
Response Section

INTRODUCTION TO RESPONSE

Response describes the actions taken immediately before, during, or directly after a Civil Defence emergency to save lives and protect property, and to aid communities to recover.

The Response section of CDEM Group Plans is directly related to Goal Three of the National CDEM Strategy:

Goal Three: Enhancing New Zealand's capability to manage Civil Defence emergencies.

The Response section of all CDEM Group Plans is intended to provide an outline of the operational arrangements, structures, processes and responsibilities that are to be deployed during emergencies.

PURPOSE OF THE RESPONSE SECTION

To provide key stakeholders, partner response organisations and the community with an outline of the policies and framework intended to be activated, deployed and co-ordinated during incidents and emergencies within the CDEM Group area.

RESPONSE OBJECTIVE

To ensure response planning and procedures are implemented appropriately to provide an effective and co-ordinated response to an emergency.

RESPONSE PRINCIPLES

The CDEM Group has as one of its fundamental principles 'Communities managing their own response with co-ordinated support'. This means that both in readiness and response, planning, structures and procedures are all influenced in some way by the principle and are reflected in this section.

The National Civil Defence Emergency Management Plan Order 2005 describes the principles of response as:

Sect. 59 Principles

- (1) Agencies should respond to an emergency by activating their own plans and co-ordinating with the lead agency.
- (2) Within the constraints that the emergency creates, each agency, operating within its own jurisdiction, must co-operate with interdependent agencies to:
 - (a) assess the impact of an event on its own staff, assets, and services; and
 - (b) activate its own continuity and emergency arrangements; and
 - (c) maintain or restore the services it provides; and
 - (d) communicate with lead agencies, other responders, and the public; and
 - (e) align response activities with other agencies to avoid gaps and duplications.
- (3) In addition, the emergency services are expected to –
 - (a) assess the effect of an event on the community; and
 - (b) co-ordinate the local efforts of their agency; and

- (c) communicate assessments and actions with the appropriate lead agency.

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 recognised 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. It is not possible 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 a declaration. The AEP will be activated by the Council CEO on recommendation of either the Group Controller, Civil Defence Emergency Management Officer or any of the key response partners.

LEVELS OF RESPONSE

The levels of response to be used for Group Planning should be based on those described in s13.3 of the Guide to the National CDEM Plan. A further breakdown of what is described (see below) is contained in Annex E.

LEVEL 1: Single-agency incidents with on-site coordination.

A local incident or response activities dealt with by an emergency service, Council or other responsible organisation without the activation of the GEOC. Level 2 will be activated if more than one organisation is, or is likely to be, involved and will involve a reasonable amount of centralised coordination.

LEVEL 2: Multi-agency incidents with on-site, local coordination; these are managed by the incident controller of the relevant agency.

Localised incident dealt with by the emergency services and/or Council. Incident co-ordination may be provided from an Incident Control Point type facility either established at the site, or from a pre-established facility such as a Police or Fire Station. The GEOC could be activated in support if required.

LEVEL 3: A multi-agency emergency led by an agency other than a CDEM Group or one lead by the CDEM Group that could result in a state of local emergency for a ward only. Will probably be monitored by the National Controller.

An emergency response involving several response organisations where significant co-ordination and direction of the response and resources is required. The GEOC could be activated in support of the response or co-ordinate it, or to manage it if a state of local emergency has been declared.

LEVEL 4: A multi-agency emergency with more significant consequences than in level 2 or 3; co-ordination will be required between agencies or areas or both; CDEM Group-level support and co-ordination is required; the actual or potential need for a declaration of a state of local emergency for the whole District requires consideration; national monitoring will occur and national support is available.

An emergency that is regionally significant, or where the response and resources provided to a single or multiple Area/community Headquarters would benefit from being co-ordinated. This level of coordination is provided from the GEOC. A state of local emergency will be declared in this instance if there is a need to access the powers of the CDEM Act 2002, but is not a prerequisite for "Group Co-ordination" to be activated.

LEVEL 5: A state of national emergency exists or the Civil Defence emergency is of national significance; at this level, co-ordination by the National Controller will be required.

An emergency that is nationally significant, or requires national co-ordination and support for regionally co-ordinated responses. The respective national co-ordination facility, such as the National Crisis Management Centre (NCMC) or National Health Co-ordination Centre (NHCC), will be activated to support Group ECC/EOCs which will, in turn, be supporting participating Local/Agency EOCs. A state of emergency does not have to have been declared for this level of coordination to be activated.

DISTRICT WARNING SYSTEM

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

NATIONAL WARNING SYSTEM

The National Warning System is detailed in the National Civil Defence Plan and Guide. 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.

WARNING SYSTEM OVERVIEW

- ▶ **Warnings to the public** concerning physical safety from a natural event, prior to and during an emergency, will be issued by the Emergency Management Office after consultation with the Police, Fire Service, Health and other Council departments. Hazchem and technology failures are generally the responsibility of Police/Fire or the "owner" of the service/utility.
- ▶ **Warnings within the Emergency Management Structure** are received and passed on by the following people: (Full detail is contained in the Adverse Event Plan.)
 - ▶ The Civil Defence Emergency Management Officer
 - ▶ The Group Controllers
- ▶ **Heavy Rainfall warnings**
- ▶ Heavy rainfall warnings are received as "Special Weather Bulletins" from the MetService. Warnings are passed on to key response partners and the Area Co-ordinators who alert key people in their communities.

