

## Introduction

The Civil Defence Emergency Management (CDEM) Act 2002 required the establishment of CDEM Groups – consortia of local authorities based on regional Council boundaries, working in partnership with emergency services, lifeline utilities and others to deliver CDEM at the local level.

Every CDEM Group is required to prepare a plan to describe the local CDEM arrangements and how these arrangements build on the national framework for CDEM in New Zealand.

This Plan has been developed in parallel with the Director’s Guideline - CDEM Group Plan Review and reflects the next stage in the evolution of CDEM in the Gisborne Region as well as New Zealand.

The structure of the Plan is consistent with the Guide which assists in national consistency of CDEM Group Plans but still reflects the local arrangements and the fact the Gisborne District Council is a Unitary Authority.

The Plan has been developed in consultation with the Key Stakeholders and key Council sections, been made available for public submission and submitted to the Minister of Civil Defence for comment prior to approval by the Gisborne CDEM Group.

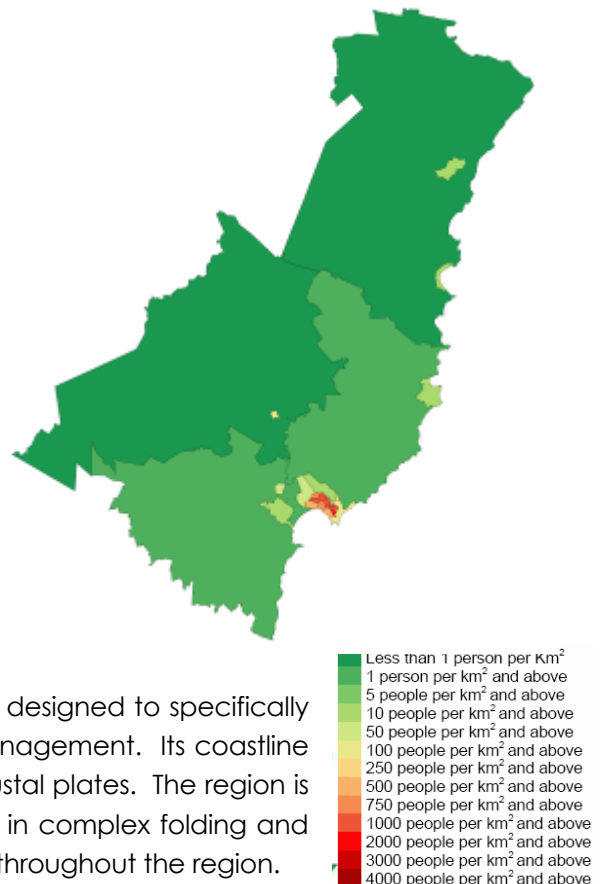
### CONTEXT

The Gisborne Region covers a land area of 8360 square kilometres. It stretches from just north of Morere in the south to Potaka in the North and is separated from the Bay of Plenty Region to the west by the Raukumara Ranges.

The region has a coastline of 270 kilometres that consists of sandy beaches, rocky mudstone shores and headlands.

The regional population was 44,499 at the 2006 census. The majority live in Gisborne City and its environs and the major townships of Tolaga Bay, Tokomaru Bay, Te Puia, Ruatoria, Tikitiki, Te Araroa, Te Karaka and Matawai.

The Gisborne Region would appear to have been designed to specifically test the principles of Civil Defence Emergency Management. Its coastline lies between 70 - 90kms from one of the earth’s crustal plates. The region is being uplifted at the rate of 4mm a year resulting in complex folding and faulting of the sedimentary mudstones that prevail throughout the region.



The clear felling of native bush by early settlers has contributed to widespread erosion and subsequent issues such as the impact of flooding. The region is also down wind of some of the most active and destructive volcanoes on the planet. The coastline is subject to both distant and local Tsunami events generated from the unstable geology that makes up the sea floor adjacent to the coast

Meteorological events are also a key threat to the region with periodic remnants of decaying tropical cyclones and storms from the south causing or contributing to flooding, erosion, coastal erosion and general land instability.

The region has experienced one of New Zealand's most significant natural disasters in recent times with Cyclone Bola in 1988 and also one of the most significant technological disasters – the stranding of the Jody F Millennium and the leaking of 25 tonnes of heavy fuel oil in 2001.

An overview of the District's main hazards are in the Risk Profile Section, more detailed information will be contained in the Council's Hazard Register and other Council plans and reports.

### **AUTHORITY and APPROVAL OF THE PLAN**

The Civil Defence Emergency Management Group Plan is approved by the Gisborne Civil Defence Emergency Management Group with effect from the 18th December 2009 and replaces the Plan approved on 26<sup>th</sup> June 2004.

The Plan will remain in effect until reviewed by the Group and either amended, revoked, replaced or left unchanged. A formal review as required by the Act will begin no later than 18th December 2014.

### **PURPOSE OF THE CDEM GROUP PLAN**

The Plan is a statutory plan required under the Civil Defence Emergency Management Act 2002 (s48).

