

Exercise Evaluation Report

Operation IAM

Location: Kapiti Mana Coast

Date: 7th April 2018

Report version: Final

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Executive Summary

The multi-agency Wellington Police District , Marine SAREX, Operation IAM was successfully conducted off the Kapiti Coast, in the vicinity of Pukerua Bay / Paekakariki, on Saturday 7th April 2018.

Personnel and procedures across all agencies were tested by the scenario.

There were five objectives. Four objectives were Met and one Partially Met.

The objective – Information Managed Effectively – was partially met. An improvement in the discipline of the CIMS, practice, procedures and documentation has been identified and detailed in Recommendations.

1. Recommendations

There were five Objectives to be achieved. Four were Met with one partially Met.

Information Managed Effectively – (Partially Met)

Systems were well managed within the environs of the WPMU. Once members found themselves at the Porirua EOC, working out of their usual environment, in close proximity with partner agencies, there was a distinct lack of discipline in completing documents and adherence to CIMS systems.. This caused at times a disjointed information flow.

Implements coordinated response from IAP (Met)

Activity from WPMU staff, whilst based at the WPMU, was orderly, methodical and intense. Once at the Porirua EOC, in a larger environment and working with other partner-agencies, activity had an appearance of confusion. Had all members worn the vests assigned to their respective function and remained focussed on their designated role, a greater sense of order would have prevailed.

Recommendation:

- (1) Members revisit the CIMS theory and practice with partner-agencies. This could be easily be achieved in a Table-Top Exercise.
- (2) Members revisit the Porirua City Council EOC and familiarise themselves with the technology that is available to assist them.

2. Introduction

Every year, the New Zealand Police is required to exercise with Partner Agencies in the Search and Rescue (SAR) environment. This includes the Land and Marine Environments.

The Wellington Police Maritime Unit (WPMU), has the lead for the conduct of matters Marine in the Wellington Police District.

The 2018 Wellington Police Marine Search and Rescue Exercise (SAREX), facilitated by the WPMU, was conducted off the Kapiti Coast, in the vicinity of Pukerua Bay / Paekakariki .
{App: 1}

This area is approximately half way between the Mana Coastguard Unit and the Coastguard Units based at Paraparaumu Beach and Waikane Beach.

The selected Area of Operation (AO) is also becoming increasing popular with recreational Kayak Fishermen.

Further, the WPMU has a vast AO, extending from the Wairarapa Coast on the East Coast of the North Island, the, at times, tumultuous Cook Strait and up the West Coast of the North Island to Peka Peka. Their prime marine asset is the Lady Elizabeth IV. This is a modern dynamic vessel which allows extended patrols to both coasts of the upper South Island , including the Marlborough Sounds and Golden Bay, for Police and other Agencies.

The lower North Island is also a magnet for intense weather systems which has given Cook Strait the reputation of one of the most challenging pieces of water in New Zealand to navigate, if at all , during foul weather.

Recognising all of the above and the distinct possibility of the Lady Eliz IV being unavailable for a search, the WPMU assigned no "on water Assets" to the exercise.

This essentially required the WPMU members assigned to the training, to travel to Kapiti Mana Area, set up a Search HQ , work with partner agencies , on water and land, to bring the exercise to a successful conclusion.

The WPMU members assigned to the training were the junior crew and emerging Skippers of the Lady Eliz IV. Whilst experienced in Marine rescue, this experience had been virtually all obtained "on the water" , within the confines of a vessel.

Assigning them to an "on shore" , planning and command role was specifically designed to broaden their horizons and give them the experience of working in closer proximity to partner agencies , away from their usual environment.

3. Background

<This section explains the context within which your evaluation was undertaken.>

3.1 Background to the Exercise

NZ Police is required to exercise with partner agencies in the SAR environment on a yearly basis. WPMU has the responsibility for matters Marine in the Wellington Police District.

The location of the 2018 Marine SAREX was chosen because;

Of the need for WPMU to have more experience in working with the partner agencies on the Mana / Kapiti Coastline.

The potential for Police marine assets not being available due to foul weather in the Cook Strait or other operational matters.

