



# Exercise RAUORA (Central 2015) Post Exercise Report

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# 1 EXECUTIVE SUMMARY

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This was the second exercise in the RAUORA series.

During the first half of the day the entire group reviewed relevant parts of the RCCNZ plan and the Central 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 an aircraft crashing into the sea about five miles off of the coast of Hokio Beach.

In the end the room where the exercise was held was not large enough to separate the IMT, the RCCNZ SAROs and the Local Incident Controller from the observers. Breakout rooms were available but were not used. This made it difficult to distinguish between exercise participants and observers.

The exercise evolved into more of a discussion than an exercise without any pressure to complete a task. In the end the only paperwork completed was a command structure and half of an Incident Action Plan.

Although the tabletop exercise did not run as planned, feedback from the day, particularly from the supporting agencies, was very positive.

Participants felt they had better knowledge of the MRO plan for the District and found it very useful to meet or improve their relationships with people from other agencies.

## 2 INTRODUCTION

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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 (Central 2015) was the second exercise held as part of this series.

### 2.1 Background

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The exercise was held on 29 May 2015 at the Central District Police Headquarters, 180 Cuba Street, Palmerston North.

The exercise was attended by 52 people from 21 agencies.

### 2.2 Exercise Management

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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 Murray Drummond, Central District
Other key appointments	Facilitator: Dave Greenberg, Emergency Preparedness Services Evaluator: Dave Houston, NZ Police

## 2.3 Aim, objectives, and key performance indicators

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### Aim

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

### Objectives

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

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

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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

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The following agencies took part in the exercise:

Airways Corporation

Ambulance (St John)

Civil Aviation Authority

Civil Defence & Emergency Management (local and group)

Horizons District Council

Palmerston North City Council

Rangitikei District Council

Tararua District Council

Whanganui District Council

District Health Boards (Mid Central, Taranaki, Whanganui)

Ministry of Health

NZ Customs

NZ Defence Force (NZ Army and RNZAF)

NZ Fire Service

NZ Immigration

NZSAR

Police National Headquarters

Police Central District

RCCNZ

SAR Providing Agencies (LandSAR and Coastguard)

## 2.6 Timeline of events

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0900-1200 Plan walk through

1230-1530 Table top exercise

## 3 EVALUATION

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### 3.1 Exercise planning

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The morning session was well planned. The afternoon session could have been better organised to ensure that there was less verbal discussion, more pressure to complete tasks and identify specific outputs required.

### 3.2 Exercise conduct

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The morning session concentrated on going over the Mass Rescue Plan and lesson 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.

This was very useful exercise and the evaluator believes most participants would have increased their knowledge of Mass Rescue and improved their relationship amongst each other.

The second half of the day consisted of the group being given injects about an aircraft going missing off Hokio Beach.

Initially the group was asked to discuss each inject and asked what their organisation would do.

This generated a lot of discussion between agencies.

The Police exercise participants eventually split into an Incident Management Team and an Incident Control Point.

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.

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

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The Police and RCCNZ Mass Rescue Plans are slightly different and this created confusion, for example when discussing the difference between a Cat I and Cat II. Other examples: RCCNZ have numerous Incident Controllers for roles such as DVI or Triage; and both were still using the older CIMS methodology.

**Recommendation:** Police and RCCNZ should prepare a combined introduction for all District MRO Plans, which could include:

- Overview
- MRO identification
- MRO Coordination
- Police/RCCNZ Call Procedure Flow chart
- MRO Plan tailored for the District requirements

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

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The morning walk through of the Central District plan ensured that the Police and other agencies had a good knowledge of the plan. Suggestions were made to improve the police district plan.

**Recommendation:** The Central District MRO Plan needs to factor other environments and scenarios into the Plan, rather than being strictly marine focused.

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

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During the morning the linkages for all participating agencies were discussed and the plan was updated as appropriate.

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

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During the morning the roles and responsibilities of each participating agency was discussed and the plan was updated as appropriate.

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

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By the end of the day each agency had a better understanding of their role, and how they would interact with other agencies during an MRO.

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

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The Police MRO plan identified potential Emergency Operation Centre's, Incident Control Points, Forward Staging Areas / Assembly Points for Marine Operations, possible Helicopter Landing areas, and DVI centres in the District.

