New Zealand Search and Rescue Council

Record of Workshop
New Zealand Search and Rescue Council and Consultative Committee
Thursday 27 August 2015
Ministry of Transport
Level 6 SAS Tower, 89 The Terrace, Wellington

In Attendance:

Martin Matthews – MoT (chair)
Keith Manch – MNZ
Graeme Harris – CAA
Air Commodore Tony Davies – NZDF
Assistant Commissioner Mike Rusbatch – NZ Police

Carl van der Meulen – NZSAR
Duncan Ferner – NZSAR
Rhett Emery – NZSAR
Rachel Roberts – NZSAR
Nigel Clifford – MNZ
Mike Hill – RCCNZ
Rodney Bracefield – RCCNZ
Sgt Jo Holden – NZ Police
James Lamb – MOC
Harry Maher – LandSAR NZ
Patrick Holmes – CNZ
Allan Mundy – SLSNZ
David Waters – Ambulance NZ
Steve Kern – CAA
Inspector Joe Green – NZ Police
Richard Davies – DOC
Samantha Sharif – Aviation NZ

Apologies:

Commissioner Mike Bush – NZ Police
Simon Trotter – Antarctica NZ
Jeff Sayer – AREC
Matt Claridge – WSNZ
Pete Turnbull – Aviation NZ
Joy Cooper – NASO
Stu Rooney – NZFS

1&2. Welcome and Apologies

Martin Matthews opened the meeting by welcoming attendees and noted apologies as above.

Rhett Emery was welcomed as the new NSSP Coordinator for the NZSAR Secretariat.

3. SLA Monitoring Report

Key metrics for the April-July 2015 Quarter:

- 575 SAROPs
- 1,335 volunteers provided 6,113 hours of time
- Coastguard responded to 400 non-SAR related calls for assistance

Key metrics for the 2014/2015 Year (provisional):

- 2,838 SAROPs
- 146 lives saved, 638 people rescued, and 961 people assisted
- 5,747 volunteers provided 28,255 hours of time
- Coastguard responded to 2,250 non-SAR related calls for assistance

SLSNZ

- Work is continuing on the two new communications networks, to enable them to be ready for the 2015/16 season.
- Surf Life Saving has put a focus into training Clubs' emergency afterhour's call-out squads and new IRB crews during the winter months. This creates less disruption for Clubs during the summer months.

LandSAR

- LandSAR notes the following items of interest for the 2014/15 year:
  - Deployment of a Safety Management System
  - Signing of a partnership with SARINZ
  - Review and update of the LandSAR Roadmap
  - Progress on the development of a national competencies framework
  - Taking the lead for Wander SAR.

Coastguard

- Coastguard's Maritime Transport Operator Certificate (MTOC) was issued on 14 June, and Coastguard is now able to operate under the new MOSS system. The Southern Region has moved to the new system, with the other three Regions to move during the next 9-12 months.
- Coastguard's Annual General Meeting will be held on 17 October in Auckland. This will be a shortened one day event, instead of part of a three day conference.
- Coastguard is preparing a business case for support to enact the required changes to VHF channels.
- The Coastguard National Membership project is on track for a 1 October launch date.

4. Secretariat Report 2014/15

2014/15 NSSP. The Secretariat Manager briefed the workshop on the delivery of the 2014/15 National SAR Support Programme (NSSP), and noted that a very wide range of projects have been completed with a number continuing into the 2015/16 financial year. Four projects have been deferred to start in the 2015/16 year.

Workshops & Seminars	SAR Training
• Wander Symposium	• Training Support and Advice
• Land Search Seminar	• Air Observer on line material
• SAREX Planning	• Air Observer training
• Helicopter workshop	• Land Formal Search Planning
• SAR Partner workshop support	• Marine Formal Search Planning
• Organisational Support	• START material
SAR Data management and IT	**Prevention**
• Data Store and analysis tools	• AdventureSmart comms & website maint
• Data Extractions	• Visitor Intentions
• SAR Data Standard	• Wander
• Operational Analysis	• Jasons / Tourism Radio
• Resource database enhancements	• Safety Code Partnership
• Maint - SARNET, Website, START, RDB etc.	**Exercises**
SAR Documentation	• Police SAREX support
• SAR Forms and Guidelines	• MRO SAREXs
Secretariat	**SAR Research**
• Communications and publications	• Governance Review of SAR in NZ
• NZSAR Awards	• Avalanche Advisory Independent Review
• Travel, meetings, advice etc	• SAR Funding part II

SAR (ACE). The Secretariat Manager gave an update on SAR (ACE) training to date this calendar year. There has been a marked improvement in the uptake of the predicted training this year when compared to the same time last year.