The broad purpose of a Plan, is to detail the arrangements that the Group has in place to manage Civil Defence Emergency Management as defined in the Act. The Plan sets a strategic direction, providing CDEM Group objectives and allowing the development of a work program for continuous improvement to the management of the 4Rs (see glossary) hence the achievement of the Plan's vision.

The CDEM Group Plan seeks to:

- ▶ Strengthen relationships between agencies involved in Civil Defence emergency management,
- ▶ Encourage co-operative planning and action between the various emergency management agencies and the community,
- ▶ Demonstrate commitment to deliver more effective Civil Defence emergency management through an agreed work programme.
- ▶ The Plan also provides information on the hazards and risks in the CDEM Group area and documents the principles of operation within which agencies involved in Civil Defence emergency management agree to co-operate.

## **CDEM GROUP VISION and GOALS**

### **RESILIENT TAIRAWHITI - COMMUNITIES UNDERSTANDING AND MANAGING THEIR HAZARDS AND RISKS**

#### **Resilient**

Resilience describes the ability to bounce back from adversity. Resilience describes the vision of the Group but would be enhanced by including resistance to in the broader definition. Resistance is the ability to not be affected by adversity in the first place.

To provide the framework that enables communities to develop in a manner that is resilient and safe. This includes developing in safe areas, following policies and rules that ensure safe construction. The infrastructure and services that support resilience are available through normal business and Council practices.

To enable organisations with roles in community resilience to develop in a manner that meets their organisational objectives whilst taking into account the greater good of the community and the roles of other agencies. This includes collaboration across agencies, particularly those with emergency response roles and the provision of lifelines infrastructure, aligning of programs with resilience and safety imperatives.

Communities that are affected and act in an informed way with an understanding of the hazards and consequences are inherently safer communities.

#### **The Communities**

'Communities' in this sense has a broader definition than just groups of people living in an area. It includes groupings such as the business community, rural community, academic community, religious community, scientific community, education community, care community and emergency management community.

#### **Understanding and Managing**

Understanding can be read to mean having knowledge and awareness. Knowledge of a hazard or risk is knowing what can happen, awareness is knowing that it can happen in your community. Managing is contributing to the decision making about acceptable levels of risk and taking personal action to contribute to 'own' safety and a safer community.

#### **Hazards and Risks**

Hazards are the things that cause or contribute to emergencies including meteorological, geological, technological, biological and external hazards. The risks are the likelihood and consequences of the hazard. Examples of risk are the destruction of a settlement, death, injury, illness and the loss of infrastructure or service.

#### **GOALS**

The goals of the Gisborne CDEM Group describe the key ambitions for the Group Plan. The goals are closely related to the drivers of the Group Plan and are directly drawn from the national goals described in the National Civil Defence Emergency Management Strategy.

### Gisborne CDEM Group Goals

- ▶ Promoting robust reduction activities that reduce the risks from hazards to Tairāwhiti.
- ▶ Communities that understand are prepared and participate in Civil Defence emergency management.
- ▶ Enhancing the CDEM Group's capability to manage emergencies in Tairāwhiti.
- ▶ Enhancing the CDEM Group's ability to recover from emergencies in Tairāwhiti.

### PRINCIPLES

There are a set of emergency management **principles** that have an international acceptance and should be the drivers for the Group Plan, they are:

**Comprehensive** –consider and take into account all hazards, all phases, all stakeholders and all impacts relevant to emergencies.

**Progressive** –anticipate future emergencies and take preventive and preparatory measures to build hazard-resistant and hazard-resilient communities.

**Risk-driven** –use sound risk management principles (hazard identification, risk analysis, and impact analysis) in assigning priorities and resources.

**Integrated** –ensure unity of effort among all levels of government and all elements of a community.

**Collaborative** –create and sustain broad and sincere relationships among individuals and organizations to encourage trust, advocate a team atmosphere, build consensus, and facilitate communication.

**Co-ordinated** –synchronize the activities of all relevant stakeholders to achieve a common purpose.

**Flexible** –use creative and innovative approaches in solving hazard challenges.

**Professional** –value a science and knowledge-based approach based on education, training, experience, ethical practice, public stewardship and continuous improvement.

### Target Audience

The CDEM Group Plan has been developed primarily for two different audiences; they are:

- ▶ Key stakeholders
- ▶ Stakeholders

The key stakeholders include the members of the CDEM Group, members of the Co-ordinating Executive Group and utility owners as identified in the Act. These key stakeholders have a vested interest in ensuring that the goals and objectives of the Plan are achievable and implemented.

CDEM is not just for professionals in emergency management organisations, but everyone in the District, its agencies, organisations, businesses, communities and individuals. These are the stakeholders. The creation of resilient communities is through the work of all stakeholders. Unless the stakeholders are 'onboard' with CDEM any response to a major emergency will struggle to succeed.

## **STRUCTURE OF THE PLAN**

The CDEM Group Plan has been structured in a manner consistent with that described in the Director's Guideline on CDEM Group Plan Review.

Plans will however reflect the individuality of Groups.