The plan also has links to Horizons and Taranaki Civil Defence Plans which identify Reconciliation and Welfare Centres.

### 3.9 Evaluators' Feedback and Recommendations

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1. As the evaluator I found it very difficult to assess the second exercise as it was essentially a discussion amongst a large group and not a proper desk top exercise with any pressure to complete the task. As a result several participants lost interest and eventually the exercise lost momentum and finished early. Since it was a verbal

discussion the only paper work generated was a command structure and half an Incident Action Plan.

**Recommendation:** Consideration should be given to using timed injects to control the flow of the scenario.

**Recommendation:** The exercise should allow the Incident Controller to ensure a full IMT is set up and staff briefed.

2. It was difficult to distinguish who was a participant or who was an observer. Various groups had scattered around the room during the exercise and were holding their own discussions creating a false atmosphere that the exercise had finished.

**Recommendation:** Exercise participants need to be clearly identified.

**Recommendation:** Exercise observers need to be given rules regarding conduct during the exercise.

3. From the discussion I found:

- The initial Call from RCCNZ / Comms / SAR Coordinator It was assumed it was a Cat II incident. There was no verbal discussion whether it was a Cat I or Cat II incident.” However RCCNZ did say they were the Rescue controller.
- There was no clear role between Comms and the SAR Coordinator who the incident Controller was.
- The Initial Action was adequate and a command structure established. I would recommend a SAR Role Box with RCCNZ as I/C with all the rescue assets under it.

## 4 OTHER FEEDBACK & LEARNING FROM THE DAY

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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.

During the afternoon tabletop exercise no one on the IMT or at the local ICP was observed to have opened the District Mass Rescue Plan.

An email was sent to all participants asking for feedback. 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 did you feel the scenario part of the day went?
3. "Outside agencies" - did you feel it was worthwhile for you to be there?
4. Did the venue work OK?
5. Is there anything you would add/subtract from the day?

### Feedback received

- I think it was very worthwhile and I learnt some valuable info.
- I think the walk through went pretty well. I don't think we would have had better learning if we'd gone to breakout rooms. The regular "time outs" helped keep the wider group in the loop as to the process.
- The scenario was realistic.
- I have had a few emails suggesting a few alterations around CIMS structure and the listing of a few additional contacts for council/rural fire resources
- Found the first half of the day helpful in understanding the wider aspects of rescue response and the roles of other agencies. I left around 2pm as couldn't see a role coming out of the exercise.
- Receiving mass casualties at our hospital is well planned for and practiced as well as liaison with St John happens on a daily basis.
- Very worthwhile day. I have a better understanding of our role in a mass rescue. Also very valuable to put faces to names.
- I was not sure the long drive would be worth it but I am very happy I took time to attend. Thanks for the invite to the exercise

## 5 CONCLUSION

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The general structure of the day seems to be working well.

Participants seem 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 better organised and controlled to ensure:

- participants can perform their roles,
- observers remain engaged.

## 6 SUMMARY OF RECOMMENDATIONS

Serial	Area	Recommendation	Responsibility
(Central 2015) - 1	Objective 1	Police and RCCNZ should prepare a combined introduction for all District MRO Plans, which could include: <ul style="list-style-type: none"> <li>• Overview</li> <li>• MRO identification</li> <li>• MRO Coordination</li> <li>• Police/RCCNZ Call Procedure Flow chart</li> <li>• MRO Plan tailored for the District requirements</li> </ul>	Police and RCCNZ
(Central 2015) - 2	Objective 2	The Central District MRO Plan needs to factor other environments and scenarios into the Plan, rather than being strictly marine focused.	Central District Police
(Central 2015) - 3	Exercise Planning	Consideration should be given to using timed injects to control the flow of the scenario.	Exercise Planning Team
(Central 2015) - 4	Exercise Planning	The exercise should allow the Incident Controller to ensure a full IMT is set up and staff briefed.	Exercise Planning Team
(Central 2015) - 5	Exercise Conduct	Exercise participants need to be clearly identified.	Exercise Facilitator
(Central 2015) - 6	Exercise Conduct	Exercise observers need to be given rules regarding conduct during the exercise.	Exercise Facilitator

## 7 APPENDIX 1: EXERCISE OBJECTIVES AND KPIS

Exercise objectives and KPIs (as at 10 May 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 Central 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	1.1.1 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>