The need to expose the junior members and emerging Skippers of the WPMU to the challenge of conducting a Marine Search from a land based EOC, away from a Police Station.

3.2 Dates, location, organising agency(s), key people

Saturday 7th April 2018

Mana / Kapiti Coastline , specifically offshore from the Fisherman's Table Restaurant, Paekakariki.

Wellington Police Maritime Unit – Sgt Craig Pickering , Sgt Richard Kennedy

3.3 Participating organisations

Mana Coastguard

Kapiti Coastguard

Waikane Coastguard

Paekakariki Surf Life

3.4 Exercise aim

To test the Management of the Initial Response to a Marine Search and Rescue.

3.5 Exercise objectives

Organise and deploy resources in the initial response

Develop an effective action plan

Implement a coordinated response from the IAP

Information managed effectively

Health and Safety considered in all operational areas

3.6 Exercise Scenario

0530hrs – Saturday 7th April 2018 ,two males, father and son, launch their sit on fishing kayaks with the intention of fishing for snapper at the 30m contour line. The father is aged 52 years and has some experience kayak fishing. His son is aged 16 years and has only been

kayak fishing twice before. The son is expected home by 9am to coach a junior team at his sports club.

Wife / Mother rings NZP Central Comms at about 0800hrs reporting her husband and son overdue.

In addition to the above there were a series of planned injects throughout the course of the exercise which were designed to challenge the members of the IMT

Mana Recreational Marine Forecast:

Issued : 0447hrs Saturday 7th April 2018

Warning: Gale warnings for COOK. Nil warnings for STEPHENS

Strong wind Advisory:

Saturday: Northwest 25 knots gusting 35 knots, changing southerly 25 knots gusting 35 knots early afternoon. Easing to southeast 15 knots early evening. Rough sea easing early evening. Partly cloudy.

4. Evaluation Methodology

4.1 The agreed outcomes of the evaluation activity

A forthright report outlining observations of the Marine SAREX's relationship to stated objectives, with particular focus on the conduct / procedures of the Incident Management Team (IMT)

4.2 Evaluation scope

Assess the Police organisation and deployment of resources in the initial response.

Assess the Police conduct and management of the IMT

Identify strengths and limitations in personnel training

Recommend improvements and strategies for future implementation

4.3 Aspects of the exercise observed, what was not observed

Utilised Evaluator Worksheet detailing the Objectives and the KPI.

Physically shadowed Police personnel from start to the conclusion of the SAREX, including Hot Debrief shortly after the ENDEX.

Observed:

Initial briefing, to attending Police Staff at the WPMU.

Initial action of WPMU staff on receipt of call which activated the SAREX

Event management and coordination at the Porirua EOC

Not Observed:

On Scene Command – outside of brief and physically impossible. However viewed remotely via Real Time Tracking and listened to radio transmissions.

Asset Response – as above physically impossible and outside of brief.

4.4 The process followed in preparing and submitting the report

Spoke per phone with Sgt Pickering some months prior to the Marine SAREX.

Attended planning meeting at the WPMU with Sgts Pickering and Kennedy.

Attended planning meeting with Police and partner agencies at the Porirua EOC

Phoned in to (2) planning meetings in the weeks prior to the SAREX

Attended the SAREX from immediately prior to activation through to conclusion.

Attended IMT and partner agency "Hot Debrief" post ENDEX

Spoke with planning members post exercise.

4.5 Other information

The Porirua City Council EOC is a "marque" EOC. It was not utilised to its full potential. Members of Police would benefit from greater exposure to the technology contained within.

5. Findings

Organise and Deploy resources in the Initial response:

The assembled Police staff for the SAREX were briefed on the broad aspects of the exercise along with the operating parameters. Staff were advised there would be no "on water" Police assets and the EOC would be based at the Porirua City Council EOC.

The SAREX was activated with a "Whisper Page" which is the usual medium for the notification of an actual rescue.

Constable "C" assumed command and issued directives , as evidenced in Appendix 06. At this juncture staff were still at the WPMU.

Amongst the discussion on who does what , there was also discussion on Logistics of assembled staff transiting to the Porirua EOC.

