Exercise Evaluation Report

Exercise Whakarauora Tangata

Location: Kapiti Coast

Date: Saturday 8 June 2024

Report version: FINAL

Evaluator(s): Rachel McKenzie, on behalf of NZSAR

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1. Executive Summary

The evaluation process for this SAREX highlights the many successes of the exercise and identifies several key areas for improvement.

Overall this was a well-run IMT which included several experienced and knowledgeable people which showed in the overall planning and decision making. The team worked well together and were able to complete tasks efficiently and effectively.

There were some challenges in the information management space, in particular around the recording of information and the logging of decisions. There was no 'single source of truth' such as a computerised system that is easily accessible and usable by all agencies involved in the response.

The registration and reconciliation functions could be further improved by implementing standard operating procedures accessible to all agencies involved, a standard computer system would help this process immensely here too.

High level safety and risks were identified for the exercise, but input should be sought from support agencies to ensure all risks are considered during the response.

The recommendations identified from this exercise will lead to future key training opportunities. Incorporating the recommendations into standard operating procedures will aid in continuous improvement in the overall response to a significant event.

2. Recommendations

The following recommendations are taken from the supporting information within this report.

- Consider the implementation of an information recording system that is easily
 accessible and usable by all agencies to aid communication and information
 dissemination across the whole incident response. This may include displaying all
 relevant information within the IMT and visible to all so that it can be referred to
 during planning and briefings.
- 2. Refer to the initial Situation Report frequently until it is updated to ensure all information is being considered in the planning process.
- 3. Registration and reconciliation are two distinct processes; resource the IMT with enough people to ensure robust registration and reconciliation processes can be adhered to and all participating agencies understand their role in the process.
- 4. Practice reconciliation processes across the various agencies so that good practice can be adhered to when required.
- 5. Ensure a robust process is available to inform the IMT of any risks to the safety of all participants and resources and have these prominently displayed so they can be taken into consideration in the planning process. This should include those identified by all support agencies.

3. Introduction

The Wellington District has been identified as an area of concern for a large and/or complex water-based emergency event. Whilst there are a range of resources available across the region for water-based rescue, the coastal environment is remote and large. Coordinating all the key agencies to ensure a focused and effective response to an emergency requires practice through exercising.

Exercise Whakarauora Tangata has been designed to rehearse real time skills, processes and procedures for the District level Incident Management Team (IMT) and test the efficacy of existing or new plans.

The exercise scenario involved a cruise ship (Silver Pacific II) that was on fire north of Kapiti Island carrying 256 souls, (this was simulated using 30 live role players and 5 "deceased" mannequins). Three Life rafts were "spotted", two nearing Kapiti Beach and one near Kapiti Island.

The IMT was required to plan and implement a response in real time including:

- The return of role players and mannequins to a centralised reception Area of Operation.
- The assignment of role players to the Casualty Collection Point (CCP) if injured, Welfare centre if uninjured, and a deceased person co-ordination point for the deceased.
- The collection of information and ongoing care, processing and tracking of role players.

Police maintained Exercise Control (ExCon) throughout the Exercise with the responsibility of oversight, safety and contingency response. ExCon ran the exercise by using predetermined taskings and injects for the various agencies and SAR resources. ExCon announced the scenario beginning and end.

4. Background

4.1. Dates, location, organising agency(s), key people

The exercise was conducted on Saturday 8 June 2024.

The IMT was set up at the Kapiti Police Station, 182 Rimu Road, Paraparaumu. The Casualty Collection Point (CCP) was set up at the Kapiti Boating Club, Marine Parade, Paraparaumu Beach.

The scenario was set up by NZSAR as part of the Whakarauora Tangata exercise series.

Exercise Control was led by Senior Sergeant Craig Pickering with back up from Sergeant Richard Kennedy.

4.2. Participating organisations

NZSAR

NZ Police, Wellington District

RCCNZ (nominal)

Support Agencies: Wellington Free Ambulance, LandSAR, Iwi, WREMO, Coastguard, Surf Lifesaving, AREC, FENZ

4.3. Exercise aim

The exercise was designed to rehearse real time skills, processes and procedures for the District level Incident Management Team (IMT) and test the efficacy of existing or new plans.

