



New Zealand Search and Rescue

MOSR1-5

20 February 2012

To: NZSAR Council

NZSAR Consultative Committee

CC: Ministry of Civil Defence and Emergency Management

Enhancing Search and Rescue Sector Cooperation with the Civil Defence & Emergency Management Sector

Executive Summary

1. New Zealand's Search and Rescue (SAR) and Civil Defence & Emergency Management (CDEM) sectors have separate and defined areas of responsibility. There are a number of scenarios that could see them working closely together. Cooperation and collaboration benefit the overall emergency management capability in New Zealand. This is best achieved through effective and open engagement by both sectors at the local, regional and national levels.

2. The readiness and performance of the SAR and CDEM sectors can be further improved by taking steps to enhance existing mutual understanding and familiarity arrangements at the local, regional and national levels. A particular area of opportunity is improving the engagement between SAR providing agencies and the CDEM sector.

3. Enhancements to the existing relationships between the SAR and CDEM sectors will be achieved by following the engagement model outlined in this document. Practical engagement guidelines have been developed to assist in carrying out the work described in the engagement model.

Background

4. The New Zealand SAR and CDEM sectors both prepare for, and when required perform, Emergency Management (EM) functions. For the most part, these two EM sectors are organised, trained and operate separately. However, on occasion the sectors work closely together in order to resolve a particular emergency situation.

5. EM operations encompass a broad spectrum of incidents and existing arrangements are sufficiently clear regarding responsibilities for the majority of incidents.

6. On occasions and typically when EM is most challenged, there are opportunities for the SAR providing agencies (LandSAR, Coastguard, Surf

Life Saving, AREC) to contribute to CDEM, and the CDEM Groups to contribute to SAR. These are usually low probability, high impact EM incidents. Possible examples could include those where there are large numbers of casualties, such as a Cruise ship in distress (Mass Rescue Operation - MRO) or where a large area is affected such as an earthquake. This assistance would occur if requested by the lead agencies: Police, RCCNZ, or CDEM.

Sector Profiles

7. The SAR and CDEM sectors both operate along the spectrum of emergency management operations, and have clearly defined areas of responsibility. The two sectors are organised to enable the most appropriate response to those incidents and emergencies that they have responsibility for. While they both utilise CIMS, they operate under different legislation and have dissimilar structures.

8. However, there are differences in the arrangements of the SAR and CDEM sectors. The CDEM sector is organised along Territorial Local Authority lines with 16 CDEM Groups. The SAR sector has a number of internal organisational arrangements, including 10 Police SAR Districts, 7 LandSAR Regions, 4 Coastguard Regions, 4 Surf Life Saving Regions, and the whole of the New Zealand Search and Rescue Region for RCCNZ.

9. These varying profiles and organisational structures have inherent implications for national consistency of engagement and understanding between the two sectors. Further background information and detail about the profile and organisation of the two sectors is contained in Appendices A and B.

Opportunity

10. The readiness and performance of the CDEM and SAR sectors can be further improved by taking steps to enhance existing mutual understanding and familiarity arrangements at the local, regional and national levels. A particular area of opportunity is improving and assisting the engagement between SAR providing agencies and the CDEM sector.

Purpose

11. The purpose of this document is to outline how enhancements to the relationships between the SAR and CDEM sectors will be achieved.

Work to date

12. At the national level, the NZSAR Secretariat has met with officials from the Ministry of Civil Defence and Emergency Management (MCDEM) on a number of occasions during 2010 and 2011 to discuss the relationship between the two sectors. This included MCDEM representation at the combined NZSAR Council and Consultative Committee meeting of 13 April

2011 which specifically covered collaboration between the CDEM and SAR sectors.

13. The combined meeting agreed that the SAR and CDEM sectors would identify opportunities to enhance local, regional, and national level networks, and create a fuller understanding of the whole EM sector and assistance that can be offered by the SAR providing agencies.

14. The EM response to the 22 February 2011 Christchurch earthquake included a substantial but ad hoc SAR sector involvement from the volunteer groups and organisations. Preliminary debriefs from these groups and organisations have emphasised the necessity for strong pre-existing relationships, widespread engagement in the planning process and the importance of inclusive meetings, joint training and exercises.

15. In addition to existing Police procedures, plans and processes that frame the Police's relationships with CDEM; Coastguard, LandSAR, Surf Life Saving and AREC have all taken steps to make their own capabilities and limitations known to the CDEM sector.

