



Exercise RAUORA (Northland 2015) Post Exercise Report



Contents

1	Executive Summary	3
2	Introduction	4
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
3	Evaluation	7
3.1	Exercise Planning	7
3.2	Exercise Conduct	7
3.3	Objective 1: Ensuring national consistency in readiness plans	7
3.4	Objective 2: Knowledge of the plan for NORTHLAND District	8
3.5	Objective 3: Knowledge of the linkages between agencies	8
3.6	Objective 4: Confirm agency roles and responsibilities in the plan are correct ...	8
3.7	Objective 5: Confirm each agency has an understanding of their respective roles and responsibilities in responding to MRO events	8
3.8	Objective 6: Co-ordinating Authorities identify the physical locations for various phases of an MRO	9
4	Other feedback & learning from the day	10
5	Conclusion	13
6	Summary of Recommendations	14
7	Appendix 1: Exercise Objectives and KPIs	15

1 EXECUTIVE SUMMARY

This was the fourth exercise in the RAUORA series.

During the first half of the day the entire group reviewed relevant parts of the RCCNZ plan and the NORTHLAND 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 2800 people on board, after it caught fire off the Bay of Islands.

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.

The District Commander established an IMT made up of Police and personnel from other agencies. All of the required CIMS functions were established.

The day ran well and feedback from the evaluator and exercise participants was very 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 (NORTHLAND 2015) was the fourth exercise held as part of this series.

2.1 Background

The exercise was held on 28 July 2015 at the offsite auditorium of Refining NZ Port Marsden Highway (SH15A), Ruakaka 0171

71 people, from 21 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 Marty Ruth, NORTHLAND District
Other key appointments	Facilitator: Dave Greenberg, Emergency Preparedness Services Evaluator: Ants Harmer, NZ Police

2.3 Aim, objectives, and key performance indicators

Aim

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

Objectives

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

1. Ensuring the NORTHLAND District MRO Plan is consistent with the national template
2. Knowledge of the NORTHLAND District MRO Plan
3. Knowledge of the linkages between agencies in the NORTHLAND District
4. Confirmation that agency roles and responsibilities in the NORTHLAND District MRO Plan are correct
5. Confirmation that each agency in the NORTHLAND 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. NB, this was the first exercise in the Rauora series to use an updated set of KPI's.

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:

Department of Corrections
Far North Airports
Far North District Council
Kaipara District Council
Maritime NZ
Ministry of Primary Industries
Northland DHB
Northland Regional Council
Northport
NZ Coastguard
NZ Customs
NZ Defence Force
NZ Fire Service
NZ Police Northland District
NZSAR
Police National Headquarters
RCCNZ
Refining NZ
St John Ambulance
Whangarei Airport
Whangarei District Council

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) 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 table top exercise where a cruise ship caught fire off the coast of the Bay of Islands.

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 an Incident Controller being appointed for each.

The RCCNZ SAROs set up in one area of the 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.

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

This objective was achieved by the inclusion of national agencies and coordinating authorities, NZ Police (National Headquarters) and RCCNZ. Northland has added their area specific plans to the national template by taking an inclusive approach with external agencies to Police.

The day started with a 'walk through' of the Northland Emergency Services Group Plan. This allowed each of the groups a chance to voice any concerns or raise questions. From

that session the following points were raised.

- It would be good to have a Cruise ship company representative at the exercise.
- Northland CD already have a 'Shore passenger stranding plan' in place that can be added to the main plan and prevent duplication of work during a real event.
- NZ Fire would benefit from practical training sessions with a Cruise ship.
- NZ Customs highlighted attributes that they can bring to an MRO, particularly through the Integrated Targeted Operating Centre (ITOC) in Auckland. – This can provide advanced manifests of persons entering the country, including a breakdown of those holidaying, visiting, transiting, crew, and photos of persons. There are also plans for another ITOC to be established in Wellington in the near future.
- Staff from the Oil Refinery also commented that they would be able to assist with 'spill' advice and would be able to provide Incident Management Team (IMT) resources in the form of additional IMT trained staff, if required.

3.4 Objective 2: Knowledge of the plan for NORTHLAND District

This objective was achieved by the inclusion of the Northland Police District Leadership Team being present. The day was a success, in large by the buy in of Superintendent Russell Le Prou who also took the role of Incident Controller during the tabletop exercise.

Northland should be commended on Police District management involvement in an exercise.

3.5 Objective 3: Knowledge of the linkages between agencies

This objective was achieved and enhanced by the tone set for the exercise through the facilitator at the beginning of the day. An 'around the room' opportunity to speak also gave each agency involved a fair chance to offer their abilities, experience, and resources.

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

The main agencies involved each had input into the creation of the Northland plan and each agency present was emailed the plan prior to the exercise. This allowed for pre-exercise evaluation and the chance to clarify during the exercise.

