</p>	<p>6.1.1 Key locations are identified (for example ECC base, landing zones/beach heads, welfare centres, triage centres/hospitals)</p>