

GISBORNE DISTRICT

CIVIL DEFENCE EMERGENCY MANAGEMENT PLAN

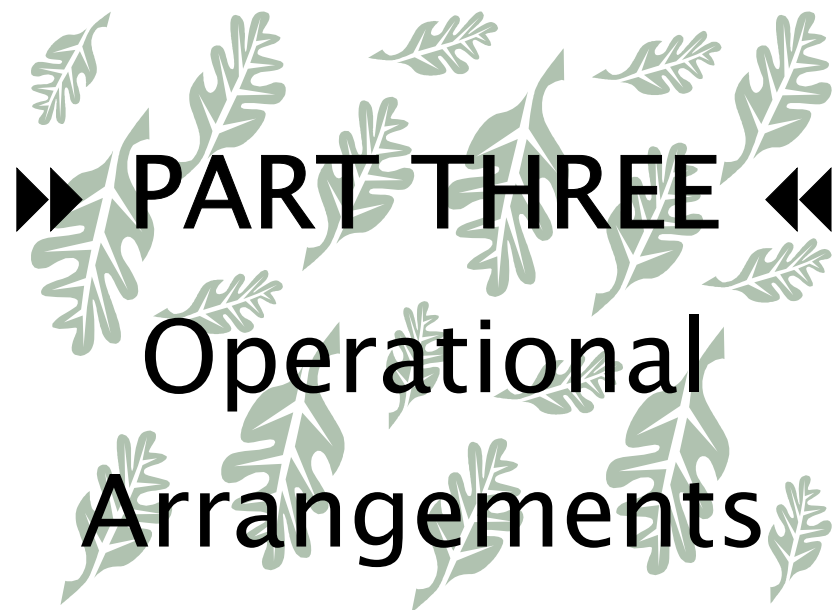
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▶▶ PART THREE ◀◀
Operational
Arrangements

PART THREE - Operational Arrangements

3.1 Introduction

This section outlines the operational arrangements that have been made by the Gisborne CDEM Group to encompass the Operational 3R's. The major activities that Readiness and Response need to accommodate are identified in annex e in a document that links them to gaps in reduction activities.

The operational arrangements in this section reflect the need to address all of the hazards listed in section 2.1, but pay particular attention to addressing the main hazards that the District is likely to face and that have been assessed as requiring the most attention e.g. flood, tsunami, etc.

The more significant activities that gaps (see annex e for details) pointed to that have a major impact on this part of the Plan include the need for:

- ❖ A co-ordinated response.
- ❖ Integrated procedures.
- ❖ Public education.
- ❖ Warning systems.
- ❖ Organised emergency welfare.
- ❖ Appropriate planning and plans.

3.1.1 Operational 3R's

▶ **Readiness** : activities that develop operational capabilities for responding to an emergency, including:

- Preparation of the Group Plan and supporting documents
- Education
- Warning systems
- Training and exercising
- Maintenance of response structure, e.g. EOC, Area HQ's and communication systems

▶ **Response** : activities taken immediately before, during or directly after an emergency that can save lives, minimise distress and injury, minimise property damage, or improve recovery, including:

- Establishment and staffing of response structures, e.g. EOC, Area HQ's, Community Emergency Centres.
 - Signing a declaration of civil defence emergency.
 - Use of the powers granted under the Civil Defence Emergency Management Act 2002 to ensure public safety or other Act identified in Table 4.

- An outline of key responsibilities and identification of strategic resources.
- Dissemination of information.

► **Recovery** : activities stabilise the affected community and ensure that life support systems are operational, and longer term actions for community rehabilitation and restoration happen, including:

- Transition arrangements.
- Restoration needs to have a Reduction focus i.e. it is important that efforts are made to ensure the same **hazard vulnerable** communities are not rebuilt without a risk management process taking place.
- Links between people, communities, local government, local support providers, central government and its agencies.
- Dissemination of information.

3.1.2 National Significance

As evidenced by Cyclone Bola, Gisborne can be subject to disasters that require national level attention. National assistance varies in degree from routine daily provision of services by national agencies, through to national declaration and management of a major tier 3 (see 3.1.3) event.

As part of Project No 10 (refer annex d) the CDEM Group will progressively identify any shortfalls requiring national assistance in its combined mandate, process and resources that it considers necessary to address disaster consequences. This version of the CDEM Group Plan incorporates national agencies activity and seeks a seamless transition between tier 2 and tier 3 event response.

3.1.3 Levels of Emergency

To clarify responsibilities the Group recognises three Tiers of emergencies:

Tier 1: ► any emergency that is managed by the 'victim' or an/several Emergency Services even if there is a need for some centralised co-ordination. Procedures for a tier 1 emergency that needs centralised con-ordination are contained in the Adverse Event Plan.

Tier 2: ▶ any emergency that involves a declaration by legislation to use emergency powers. As a rural fire doesn't need a declaration to invoke special powers consideration would be given to declaring a civil defence emergency where a fire posed a significant threat to life.

Tier 3: ▶ any emergency that involves declaration at a national level.

3.1.4 **Operational Principles**

The following principles have been taken into consideration in the preparation of this part of the Plan and they reflect 'best practice' rules for readiness, response and recovery.

1. There is an identifiable link to the gaps identified in the risk reduction process. Activities reflect the principle of integration and co-ordination between EM partners.
2. With appropriate support mechanisms in place communities are able to, within reason, manage their own response to, and where practical, their recovery from an event.
 - ❖ Recognise the emergency management continuum.
 - ❖ Tier 1 response activities can be seamlessly upgraded to tier 2 and tier 2 to tier 3.
 - ❖ That some Tier 1 emergencies require central co-ordination (see Adverse Event Plan.)
 - ❖ The switch from response to recovery is seamless, with recovery activities also recognizing the need to reflect long-term solutions.
 - ❖ The Gisborne emergency management structures reflect the need to incorporate external assistance and provide assistance to other CDEM Groups.

3.1.5 **Operational Responsibilities**

The following operational responsibilities are provided as an outline. More detail contained in annex f - Emergency Services and annex g - Lifeline Utilities, and the Standard Operating Procedures, Functional Plan and Contingency Plans.

▶ **Gisborne District Council**

Has primary responsibility for managing a declared civil defence emergency, all rural fires that occur in its area, tier 2 marine oil spills and specified hazardous substance incidents.

It also has major co-ordination roles in non-declared events (see Adverse Event Plan), rural fires “owned” by other authorities, tier 1 and 3 marine oil spills and hazardous substance incidents it is not responsible for.

▶ **NZ Police**

Have primary responsibility for maintaining law and order and enforcement of road/driving behaviour.

The Police are also the lead agency or provide overall co-ordination for land search and rescue, marine search and rescue, road, rail and air accidents.

▶ **NZ Fire Service**

Have the primary responsibility for urban fire response and may provide a response to fires in rural areas. The Fire Service is also responsible for making accident sites safe from fire or the risk to life from hazardous chemicals prior to any other response requirements. The Fire Service is also the lead agency for Urban Search and Rescue.

▶ **Health**

Has the responsibility for the provision of primary, secondary and mental health care through the hospitals and public health issues through the Public Health Unit.