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

The 'walk through' session on the day allowed for each agency to confirm their

understanding. This objective was met and identified Northland being a potential candidate for the practical MRO exercise being planned for in several years time as Northland is the most likely target for Suspected Irregular Entry Vessels (SIEV) – NZ Customs.

NZ Fire were also observed to be using a 'role map' which clarified their respective role and added to them staying on task and benefiting fully from the exercise.

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

This was initially missed due to groups being in separate breakout rooms and a lack of communication between each other.

The Incident Controller had requested an internal communications plan but it could not be practically implemented during the exercise. However the physical locations were identified and the mistake of two groups, Search & Rescue and Operations, using the same location was identified and changed.

I do not believe that this would have happened during an actual operation and if it had would have resolved quickly.

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 "NORTHLAND 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?

31 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?

- 30 Yes 1 not answered

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?

- 27-Yes

Q4. Was the venue suitable for the exercise?

- 31 - Yes

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

- Several "No" responses
- Plan needs to be expanded to include general Mass Rescue, not just Maritime
- Diagrams on pages 3 and 4 need to be updated to CIMS
- Police OSC needs a PLO to communicate with EOC, or instructions that shore-side police ops communicate with PLO at RCCNZ.
- Media Liaison needs better clarification
- The document should mention who the document owner is. This document owner should take on-going responsibility for maintenance and improvement of plan. Also it would be good to clarify whether this is maritime mass rescue plan or just a generic mass rescue plan for the region. The document is written with a maritime focus at the moment. The Plan needs a lot of improvement when read in its entirety.
- A clear process for tracking survivors as they are marshalled from the sea to the reception centre i.e. something like the old "mass arrest procedure (for those in the police who might recall it) would be a good system. Without this tracking things will become confused very quickly. Also consideration be given to establishing a Unified Control is when the control of an incident is shared between two or more agencies by agreement through a combined decision-making body. The command appointments for each agency establish an agreed concept of operations and a single Action Plan. Unified Control is usually applied when:
 - more than one agency has a mandate to manage a particular incident
 - it is unclear if any agency is the lead, or
 - the lead agency determines that a joint approach will be more effective.This is relevant around the welfare role that the CDEM Group plays v the role that the police play in SAR and coordination.
- From a NZ Customs Service point of view; consideration needs to be given to the possibility of the mass rescue involving internationally arriving or departing people (SIEV boats, cruise ships etc.). If this were to be the case NZ Customs need to be factored in to the plan at the earliest stage as practicable. As was highlighted during the desktop exercise apart from border protection being a critical role for NZCS, we can also provide valuable intel in the form of passenger manifests & craft details etc.
- Show NZ Customs Service in list of notifications

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?

- Actual scenarios with information coming back to players.
- Time is a factor of one day makes it difficult to review the MRO plans as well as carry out a Table Top Ex. Suggest for round 2 of the Regional exercises to commence next year, that they cover a longer period to cover the MRO plans and table top exercises.
- More. and injects
- In reality RCCNZ would be remote, this needs to be managed somehow.
- Although a template seems to have been produced, it might be an idea for a central agency to actually write a full plan that will be applicable for the whole country. Such a plan would only need certain regional specifics to be filled in for each region. Not much is different from region to region in terms of mass SAR, so a common plan would be much better for whole country and easy for everyone to refer to and implement, rather than each region coming up with its own plan which can be messy to implement in reality due to variations in presentation and lack of detail (or too much information in other respects)
- Find a way to involve the observers in the room.

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

- Multiple “No” responses
- Multiple people complimented the day, and how it was run.
- Many commented on the usefulness of inter-agency communication and participation.
- Value in attending from non police perspective is understanding the imperatives in then initial response so other groups can build support plan activity into their own thinking.

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

The District Commander establishing all of the CIMS functions, using police and people from other agencies, worked well.

6 SUMMARY OF RECOMMENDATIONS

Serial	Area	Recommendation	Responsibility
(NORTHLAND 2015) - 1	Objective 1	It would be useful to have a cruise ship representative in the room for the exercise day.	Exercise Planning Team
(NORTHLAND 2015) - 2	Objective 1	Include NZ Customs and the ITOC system in the MRO template.	PNHQ
(NORTHLAND 2015) - 3	Objective 1	District plan should be expanded to include MRO events other than Maritime	Police
(NORTHLAND 2015) - 4	Exercise Planning	Consider having all participants for the MRO in the same room so that they know what each other are doing	Exercise Planning Team
(NORTHLAND 2015) – 5	Exercise Planning	Have information regarding the exercise (number rescued, status of ship and life rafts, etc.) available for RCCNZ to pass to IMT	Exercise Planning Team
(NORTHLAND 2015) – 6	Exercise Planning	Find way to better engage people not directly involved in the Tabletop Exercise	Exercise Planning Team

7 APPENDIX 1: EXERCISE OBJECTIVES AND KPIS

Exercise objectives and KPIs (as at 10 May 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 NORTHLAND 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>