Steps to improve Sector to Sector Engagement

16. Enhanced understanding, cooperation, and familiarity between the two sectors will assist Police, RCCNZ, and CDEM coordinators to perform their roles more effectively.

17. The New Zealand Police have responsibilities throughout the EM spectrum. As such they already have relationships and arrangements with and across the SAR and CDEM sectors.

18. Further improvements in sector to sector cooperation and understanding, including the existing relationships and arrangements provided by the Police, can be achieved in a number of ways. These include the development of pre-existing relationships; establishing relationships where they do not currently exist; and enhancing individual and collective training opportunities.

19. The desired improvements in cooperation and understanding will be achieved by using the following engagement model.

Engagement Model

20. Further improvements in cooperation and understanding will be achieved through effective engagement at the local, regional, and national levels.

21. Local Level. The purpose of engagement at the local level is to share information, prepare for, exercise and practice local EM and SAR plans, explore and implement ways for the sectors to train and work most effectively together and share local resources as appropriate.

22. This level of engagement is the most important for the CDEM sector, given the way this sector is organised, with responsibilities resting at the local level. Engagement at the local level should be encouraged, sponsored and monitored by respective regional levels.

23. Regional Level. The purpose of engagement at the regional level is to share information, prepare for and practice regional EM and SAR plans, explore ways for the sectors to work most effectively together and effect practical arrangements for effective EM and SAR based upon assessed risks.

24. NZ Police have relationships in place with the CDEM sector at the regional level. There are opportunities for the SAR providing agencies and RCCNZ to integrate them more fully to the CDEM Groups. CDEM groups work differently throughout the country. There is a need to engage at the appropriate level; through the CEGs, a readiness/response working group or committee, or through the respective CDEM Group EM manager.

25. National Level. The purpose of engagement at the national level is to demonstrate practical leadership, establish and reinforce sector to sector relationships, develop policies and guidelines, share information, plan for national level EM exercises and operations, and to develop an understanding of how the respective governance and management arrangements work for each organisation.

26. National level arrangements will support the engagement activities at the local and regional levels. Further detail on the engagement model, including guidelines on responsibilities and activities, is included at Appendix C.

Guideline to assist engagement

27. A practical guideline has been developed to assist individuals and organisations implement the engagement model. This describes a four step process of increasing levels of engagement. The four steps are: inform, consult, involve, and collaborate. It is contained at Appendix D.

Mass Rescue Operations (MRO)

28. MROs are defined by the International Maritime Organisation as an operation that involves the need for immediate assistance to large numbers of persons in distress such that capabilities normally available to search and rescue authorities are inadequate. In the New Zealand land and close-to-shore context, it is likely that additional resources will be sought from the wider EM sector and quite probably Civil Defence & Emergency Management.

29. The NZSAR Council is in the process of developing a separate policy document which describes the arrangements and responsibilities for dealing with Mass Rescue Operations. RCCNZ and the NZ Police are also working on a set of operational guidelines relating to MROs.

Summary

30. While New Zealand's Search and Rescue and Civil Defence & Emergency Management sectors have separate and defined areas of responsibility, a number of scenarios could see them working closely together. Cooperation and collaboration benefit the overall emergency management capability in New Zealand. This is best achieved through developing effective pre event relationships through engagement by both sectors at the local and regional levels, supported by national arrangements.