CDEM in New Zealand has its basis in the '4Rs' approach consisting of Reduction, Readiness, Response and Recovery. Second generation Group Plans build on this with the addition of Risk Profile, Reduction, Monitoring and Evaluation, and Management and Governance.

The chapters in this Plan are summarised below.

### **Risk Profile**

This chapter describes the nature of the hazards considered significant by the CDEM Group.

The purpose is to identify the hazards and risks that will be managed by the CDEM Group by the implementation and promotion of systems, procedures, policies and practices that give effect to a 4Rs approach to emergency management.

Whilst the Act enables an all hazards approach for all agencies, it is practical for the CDEM Group to address the significant hazards and risks and design the systems and procedure appropriate to accommodate reduction, readiness, response and recovery. These systems and procedures are described in this Plan or supporting documents and will be adapted where necessary to accommodate other hazards and risks.

The CDEM Group will continue to monitor hazards and risks through periodic review and adjust systems and procedures to meet the changing environment.

### **Reduction**

This chapter describes the reduction principles of the CDEM Group and links to the CDEM Group's work plan. In particular, initiatives such as public risk reduction and awareness, hazards research and the sharing of reduction initiatives are considered important by the Group. Implementation of many of these initiatives remains the responsibility of Council, lifeline utilities and the business sector through business continuity planning.

### **Readiness**

This chapter describes the CDEM Group's approach to organisational readiness and community readiness.

Organisational readiness includes the systems, procedures, relationships, public education, training and arrangements to ensure a comprehensive and co-ordinated approach to response and recovery.

## **Response**

This chapter is a concise summary of operational arrangement and is supported by many operational procedures and documents. Response is the implementation of many of the arrangements made during the readiness phase in conjunction with a co-ordinated reaction to unplanned developments based on the concept of operations and roles and responsibilities described in the Plan. It also includes arrangements for the declaration of a state of local emergency.

## **Recovery**

This chapter describes the arrangements for co-ordinated recovery during and following an emergency. Agreed structures for recovery and the transition from response to recovery are outlined in this chapter along with the principles and objectives for recovery and the financial arrangements. Full procedures are contained in the Group Recovery Plan.

## **Monitoring and Evaluation**

This chapter provides an overview to the CDEM Group Plan monitoring and evaluation program for any agency or organisation engaged in Civil Defence emergency management, while substantially contributing to the monitoring and evaluation requirements in the CDEM Act 2002.

## **Management and Governance**

This chapter outlines the arrangements for the CDEM Group Committee, Co-ordinating Executive Group and other advisory groups to the CDEM Group. Delegations of functions and powers, appointment of Controllers and Recovery Managers, the role of the administering authority and the establishment of the Emergency Management Office.

## **Glossary of Terms and Abbreviations**

An explanation of terms and abbreviations used in the Plan.

## **Annexes**

A wide range of annexes detailing information from the preceding chapters including, roles and responsibilities of agencies, declarations forms, powers and functions, facility locations, maps and boundaries.

## **PLAN DEVELOPMENT and CONSULTATION PROCESS**

The Plan was developed by a review team consisting of 16 different agencies and Council sections over an 18 month period to allow considered deliberation by all the contributors to the Plan. The draft Plan was made available to the public for a period of 30 days and then sent to the Minister for a further 20 days as the CDEM Act (s49) requires.

## **RELATIONSHIP OF THE GROUP PLAN TO THE NATIONAL CDEM STRATEGY and NATIONAL CDEM PLAN and GUIDE**

Under the Act, the National CDEM Plan and CDEM Group Plans must not be inconsistent with the National CDEM Strategy (CDEM Act 2002 s37 (1) and s53 (1)). The National CDEM Strategy sets out the vision for CDEM in New Zealand:

**RESILIENT NEW ZEALAND - COMMUNITIES UNDERSTANDING AND MANAGING THEIR HAZARDS AND RISKS**

This vision can only be achieved if we have participation and commitment at all levels of the CDEM sector. The Strategy provides the vision and strategic direction and is implemented through the CDEM Group Plan and supporting documents, with the support and participation of central and local government, emergency services, lifeline utilities, infrastructure providers (as identified in the Act, businesses and volunteer agencies who are implementing the CDEM arrangements.)

The Strategy’s vision is based on four goals and associated objectives reflecting the 4Rs of reduction, readiness, response and recovery, and the provisions of the Act.

**NATIONAL CDEM STRATEGY GOALS**

- ▶ **Goal One:**  
Increasing community awareness, understanding, preparedness and participation in Civil Defence emergency management.
- ▶ **Goal Two:**  
Reducing the risks from hazards to New Zealand.
- ▶ **Goal Three:**  
Enhancing New Zealand's capability to manage Civil Defence emergencies.
- ▶ **Goal Four:**  
Enhancing New Zealand's capability to recover from Civil Defence emergencies.

The CDEM Group Plan must also take into account the guidelines, codes, or technical standards issued by the Director (CDEM Act s53 (2)).

**Figure 1** Demonstrates the links to other documents that create the relationships to plan and legislation on a national basis.



**Figure 2:** links between local planning arrangements