The use of the Porirua City Council EOC was a "left field" option and created some tension as this EOC would not be ordinarily be used. WPMU staff would normally default to the Police SAR EOC based at the Lower Hutt Police Station. There was some discussion on what assets from the WPMU would need to be relocated.

Roles were assigned, initial verbal taskings actioned, along with an Action Plan , populated on a transportable whiteboard prior to staff departing the WPMU base for the Porirua EOC.

Develop an Effective Action Plan.

The LKP and IPP were established at the WPMU and the search area determined. An opinion was also sought from RCCNZ. This collaboration continued throughout the course of the SAREX. {App:4}

Various scenarios were discussed and a preformatted whiteboard Action Plan was populated.{App:3}

Staff were assigned roles within the CIMS structure , SMART objectives were established, the strategies, as determined by known facts at the time, were adequate.

Implements coordinated response from IAP:

Initial response from the WPMU staff , whilst based at the WPMU was orderly, methodical and intense.

Police staff arrived at the Porirua EOC at 1000hrs, after brief introductions, Constable "C" delivered a "SMEAC" which incorporated partner agency members into the IMT. Members took up assigned roles and the exercise continued.

Logistic members, immediately donned their respective vests and set about their tasks. They quickly identified one person could manage with the other person being reassigned as the Incident Controllers (I/C) Admin Assistant.

The I/C adopted a "walk the floor" management style with the Admin Assistant recording the relevant points of the various conversations. As a consequence I/C had a good grasp of how matters were progressing.

The Ops Manager, initially failed to grasp his role and recognise he was part of a larger team. {usually he finds himself in the Skippers role, on the water, confined by the cabin of the Lady Eliz IV, with a small crew}. He set himself up in the Radio Comms room, directing assets on the water, with little or no consultation with Planning/Intel. He then involved himself in some of the planning, became distracted, with effective communication between the assets on the water and the IMT marginalised. The issue was rectified with a member of Coastguard becoming the radio operator.

Planning/Intell were initially hampered by the “independence” of the Ops Manager, to their credit they remained focussed and generated effective taskings. One member was noted at 1051hrs donning his vest.

Information managed Effectively:

Whilst the WPMU members were in their own environment this aspect of the operation was seamless, however once they transitioned to the Porirua EOC, activity and information flow became disjointed . Once the Planning Manager “recalibrated” and other team members came to terms with their respective positions, the information flow generally improved.

Discipline with written taskings was poor in the initial stages of the EOC setup. Essentially due to role confusion and partly because of a perceived need to have assets travelling to the general scene, tasked quickly.

At one point the I/C regressed into a “doing role”.

The next of kin was regularly communicated with. This included a tour of EOC where she was able to see first-hand, efforts to that point.

Media were responded to in a timely and appropriate manner.

Health and Safety considered in Operational Areas.

Health and Safety was a significant part of all aspects of the SAREX. The earliest planning discussions, pre-exercise briefings, during the exercise through to the conclusion.

As there were no “on water assets” from Police, when partner agency assets were requested, part of that conversation was their ability to respond which included a challenge regarding Health and Safety.

Mana Coastguard declined to commit “on water” assets on the basis of Health and Safety. They played out their role via a “table-top” exercise on the level below the EOC. Whilst the sea state was marginal and they could have responded, had it been a real incident, it was determined the time spent would be better utilised in a “table-top” environment, giving them the opportunity to practice their own IMT skills.

Kapiti and Waikane Coastguard Units, to their credit, did respond. A Paraparaumu Beach resident was complementary on their efforts, given the sea state. At 1200hrs they advised the sea state and weather conditions were deteriorating, after further consideration the I/C, at 1230hrs advised the “on water assets” had been stood down and were returning to base.

The SAREX became totally “table-top” at this juncture . For a period this caused some confusion with the information flow until systems readjusted. The radio log ,{App:7}, was relied upon to track all assets with SARTrac being an additional cross check for the “on water assets”.

6. Conclusions

Organise and Deploy resources in the Initial response:

This Objective was met. Very much a Business as Usual activity for WPMU Skippers.