	1st August 2015	1st August 2014
Total SAR ACE EFTs	107.3	84.6
Number of courses to date	64	49
Number of courses cancelled (YTD)	19	24
Number participants registered for courses	945	1016*
Total number participants attending	881	736
Average numbers registered for course	14.7	20.7*
Average Number attending per course	13.7	15
% non-attendance	6.7%	27%
% of NZSAR predicted courses (64/124)	51.7%	40%

5.   Secretariat Work Plan 2015/16

The Secretariat Manager outlined the work plan for the 2015/16 year. Two of the projects have already been completed, with a significant number started.

Workshops & Seminars	SAR Training
• SAR Evaluation Seminar	• Training Support and Advice
• Organisational Support	• Air Observer training & Training material
• SAREX Planning (+Police) Meeting	• Marine Formal Search Planning (aft gap analysis)
SAR Data management and IT	• START material
• Maintain SARNET, Website, START, RDB etc	• Formal Search planning Land (Complete)
• SAR Dashboard	**Prevention**
• IMT Time Line	• AdventureSmart & Rec Safety Partnership
• Data Store maintenance and operation	• Visitor Intentions
• SAR Data Standard (Continues)	• Safety codes, printing and advertising
SAR Documentation	• Wander Support
• SAR Forms and Guidelines	• NZ Inc Recreational Safety Strategy
Exercises	**SAR Research**
• Support Police SAREXs	• Fatality Analysis
• MRO SAREXs	• Outdoor Safety Code – evidence base
• Abnormal Flight Behaviours	• SAR Demand and Supply Study – Marine
Secretariat	• Prevention knowledge research
• Communications and publications	• SAR Expectations
• NZSAR Awards	• Impact – SAR Prevention messaging
• Travel, meetings, advice, administration etc	• SAR Demand and Supply study – land
• Advice	• SAR Communications - Land

6.   NZSAR Governance Review – presentation & discussion

Context. The Council initiated this review 18 months ago, as the current governance arrangements for SAR are ten years old. There is a need to ensure the arrangements continue to meet the needs for effective governance, and that they are future proofed.
John Hamilton from Kestrel Group was engaged to carry out the review, as he has a background in emergency management governance. His mandate was to identify any issues and provide feedback on a) is it working, and b) how can we make it better?

Recommendations. The workshop considered each of the eight recommendations contained in the governance review.

i.   *The SAR Council manages expectations by providing key stakeholders with an explanation of the SAR capabilities and the limitations that apply at the extremities of the NZSRR.*

The review noted that we are responsible for a very large SAR region and the sector relies heavily on volunteer organisations. The Council will advise the Readiness and Response Board (RRB) [subsequently renamed as the Hazards and Risks Board (HRB)] around the capacities and limitations of the overall SAR system.

ii.   *The SAR Council completes the development and trials the coordination procedures for conducting a mass rescue operation (MRO) in the NZSRR.*

Noted that the SAR sector needs to be adequately prepared for MRO contingencies and improved its connections to ODESC and the 'whole of government' capabilities. Noted the successful conduct of the current Rauora series of MRO exercises and the aim to build to a full scale exercise (funding dependent) in 2019.

iii.   *The SAR Council considers having the arrangements and mandates for SAR affirmed by the Minister.*

The Council agreed that the current mandate and arrangements should be reaffirmed by the Minister of Transport.

iv.   *The SAR Council strengthen its reporting of capability, readiness and risk to Ministers by using the ODESC RRB reporting process and thus align SAR reporting with other all-of-government emergency preparedness and assurance reporting.*

Noted the evolution of the broader NZ security system and the need for the SAR sector to be better integrated into it. Duncan and Martin met with RRB [HRB] and they have agreed to include the SAR sector as part of their clusters.

v.   *The SAR Council develops a process through which membership of the SAR Council is enhanced by adding representatives from supporting NGOs.*

The meeting discussed the membership of the NZSAR Council and the best approach to include non-governmental agencies. Past attempts at representation have included changing the format of the consultative group (a workshop vs. a meeting) and inviting NGO representatives for 20 minutes to have an in depth discussion.   The discussion noted:

- The Council is intended to provide strategic leadership and governance to the sector, not be a representative panel.