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Appendix A

Profile of NZSAR sector

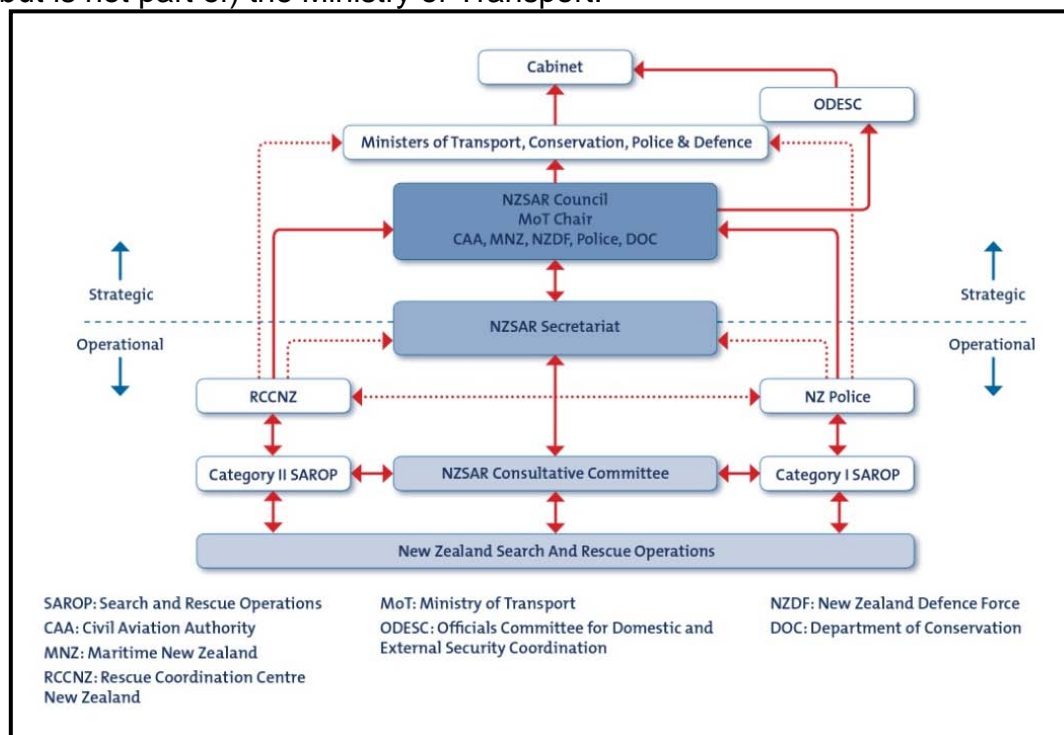
The SAR sector's organisation and responsibilities are described in the 'Operational Framework for the New Zealand Search and Rescue Region'. This document also describes the relevant legislation, the NZ search and rescue strategic setting; NZSAR authorities and organisations; and the operating systems and procedures that are used

The NZSAR Council provides national strategic governance to New Zealand search and rescue. In keeping with the Council's high level strategic function, its membership is drawn from the chief executives of the Ministry of Transport (chair), New Zealand Police, New Zealand Defence Force, Maritime NZ, the Civil Aviation Authority, and the Department of Conservation.

The NZSAR Council can report to government either through the Council members' responsible Ministers and/or through the Domestic and External Security Co-ordination channels, as illustrated below.