Develop an effective action plan:

This Objective was met. Very much a Business as usual activity for WPMU Skippers.

Implements coordinated response from IAP.

This Objective was met. However working on land, away from a Police environment, working with a larger team and partner-agencies in close proximity created some challenges. Members assigned a role and sticking to it, along with stricter adherence to the “mechanic’s” of running a CIMs Management Structure, for example, more frequent whole of IMT briefings, along with members remaining in their assigned stations and wearing their “position vests” would have created more order and direction. Only two members of Police worn a vest, one almost immediately and the other some thirty minutes into the exercise.

The optics of the EOC, to a person not familiar with the personnel involved, was one of confusion.

Information Managed effectively:

This Objective was partially met. Had members in key positions focussed on their role and had there been greater discipline / attention to written documentation, the information flow would have been less disjointed and contributed to a sense of order in the EOC.

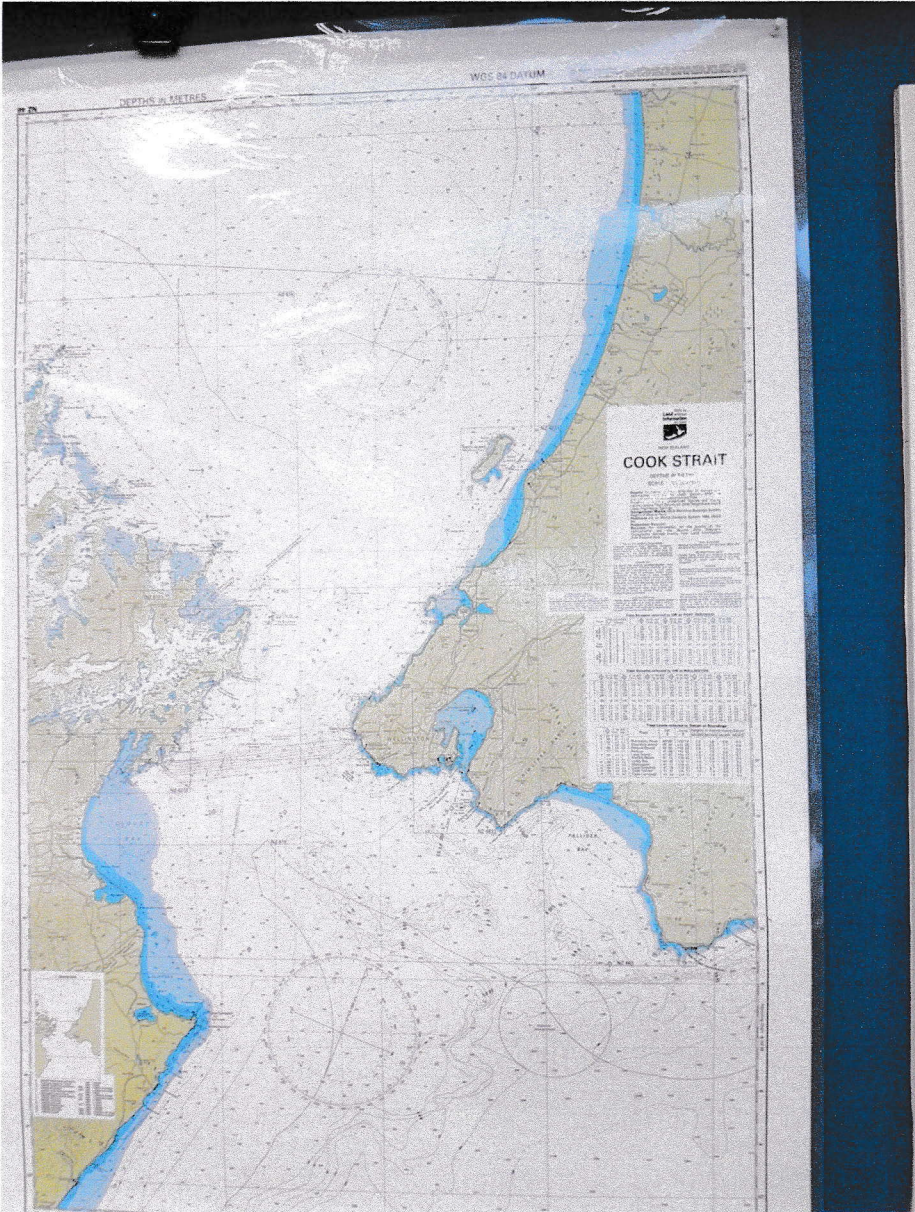
To be fair some momentum was lost when the Kapiti and Waikane Coastguard Units returned to shore and their participation became a Table- top exercise. Whilst Plan B – Foul Weather – Table Top Exercise - was always considered an option, it had been anticipated this would have been a whole of exercise situation, not an aspect introduced during the exercise. The Exercise Planners have acknowledged a stronger Comms Plan may have assisted.

