



Exercise RAUORA (Wellington 2015) Post Exercise Report



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1 EXECUTIVE SUMMARY

This was the ninth 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 Wellington 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 the South Wairarapa Coast.

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 lead by someone from police, some lead 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 (WELLINGTON 2015) was the ninth exercise held as part of this series.

2.1 Background

The exercise was held on 13 October 2015 at the ASB Sports Centre, Matairangi Room, 72 Kemp Street, Kilbirnie, Wellington

85 people, from 39 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 Grant Wormald, Wellington District
Other key appointments	Facilitator: Dave Greenberg, Emergency Preparedness Services Evaluator: Paul Craven, RCCNZ

2.3 Aim, objectives, and key performance indicators

Aim

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

Objectives

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

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

Capital Coast DHB

CentrePort

Citizens Advice Bureau

Coastguard Central Region

Department of Prime Minister and Cabinet (DPMC)

Harbourmaster

Hutt Valley DHB

Interislander

ISS McKay

Marine Adviser

Maritime NZ

Massey University

Masterton District Council

Ministry for Primary Industries (MPI)

Ministry of Civil Defence and Emergency Management

Ministry of Foreign Affairs and Trade (MFAT)

Ministry of Health

Ministry of Transport

NZ Coastguard

NZ Customs

NZ Defence Force

NZ Fire Service

NZ Police (National Headquarters)

NZ Police (Wellington District)

NZ Red Cross

NZSAR

RCCNZ

Strait Shipping

Surf Life Saving

Tai Poutini Polytechnic

Te Awakairangi Health Network

Wairarapa DHB

Wellington City Council

Wellington Coastguard
Wellington Free Ambulance
Wellington Emergency Response Team (NZRT8)
Wellington International Airport Crash Fire
Worksafe
Wellington Regional Emergency Management Office

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 the South Wairarapa Coast.

The exercise began with a discussion and agreement that this was a Cat II SAR, meaning that RCCNZ was in charge of SAR.

This session started with a briefing from Police. This was very well run, using the GSMEAC format. The briefing provided a summary of the incident, clearly identified a command structure as per the MRO plan and detailed the Incident Action Plan which had objectives that were clear and to the point.

Following the briefing specific individuals from various agencies were chosen to lead the teams that had been identified in the command structure. This included the selection of RCCNZ to coordinate the rescue phase of the MRO as a CAT II. Each team then separated to work on individual aspects of the IAP.

While it is acknowledged that the exercise was started in this fashion in order to make the best use of the time available on the day, it did mean that those chosen to lead the various groups, including, RCCNZ did not have an opportunity to participate in the development of the first IAP. So when the groups separated they were working very much in isolation from each other. As evaluator I noted a number of conversations where the individual teams were unsure of their role and in some cases were duplicating the work of others.

In a real incident the first few phone calls between the agencies are the most important, particularly between RCCNZ and Police as this establishes the ground work for which the entire incident structure is built. As this phase had been predetermined before the start of the exercise it took some time for cohesion to build between the various groups.

Recommendation – That future exercises start with the first point of communication between Police and RCCNZ and that IAP is collectively developed by the participating agencies.

It was also clear early on in the exercise that knowledge of CIMS varied greatly across the participants, this again led to some confusion over role and duplication of effort. An example of this was the Intelligence team sourcing hotel accommodation for the casualties when this is clearly a Logistics function under CIMS and is documented as such in the district plan.

Recommendation – that CIMS training and multiagency CIMS based exercises continue to be a focus in the MRO Rauora series and any future MRO exercise series.

As the exercise developed an IMT meeting was held and this assisted with bringing the teams together. RCCNZ, however, was not part of and had not been invited to attend this first IMT meeting.

As per the Wellington plan RCCNZ had been identified as the agency responsible for the rescue phase of the incident. Also as per the plan Police appointed a Police liaison officer to assist RCCNZ, and the Police SAR teams (including Lady Liz) were put at the disposal of RCCNZ.