4.4. Exercise objectives

- 1. Develop an effective action plan to manage the OSC and regional response to a Nationally significant SAR incident.
- 2. Coordinate the interagency response to the nationally significant SAR incident in accordance with the Coordinating Authority plan and tasking.
- 3. Establish and manage a robust reconciliation and registration process.
- 4. IMT effectively identifies and mitigates associated risks.
- 5. Establish SAR communication infrastructure.
- 6. Information is effectively managed and communicated during the response to ensure situational awareness across all stakeholders.
- 7. Agencies appropriate to the scenario demonstrate their deployment capabilities for their role in the SAREX.

4.5. Exercise Scenario

The scenario involved a cruise ship, the Silver Pacific II, that was on fire northwest of Kapiti Island. The vessel was carrying 256 passengers and crew.

Reports were received that people were abandoning ship into life rafts, and survivors were reported to be coming ashore around Waikanae. Three life rafts had been spotted, two nearing Kapiti Beach and one near Kapiti Island.

This was classed as a Category II SAROP led by RCCNZ with Police managing the recovery and reconciliation process.

The IMT were required to plan and implement a response with particular emphasis on the reconciliation process.

5. Evaluation Methodology

5.1. The agreed outcomes of the evaluation activity

The agreed outcome for the evaluation was to collate all the observations made during the exercise into a written report measuring the exercise activity against the stated objectives and KPIs.

5.2. Evaluation scope

The evaluation was focused at the Police run IMT and the CCP for a short time. This gave the best opportunity to evaluate according to the exercise objectives, especially the establishment of a robust reconciliation and registration process which was of particular focus.

5.3. Aspects of the exercise observed, what was not observed

The data collection methodology focused on observation with some discussion, note taking and photos taken during the exercise. In the IMT it was possible to observe the IMT structure, briefings between the IMT managers, processes, information collection and dissemination.

It was difficult to observe exactly how well the communication flow was being managed between the IMT and CCP, as the evaluator was only able to see one end of this communication link.

The evaluator was unable to observe field teams, and the communications between these teams and their shore contact was also not observed.

5.4. The process followed in preparing and submitting the report

A briefing was held with the exercise planners prior to the commencement of the exercise with the exercise documentation forwarded to the evaluator. Post the evaluation, all evidence was collated into a draft report which was submitted for comment. A finalised report was then completed and submitted.

5.5. Other information

The evaluator was not able to observe at the CCP after a reconciliation manager was appointed on site due to the distance between the IMT and CCP.

6. Findings

The comments made in the findings section are determined from evaluator observations and relate to the exercise objectives.

Objective 1. Develop an effective action plan to manage the OSC and regional response to a Nationally significant SAR incident.

This objective was met.

- An Incident Action Plan (IAP) was produced by the IMT within the first 30 minutes of the exercise commencing (Appendix 5). This laid out a clear Mission and Objectives for the first operational period (0800 – 1600hrs), along with strategies to achieve these.
- The CIMS functions were well established. The IMT was a small compact team who got onto tasks quickly. They were obviously experienced in the roles that they were assigned within the IMT.
- The IAP covered the core responsibilities of the IMT around reconciliation of all passengers and crew from the Silver Pacific II whilst leaving the SAR function to RCCNZ.
- The strategies that were developed incorporated pulling in support agencies to focus on the welfare and reconciliation processes.
- Good use was made of the Critical Elements/To do section on the IAP and this was supplemented by a secondary list (Appendix 6).
- A secondary IAP was developed for the next operational period (Appendix 7). This went into further detail around consolidating the reconciliation process.

Objective 2. Coordinate the interagency response to the nationally significant SAR incident in accordance with the Coordinating Authority plan and tasking.

This objective was met.