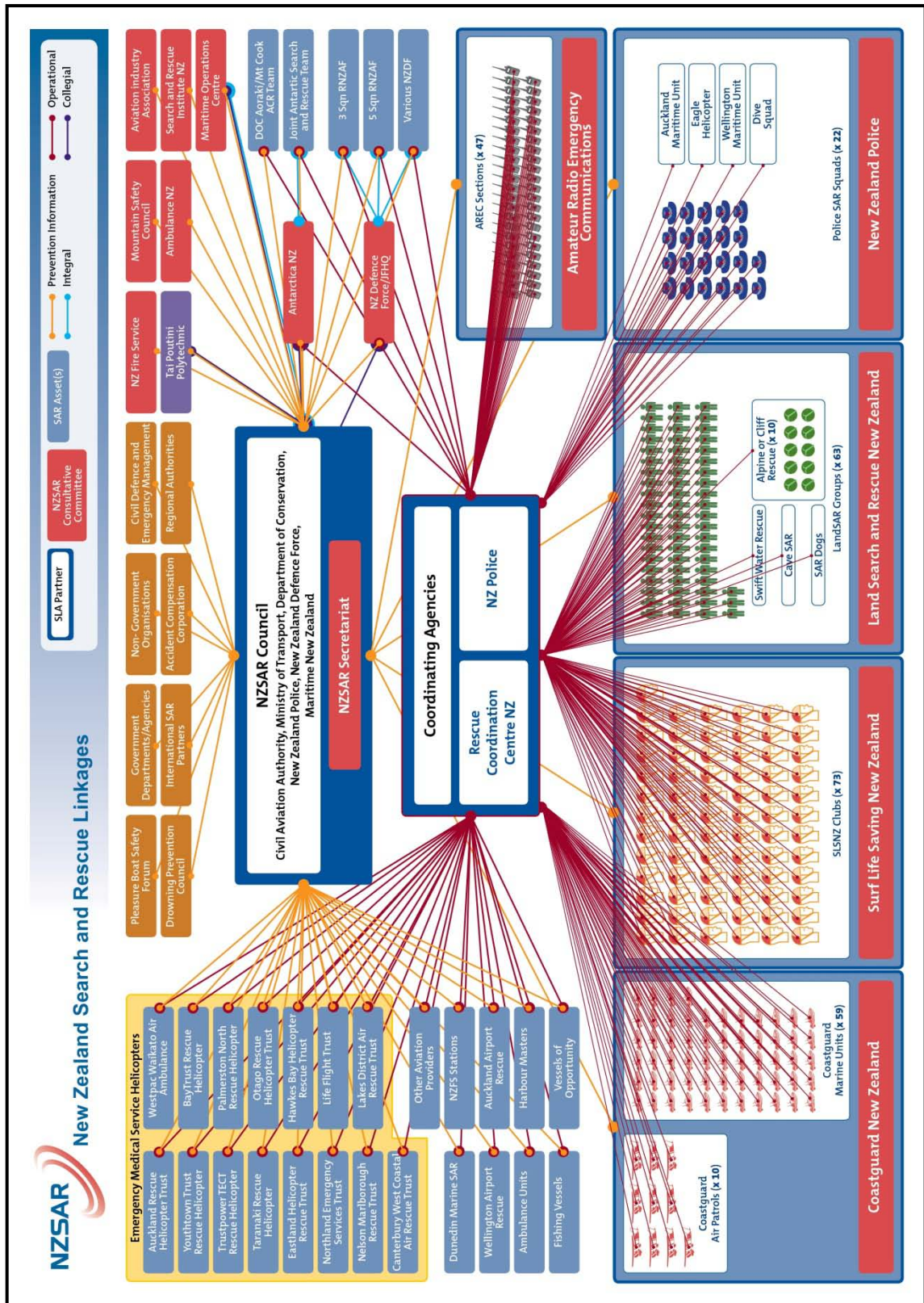
The NZSAR Consultative Committee provides expert advice to the NZSAR Council. It also creates and strengthens linkages across participants within the New Zealand SAR sector. The Committee also provides a forum for all stakeholders, including voluntary groups, to discuss SAR issues.

The NZSAR Secretariat supports the Council in providing leadership to the sector and chairs the Consultative Committee. The Secretariat works from (but is not part of) the Ministry of Transport.



There are two categories of search and rescue operation (SAROP):

- Category I SAROPs are coordinated at the local level; NZ Police are the coordinating authority for all Category I SAROPs.
- Category II SAROPs are coordinated at the national level; RCCNZ is the coordinating authority for all Category II SAROPs.



The diagram on this page illustrates the relationships that exist within the search and rescue sector in New Zealand.

Appendix B

Profile of CDEM sector

The CDEM sector functions and organisation is described in the Civil Defence Emergency Management Act 2002.