This component worked well and was aligned with the district MRO plan. As the evaluator, however, I felt that this was taken to the extreme, in that; the rescue phase was almost in complete isolation to the rest of the MRO. This led to some confusion amongst the shore based teams as they were expecting to have the landing zones identified very quickly, when in fact the RCCNZ focus was rescuing people on (and out of) the water. In their view those in the life rafts were relevantly safe so were of secondary priority. While the beach head teams and RCCNZ did eventually link up this would have been a smoother transition if RCCNZ had more active involvement in the development of the first IAP and all IMT meetings.

In the District plan on page 11 there is a good, but perhaps little misleading, diagram showing the key MRO communication lines. This diagram shows the rescue phase (1) led by RCCNZ and the shore phase (2) led by Police, but does not show that overall lead for the entire operation also sits with Police, although this is mentioned on page 10 of the plan. This overall lead provides the vital link up between the two MRO phases.

Recommendation – the Wellington plan on page 11 is amended to also include the overall coordination of the MRO.

Throughout the exercise the MRO plan was utilised and the principals of the plan were generally followed. In some cases, strict adherence to either the regional plan or the first IAP meant that decision making was too strongly led by the plan as opposed to guided by the plan.

An example of this was that the exercise IAP dictated the Kilbirnie Sports stadium as the Welfare Centre. As the exercise developed it was clear that most of the survivors would be landing in the Wairarapa. Transport was then arranged from the Wairarapa to Kilbirnie which effectively meant that a number of perfectly suitable, closer, Welfare Centre venues along the way were bypassed.

Recommendation – A reminder during these exercises that the district plans are to assist with the quick establishment of a MRO command structure and to provide guidance and information but participants should not be afraid to change the plan. This is a reflection of why frequent IMT meetings that involve all participants are so important.

As per most operations once the initial hurdles were overcome the exercise ran well, the individual teams were organised, with cohesion between the teams greatly improved. The inclusion of so many different agencies proved invaluable and it was obvious to see throughout the exercise how their inclusion positively influenced the decision making process and linked the exercise to the extensive resources available to these agencies.

The plan itself was well tested, and in general worked well. It could do with some simplification as it is too wordy in places. It would benefit from the inclusion of additional flow charts for the initial response to a MRO.

The plan is also lacking in regional detail as it focuses on the Wellington and Cook Strait region. Information on the Wairarapa coastline where the exercise scenario was located is almost nonexistent in the plan.

Recommendation – The district plan should be reviewed to ensure that the initial steps/phase of the MRO are very clearly defined and simple to follow, this may best be achieved through the use of flow charts.

Recommendation – The regional plan would benefit from the inclusion of additional regional information e.g. suitable landing zones throughout the region and asset information for the entire region not just Wellington

3.3 Objective 1: Ensuring national consistency in readiness plans

The Wellington Regional MRO Plan is consistent with the agreed national processes for MRO. The exercise also followed these agreed processes. As the exercise was started after the first IAP had been developed, however, there were a number of factors that were assumed rather than tested. These included:

- The triggers for the Mass Rescue were more assumed rather than identified.
- There was no initial call between the coordinating authorities to determine the coordination of the MRO.
- Communication protocols were not formally established between RCCNZ and Police, although a PLO was appointed to assist RCCNZ.

It was stipulated before the exercise that RCCNZ would run the rescue phase and Police the shore phase so simulating the initial conversations and establishment of coordination may be seen as irrelevant to the exercise. This is, however, a vital stage of a MRO and had it been simulated the slight silo effect at the beginning of the exercise may have been avoided.

Recommendation: ‘Lessons learned’ from Rauora Exercises need to be captured Nationally and MRO template updated accordingly

3.4 Objective 2: Knowledge of the plan for Wellington District

Excluding the comments in objective one - The initial briefing conducted by Police was very good, it was clear with a very simple IAP. The command structures established were suitable for the scenario and matched those as stated in the regional plan.

Coordinators were appointed as per the plan although it was noted that some coordinators did not fully understand the exact role of their team. This is reasonably well laid out in the regional plan and could have been more closely followed on the day by the coordinators in charge.

3.5 Objective 3: Knowledge of the linkages between agencies

The linkages identified within the plan are very good and these were used to good effect during the exercise. The incident controller made the best use of the resources available him with a good cross section of agencies represented within the teams established.