Health and Safety considered in all operational areas.

This objective was met. An aspect considered throughout the planning, briefings and the duration of the SAREX. The insertion of a “live” victim in the search area was not actioned due to the sea state. A further demonstration of adherence to Health and Safety was Coastguard Units on the water, reporting the deteriorating sea and weather conditions and returning to shore.


7. Appendix

Appendix 1



Appendix 2

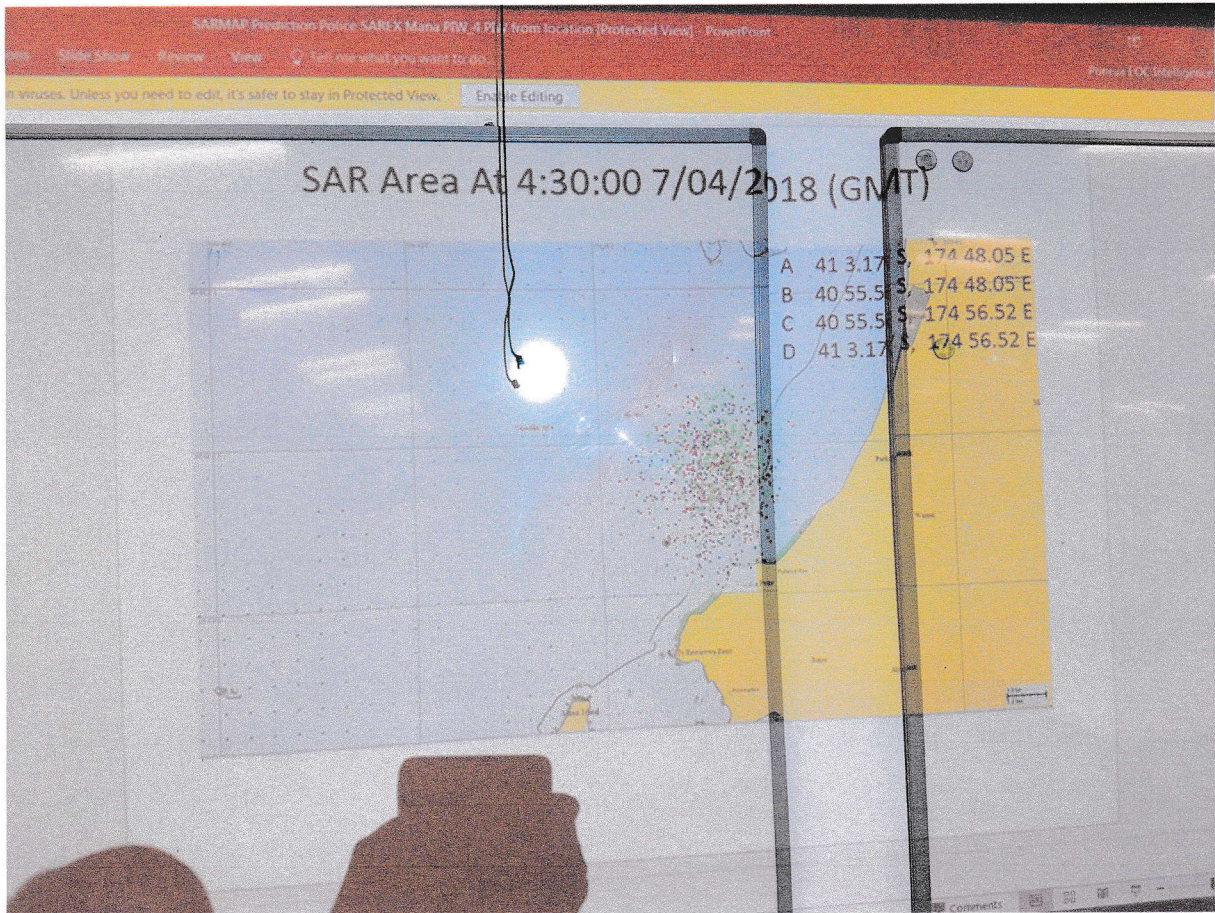




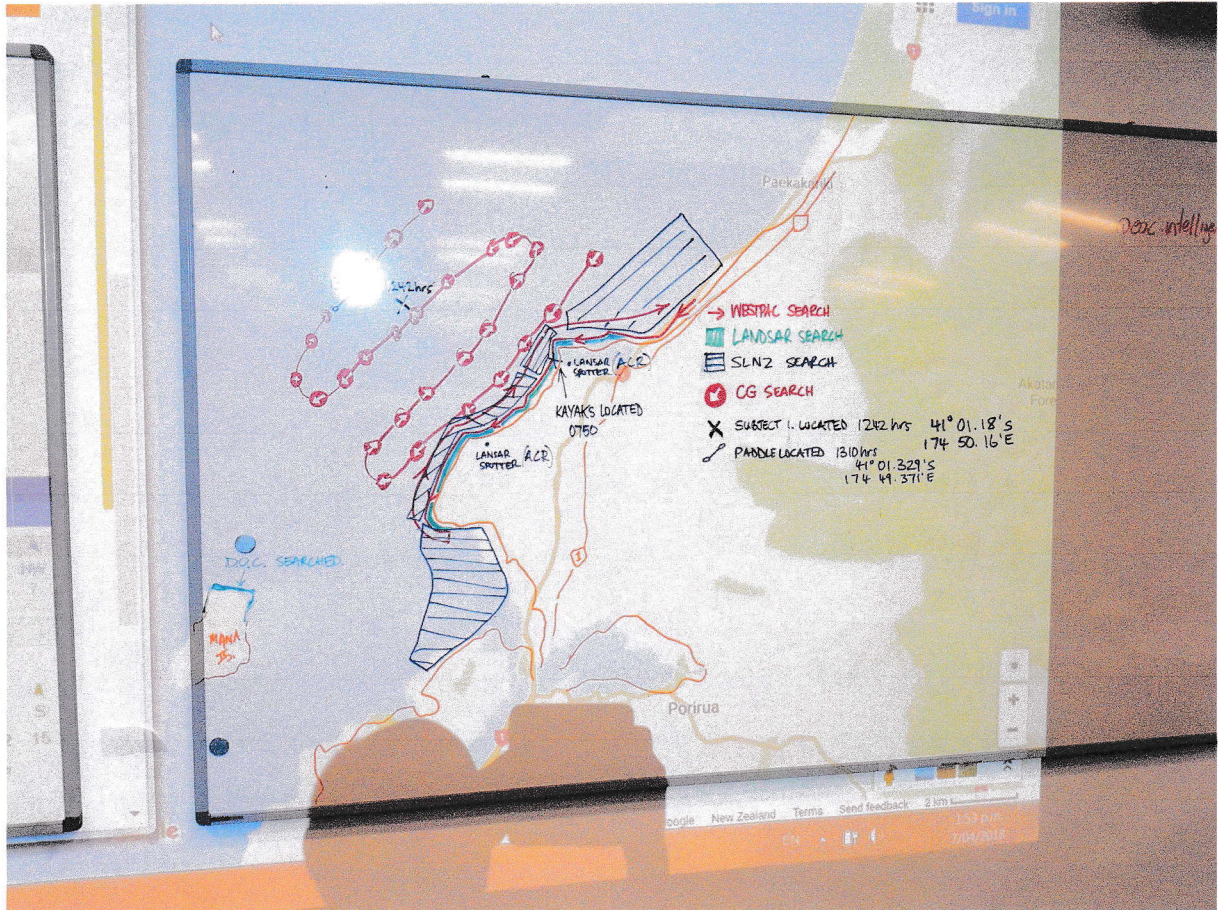
INCIDENT ACTION PLAN

Situation: 2 Kayakers overdue at Pukerua Bay Mission / Goal: Locate Ants Merten		Phase / Operational Period: 1400 - 1600	
Date / Time Missing: 7/9/18 0900 hrs		STRATEGIES TO ACHIEVE IT RCC to supply CG: SCNZ, DOC Ranger Kapiti 400. Spiker on high ground.	
Objectives for Operational Period (Keep it SMART) 1. Search Area Determination 2. Water based search 3. LANDSAR: 4. 5.		Comms Plan: VHF 15, 22, 41.0 41.0	