- When it was originally conceived, the Council primarily aimed to address the challenge of coordinating Government SAR interests.

- It was problematic to invite 1 person from each agency to join the Council as it would become unwieldy.

- An option could be to identify someone with a degree of mana and respect who has been involved in NGO part of the sector to be a representative member of the Council. They would not sit as a representative of a single agency. Some noted that if the objective is to ensure the Council has an active relationship with NGOs and what is happening on the ground it may not work to have one permanent representative.

- The option of a rotating member was discussed where each major NGO sector entity (and aviation?) would get an opportunity to sit on the Council for a period of time. Noted one of the challenges of rotating membership is Council continuity, another is the breadth of the representation.

- The meeting noted that there was potential for conflict of interest and several NGOs receive direct funding from the Council.

- A suggestion was made to strengthen the Consultative Committee in order to get the NGO perspective and then feed that into the Council via a selected or elected Consultative Committee representative. For this, the Chair of the Consultative Committee would be an elected member supported by the Secretariat.

ACTION: The Secretariat will prepare proposals to amend the membership of the NZSAR Council for consideration and implementation in November.

vi. *The SAR Council co-ordinate the development of a joint preventative strategy that will place greater emphasis on preparedness and reduce the demand for SAR services in the future.*

The meeting noted that recreational safety efforts and SAR prevention strategies are typically narrowly focussed, are inadequately joined up and are not resourced or prioritised on risk. The meeting agreed there was a need for a national strategy to tie these endeavours together to create a coherent NZ Inc strategy / platform. Agreed this needs to be informed by an analysis of risk and where the SAR sector thinks effort is best applied. Agreed that SAR ought to prioritise prevention as well as response.

vii. *The SAR Council review the performance measures used to report progress towards the strategic goals.*

The meeting discussed the need for Sector performance metrics – specifically in relation to the NZSAR objective and goals. Noted/discussed:

- Does ODESC RRB provide performance measures for a robust SAR system?
- Looking at value of SAR sector – looking outside Police. Don't have a fair picture of where all the risk is.
- More than reduction of SAR. Reduction of time to respond. Reduction of volunteers because fewer are needed.
- Development of 'social resilience' as it related to SAR.

viii. *The SAR Council investigates opportunities to research developments to ensure the SAR sector keeps ahead of changes in demography, expectations, technologies and volunteering associated with SAR that could impact SAR capabilities and responsiveness in the future.*