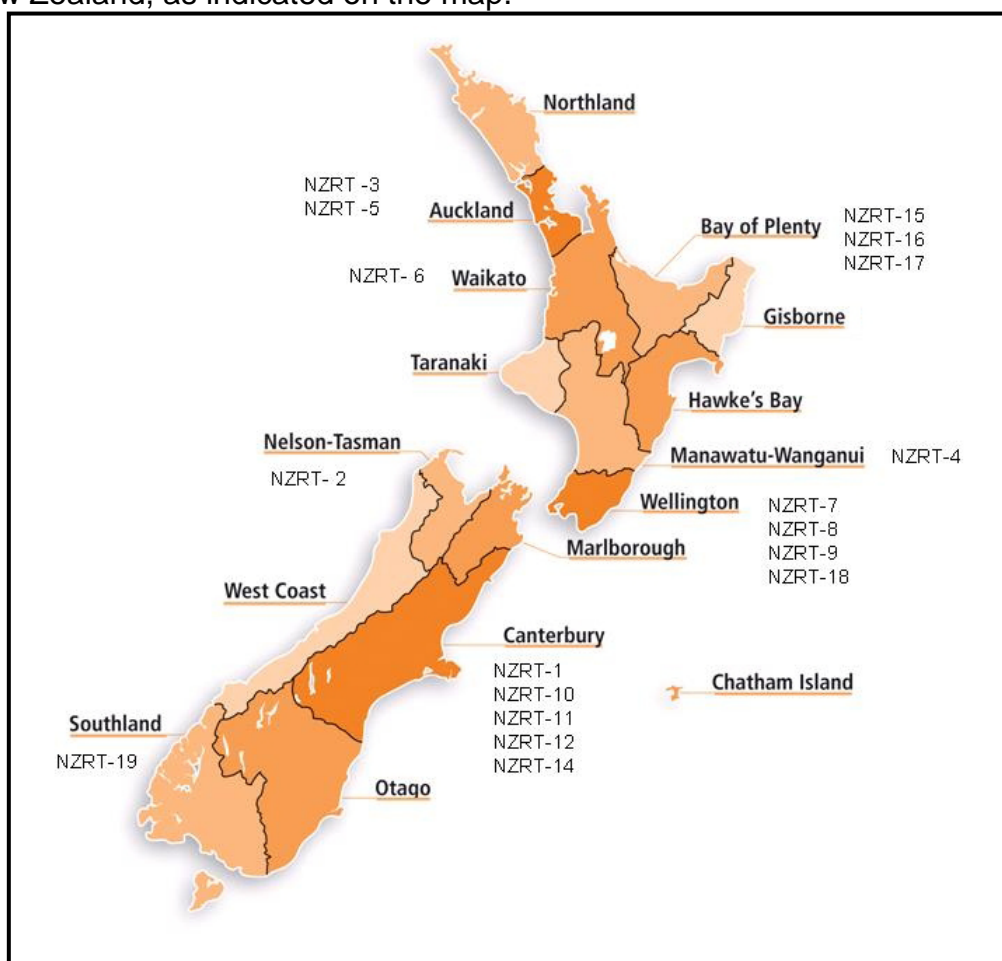
The Ministry of Civil Defence and Emergency Management leads the way in making New Zealand and its communities resilient to hazards and disasters. The overarching strategy for achieving resilience to hazards and disasters is through a risk management approach to the four "Rs" of:

- Reduction
- Readiness
- Response
- Recovery

The Ministry will:

- Implement and support the CDEM framework
- Develop commitment
- Demonstrate capability
- Lead development of best practice

The CDEM Act 2002 required the establishment of CDEM Groups – consortia of local authorities based on existing regional council boundaries, working in partnership with emergency services (Police, Fire, and Health), lifeline utilities and others to deliver CDEM at the local level. There are 16 CDEM Groups in New Zealand, as indicated on the map.



There are 18 CDEM Response Teams in New Zealand, which are also shown on the map.

NZ-RT01 Christchurch	NZ-RT10 Christchurch
NZ-RT02 Nelson	NZ-RT11 Christchurch
NZ-RT03 Waitakere	NZ-RT12 Waimakariri
NZ-RT04 Palmerston North	NZ-RT14 Christchurch
NZ-RT05 North Shore	NZ-RT15 Rotorua
NZ-RT06 Taupo	NZ-RT16 Tauranga
NZ-RT07 Victoria University, Wellington	NZ-RT17 Whakatane
NZ-RT08 Wellington	NZ-RT18 Hutt City
NZ-RT09 Upper Hutt	NZ-RT19 Southland

Appendix C

Engagement Model

Enhanced understanding, cooperation, and familiarity between the SAR and CDEM sectors will assist Police, RCCNZ, and CDEM coordinators to perform their roles more effectively.

Improvements in sector to sector cooperation and understanding of how the SAR providing agencies can assist CDEM can be achieved in a number of ways; including the development of pre-existing relationships, establishing relationships where they do not currently exist, and enhancing individual and collective training opportunities.

Steps to develop more effective cooperation and understanding between these sectors at the local, regional and national levels are described below. National level arrangements will support the engagement activities carried out at the local and regional levels.

Local Level Engagement	
Purpose	To share information, prepare for, exercise and practice local EM and SAR plans, explore and implement ways for the sectors to train and work most effectively together and share local resources as appropriate.
Engagement at this level involves:	
<ul style="list-style-type: none">➤ Local Police SAR coordinators➤ Local CDEM managers and/or representatives➤ Local level SAR providing agencies (Coastguard, LandSAR, rescue helicopters, SLSNZ, AREC etc)➤ Local Council officials	
Engagement activities at this level include:	
<ul style="list-style-type: none">➤ Bilateral and collective meetings➤ Informing each other about the nature, opportunities, local capabilities and limitations within each respective sector➤ Preparation of plans and / or guidelines regarding capabilities and responsibilities around local level SAR and EM incidents➤ Sharing contact and call out information➤ Exploring training opportunities and knowledge➤ Offering swaps and experiential opportunities➤ Sharing experiential lessons and knowledge➤ Exercise development and participation➤ Participation/membership in Emergency Services Coordination Committees (ESCC) where appropriate➤ Radio communications sharing arrangements	