Missing Person and NOK: Ants Merten 45 yrs 6 mts blue wetsuit, 170. Good swimmer 16 yrs Joe Merten 2-3 mts blue wetsuit. unexperienced offshore. Wife: Denise LKP: 1.5m N Wairaka		Rescue Plan: RCC - 500 Plot	
Survivability: Water temp 18°C 50 (deceased) located + 1472 above GPS		Critical Elements / To do: (No military assets or aviation)	
Weather: S 10-15 knots 1 meter N swell. Tides: High 1404 2017		Safety / Hazards: Slightly change in riding / easy rive.	
COMMAND STRUCTURE:			
Incident Controller: Paul Laro		Logistics: Sono & Vicki	
Planning: Kyle Smith / Selvia		Operations: Sky D. Fin	
Intel: Brian Murtia		RCCNZ CAT II INCIDENT:	

Appendix 4



Appendix 5



Appendix 6

HUSBAND / SON. HOME BY 0530.
0900
AUNT / JO TO PUKERUA BAY
WHITE VEHICLE - KAYAKS ON ROOF RACK.
PHONES TO VOICEMAIL.
021 191 0052.

- SHORE UNIT PUKERUA BAY. (WLT KMT)
- ESTABLISH I/C.
- MOC.

0900 COMMS.

→ NEXT. INCIDENT CONTROL ⇒ VFL.
CMEFSH AT ROAD END - LOCK. KMT.

ROUGH SEA - VERY WINDY.

MOC → ALL SHIPS BROADCASTS.

RCC →