3.2 Readiness Arrangements

3.2.1 Warning System

Warnings that may lead to a state of local civil defence emergency come from the Ministry of Civil Defence and Emergency Management, MetService and Emergency Services. A full description of the warning system is contained in the Warning SOP.

3.2.2 National Warning System

The National Warning System is detailed in the National Civil Defence Plan. Warnings from the Ministry will be issued by the Director to the Gisborne Emergency Management Office. The Director is responsible for issuing alerts and information about events of national significance.

3.2.3 District Warning System

- a. Warnings to the public concerning physical safety from a natural event, prior to and during a civil defence emergency, will be issued by the Emergency Management Office after consultation with the Police, Fire Service, Health and other council departments. – exception - The Council Flood Warning Manager is responsible for ensuring that ‘people’ receive warnings of potential flooding prior to declared events. Hazchem and technology failures are generally the responsibility of Police/Fire or the “owner” of the service/utility, except the Emergency Management Office is available to co-ordinate warnings where required.
- b. Warnings, within the Civil Defence Emergency Management Organisation are received and passed on by the following people: (Full detail is contained in the Warning Standard Operating Procedures.)
 - ❖ The Civil Defence Emergency Management Officer
 - ❖ The Group Controller
 - ❖ Alternate Controllers
- c. **Heavy Rainfall warnings**

Heavy rainfall warnings are received as “Special Weather Bulletins” from the MetService. Warnings are passed on to the Area Co-ordinators who alert key people in their communities.

The Councils Engineering & Works Department also maintains a system to alert people who may be flooded as the river systems rise.
- d. **Tsunami Warnings**

To assist with control of the public, warnings will be targeted at those at risk and when suitable traffic control mechanisms are in place notification on broadcast radio.

 1. **Tsunami of Distant Origin (Teletsunami)** ▶ The warning comes to the Emergency Management Office via the Ministry of Civil Defence & Emergency Management. Communities at risk will be warned by the fastest means possible. The following methods are available for the distribution of the warning; the media, one to one, phone or mobile PA system. Prior to declaration these warnings will be issued by the Emergency Management Office under the authority of the Mayor (no evacuations will take place without a declaration). If the decision is made to declare, then the Group Controller will authorise the warnings.

2. **Tsunami of Local Origin** ▶ There is no warning system for a Tsunami of local origin, except that a felt earthquake may trigger it. Where practical warnings will be issued once civil defence becomes aware that an event has impacted on the coast.

To partially counter this lack of warning, the public needs to take responsibility for their own safety. If they live in close proximity to the sea (750m or below 35m), schools (and the public) on the coast are encouraged to evacuate inland as part of their earthquake drill.

Any locally generated Tsunami that impacts into communities or camping areas (during the summer) will require a declaration, so any post event warnings or information will come from civil defence.

e. **Volcanic Warnings**

There is an expectation that at least 24 hours warning will be given for possible eruptions. This period could also be weeks, months or years in advance. The level of activation will depend on the level of threat and whether it is a reawakening or frequently active cone. The public will be kept informed of the local situation via the media and in major events community meetings may be necessary.

Official statements, while no declaration is in place, will be issued by the Emergency Management Office under the authority of the Mayor. Full procedures are contained in the Gisborne District Emergency Services Volcanic Contingency Plan.

Warnings during civil defence emergencies of local conditions are the responsibility of the Group Controller. The Director of Civil Defence and Emergency Management is responsible for issuing national warnings and information.

f. **Earthquakes**

No warnings are possible for earthquakes. Where practical all earthquakes are reported to the Duty Officer for the Ministry of Civil Defence & Emergency Management. If an earthquake of 4-5 occurs on the Modified Mercalli (MM) scale (see annex m), the organisation will go to the Alert status until the impact of the earthquake is known.

If there is a significant earthquake (MM6 or above) with obvious damage or utilities affected, the organisation will go to Standby until the impact/and or epicentre of the earthquake is known.

g. **Testing**

Locally there are enough real incidents, normally rainfall warnings, to test the system each year to ensure that the systems work. Nationally the warning procedures are tested every 3 months.

h. **Public Warning Procedures**

The main method of issuing warnings/information to people about an emergency (that may or may not be declared) will be via the media (initially through 945 AM and Radio Ngati Porou). This will be supported by the community link organisation, emergency services and “word of mouth.”

In the City area the Gisborne City Fire Brigade siren is **not** part of the civil defence warning system.

In rural areas Volunteer District Fire Brigades may use their sirens to alert the communities that there is something wrong. These may be activated by any 3 of the Police/Fire Combined Communication Centres or radio from the Gisborne Fire Station once authority has been given. (Rural stations are at: Te Araroa, Ruatoria, Te Puia, Tikitiki, Tokomaru Bay, Tolaga Bay, Matawai, Whatatutu, Te Karaka, Patutahi and Manutuke).

- i. Any warning from any system is a sign to the public to tune into the nearest working radio station for information.
- j. Detailed staffing, responsibilities and procedures for each section of the Organisation at each phase are shown in the Warning and EOC Activation & Management Standard Operating Procedures.

The Organisation has 3 levels of readiness:

1. **"ALERT"**

Civil Defence Emergency Management Officer will normally notify:

- ❖ Controller
- ❖ Ministry of Civil Defence & Emergency Management
- ❖ Designated Council Departments and utility owners
- ❖ Area Co-ordinators
- ❖ Police
- ❖ Fire
- ❖ Health
- ❖ Mayor (depending on intensity)

See Warning SOP for full list of who may be activated.

During the ALERT phase monitoring of the event will take place. The event itself will dictate the level of this activity.

2. **"STANDBY"**

Key people are put on standby, Media Officer activated, liaison with the emergency services is stepped up, partial EOC established, may activate Adverse Event Plan and communication systems are activated. The Ministry of Civil Defence & Emergency Management is also kept informed.

3. **"FULL ACTIVATION"**

State of local civil defence emergency declared, complete activation of EOC, Ministry of Civil Defence and Emergency Management informed and the information published in the *Gazette*.

To ensure a timely response, levels of activation have been predetermined for:

- ❖ Heavy rainfall warnings ALERT
- ❖ Storm Warning ALERT
- ❖ Threatening volcanic activity ALERT
- ❖ Tsunami warning STANDBY
- ❖ Earthquake ALERT *
- ❖ Earthquake STANDBY **
- ❖ Hazchem ALERT

* a felt earthquake of MM4 - 5

** where the earthquake has caused obvious damage or is strong enough to cut power or phones or MM6 or greater.

3.2.4 **Media**

a. **Authorisation**

In general, prior to a declaration, the Mayor will authorise the Emergency Management Office to liaise with the media with respect to events that may lead to a civil defence emergency. Where appropriate, before warnings are issued to the public, consultation between the Emergency Management Office, the Emergency Services and other council staff will take place.

Only the Group Controller, or any person acting with the Group Controllers authority, may authorise warnings to the public during a civil defence emergency, and all warning messages will be prefixed by:

»" *This is a message/warning authorised by the Mayor or Civil Defence Controller.....*" «

The Controller will if necessary, to stop conflicting/uncoordinated media statements that are causing distress and or confusion or otherwise contributing to the adverse affects of the emergency, use Section 91 of the Act to direct any person, organisation or media outlet to submit any information that is intended for release to the public to be cleared through the EOC prior to release.

b. **Broadcast of Warnings**

Public warnings, duly authorised will be passed to the Station Manager, the Radio Network 945 AM and/or Radio Ngati Porou 545 AM, who will be asked to broadcast the warning.