The meeting discussed this recommendation and noted:
- Sector is very reliant on and responsive to new technologies (beacons, etc.)
- Technology workshops are a good way of bring people/ ideas/ knowledge together.
- Figuring out the right things to invest in is a major challenge.
- The desirability of contestable funds to work on technology or other issues that improve SAR (example the New Initiatives Fund in Canada)
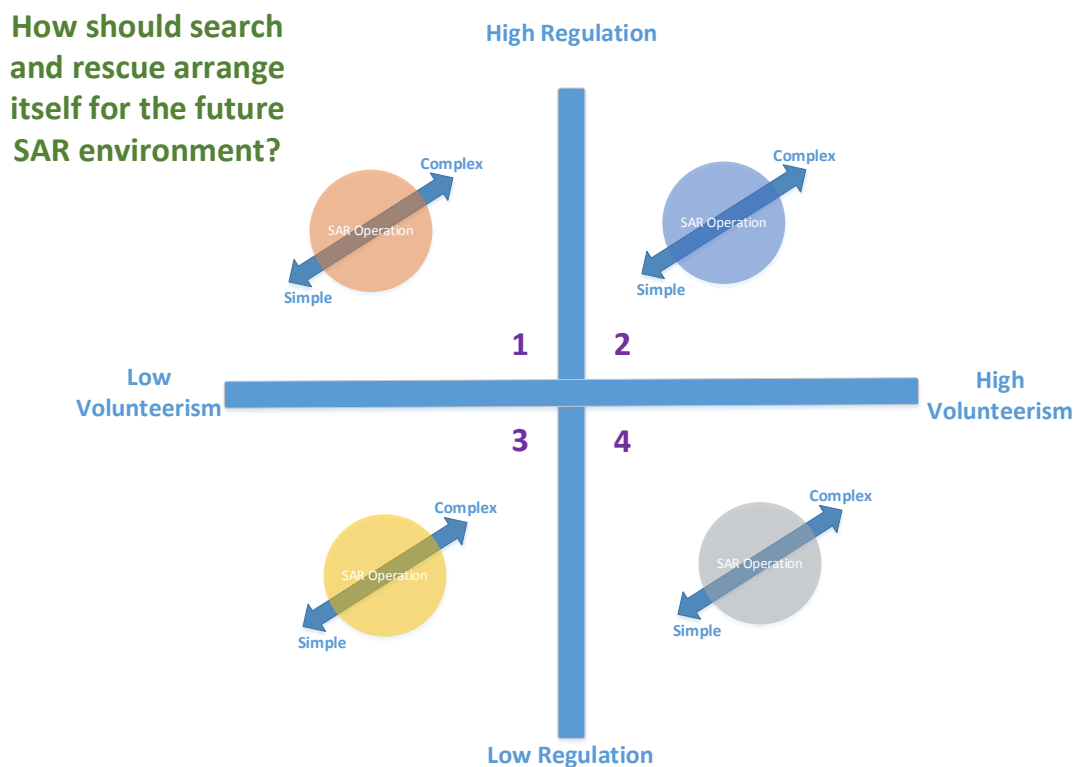
Conclusion. Overall the current governance arrangements for SAR are working well. The main areas for improvement are:

a. Improving reporting within the National Security System arrangements, particularly with the ODESC HRB (Hazards & Risks Board – *renamed from RRB wef 1 Sep 2015*).

b. Improving relationship and engagement between the NZSAR Council and the NZSAR Consultative Committee, particularly with the NGO members.

c. Improving performance reporting.

7.   Future Scenario Workshop

Introduction. The Secretariat Manager outlined the principles behind future scenario modelling, and how these can be used to identify common actions across various different scenarios (more details in the attached paper), which become the focus for future work and shaping of the sector.

Four future scenarios were outlined on a 2x2 matrix based on high/low volunteerism, and high/low regulation.

The workshop split into three groups, each group to consider one scenario (quadrants 1-3). The fourth scenario (quadrant 4) was not considered, as this is the scenario that models the current state of the SAR sector. Feedback from each of the groups is listed below:

Quadrant 1 – Low Volunteerism / High Regulation

- Struggled to see this scenario occurring.
- Significantly more expensive (direct terms funding and glue / magic point of view)
- Low volunteers = high number of paid staff

- Requires more support structure

- Insurance etc. Huge systems and structures required (fundraising, etc.)

- Quite more complex and complicated than the status quo

- Demographic and cultural issues – NZ a different place. More diverse cultural base and remote locations

- Didn't arrive on any actions

- Invest heavily in technology and search and rescue. Paid SAR will be heavily reliant on technology (compliance structure, etc.) System itself and operation

- Zealous health and safety regime would promote scenario 1

- Group didn't feel that the H&S bill would get them there

- Group didn't think there were strong connections between increasing regulation and the level of volunteerism

Quadrant 2 – High Volunteerism / High Regulation

- Shift to a user pays system

- Compliance

- Legislative and cultural change

- Enforcement of new high regulation

- Single coordinating authority (Ministry of SAR)

- Higher expectation on the SAR system and higher burden of responsibility on the user

- High level of training for the SAR sector

- Training / education for the user

- Insurance for the user (insurers to become a key stakeholder of the system and will drive some of the expectations)

- Government will need to find funding

- More performance expectations around response for the sector

- Probably less SAR incidents but they will likely be REAL SAR incidents

- Volunteers will need to be immediately available – increased KPIs, etc. for NGOs

- ACTIONS: Professionalising the SAR workforce and volunteers

- A lot of work with the insurance industry to look at revenue sources

- World not dissimilar to the fire service. People buying insurance to cover risk. Expectation for the person being covered. Ins. industry will become quite demanding of the provider. Professionalism to meet certain requirements. Plausible world in many respects.