0902 COMMS CONTACTED & CONFIRMED.
RCC ADVISED.
MOC DOING BROADCASTS:

CONFIRMED WITH EXERCISE CONTROL.
OPERATING REAL TIME.

0906 NO ANSWER EX CONTROL / COMMS.
O/C SAR.

- INFO FROM WIFE:
- MALE RED BOYALTY VEST / WETSUIT.
EXPERI KAYAKER.
 - SON - 2.3m WETSUIT YELLOW.
PADDLING, SAEK.
 - BOTH YELLOW SIT ON KAYAKS.
FISHING RODS. LITTLE EXPERIENCE.

0915 • ON CALL SAR - 021 190 2096.
* 1HR. TASKING SHEET -
PORIRUA EOC.

0915 • TOC CAMERAS CHECK COASTLINE FROM
PAEKAKALIKI
SHORE UNIT. → NTH TO PAEKAKALIKI.
KPS - NTH - SOUTH.

0918 : CALL. EX CONTROL ADVISE.
WALK AROUND WAIRAKA POINT.
YELLOW KAYAK ON BEACH
0750 AM.

(DOUG CLARK), MANA COASTGUARD.
CH 02 → CH 16.

ON WATER. NOW.

0930 • KAPITI COASTGUARD, AVAILABLE
AND 10-2.

0932.

STU - OPERATIONS/RICH - LOGISTICS - JORDAN + COASTGUARD
KYLE - INTEL PLANNING
BAZ - CHART - SURVA.

0932 - COMMS - WESTPAC AVAILABLE
SHORELINE.

0940 - TASK STU TO GET SAD RCC.

OPERATIONS: STU. RICHARD.

TASKING/BRIEFING:

INTEL PLANNING: KYLE. BAZ.

JAP/SURV.