The Radio Network has retained its AM (945) system, which because of the large coverage area will be the primary broadcaster for civil defence warnings and information. This does not mean however, that the other stations both inside and outside the District will not be used.

c. **Radio**

The radio stations will play the 'STING' signal, i.e. warble siren, at the outset of the declaration of emergency to warn the public, and thereafter prior to each civil defence public broadcast.

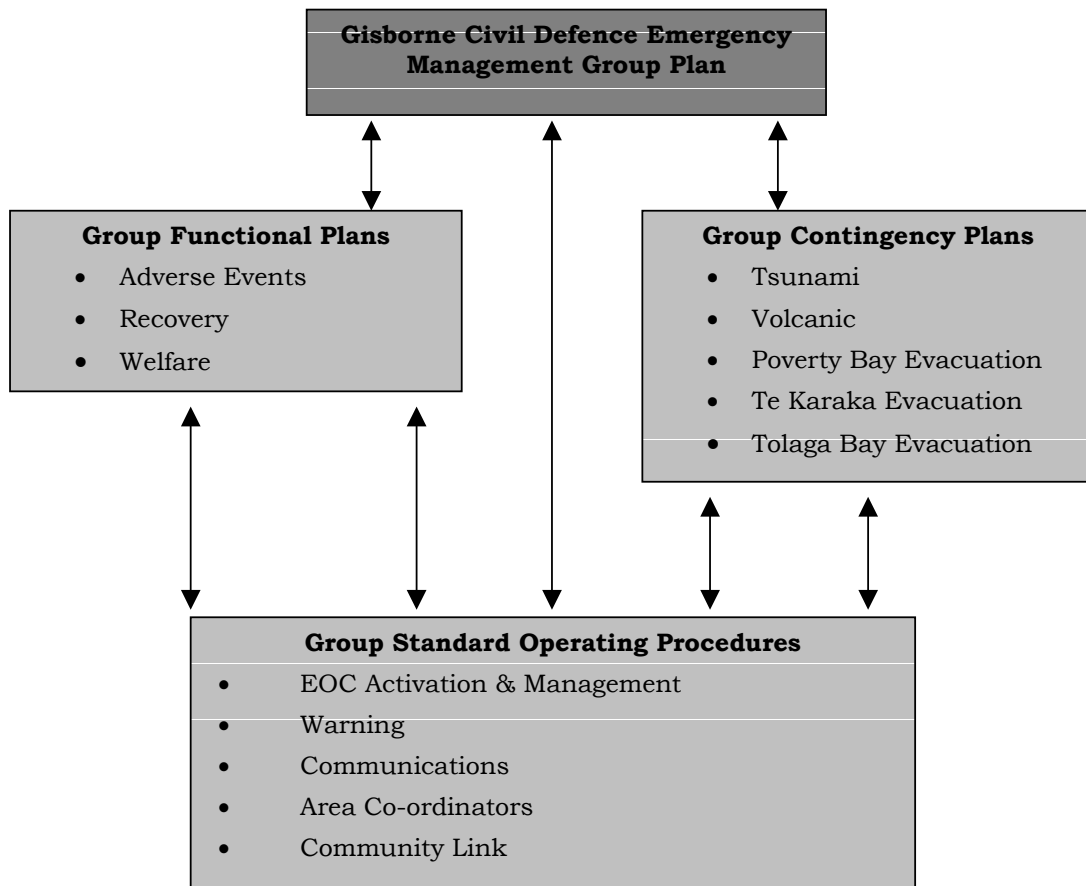
3.2.5 **Standard Operating Procedures (SOP) and Contingency Plans**

To assist with the management of activities, systems and procedures, and the response to specific threats a number of SOPs, functional and Contingency Plans have been prepared.

The SOPs deal in more detail than this Plan the specific processes that are used, the people involved and the structures that need to be put in place. Distribution of the SOPs is limited to the key people who are involved in whatever the management issue is. All of the SOP's are available in the Emergency Management Office.

The Contingency Plans deal with the issues surrounding a specific threat. They were developed because there are clearly identifiable issues affecting a specific population or there is management detail that needs to be recorded because of the infrequent nature of the event. Something like an earthquake or generalised flooding is not covered by a contingency plan, as the impacts are not specific enough for set response procedures. All contingency plans incorporate procedures for civil defence and the emergency services.

The Functional Plans detail the actions to be taken relating to a specific activity, i.e. Welfare, Recovery and Adverse Events.



3.2.6 Training/Public Education

General

The effectiveness of the District's response will to a major extent be reflected by the quality of training undertaken by the personnel who make up the Organisation, integration with the Emergency Services and the overall preparedness of the public to meet a particular disaster. Training and Public Awareness are structured around a 4-year framework. This involves 1 year focused on public awareness and the other 3 on training.

Responsibilities

- a. The size of the Organisation means that some of the key people (with EMO support) will need to take the responsibility for training their own teams. This particularly applies to Area Co-ordinators and Community Emergency Managers.
- b. The CDEM Officer is responsible for the effective training of the following:
 - ❖ Teams in the District EOC

- ❖ Area Co-ordinators and the management team of their Area Headquarters
- ❖ Community Emergency Managers
- ❖ The District Welfare Manager, Area Welfare staff, Community Welfare staff and key Welfare Centre personnel.

This means that those identified above have some responsibility for ensuring their staff are trained.

Training Policy

The Organisation is trained in a 4 year training cycle.

Year 1: ▶ concentrates on the basic skills of the individual and revision of EOC procedures that need enhancement after the Year 3 exercise.

Year 2: ▶ is used to individually practice headquarters, by training and small exercises.

Year 3: ▶ apart from some revision, involves a District wide exercise down to community level.

Training at all levels must involve emergency service personnel that the organisation will work with in an emergency.

Year 4: ▶ Public Education

Public Education is seen as part of training, as the public must also be educated to respond in a practical way, to emergencies. This is achieved by maintaining as much activity as possible during the 3-year period and then keeping Year 4 as a public awareness year.

As a preparation principle, self-help and community self-resilience is encouraged in the Gisborne District for the general public. As a guide this self-help period is for a minimum 2-day (48hr) period.

The ideal of every home having a survival kit is not actively encouraged (nor is it discouraged), rather the CDEM Group promotes the practice of use and maintenance of emergency resources for day to day use.

The time frame between declared emergencies and the likely severity does not warrant a realistic expectation for families/organisations to maintain separate survival items. The active promotion of every home/workplace having a first aid kit, a transistor radio and

emergency light, using and maintaining them is seen as a more realistic solution.

Most homes have at least two days food supply and this is promoted as a general standard. It is fully realised that some do not but there is nothing that can be done to change that over an extended period. Awareness of water sources at home and in the community is promoted, as is the installation of rainwater tanks. Storage is seen as a last resort, but is promoted with the warning of a possible emergency.

The organisation accepts that there will be groups and people at risk and has established these as priority tasks for the EOC and community emergency centres.