- The Coordination Authority (RCCNZ) sent through a Situation Report (see Appendix 2) detailing the situation, the actions taken up until 0800, 8 June 2024, future plans and known challenges.
- Using this initial information the IMT was activated quickly and set up at the Kapiti Police Station
- A Casualty Collection Point (CCP) was set up to take on the role of triage and reconciliation. Although somewhat uncontrolled at the start a police officer was sent to manage the CCP and implement the IMT instructions for reconciliation.
- Whilst the tasking and management of water borne rescue resources was left to RCCNZ (theoretically), the IMT worked hard to establish links to key resources and agencies to manage the influx of survivors.
- An iwi liaison role was established and was a key part of the IMT, they were able to use their extensive contacts to organise local iwi to help with survivors and to use the local marae as a welfare centre.
- Discussion was had around other agencies that needed to be contacted, these were added to the IMT board (Appendix 3). Particular consideration was given around contacting and establishing liaison with Customs, MFAT, MPI, and also gaining legal representation.
- Consideration was given to the ongoing response to the incident with further police resources being requested (for example CIB and DVI) and contact established with various embassies along with organising family liaisons.

Objective 3. Establish and manage a robust reconciliation and registration process.

This objective was partially met.

- A representative from Wellington Free Ambulance was present in the IMT and did an
 excellent job of keeping track of all patients including any deceased. She set up an Excel
 spreadsheet to log all patients, this evolved over the duration of the exercise (Appendix
 4).
- A procedure outlining the registration process and the reconciliation process would have been helpful so that a systematic approach could be taken to this important function. If there are procedures they were not obvious or displayed.
- A police officer was placed to manage the registration at the CCP, a passenger manifest was also supplied.
- The evaluator did not observe evidence of reconciliation of survivors against the
 passenger manifest. Raw numbers of survivors were well maintained using the
 spreadsheet described above, there could have been further resource put to completing
 a robust reconciliation.
- It was inferred that passengers were being bussed to welfare centres where they would be met by Customs.
- Some observation was made of the CCP at the start of the exercise which at the time
 was being run by Wellington Free Ambulance. A simple triage system for survivors using
 various coloured armbands was being implemented. More people to manage and work
 at the CCP would have been helpful when groups of survivors returned.

Objective 4. IMT effectively identifies and mitigates associated risks.

This objective was partially met.

- Some risks were identified on the IAP and the start of the exercise, these were very broad.
- A marine tasking form was provided to each SAR resource which outlined hazards that might be encountered and a basic safety plan along with a reminder to wear warm clothing and lifejackets (Appendix 8).
- The evaluator was unable to observe any verbal discussions had within the search teams to see if these included risk identification and management.

Objective 5. Establish SAR communication infrastructure.

This objective was partially met.

- Communications were observed between the IMT and the CCP. This was undertaken by AREC using the SARTrack system as well as individual cell phones either via call, message or email.
- The SARTrack system was set up and running in a timely manner.
- The IMT was not receiving calls direct from field teams, this was being covered by the
 different agencies themselves. Comment was made that the communications channel
 was very busy over the exercise duration.
- There was no official logging of communications unless they came via the SARTrack system although the IMT managers were recording information in their own personal notebooks.
- The same communications systems were used throughout the duration of the exercise.

Objective 6. Information is effectively managed and communicated during the response to ensure situational awareness across all stakeholders.

This objective was partially met.

- The information required for the next operational period was mapped out using a new IAP with objectives for that period identified.
- A briefing between the Incident Controller and the Police Area Commander proved very beneficial and timely to focus in on areas that hadn't been considered or were on the 'still to do' list. Comment was made around the logging of information, including decisions, and whether there needed to be a single system to cover this.
- It is important to establish and corroborate a 'single source of truth' and not become distracted by other outside sources.
- General briefings within the IMT were held on a regular schedule and were well run, to the point, and kept everyone informed.
- There was good use of visual aids around the room, although a more comprehensive timeline would have been of benefit, particularly for others coming into the IMT to get a good situational awareness.
- The use of one information management system would help to maintain a common operating picture across the multiple agencies involved in the exercise. In saying this the IMT maintained a good understanding of the incident and what needed to be done for the next operational period.

Objective 7. Agencies appropriate to the scenario demonstrate their deployment capabilities for their role in the SAREX.