0956 IMT, MANA COASTGUARD.
NO VESSEL HEADING OUT.

1005 SURF LIFE SAVING. VESSELS.
2 ON SCENE.

3 STAGING AT PAEKAKAKI.

0805 2NR KAYAK LOCATED.

1012. BRIAN - KAPITI COAST. 2 VESSELS
ON WATER.
TASKED.

1030 ADVISED TWO VESSELS AVAILABLE
MANA.

Appendix 7

Police ops Base

Radio log

Page: 1

Date/Time	From/To	Message
7/4/18		
1027.	GG - Me	Pharosyd Rescue - 2 km. - 7 mins from Wharara Pt
1028	Me - GG	Pharosyd Rescue given tasking @ 10:27 with 2nd CG unit Parallel Search Start from Wharara Pt -> South E. Hingora Bay Safety Briefing
1032.		
1035	Me - Mickal (Westpac)	Westpac. tasked to Comms 2 km NW of Wharara Pt - follow coast line down to Wharara Pt + Hingora Bay
1057		Ch. 02.15 S 174 51 41 E (diverged)
1059		* Missing Rescue @ 10:59 pdt Search in. underway (to 10:59) * 1st got rid of Wharara Rescue @.
1100	Me + Pharosyd	Westpac Dropping Was 2 km NW 1 m. Fly over to Westpac between Wharara Pt - Hingora Bay.
1102.	GG ?	Red object in shore line
1104		Nothing - false alarm

Radio log

Page: 2.

Date/Time	From/To	Message
7/4/18		Westpac ? Missing Rescue @
1109	- Coast Westpac	They have completed shore log search - in to 1 km off shore seen nothing. Poor Search Conditions in Sea
1118 h.		OP Search over Pharosyd Rescue. 6-10km Tasking
1120.	Westpac - VFL Me - Westpac	Searchers Down - Needed. of another job - full Shore line - to 1 km off shore and to Sea 350 m track from Wharara - Barrow Bay then to Westpac from Wharara Pt
1129	Me - Pharosyd	Have finished their 1st leg to Te Kaha Pt. Now looking back they are comfortable with results - Sea state.

Date/Time	From/To	Message
7/4/18 11/4/18	Mr Ben Agin	IS STILL IN SCANT. WRESTLE. RATTLE - (AM) PULL
1148	Pharazyn - Mr	Re tasking. $\frac{1}{2}$ nm. North further + continue 2nd leg.
1155	SASIB. Ben	Takes 2x RIB - Search Area Bay 1 $\frac{1}{2}$ nm North + enter Bay. All. P. Weather Point + all out A. Sea is deteriorating.
1157	PH → K2	CONFIRM TURNING SOUTH
12:00	IMT → PH	SEA CONDITIONS WORSENING, SOUTHERLY BUILDING, ^{CONFUSED SEA} 2M WAVES
12:12	PH → K2	CHECKING K2 CREW STILL OK TO CONTINUE. BOTH CREWS TAKING A POUNDING - CONDITIONS WORSENING.
12:25	PH → IMT	SEA STATE CONTINUING TO DETERIORATE. REQUEST STAND STAND DOWN STAND DOWN CONFIRMED - BOTH VESSELS RETURNING TO BASE

Date/Time	From/To	Message
1255	OPS → LANDSAR	REPEAT ORIGINAL TASKING (LAND SEARCH) PUKERUA BAY TO LAIRAKA
1300	SLS → IMT	SLS LAUNCHED 3 RIBS FROM PLIMMERTON
1310	K2 → IMT	(JACK COOT) FOUND (021 192 7910 TO GET MORE INFO/PHOTO) FOUND KAYAK PADDLE 41° 01.329 S 174° 49.371 E
1345	MRI → IMT	LIVE VICTIM ON BOARD. HYPOTHERMIC. RETURNING TO MANA BASE. REQUIRE AMBULANCE WAITING.
1345	IMT → COMMS	REQUEST AMBULANCE GO TO MANA FOR HYPOTHERMIC VICTIM
1346	IMT → PHARAZYN	PHARAZYN TO BE ON-SCENE COMMAND