The significant groups of at risk people that may need assistance are considered to be the elderly, both at home and in Homes (albeit they are required to have a planned response), and children, especially pre-school establishments. Both are encouraged to form arrangements for assistance with other Homes or parent support groups.

The principle used for the preparation of preparedness messages focus around:

- ❖ Looking after yourself and neighbours.
- ❖ Physical injury.
- ❖ Mental distress.
- ❖ Financial loss.

With the priority of effort aimed at:

- ❖ Self-sufficiency for 36-48 hours without the need for a separate survival kit.
- ❖ Support to the elderly and children.

3.2.7 **Liaison & Planning**

For practical purpose information re these activities is incorporated in annex e. In general the CDEM Officer maintains a liaison with each respective agency and is a member of the District Emergency Services Co-ordinating Committee which fosters integration and enables input into the emergency plans of the member agencies.

3.3 Response Arrangements

3.3.1 Introduction

The principles of the Act require people and communities to be able to provide for their own safety and wellbeing. The Readiness component of this Plan indicates how the CDEM Group will assist the communities to prepare. This part introduces how they will respond and how the Group will support them. While it is recognized that large parts of the rural communities will be self 'supporting' and to some extent urban communities, there are some 12,000 (more than 26%) people on a benefit in the Gisborne District. This does not include those that are dependant on the beneficiary. (This does not mean that all will need assistance.) For a number of reasons this group of people may need more 'organisational' support than the general community.

A significant CDEM Group response will also be required to cover the shortfall in the impacts of events that exceed mitigation activities. The CDEM Group is unable to fully mitigate any event that has been identified as a threat to the District.

The Group also has an Adverse Event Plan (AEP) that details the procedures that will be used in an event that requires co-ordination between agencies but is not serious enough to warrant declaration. The success of the management of the event will be directly related to the willingness of the various agencies to participate. The AEP will be activated by the Council CEO on recommendation of the group identified in 3.3 of the AEP.

3.3.2 Functional Responsibilities

Annex i identifies emergency functions and activities and the various agencies responsible for them in tier 1 and 2 emergencies.

New Zealand Defence Forces If available and able to access the District, New Defence Forces are able to provide land/air transport and limited sea transport and manpower. To activate these resources requests will be processed through the National Emergency Operations Centre. The local TF Unit is not to be activated without approval from Wellington except that informal planning can commence with their parent Unit in Napier.

3.3.3 Declarations

▶ Authority to Declare

The Mayor of the Gisborne District is authorised to sign a declaration of Local Civil Defence Emergency for the Gisborne District as allowed

by section 25 (1) of the Civil Defence Emergency Management Act 2002. (see Annex h for forms)

In the absence or unavailability, and only in those circumstances, the Deputy Mayor of the Gisborne District is authorised to sign a declaration of Local Civil Defence Emergency for the Gisborne District as allowed by Section 25 (2) of the Act.

In the absence or unavailability, and only in those circumstances, of the Mayor or Deputy Mayor of the Gisborne District, the person for the time being acting as the Mayor or first available committee chairperson to be one of either Revenue & Audit, Engineering & Works, Planning & Regulatory, Community Development, or Economic Development Committee is authorised to sign a declaration of Local Civil Defence Emergency for the Gisborne District as allowed by Section 25 (4) the Act.

▶ **Decision to Declare**

CEG will form the basis of the group that meets to decide whether a declaration is necessary. The full composition of the group that meets will depend upon the time and type of disaster and the speed with which the decision needs to be made. The Chief Executive Officer (or the person acting as the chairperson of CEG) will then advise the Mayor of the decision. The decision to declare must be based upon whether there is a significant threat to life and or property, that the normal response agencies cannot cope without the extra 'powers' or higher level of co-ordination and that a declaration will make a difference.

▶ **Declaration, Extension of Emergencies and Termination**

A declaration of state of local emergency is valid for 7 days from its making (or anytime earlier), it may be extended by a person identified in this Plan authorised to declare a state of emergency. Any person identified in this Plan as authorised to declare a state of emergency may terminate such state of emergency.

Forms for declaration, extension and termination are contained in Annex h.

3.3.4 **Community Link**

To ensure that people are able to at least attempt to support themselves in an emergency the CDEM Group has established groups of volunteers that have the sole focus of co-ordinating support to their communities in times of tier 2 emergencies, although there is some requirement for parts of the organisation to activate in the more serious tier 1 and either partly or wholly in tier 3 events.

Care must be taken when deploying the community link during non-declared events as they have limited protection and the organisation has no powers to act.

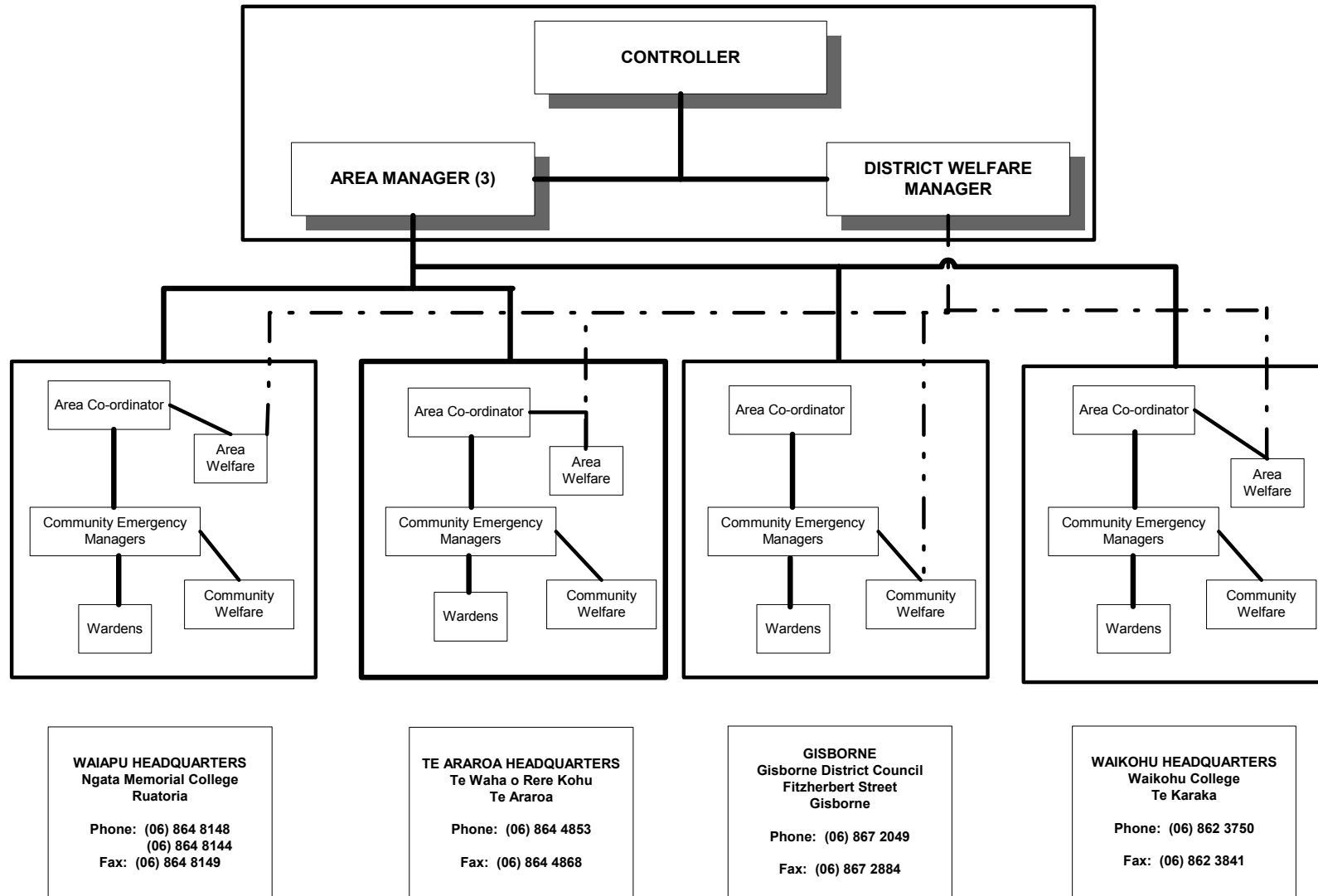
For the purpose of community management the District has been divided into four Areas, each of which contains a number of communities. (45 in total) The Areas are called:

- ❖ Te Araroa
- ❖ Waiapu
- ❖ Waikohu
- ❖ Gisborne (Urban & Rural)

The Community Links main functions include information management, response activity co-ordination and the welfare of isolated or dislocated families. The community link personnel are instructed not to get involved in the 'doing' of response activities so as to remain free to maintain an overview of all activities happening in their community.

Maps of the Areas and Communities are contained in annexes j, k, and l.

The general structure of the community link and its relationship with the EOC is shown on the next page.



Community Emergency Centres

GISBORNE

Urban

Tairawhiti Polytechnic
 Ilminster School
 Kaiti School
 Te Hapara School
 Central School
 Gisborne Intermediate
 Mangapapa School

Rural

Tolaga Bay Area School
 Tauwhareparae-Port Farms
 Whangara School
 Wainui School
 Waerenga-a-Hika Sports
 Ormond School
 Tiniroto - Taimoti Station
 Waingake - Ranui Station
 Pehiri - Te Aroha Station
 Patutahi Fire Station
 Whakato Te Kohanga Reo
 Waimata School
 Muriwai School

WAIAPU

Tikitiki

School

Ruatoria

Ngata College

Te Puia

Service Centre

Tokomaru Bay

Fire Station

WAIKOHU

Waipaoa

Benson's

Matawai

Community Hall

Motu

Griffin's

Te Wera

Marr's - Manamanui Stn

Wharekopae

Barclay's - Tahora Farms

Whakarau

Elliott's - Tawa Stn

Kanakanaia

Burland's - Huon Stn

Te Karaka

Waikohu College

Puha

Mahaki Kokiri Centre

Whatatutu

Fire Station

Otoko

Faram's - Parihohonu Stn

TE ARAROA

Waikura

Waikura Station (old school building)

Hicks Bay

Rural Fire Station

East Cape

Rangihuna - (Wimaki)

Kopuapounamu

Rangihuna - Tarere Stn

Whakaangi

School

Potaka

School

Boundaries

Boundaries are drawn between Areas and Communities. These are drawn to give the various groups limits to work within. In practical terms however they should not be treated as physical barriers.

See annexes j, k, l for detail.

Role of Area Co-ordinators, Community Emergency Manager and Wardens

They provide the link between the affected communities and the Controller. Both groups are given independence to act with the resources available to them. As each group becomes over extended the one above them is able to assist. The support to the Area Co-ordinators comes from the District EOC.

The community link is the main information source of conditions for the Controller and as such the prime role of all groups is information gathering and dissemination upwards, and as already stated with the resources available to them, the support of people in need within their area of responsibility.

Full details of the roles and responsibilities are contained in the respective SOP's for the two groups.

The designated Community Emergency Centres are shown on the previous page, but it must be remembered, as with all headquarters, circumstances will dictate whether they are used on the day.

❖ Welfare

A disaster of even minor proportions can seriously threaten the well-being of large numbers of people. Possible affects are:

- a. Large numbers of people suffering from shock or distress.
- b. People with extraordinary personal losses of, homes, clothing, household goods, employment and income.
- c. Individuals suffering bereavement, physical injury and separation from their family.
- d. People remaining in their homes but requiring assistance.

❖ Personnel

District Welfare Manager: ▶ The District Welfare Manager will be based at the EOC and is responsible to the Controller for those activities listed above and:

- a) Controlling and co-ordinating all welfare activities within the Gisborne District.

- b) Activating uncommitted welfare oriented organisations and their resources.
- c) Prior to an emergency the District Welfare Manager in conjunction with the CDEM Officer will ensure that systems are maintained and training is on going so that all sections of Welfare are functional on activation.
- d) Chair the District Welfare Committee.

❖ **Welfare Resources**

- a) As far as practical any items required by evacuees will be sourced from the community that they are from or evacuated too.
- b) Unless specialised equipment/resources are required that are not available within the district, all requests for outside help will be in the form of cash. This will enable evacuees to purchase food and household items from their local shops.
- c) If requests are received for assistance with resources from other districts, the Gisborne CDEM Group will actively encourage cash donations, except if that district requires specific items.

❖ **Welfare Functions**

- a) The functions of the welfare section relate to the care of evacuees and those isolated in their homes, the key activities are:
 - 1. Registration and enquiry
 - 2. Clothing
 - 3. Personal services
 - counselling
 - financial counselling
 - accommodation
 - 4. Catering (within welfare centres for staff and emergency evacuees needs)
- b) The following agencies have undertaken to co-ordinate the above activities under the direction of the District Welfare Manager:

Salvation Army (Welfare Centre only)	Catering
Red Cross	Clothing
Citizens Advice Bureau	Registration
Counselling	Victim Support

Personal Services functions will be undertaken by volunteers, appointment of the managers will be confirmed by the CDEM Officer.

c) Resources of the District required for these welfare functions are or will be concentrated in one of the following places:

1. Gisborne City
2. Te Araroa
3. Te Karaka
4. Ruatoria

❖ **Welfare Centres**

Community	Centre
Potaka	Potaka Marae
Waikura Valley	Waikura School
Hicks Bay	Hinemaurea Marae
Te Araroa	Hinerupe Marae
Tikitiki	Rahui Marae
Ruatoria	Ngata College
Tokomaru Bay	Pakirikiri Marae
Te Puia	Hospital or School
Tolaga Bay	Hauti Marae
Whangara	Whangara School
Wainui	Wainui School or Gisborne City
Gisborne City	Lawson Field Theatre
Gisborne City	Te Poho Rawiri Marae
Makauri – Ormond	Gisborne City
Muriwai	Muriwai Marae or School
Manutuke	Whakato Marae or Maori Battalion Marae
Waituhi	Takitimu Marae
Patutahi	Community Hall
Pehiri	Waerenga-o-Kuri Hall
Tiniroto	Tiniroto School
Te Karaka	Waikohu College
Whatatutu	Mangatu Marae
Matawai	Matawai Marae

Note:

A number of communities do not have a welfare centre, this could be because they will be evacuated to a neighbouring one or in some cases they are at the Community Emergency Manager's house (rural).