This objective was unable to be effectively observed so no conclusion is given.

- The evaluator was unable to evaluate the effectiveness of the field team deployments as the taskings and coordination was done by ExCon with taskings written prior to exercise commencement.
- Success of field teams could be inferred as all exercise 'players' and equipment deployed were recovered.

7. Conclusions

The formation of an experienced and high functioning IMT from the start helped to ensure the success of the exercise overall. The IMT put together an IAP with a clear mission and objectives within a very short time so there was never any question about what the next step should be.

Good communication between the IMT members, the manager at the CCP and the input of the Police Area Commander was key to ensuring a well-run response.

The RCCNZ Situation Report was displayed on the wall, but it wasn't referred to when briefings were held. Referring to this should have been part of planning meetings for future action.

The IMT was a small group and may have benefitted from increasing the team to manage the registration and reconciliation process and the recording of this. Both of these processes need standard operating procedures so that all agencies involved know and understand their role within them. The reconciliation process could be further refined and exercised so that agencies involved in the process can really cement their place within it. It would have been interesting if Red Cross were also able to join the exercise and help implement the registration process in particular.

Risks and hazards were identified at a high level with support agencies and SAR resources left to manage themselves using their own safety and risk management procedures. There was no evidence of these procedures being conducted recorded by the IMT, which should be rectified. Although each agency has responsibility for their own people and resources, the overall risk sits with the IMT and ultimately the Incident Controller, and these risk profiles should be taken into consideration.

Consideration should be given to an information recording system that is easily accessible by all agencies to aid in communication across the entire response.

This was a well-run and efficient IMT and the evaluator comments overall should be seen as very positive. The critical areas of the exercise were well covered and the IMT had a good understanding of the overall picture of the scenario. The exercise should be seen as a success with a number of positive outcomes.

8. Appendices

Appendix 1: Key Performance Indicators

This appendix lists the objectives and key performance indicators being used for evaluation of the exercise.

Objective 1. Develop an effective action plan to manage the OSC and regional response to
a Nationally significant SAR incident.

Key Performance Indicators	Evaluator Comment
Clear Mission and Objectives are set for each operational period	The IAP and the one planned for the second operational period covered these well
Planning processes and CIMS functions are as established in the IMT.	Met
The action plan is phased in accordance with requirements/taskings from the Coordinating Authority.	Met
Risk mitigations measures for likely threats and associated consequences are embedded in the action plan.	These were at a high level, more consideration could be given to more in depth risk assessment
Relevant support agencies are integrated into action planning processes.	Met

Objective 2. Coordinate the interagency response to the nationally significant SAR incident in accordance with the Coordinating Authority plan and tasking.

Key Performance Indicators	Evaluator Comment
Appropriate control structures are established in suitable locations; for example, a forward ICP, a main ICP and IMT	Met
Support and/or resources/effect required from other agencies are identified and requested.	Met
Liaison arrangements are maintained as required throughout the duration of the response.	Met
Response is managed in accordance with plans and within mandated frameworks.	Procedures for registration and reconciliation could be more standardised
The response is managed using a CIMS framework.	Met

•	Personnel work in a collaborative manner with colleagues from other agencies.	The agencies involved worked well together across the whole exercise
•	Future requirements beyond the immediate response, together with associated resource/aligned agency are identified and communicated.	Met

Objective 3. Establish and manage a robust reconciliation and re	egistration process.
Key Performance Indicators	Evaluator Comment
The information needs for reconciliation are identified.	Differentiating between registration and reconciliation would have made this function clearer
Key activities required for effective reconciliation are identified, and clear processes and procedures established.	Activities were identified, more robust processes need to be developed
Appropriate space and logistics support is allocated to enable key activities to be undertaken.	Met
Triage and welfare needs are prioritised.	Met
A clear process to hand personnel over to the appropriate agency/organisation for onward movement and recovery is established.	Met
A single point of truth to show reconciliation progress is maintained throughout.	Met for registration but reconciliation was more unclear