Regional Level Engagement

Purpose	To share information, prepare for and practice regional EM and SAR plans, explore ways for the sectors to work most effectively together and effect practical arrangements for effective EM and SAR based upon assessed risks.
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Engagement at this level involves:

- Police District Operations Managers and SAR Coordinators
- MCDEM Regional Emergency Management Advisors
- Regional CDEM Coordinating Executive Groups (CEG) and/or regional CDEM managers
- Regional CDEM NZRT managers (if appropriate for regional area)
- Regional level SAR providing agencies (Coastguard, LandSAR, rescue helicopters, SLSNZ, AREC etc)
- Rescue Coordination Centre NZ
- Regional Council officials

Engagement activities at this level include:

- Bilateral and collective meetings
- Informing each other about the nature, opportunities, regional capabilities and limitations of the respective sectors
- Preparation of plans and / or guidelines regarding capabilities and responsibilities around regional level SAR and EM incidents
- Participation in the consultative periods of the respective Group's CDEM Plan
- Setting expectations and monitoring sector to sector engagement at the local level
- Sharing contact and call out information
- Sharing mutual information technology opportunities
- Sharing capability development, training opportunities and knowledge
- Engaging strategically in exercise development and planning
- Sharing experiential lessons and knowledge
- Engaging consultatively on appropriate operational planning
- Radio communications sharing arrangements

National Level Engagement

Purpose

To demonstrate practical leadership, establish and reinforce sector to sector engagement, develop policies and guidelines, share information and to plan for national level EM exercises and operations.

Engagement at this level involves:

- NZ Search and Rescue
- Rescue Coordination Centre NZ
- Police National HQ
- Ministry of Civil Defence and Emergency Management (MCDEM)
- Department of Prime Minister and Cabinet (DPMC) (as required)
- National level SAR providing agencies (as required)

Engagement activities at this level include:

- Bilateral and collective meetings
- Informing staff about the nature, opportunities, capabilities and limitations of the respective sectors
- Engagement with and/or provision of information to ODESC as required
- The addition of very large SAREXs into the National Exercise Plan
- Preparation of plans and / or guidelines regarding capabilities, triggers for emergency declarations and responsibilities around large scale SAR incidents
- Developing guidelines and setting expectations and monitoring around sector to sector engagement at the regional and local levels
- Sharing mutual information on technology opportunities
- Exploring training opportunities and knowledge
- Sharing experiential lessons and knowledge