Within the City any Community Emergency Centre can become a Welfare Centre.

❖ **Centralisation of Departments and Agencies**

To allow people requiring welfare services, Departments and Agencies will be centralised in a welfare centre designated 'on the day' or in a specialised 'one stop shop'.

Those departments or agencies that may be represented are:-

- Department of Work and Income (for emergency payments).
- Counselling Agencies.
- Victim Support.
- Insurance representatives.
- Civil Defence Welfare Registration.
- Earthquake Commission.
- Representatives of special need groups (IHC, Deaf Association etc).
- Building /Health Protection Officers/ Environmental Health Officers.
- Iwi / Runanga representation.
- Housing New Zealand.

❖ **Central Registry**

The District Welfare Manager will be responsible for the establishment of the central registry for the Gisborne District. The registry will be in the District EOC and it will maintain the list of evacuated persons and their details. Persons collecting personal information must be made aware of the Privacy Act requirements. The Gisborne CDEM Group does not envisage the Red Cross will be involved in this activity.

❖ **Welfare in the Recovery Phase**

Co-ordination of recovery matters after the emergency has lifted becomes the responsibility of the Group Recovery Manager or Disaster Recovery Co-ordinator. Government Departments and voluntary organisation assisting during a state of Civil Defence Emergency may be required to continue to provide assistance during the recovery phase. The CDEM Officer will normally act as the Deputy Recovery Manager. A key role of this function is to assume responsibility for co-ordinating welfare efforts for those families still isolated or unable to return to their homes if the District Welfare Manager is unable to continue in the role.

❖ **SPCA**

The SPCA will attempt to carry on their normal functions with respect to the welfare of animals. The Civil Defence Organisation will if possible provide resources to help them in their task. It must be remembered that the prime role of Civil Defence is the welfare of people, therefore that is where resources in general will be directed.

3.3.5 District EOC

The CDEMG Group has recognised the need for a centre to co-ordinate its activities in a tier 2 event. It also recognises that some provision needs to be made to support a tier 1 event that needs significant co-ordination (see Adverse Event Plan) and be a part of any tier 3 event.

To meet this need the Group will establish an EOC (see EOC Activation and Management SOP for details) in the Council Chambers and its adjoining rooms for any large events while a small event will be managed from the Emergency Management Office and Communications Centre.

The EOC has been structured to support the needs of the affected communities and while the principles of Co-ordinating Incident Management System (CIMS) have been considered in its operation, the actual CIMS structure is not seen as a suitable framework to manage a civil defence emergency.

The Group encourages the districts responding agencies to adopt CIMS as the standard for managing incidents.

The main functions of the EOC include:

- ❖ Establishing priorities for the response.
- ❖ Provide support to the community link, which includes all the activities involved with looking after people evacuated or isolated and co-ordinating support for response activities.
- ❖ Initiate and plan evacuation.
- ❖ Provide the means for co-ordination between all responding agencies and providers.
- ❖ Manage information.
- ❖ Manage all aspects of the media.
- ❖ Manage air operations and control the airspace.
- ❖ Manage the districts resources to support the priorities established by the Group Controller and ensure their co-ordination.

Group Controllers

In a declared emergency the Controller has overall responsibility for the response. To achieve this the Controller on declaration has available the powers shown in table 1,2 and 3 and the expectation that:

- ❖ response agencies to operate their normal systems of command and procedures within the priorities that are established and with a high level of co-ordination through the EOC.
- ❖ 'utility owners' to operate their normal systems of repair within the priorities that are established and with a high level of co-ordination through the EOC.
- ❖ the community link will provide information on conditions across the District and provide some level of co-ordination for any activities that need to be undertaken.

The persons appointed as Group Controllers are identified in Part Four of this Plan.

3.3.6 **Communications**

Introduction

Good communications make the response phase of any emergency manageable. Without communications reaction times are very slow, suffering and distress to the public is prolonged.

A Civil Defence radio network has been developed which should ensure communications to most parts of the District after any major disaster.

This part of the plan is intended to provide an outline of the radio system, brief reference only will be made to other systems. Full procedures, contact information for key personal and descriptions are contained in the Communications Standard Operating Procedures.

Vulnerabilities

The public networks, both line and cell phone, main risk is from overloading. Mitigation of this problem is through the public education program. There is also some risk of loss through physical damage in a major earthquake, flooding causing loss of key bridges, landslip or prolonged power loss. Once this occurs there is no alternative for the public, all emergency services and civil defence have VHF radio systems in place so internal and external communications can continue.

Loss of power to these VHF radio systems will only cause minor disruptions, as all key installations are solar powered or have backup systems and community base stations can be connected to 12-volt batteries. Some installations with solar power are vulnerable in long periods on heavy cloud or volcanic ash accumulation on panels and will be a priority for maintenance. The civil defence system has

remote monitoring of solar panel output and battery voltage so effective management can take place.

There has been considerable growth in communication networks in the district over recent years also modernisation of equipment and technology means that there are many redundancies available to be used in emergencies. Some are recognised in the Communications Standard Operating Procedures, others will be identified “on the day” through local knowledge.

Personnel

- a. A Communication Officer is appointed by the Civil Defence Emergency Management Officer to manage the Civil Defence radio network during an event.
- b. Radios are manned by the individual groups in the EOC that co-ordinate the activities of their respective community link groups.

Phone/Fax

If working, phone/fax will always be the most reliable form of communication. The civil defence organisation has its own switchboard, with 6 external lines and internal extensions in the EOC. Its use is reserved solely for civil defence use with the number **NOT** given to the public. To help take the pressure off the public phone system, where practical, civil defence will pass its traffic via the radio system.

Runners

Runners are usually only used as a last resort, but they should not be ruled out, especially between close headquarters for non-urgent messages.

Radio - General

There are three parts to the District radio system:

- District Net
- Area Nets
- Community Nets

All are VHF FM.

The organisation also owns an aeronautical repeater which is established on Arowhana. Coverage is over most of the District for an airborne aircraft. This repeater link will be the main control net for

aircraft during a civil defence emergency. The District Net is tested weekly as are the Area and Community Nets where practical.

Radio – Structure

- a. The radio system for the Civil Defence Organisation is based in the Communication Centre in the Emergency Management Office, Fitzherbert Street the District net is operated from the Centre but is remoted into the EOC during an event. Most other nets can be monitored from the Centre if necessary.
- b. All Area Headquarters are provided with two base sets, one to the link to the EOC, the other to link to the Communities within their Area.
- c. Community Emergency Centres have a base set to link with their next higher headquarters.
- d. The following Communities have expanded their systems with the purchase of handhelds:
 - Te Araroa
 - Ruatoria
 - Tolaga Bay
 - Ormond
 - Waipaoa

Radio - Links With Other Agencies

Links with other agencies within the district and externally are provided by:

- Police, Fire and Health via Civil Defence Network. ESB 164 the Emergency Services Liaison repeater frequency is also available to these agencies from a permanent facility on Greys Hill.
- An HF link to Wellington.
- South via the Whakapunake (*ESB 150*) repeater to Wairoa and Napier.
- North via the Arowhana (*ESB 3*) repeater to Opotiki and the wider Bay of Plenty Area.