Objective 4. IMT effectively identifies and mitigates associated	risks.
Key Performance Indicators	Evaluator Comment
Operational risks, both actual and potential, are identified and analysed.	High level risks were identified, more specific risks to the resources could have been considered
Risk management systems and processes appropriate to the nature and complexity of the situation are defined.	Further work could be done on this process and getting the information flow going (both ways)
Briefing information appropriately addresses identified risks.	Met
All participants understand their personal responsibilities regarding risk.	Not observed

Obj	jective 5. Establish SAR communication infrastructure.	
Key	y Performance Indicators	Evaluator Comment
•	Communication lines between IMT and field teams operate effectively.	Unable to evaluate this KPI
•	Communication systems are operational in a timely manner.	Met
•	Communication systems remain operational throughout the response period.	Met

Objective 6. Information is effectively managed and communicated during the response to ensure situational awareness across all stakeholders.

Key Performance Indicators	Evaluator Comment
The intelligence cycle is used to ensure information is subjected to a robust assessment process and decision makers are provided with high quality and credible intelligence.	Met
All stakeholders are identified and consulted with in a timely manner.	Met
Information is shared and relayed appropriately within the IMT and across agencies - briefings are conducted on a regular basis.	Met
Information requirements for next operational period are established and action taken to address these needs	Met
There is a clear understanding of a common operating picture across agencies, and this is regularly updated.	Met
Appropriate and timely reports are provided within command structures, and to coordinating authorities.	Met

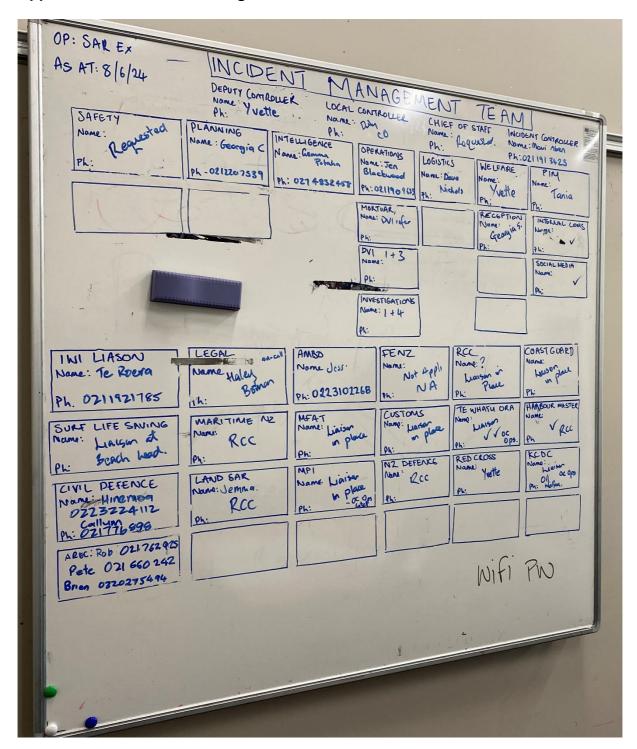
Objective 7. Agencies appropriate to the scenario demonstrate their deployment capabilities for their role in the SAREX.

Key Performance Indicators	Evaluator Comment
Agency response is coordinated.	Met
SAR field teams deploy with appropriate resources to undertake expected tasks.	Unable to evaluate this KPI
SAR field teams deploy in a timely manner.	Unable to evaluate this KPI
Field teams perform to the standard of their specialty.	Unable to evaluate this KPI
Field teams undertake taskings in line with IAP.	Unable to evaluate this KPI
Field teams manage welfare, including fatigue throughout the exercise.	Unable to evaluate this KPI

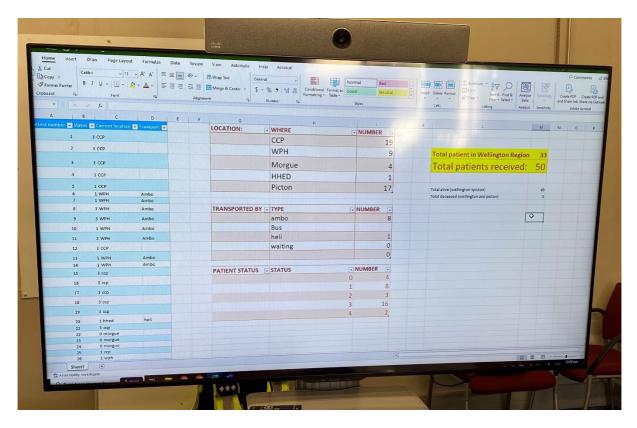
Appendix 2: RCCNZ Situation Report, 0800, 8 June 2024