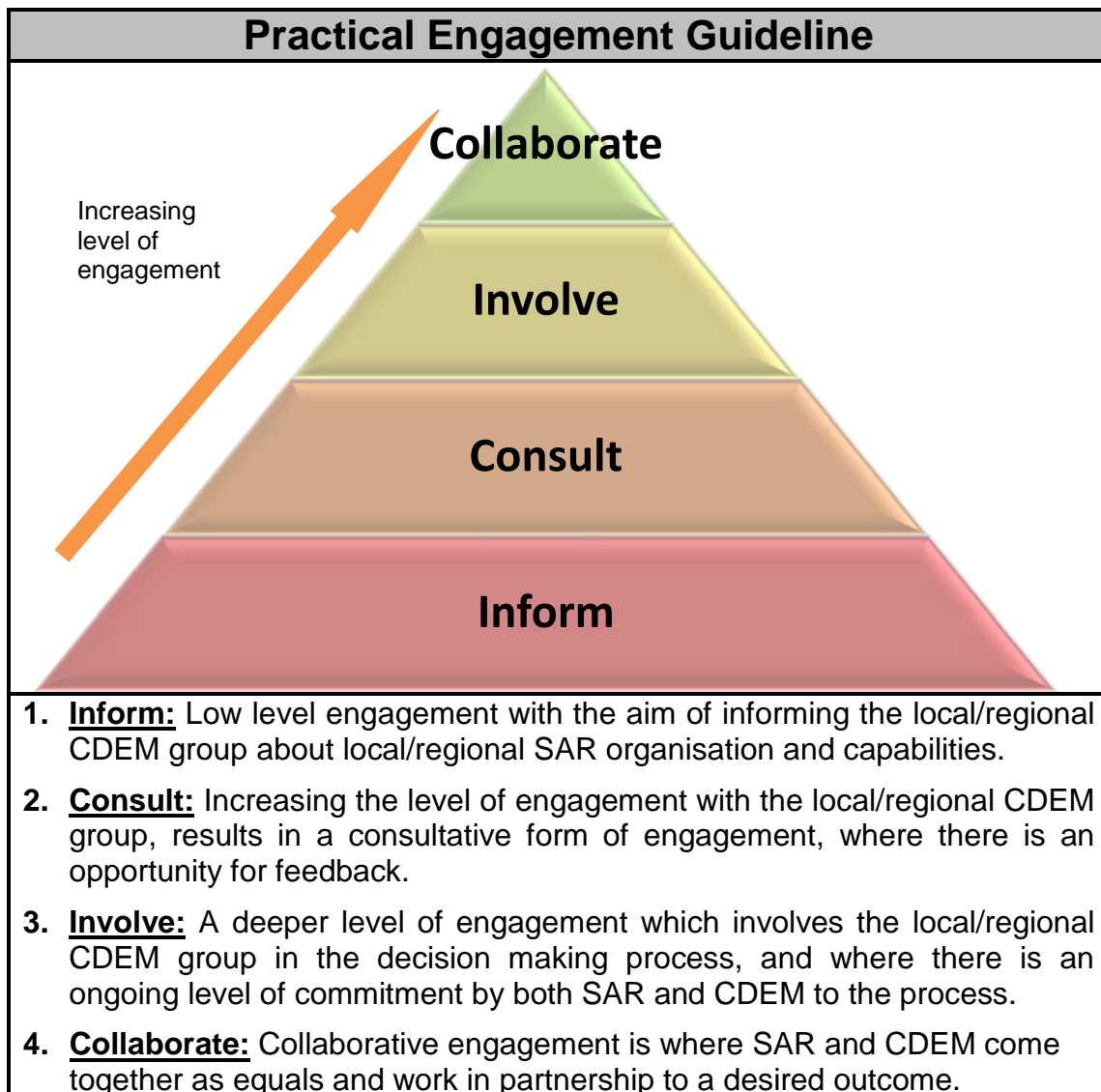
Appendix D

Engagement Guideline

The Practical Engagement Guideline shown below has been designed to assist members of the SAR sector in their engagement activities with the CDEM sector¹. It can also be adapted to assist in engagement activities within the wider SAR sector.

Effective engagement occurs across a spectrum of increasing levels of engagement activities. This is illustrated by four steps of engagement. Greater engagement requires a greater investment of time and resources.

This has been developed primarily for those members of the SAR sector who have little experience or training in engagement activities (i.e. new committee members of LandSAR Groups or Coastguard Units). For members of the sector who have experience in engagement activities (i.e. Police) the guideline may serve as a refresher tool.



¹ From the MCDEM publication *Community Engagement in the CDEM Sector [BPG4/10]*.

Inform

Level of Engagement	First (lowest) level of engagement.
Description	This is a low level of engagement where information is shared between the two sectors.
Purpose	To ensure there is a mutual understanding of the local SAR and CDEM sectors organisation and capability.
Types of Activity	Meetings Information evenings

Examples of information to provide to CDEM sector

- How the SAR sector is organised in your local area
- Who the local Police SAR contact is
 - What other SAR organisations are in the area – LandSAR, CNZ, SLSNZ, AREC, aviation assets etc
 - How Cat I and Cat II SAR incidents are coordinated
- Who the key contacts in your organisation are
- Who is on your committee, when and where do they meet
- When does your organisation meet for training, or other activities
- What type of SAR incidents you normally deal with in your local area, and how often you provide a SAR response for the Coordinating Authorities
- What your SAR capacity and capability is
- What assets do you have? (Rescue Vessels, 4WD, Comms, etc)
 - How many people do you have that you can call on?
 - How are your people called out to respond to an incident?
 - How many people are trained in CIMS 2 and CIMS 4?
 - What other specialist training members of your organisation have? (Advanced ropes, White water rescue, search dogs etc)