3.3.7 Impact Assessment

Earthquake

Initial response after an earthquake is the quick overall assessment with particular attention to essential buildings. The assessments will be carried out by the council building inspectors plus local 'structural' engineers. These buildings will include, but are not limited to, hospitals, police stations, fire service, ambulance services, central and local government buildings, banks, supermarkets, utilities service

buildings, and civil defence community and welfare centres. The initial assessment (which is primarily to assess building safety) may be just a drive or walk by appraisal to assess the state of collapse if any and an overview of a street or area.

This initial assessment is a multi faceted appraisal. While it is building focused the safety of adjacent buildings and footpaths and roads from falling debris, especially during aftershocks, is also assessed. The next stage is a rapid assessment of buildings identified during the initial assessment. At this stage the buildings will be posted with a placard to inform people of the relative safety of entry. There is a four-placard building posting system that alerts others to the state of that building. The more detailed inspections that follow may cause the initial placard to be changed to a greater or lesser restriction. The four classes are:-

INSPECTED – no restriction on use or occupancy.

RESTRICTED USE – no entry except on essential business.

SHORT PERIOD ENTRY – No sustained use or occupation permitted.

UNSAFE – Do not enter or occupy.

These are all colour coded. Once this rapid assessment is complete a more detailed evaluation using structural engineers and/or geotechnical engineers will be initiated by the Building Evaluation Manager for specific buildings. The final stage is a very specific engineering evaluation as part of the rebuild or demolish process that is instigated by the building owner or insurer.

Flooding

Buildings/dwellings that have been inundated will be assessed by teams, comprising, the 'health' sector and building inspectors. They will be assessed as to whether;

- ❖ They are fit for occupation.
- ❖ They are unfit for occupation until specified work has been completed.
- ❖ They are unfit for further occupation and should be demolished.

Other

For other events, e.g. Tsunami, wind or volcanic there will be a combination of the above, as to which best suits the type of damage.

3.4 Recovery

Recovery is defined as:

The co-ordinated efforts and processes to effect the immediate, medium and long-term holistic rehabilitation of a community following a disaster.

It consists of:

- ❖ Minimizing the escalation of the consequences of disaster
- ❖ Rehabilitating the emotional, social and physical wellbeing of individuals within communities
- ❖ Taking the opportunities to adapt to meet the physical, environmental, economic and psychosocial future needs
- ❖ Reducing future exposure to hazards and their associated risks.

3.4.1 **Introduction**

The level at which recovery will be pitched will depend on the scale of the disaster. If the recovery is seen to be beyond the capabilities of the Gisborne CDEM Group, Central Government will appoint a Disaster Recovery Co-ordinator. If the Group is able to manage the recovery it will be managed by the Group appointed Recovery Manager.

Recovery Activities include without limitation:

- ❖ The assessment of the needs of the community affected by the emergency
- ❖ The co-ordination of resources made available to the community
- ❖ Actions relating to community rehabilitation
- ❖ New measures to reduce hazards and risks

The main role of the Co-ordinator or the Manager is to provide a co-ordinating focus for all the different agencies that will be involved in the recovery of the Community.

The Group Recovery Plan contains the detail for the recovery process.

The RM must ensure the community views are gained and taken into account during the process. The final decision on the 'level' of recovery however will remain with the CDEM Group.

Guidelines for the process are detailed below. The intention of the guidelines is not only to identify the structure by which the Group will facilitate recovery but require all those affected to look at the impact and ask whether reinstatement to the same level is appropriate.

3.4.2 **Priorities For Recovery**

The Gisborne CDEM Group has adopted the following as their recovery priorities:

- a. Safety of People, for recovery this is generally the continuation of emergency welfare measures, public health and sanitation.
- b. Social Recovery, this will involve physical needs such as housing, transport, food and water. It will also involve the psychological needs of the community, which are often overlooked after an event.
- c. Economic Recovery, recovery may be complex and time consuming. Destruction of the economic infrastructure will mean incomes within the affected area will be reduced, further compounding the effects of the disaster.
- d. Significant physical recovery, which must be in conformity with long term needs will be completed as part of the social and economic restoration programmes.

In addition the CEG should pre event ensure that:

- liaison takes place between recovery agencies
- there is debate in communities about post-event reduction activities
- ensuring there is a mechanism in place for communities to have input into the recovery process
- the development of processes, including the issuing of consents, for identified functions, e.g. disposal of 'waste' and carcasses.

As a general principle that is followed in all aspects of civil defence, where practical, all services and resources, including Taskforce Green workers, required by the recovery team should be sourced locally. Cash donations should also be encouraged rather than goods to replace those lost by disaster victims.

3.4.3 **Management Functions**

The Co-ordinating Executive Group (CEG) will oversee the recovery process for the Group. The Recovery Manager will report to CEG who will facilitate any conflict between the public and private sector recovery, and set priorities of tasks to satisfy the Group priorities.

To achieve the Group priorities the Recovery Manager and/or the Recovery Co-ordinator will need to ensure the following happens:

- a. **Co-ordination:**
 - the establishment of a 'one stop shop'.

- Information/media management
 - providing an overview and advice to the recovery management process; and
 - providing for direct community input into recovery.
- b. **Reconstruction:** ▶ priorities for this will include
- i. Utilities - transportation systems (roads), water, sewage, power, communications, community & education services. The Y2K and millennium issues prompted “owners” of the above services to further develop business continuity plans that now should be maintained to cope with emergencies in the future.
 - ii. Housing - both short and long-term.
 - iii. Industry – both short and long-term, will also need to be linked to economic recovery of the district and also to resources needed for the recovery.
- c. **Rehabilitation:** ▶ Addressing the repair of the communities psycho-social shock. This can be done through one to one or group counselling sessions, plus careful use of the media to report accurately the progress of the recovery.
- e. **Record Keeping:** ▶ accurate records will need to be kept for financial reasons and for later research i.e. mitigation (risk reduction).
- f. **Labour:** ▶ Any labour required will come from the Taskforce Green Scheme or individuals that will be ‘employed’. No voluntary labour will be used except where private individuals make their own arrangements. E.g. use of farm labourers from outside the district. The CDEM Group will take no responsibility for these ‘unofficial’ arrangements.
- g. **Media:** ▶ As with the declared phase of an emergency information will be released centrally, with the approval of the Recovery Manager, except that significant issues such as non-restoration will require the approval of the CDEM Group. The Civil Defence Media Team that operates during the declared phase will, where practical, form part of the Recovery Managers management team.

To assist with CEG and RM manage the recovery process a number of sub-committees will be established. The chairpersons of each committee (not already on it) will be co-opted onto CEG for the duration of the process. The committees are:

Welfare: CDEMO/District Welfare Manager

Housing:	Representative of Housing NZ
Health:	Medical Officer of Health
Infrastructure:	Manager Engineering and Works (GDC)
Farming:	Representative of Federated Farmers
Business:	Representative of the Chamber of Commerce

If necessary the chairpersons of these committees can meet separately from CEG as an executive committee to 'sort out' minor day to day issues.