Vhakarauora Tangata **RCCNZ Situation Report** Significant SAR Exercise EXERICSE EXERCISE EXERCISE Situation Report Number: 01 Date / Time: 0800, 8 June 2024 Incident: Silver Pacific II Identification Situation Report From: Maritime New Zealand Situation Report To: All Stakeholders A MAYDAY was received from cruise ship Silver Pacific II at approximately 0405 on 8 June 2024 The initial mayday call, advised of an engine room fire out of control with fire suppression systems failing and a subsequent explosion compromising the starboard side of the hull. The vessel has no means of propulsion and are operating on emergency power. The vessel is located in the vicinity Kapiti Island. 6NM northwest of the Island and 12 NM from the Otaki Coast, current location: 40° 45.5333' S, 174° 57.65' E (Format: DDM) Drifting to the South East. Anchors deployed but dragging. Situation 144 Passengers, 112 Crew 232 in evacuation vessels: 1x Lifeboat (132 pers), 5x Life Rafts (Unknown distribution), reports indicate people in water Remaining on board: Crew, and some Injured remain on board awaiting Helicopter evacuation. RCCNZ is coordinating the SAR as a Category II. Major SAR/mass rescue plan has been activated, Police advised. · Rescue assets (Water and Air) are on scene. LSAR, SLSNZ, additional vessels and air support are moving to the scene or staging area. Action Taken Media and situational reporting support from MNZ has been requested. SAR Liaison Officers activated (Police, NZDF, St John's Air Desk, Wellington Free Ambulance, NZ Customs, MFaT). Initial media statement is being prepared MNZ has stood up its incident response team. NZDF P8 will be arriving on Scene, likely to takeover On Scene Coordination at incident site, allowing Lady Liz to conduct rescue activities and transport tasks LSAR and Surf teams will be moving to Kapiti Island to clear the island of any **Future Plans** casualties Initial Action Plan is being produced for around 0830 hours. RCCNZ is working with NZPOL On Scene Coordinator to facilitate movement to a triage point and place of safety Rough weather and high winds is making it difficult to locate and transfer people from life rafts to rescue vessels. Challenges SitRep Authorisation/Distribution Approved by: Michael Clulow Role: Operations Manager, RCCNZ and Safety Systems Contact phone number: +64 22 018 3972 Distribution to: RCCNZ All, MNZ ELT, MNZ Media, NZDF, St John's, NZ Police, Air Desk, NZ Customs, MFaT Next SitRep expected: 1030, 8 June 2024 Page 1 of 1

Appendix 3: IMT and other agencies



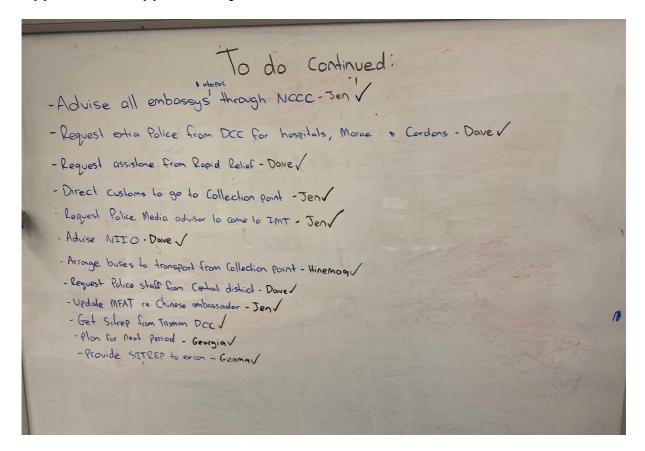
Appendix 4: Patient reconciliation spreadsheet