Examples of information to request from CDEM sector

- How is CDEM organised in your area
- Who are the key contacts in the local CDEM Groups
- How often and where does the local CDEM Group meet
- How often do they conduct training, or other activities
- What types of Civil Defence incidents or emergencies occur in the local area
- How often are there incidents or emergencies that require a CDEM response
- What is the local CDEM Group's capacity and capabilities
- Is there a response team (NZRT) in the local area
 - What skill sets does the response team have: communications, first aid, evacuation, swift water rescue, rope rescue, light rescue etc
 - How is the response team activated
 - What welfare provisions does the local CDEM Group have in place
 - How can welfare assistance be requested
- Where welfare centres are located throughout the area

Consult

Level of Engagement	Second level of engagement.
Description	Increasing the level of engagement with the local CDEM group, results in a consultative form of engagement, where there is an opportunity for feedback.
Purpose	<ol style="list-style-type: none"> 1. To identify opportunities where the two sectors can share resources, train, and exercise together. 2. To reduce unnecessary duplication of resources and training. 3. To discuss/consider various risks in the local area that would require a combined response.
Types of Activity	<p>This level of engagement is carried out during bilateral and collective meetings.</p> <p>This level of engagement is conducted at the national, regional, and local levels.</p>

Examples of activities at the consult stage

National level consultation will focus on strategic issues, like:

- Inclusion of large scale SAREXs into the National Exercise Plan

Regional and local level consultation will focus on operational issues, like:

- Identify opportunities to train together (First aid, ropes etc)
- Ensure dates for training, exercises etc do not clash
- Reduce duplication of capabilities (i.e. SAR and CDEM swift water rescue combine)
- Identify skill sets that are used by SAR or CDEM that are common and transferrable
- What SAREXs you have planned for the next 12 months

For Mass Rescue Operations

Asking the “*what if*” scenario questions (i.e. *what if* a tourist ship sinks in the harbour? *What if* there is large scale flooding and we need to run the EOC for 6 weeks?)

Discussing the impacts and possible responses to the various *What if* scenarios

Involve

Level of Engagement	Third level of engagement.
Description	A deeper level of engagement which involves the local CDEM group in the decision making process, and where there is an ongoing level of commitment by both SAR and CDEM to the process.
Purpose	To actively prepare for working together during an EM incident.
Types of Activity	This level of engagement is mainly carried out at the regional and local level, and focuses on two types of activities: <ol style="list-style-type: none"> 1. Training together 2. Exercising together

Examples of activities at the involve stage

Training together:

- CDEM volunteers/staff attend SAR sector training courses.
- SAR volunteers attend CDEM sector training courses.
- Training courses which deliver common skills are open to members from both sectors (i.e. first aid training, ropes training)

Exercising together:

- Adding SAR injects into CDEM exercises
- Adding CDEM injects to SAREXs
- Developing pre-plans for various “*what if*” scenarios
- Jointly exercising various “*what if*” scenarios

For Mass Rescue Operations

Pre-planning for responding to a MRO occurs at this level of engagement.

Collaborate

Level of Engagement	Fourth (highest) level of engagement.
Description	Collaborative engagement is where SAR and CDEM come together as equals and work in partnership to a desired outcome.
Purpose	To ensure there is full integration of the SAR and CDEM sectors when responding to incidents which require mutual cooperation.
Types of Activity	<ol style="list-style-type: none"> 1. CDEM assisting in SAR responses. 2. SAR assisting in CDEM responses. 3. SAR and CDEM responding to Mass Rescue Operations.

Examples of CDEM assisting SAR

A Cat I or Cat II SAROP, where CDEM works with the coordinating authority as the lead agency using CIMS

- Welfare assistance for rescues that have large numbers of people involved
- Logistical support for large scale or long duration searches (i.e. food, accommodation etc)
- Providing a facility that can be used as an Incident Control Point or staging area

Examples of SAR assisting CDEM

A CDEM Level 3, 4 or 5 emergency, where CDEM is the lead agency and the SAR sector works with CDEM using CIMS at the request of the Group Controller for CDEM

- Advising the SAR sector (SAR Police at local level, and RCCNZ) that a CDEM emergency has been declared
- Providing trained CIMS 2 or CIMS 4 people to assist in the IMT during long or large scale emergencies
- SAR Volunteers helping run welfare centres (as CNZ did during the CHCH earthquakes)

For Responding to Mass Rescue Operations

Responding to a MRO by using a pre-plan for the local area, or type of event