As noted it took a little while to establish communication links between some of the agencies, particularly between Police and RCCNZ but by the end of the exercise a robust process had been put in place.

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

This was possibly the most pleasing and positive aspect of this exercise. All agencies were well represented by the appropriate personnel. Each agency had a good understanding of the role they would play and integrated well into the exercise.

It was very clear that Police already have established linkages into most of these agencies and hence made good use of the expertise they had available to them on the day. As the evaluator I felt that this highlighted the need to have Police lead an MRO's close to New Zealand's shores.

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

See 3.6 – the evaluator combined the comments for Objectives 4 and 5

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

All the key locations for an MRO were identified and established. As stated, it took a little while to determine beach head locations but this was perhaps a true reflection of what would happen in a real incident.

Some of the locations were predetermined before the exercise which perhaps influenced the planning decisions being made. It is important that the regional plan identifies possible locations but it should be clearly noted these are for guidance to assist with planning rather than something that is mandated.

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 "Wellington 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?

30 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?

- 29 - Yes 1 - No

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

- 23 - Yes

Q3. Was the venue suitable for the exercise?

- 28 – Yes 2 - No

Q4. On reflection, are there any changes you would like considered for the Wellington District Mass Rescue Plan that was not mentioned on the day”?

- Several “No” responses
- The plan is good apart from some tweaking
- Pleased the police know what they are doing!
- We need pre-planning of where some of the key functional groups, i.e. PIM, will meet
- For a large operation such as this there would need to be good multi-agency briefings at some point – this needs to be included in the planning
- Just to reiterate, no section on welfare and nothing re Wairarapa resources.
- Police/RCCNZ mass rescue plans did not seamlessly transition. Different terminology in places
- District plan had contingencies for Cook Strait and Marlborough Sounds but not other marine areas in the district (i.e. Wairarapa East Coast).
- Police need to better understand the role of CDEM and where it fits.

Q5. As mentioned, we are running these Exercise Rauora days around NZ. Do you have any suggestions on how we can improve the day?

- Several “No” responses
- Very realistic scenario
- Spend more time on the actual exercise
- You noted that this was the 'crawl' phase and I feel that was exactly the right way to begin. I hope there are future sessions that build on this event.
- It would be useful if participating agencies could get a summary of the resources that other agencies can provide in case of a mass rescue event (i.e. what was being said in the first part of the day)
- There seemed to be confusion over the content of the IAP; rescue should have been included in the IAP even if the IMT did not have to action rescue efforts.
- Get the Police to stick to CIM's functions and sub functions. No specific Police sub functions as this adds confusion to all other agencies.
- I suggest that the intel manager give a pre-scripted siterep, followed by the Controller giving a pre-scripted initial IAP. This could then flow into planning for the next operational period.
- More whiteboards required

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

- Several responded that it went well or excellent
- Very well and realistic
- Went well. Interesting for those from other agencies to see where they fitted in to the picture.
- I think (We) Police needed to get/allow RCC more involved in the decision making process by having them involved in all the critical areas.
-
- Fantastic. I think it was great an action plan was pre developed as this allowed for a more relaxed style of learning, which had greater "in depth" opportunity than to put pressure on organisations to develop their own action plan.
- Some of the discussions around rescuing hundreds of people off a ship were not correct. More maritime experience in the room would have been good.
- The groups tended too work in silos - so there were gaps and overlap. It was picked up in the debrief, but it might be worth promoting before the scenario work starts.
- Would have been useful to have more discussion on how registration and welfare of victims would be taken care of.
- Well worthwhile day. Great structure to the day
- The tabletop started with the IAP having been already developed. It may have been helpful for the IMT to have come together to run through the objectives and the specific taskings for each function as an initial start point.
- This was very good. The old cliché of 'we don't know what we don't know' rings true and it wasn't until we broke up into our groups for the scenario that everyone seemed to start to realise the gaps in our individual thinking and how other entities can effectively fill these spaces.
- It was a mix of a CPX and a tabletop, which meant that people didn't really use good practice, eg the Planning team planned in isolation and doubled up on what the others were doing. But it was a good opportunity for discussion.
- The day went well, I think the operation went well but the patient died. At the end it was a confused outcome and I am not clear if the event could be managed or people have clear roles and responsibilities.
- Okay - felt we were operating in a silo. The extra injects didnt come through to us. Confusion as to roles
- Noticeable that there was lots of silo planning going on. Perhaps the IMT initial meeting would have helped to alleviate this and promote a more joined up approach across the functions.