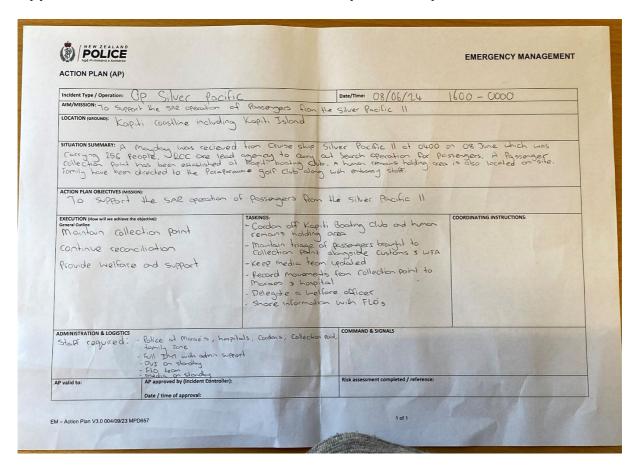
Appendix 5: Incident Action Plan

	INCIDENT	TACTIO	N PLAN		NZSAR New Zealand Search and Rescue
	11 Cruise ship Contain Kapili Island The search & rescue				Phase / Operational Period: 08/06/24 08/06/24
ate / Time Missing: 08/06/24	OBJECTIVES FOR OPERATION (Keep it SMART)	STRATEGIES To Cordon & Contain Collect Access Kapili booking Co-Family to galler at 1901	tion point	Comms Plan:
Missing Person and NOK:	2. Reconciliate all Pas	sengers	- Media release to advising - Create System to accom- share information with all	of Collection Points	AREC to set up at Kapiti beach and Provide updates to Innot the record on Spreadsheet
.256 souls	3. Provide Welfare on	nd Support	- WFA, WEEMO, FLO'S to Liaise with any relevant s	booking club	ESB58 Cell phone
LKP: North of Kapili Island . 3x life	5.	W			
Survivability: TBC - Charmoine TATT	Weather: Fine, light winds Until 5pm 09/06/24	Safety / Hazards: - Water - Tides - Members of the - Deceased bodi	Public - Assign Them med	a at beach head a Collection Point OCC to gel someone lia team to IMT-Jan	Rescue Plan: - FCC lead agency for SAR
1021		- Vehicles, books	Collection Sland Up Advise Advise	the sen squad-being	- Police SAR & Marilime on the ground Marilime - Richard Kemurpy Land - Green CRISP
RCCNZ CAT II INCIDENT:	COI	MMAND STRUCTURE: Incident Controller:	Maui ABEN		Media: PNHG Media lean Tania Sewal
Intell German Potaha	Planning Georgia Collings	Operation 5 en		Logistics Dave Nichols	- Coast

Appendix 6: Supplementary To Do List



Appendix 7: Incident Action Plan for next operational period



Appendix 8: Marine SRU Tasking

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						NEW ZEALAN
		TACKING				SEARC
	MARINE SE	RU TASKING			Ra	RESCU apu Whakarauora Aote
	Operation name: Whakarau	ora Tangata			Time:	
	Prepared by: Sgl R Kennedy				Date: 8/6/202	24
	SRU name: Coast Guard	SRU type: CRV	- K2	Та	sk ID: 01	
	O/C:		Crew 3:			
	Crew 1:	A PART OF THE PART	Crew 4:			
	Crew 2:		Crew 5:			
	Chart: NZ4631	NAME OF THE OWNER.				
	Chart. N24031					
	Tasking assignment: Travel from base to Motungarara (F	ishermans) Island to locate and ur	oliff 'stranded nassengers	s' from (cruise ship	
	Communicate with OSC as to numb					
	Uplift passengers and transfer to Pa					
9	Safety Plan: Radio comms with CG when departing.	base before departing Paraparaun	nu Beach and on arrival	at Motu	ingarara Island. F	Radio Comms a
9 3	any safey issues or concerns with ro	ole players and or task to be imme	diately communicated to	hase		
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