3.4.4 **Transition from Response to Recovery**

The recovery potentially starts at the time of the disaster impact and will work in partnership with the response team until such time as CEG decides that the risk to life and or property has reduced to such a level that the powers bestowed under the Act are no longer necessary. CEG will need to consider the state of the lifeline utilities and whether their reinstatement is of a reliable enough state to sustain a 'safe' existence until permanent reinstatement is achieved. It is critical to take into account that the Recovery Manager has no access powers to directly intervene in the recovery process.

3.4.5 **Mayoral Relief Fund**

If the need for a relief fund is confirmed, then the CDEM Group will follow the National guideline document and check with other Groups who have had recent emergencies.

The management of the fund will probably use the Advisory Trustee/Trustee system used in Cyclone Bola. **Unless there is a need for specific resources the fund managers will always request cash donations.**

3.4.6 **Emergency Expenditure**

Funding arrangement for emergencies:

- a. **Non-Declared Emergency Expenses.** ▶ Category A (see below) costs are available for non-declared events, full details are contained in the Adverse Event Plan. (these costs now include delivery of essential supplies to isolated families.) Other response costs are met by individual responding agencies. Civil Defence Emergency Management costs can be recovered from its emergency reserve fund.

- b. **During the Declared Phase:** ▶ Expenditure involved with the welfare of people evacuated is recovered after the event from the Government, this is called Category A expenditure.

Other civil defence expenditure directly related to the management of the emergency under the declared phase not covered by category A is called category B. The Council has taken a \$500,000 insurance policy to cover any shortfall. The Council is liable for a sum equivalent to 0.0075% of its Net Equalised Rateable Capital Value, plus 40% of all costs above that. These will be claimed for with the recovery costs.

The Council also has a civil defence emergency reserve fund. At the time of this Plans approval it was just under \$500,000. It grows each year by the interest earned.

- c. **During the Recovery Phase:** ▶ The Government may assist local government with the restoration of its assets with a 60% contribution once 0.0075% of the Net Equalised Capital Value threshold has been passed i.e. the same as for the response.
- d. **Emergency Contingency Funds** ▶ Council maintains an emergency works fund for road damage.

The Council is a member of the Local Authority Protection Programme (LAPP). This is a self-insurance scheme to cover the costs on essential non-insurable infrastructural assets.

3.5 Recovery Guidelines

The recovery process will be managed by the Co-ordinating Executive Group (CEG). The CEG will provide the link between the two recovery streams and provide overall management and establish priorities for the restoration process. The two recovery streams are – Public Asset Recovery, which will deal with council infrastructure and the Community Sector Recovery.

The Community Sector Recovery will include 'everything else', e.g. private individuals, business, infrastructure owners, rural interests, non government organisations and volunteer groups who play a significant role in the 'health' of the district.

The committees identified in 3.4.3 above will be constituted in the Community Sector Recovery stream.

The aim of any recovery effort is to at least return to what was 'there' before. But in doing this the following two criteria must be applied:

- ❖ Is there a way to make it better or safer?
- ❖ Is recovery the best option or should relocation and/or abandonment be considered?

Public Asset Recovery: ▶ Will be facilitated by the Manager of Engineering and Works and will consist of representatives of each of the council assets. The Manager of E&W will take direction from the CEG as long as those directions do not conflict with the instruction issued by the CEO of the Council. Key decisions will revolve around the level of service to reinstate to and compliance with the LTCCP. Any changes to existing levels of service will either require variations to the Combined Regional Land & District Plan or a Special Consultative Process.

Community Sector Recovery: ▶ The RM will take direction from the CEG. The RM will facilitate the sector recovery assisted by those shown on the Recovery Guidelines Flow Chart. Though the list is not definitive as others may be co-opted as required. Their role is to assist those affected in the to overcome impediments to the recovery process. This could consist of:

- ❖ Speeding up the consent process.
- ❖ Expediting the insurance process.
- ❖ Seeking alternative funding.
- ❖ Facilitating emergency funding.
- ❖ Facilitating support from local and central government.

The RM must ensure the community views are gained and taken into account during the process. Where appropriate holistic community consultation should take place and be as robust as possible and take into account any cultural issues/concerns. The final decision on the 'level' of recovery however will remain with the CDEM Group on recommendation from the CEG.

There is a principle that suggests at risk communities should be consulted as to the level of recovery to be achieved prior to an event. Unless it becomes apparent that this option is unavoidable or the community requests it the Group will not adopt this as a general principle because of the perceived negative impacts.

Any decisions must conform to the Building Act 1999, Health Act 1956, Combined Regional Land & District Plan and Insurance – (EQC & Private) requirements. Existing use rights cannot be changed, except that a building consent can be refused on the grounds that under Section 36 (1) it 'makes

the hazard worse' or under Section 64 where there is a clear danger to the building that it is not designed for. In most cases a consent can be issued with a section 36 attached.

A variation to the Combined Regional Land & District Plan can be done to control new development or change the zoning of an area because of changes to the hazard.

During the assessment process, if it becomes apparent that return times or the hazards impact has worsened the following steps must be followed:

- ❖ Notify the landowner in writing.
- ❖ Consider issuing a Section 36 if a consent is applied for, (a Section 36 can only be applied if a consent is requested, existing use rights do not allow the application otherwise).
- ❖ If the landowner reinstates the property without a consent and fails to recognise the change to the hazards 'status' then they should be given a letter warning them of the consequences. An attempt should be made to get a signed response, but in any event all correspondence concerning the issue should be attached to the property file for future LIM information.
- ❖ If the reinstated property no longer complies with the Building Act then both committees will have available to them inputs from a group of technical 'experts' to assist with advice on a variety of issues to do with the hazards and their management.

The decision on what level of recovery will be allowed is governed by a number of criteria. The Committees must take these into account when considering reinstatement.

3.5.1 **General Rules**

- ❖ Follow the rules on decision making as provided for in the Local Government Act 2002 (LGA), the Councils Policy on Significance and the Long Term Council Community Plan (LTCCP).
- ❖ Funding Issues:
 - Central Government involvement.
 - Local issues.
 - Check there are no prior arrangements.
- ❖ Decision making is based on the four community well-beings which must also provide for future generations:
 - Social.
 - Economic.
 - Environmental.

- Cultural.
- ❖ If the decision is not contained in the LTCCP or it is deemed to be significant then there will be a need to institute a Special Consultative Process:
- ❖ When considering external council recovery issues the following have a critical impact on the process:
 - Building Act 1999.
 - Health Act 1956.
 - Combined Regional Land & District Plan.
 - Insurance – EQC & Private.
- ❖ When considering internal council recovery issues the following are critical to the process:
 - Local Government Act 2002.
 - Insurance/LAPP Scheme.
 - Regional Land and District Plan.

3.5.2 **Incident Specific Rules**

- ❖ Is this covered in the LTCCP?
- ❖ Has this incident exceeded design levels?
- ❖ Has this 'property/asset' been affected before by a similar event?
- ❖ Is the event increasing in impact or has it shorter return times?
- ❖ Will allowing reinstatement contradict the community well-being requirements?

RECOVERY GUIDELINES FLOWCHART

Co-ordinating Executive Group - Provide Overall Management and Priorities