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

- Multiple “No” responses
- If the plan for these exercises is crawl, walk, run then I think this was a good example of crawl.
- As a thought, I'm not sure I saw a trainer in each IMT group to help participants decide what in their role, would be important for them to consider, and how they would relay that information to other members of the IMT. I might have missed that part but if I didn't, do you think it might be handy to have one of those in future? Then they could talk through process a little more, learn more about what is in scope for them and what is not. Otherwise, this exercise was fantastic, well done.
- All in all an interesting day - managed to gather some good information. Can see how things could easily turn to custard though! Great idea and well done to those who organised it.
- On the whole it was a well run day, it was facilitated well and the presentations were appropriate and the agency walk through was very worthwhile. I think the tabletop let the day down. I would attend another one until we get it right.
- Good to test the plan and see what other agencies have to offer. Thank you
- Benefits include networking, hearing about other organisations' capabilities. Thanks for inviting the observers - it was beneficial to learn more about MROs.
- Continue the journey involving the same agencies but not as many people. It might pay to have this on the Regional Interagency Liaison meeting agendas to work through the high level objectives and taskings. Then have the various local ESCC implement the tasks at a local level.
- People tend to make things up as their exercise outputs. They should be based in reality and perhaps have referees to guide groups, make suggestions and overrule unreal decisions or outcomes.

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.

6 SUMMARY OF RECOMMENDATIONS

Serial	Area	Recommendation	Responsibility
(Wellington 2015) – 1	Objective 1	RCCNZ and Police District plans need to be updated to CIMS 2 nd edition and be more closely aligned with each other	Police / RCCNZ
(Wellington 2015) – 2	Objective 2	The relationship between Police and RCCNZ needs to be understood in a MRO. The Local Controller has a responsibility to SAR, even it is a CAT II operation being coordinated by RCCNZ.	Police / RCCNZ
(Wellington 2015) – 3	Objective 2	The district plan should be reviewed to ensure that the initial steps/phase of the MRO are very clearly defined and simple to follow, this may best be achieved through the use of flow charts.	Police
(Wellington 2015) – 4	Objective 2	Police District Plan needs to cover the entire district including Wairarapa Coast	Police
(Wellington 2015) – 5	Objective 3	Police and other agencies should have arrangement on where key functional groups will meet in the initial action phase	Police
(Wellington 2015) – 6	Objective 3	Liaisons from CIMS functional groups should sit in other groups as appropriate (i.e. Logistics should have a liaison sitting in Operations group so they have an understanding of what resources will be required before actual request is made)	Police / Other Agencies
(Wellington 2015) –7	Objective 3	CIMS training and multiagency CIMS based exercises continue to be a focus in the MRO Rauora series and any future MRO exercise series.	Police / Exercise Planning
(Wellington 2015) – 8	Objective 5	A briefing with all IMT functional leaders should be held prior to the individual group beginning their planning. This will ensure that all of the functional teams are working to the same overall plan and are clear on who is doing what	Police
(Wellington 2015) –9	Exercise Conduct	Future exercises start with the first point of communication between Police and RCCNZ and that IAP is collectively developed by the participating agencies.	Police / RCCNZ

Serial	Area	Recommendation	Responsibility
(Wellington 2015) – 10	Exercise Conduct	A reminder during these exercises that the district plans are to assist with the quick establishment of a MRO command structure and to provide guidance and information but participants should not be afraid to change the plan. This is a reflection of why frequent IMT meetings that involve all participants are so important.	Exercise Facilitator

7 APPENDIX 1: EXERCISE OBJECTIVES AND KPIS

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

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
	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 the Police 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

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
3. Knowledge of the linkages between agencies	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
4. Confirm agency roles and responsibilities in the plan are correct	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>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 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>6. Co-ordinating Authorities identify the physical locations for various phases of an MRO</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>