- What would drive the change to these scenarios?

- Right now the govt. gets a lot of service for free.

Quadrant 3 – Low Volunteerism / Low Regulation

- Right mixed of assets and human capabilities
- Engage with defence
- Keep abreast of technology
- Technology could help in a world without so many volunteers
- Climate change making Antarctica more accessible
- Tourism and visitor trends – do environmental scanning now and continue to scan because it will keep evolving
- Organisations – opportunity for private sector to provide something better, faster, quicker. Are there other govt agencies sitting on assets or capacity to get involved (Fire, etc.)
- Technology – likely a proliferation of it. Need to stay on top of it.
- Keep abreast of international trends
- Trying to turn future thinking into actions
- Usually have our heads down. SAR Council's responsibility is to provide some strategic leadership around what the future might look like. Come together to do it at a system level. Rare and valuable. Value may become more apparent as time passes.

8.   NZSAR Risk Matrix Items

SAR Expectations.

- Issue: Mass rescue a huge challenge, huge area, lack capability
- Potential actions: Engage with stakeholders and media ahead of time
- Discussion: below level of mass rescue, smaller things that last for a long time can bring the whole sector into disrepute. Being crystal clear about limitations upfront. The Nina and reputational risk. Action: Specific response at beginning of an event. Importance of FRAMING the response.
- Be careful with this media event. Use an evidence based example (a cruise ship in X location, etc.). Show clearly the gaps that you are trying to highlight instead of a general comment.
- Independent reviews of these things over time. Showing we can respond to a lot of incidence. The system overall is good.
- BP incident in the gulf. The risk is VERY low and the costs incurred are potentially very high. Justifying not incurring all of those costs.
- Public information management phase of the event, big events stretch over time, are all of the different entities lined up together to provide assurance in a media outlet. Remoteness is a huge challenge.
- Educating public about importance of technology in a successful rescue especially in remote areas. Could have enhanced communication with registered beacon holders. Media hook – because of technology we were able to make this rescue.

SAR Information. The first draft of the SAR Data Standard should be provided to the Secretariat next week. The initial draft will be reviewed by the Secretariat and the Coordinating Authorities, before it is distributed for consultation. The approved data standard will be used to develop new data entry and collection forms.

9.   SAR Agency Items

Rodney Bracefield (RCCNZ) noted that some of the foundation pads at the MEOSAR antenna farm in Taupo have now been laid.

Martin Matthews
Chair
NZSAR Council

Next Meetings:

- ➢ NZSAR Consultative Committee 5 November 2015
- ➢ NZSAR Council 19 November 2015

ACTIONS

Item	Action	Responsible
6i. Governance Review	Prepare a briefing for the HRB on the SAR capabilities and limitations at the extremities of the NZSRR	NZSAR Secretariat
6ii. Governance Review	Continue with MRO exercise series RAUORA	*Ongoing.* NZSAR Secretariat
6iii. Governance Review	Prepare a briefing for the Minister of Transport to confirm the arrangements and mandates for SAR	NZSAR/MoT
6iv. Governance Review	Make arrangements for the NZSAR Council to report to the HRB	NZSAR Council (Completed)
6v. Governance Review	Prepare proposals to amend the membership of the NZSAR Council for consideration and implementation in November.	NZSAR Secretariat
6vi. Governance Review	Coordinate the development of a joint preventative strategy for the recreational sector	Recreation sector
6vii. Governance Review	Identify possible performance measures/metrics for the Council's strategic goals, and prepare a proposal for the Council	NZSAR Secretariat
6viii. Governance Review	Ensure technology in SAR is a regular meeting item. Include a contestable fund option in the next funding bid to Ministers.	NZSAR Secretariat