- ▶ The Councils Engineering and Works Department also maintains a system to alert people who may be flooded as the river systems rise so their stock can be moved in rural areas and city people on river banks can have early warning of potential flooding.

- ▶ **Tsunami warnings**

Tsunami of Distant Origin (Teletsunami) ▶ The warning comes to the Emergency Management Office via MCDEM. Communities at risk will be warned by the fastest means possible.

The following methods are available for the distribution of the warning; the media, door knocking, phone or mobile PA system. Prior to declaration these warnings will be issued by the Emergency Management Office. If the decision is made to evacuate those identified as at risk, a state of local emergency will be declared.

Tsunami of Local Origin ▶ There is no warning system for a Tsunami of local origin, except that a felt earthquake may trigger it. Information will be issued once the Emergency Management Office becomes aware that an event has impacted on the coast or if it becomes necessary to tell people that there is no risk.

To counter lack of formal warnings, the public needs to take responsibility for their own safety. If schools and the public are in close proximity to the coast they are encouraged to evacuate inland or to higher ground (there is no established height but it should be above 20 metres) as part of their reaction to a large or long duration earthquake.

- ▶ **Volcanic Warnings**

There is an expectation that at least 24 hours warning will be given for possible eruptions. The build up for an event 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 that are consistent with the national position will be issued by the Emergency Management Office. Full procedures are contained in the Gisborne District Emergency Services Volcanic Contingency Plan.

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

- ▶ **Earthquakes**

No warnings are possible for earthquakes. If an earthquake of 4-5 occurs on the Modified Mercalli (MM) scale (see *Annex 1*), 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.

In either scenario the Ministry of Civil Defence & Emergency Management will be informed.

▶ **Testing**

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

▶ **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 local radio stations. This will be supported by the Community Link organisation, emergency services and "word of mouth."

In the City area the NZ Fire Brigade siren is **not** part of the Civil Defence warning system.

Activation Process:

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 Adverse Event Plan 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 GEOC established, Adverse Event Plan and communication systems are activated. The Ministry of Civil Defence & Emergency Management is also kept informed.

3. **"FULL ACTIVATION"**

A state of local emergency will probably be declared, complete activation of GEOC, Ministry of Civil Defence and Emergency Management informed and if the declaration is made the information published in the *Gazette*.

4. **“STAND DOWN”**

When there is no longer an obvious threat or a need for significant co-ordination, systems will revert to 'day to day', if appropriate a notice will be circulated amongst partners and a debrief will be held.

PREDETERMINED ACTIVATION LEVELS

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, is strong enough to cut power/phones or MM6 or greater.

OPERATIONAL RESPONSIBILITIES

The following operational responsibilities are provided as an outline. More detail contained in Annex A - Emergency Services, and the Standard Operating Procedures, Functional Plan and Contingency Plans.

Gisborne District Council

Has primary responsibility for managing a declared state of local 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 will also provide for the overall co-ordination of the Urban Search and Rescue activity.

National Support

It is recognised by the CDEM Group that support is reliant on appropriate CDEM planning taking place within the District. During an emergency timely information will be provided to MCDEM to enable proactive decision making and appropriate support initiatives.

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.

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 Crisis Management Centre. The local Territorial Force Unit is not to be activated without approval from Wellington except that informal planning can commence with their parent Unit in Napier.

GROUP EMERGENCY OPERATION CENTRE (GEOC) - (see structure diagram ...P 55)

The CDEM Group has recognised the need for a centre to co-ordinate its activities during an emergency that requires significant co-ordination (see Adverse Event Plan also).

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

The GEOC has been structured to support the needs of the affected communities by having units within the GEOC dedicated to specific communities.

The main functions of the GEOC include:

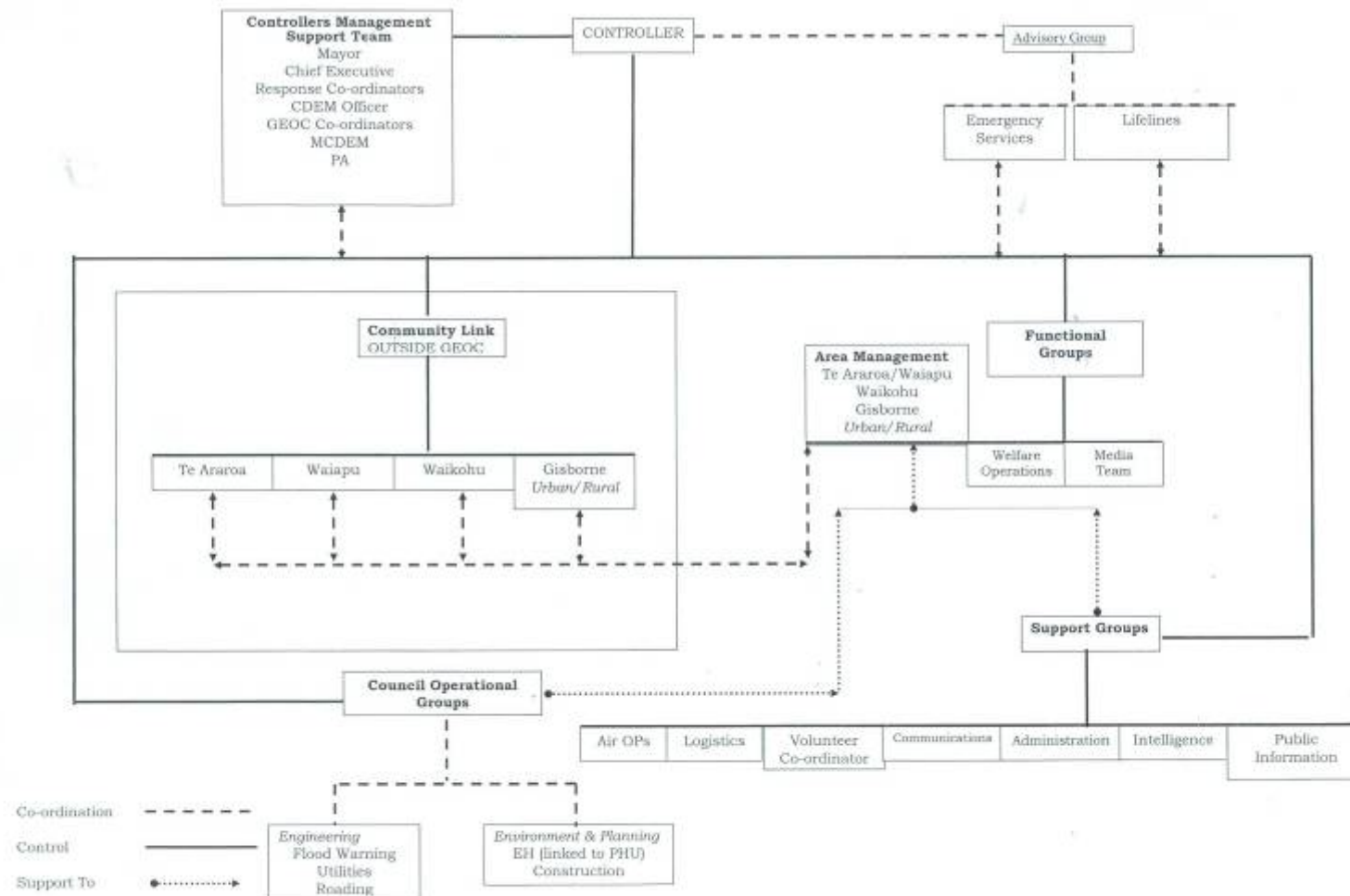
- ▶ Establishing priorities for the response.
- ▶ Manage the District's resources to support the priorities established by the Group Controller and ensure their co-ordination.
- ▶ Provide support to the Community Link, which includes all the activities involved with looking after people evacuated or 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 agreed aspects of the media.
- ▶ Manage air operations and control the airspace.

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 tables 11, 12 and 13 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 GEOC.
- ▶ '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 GEOC.
- ▶ 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 Annex K.

GEOC Structure with Community Link inserted to show relationship



IMPACT ASSESSMENT

The impact assessment and the concurrent activity of information management are a critical part of the response. The dedicated Intelligence section in the GEOC is responsible for ensuring that information is shared amongst the key stakeholders.

Earthquake

The December 2007 earthquake provided the opportunity for the development of national guidelines for impact assessment after an earthquake and they are detailed in a document published by the NZ Society Earthquake Engineers. Council will adopt the guidelines and use the procedures they contain - the table on the following page provides an overview of the process.

The stoplight – green, orange and red notices of building status will assist all agencies in management of earthquake effects in the CBD. Council's Building Inspectorate Team will maintain systems to ensure an appropriate response takes place.

The table over the page provides a summary of actions

General

Most impact assessment will be co-ordinated through the GEOC using Councils Building Inspectorate and Environmental Health staff. Others that could be co-opted including TDH's Public Health and private business structural engineers.

If EQC staff are deployed then close links will be maintained with them to ensure effective management of the assessments.

The placards that are placed on the buildings during the assessment phase are:

GREEN - INSPECTED – no restriction on use or occupancy.

YELLOW - RESTRICTED USE – no entry except on essential business.

RED - UNSAFE – Do not enter or occupy.

If the buildings are still unuseable, when lifting the declaration is being considered, then it may have to be kept in place until letters prepared under section 124 of the Building Act, can be sent to the owners, or posted on the building,

Purpose	Timing*	Initiated By	Task	Conducted By	Comment
Overall Damage Survey	Within hours after event.	Civil Defence staff Emergency Service Action Plans Territorial Authorities Action Plans	Assess aggregate damage and identify affected areas.	Emergency Services TLA staff CD volunteers	No entry of premises, no formal records, emphasis on extent of damage, areas of high impact, identify rescue tasks, identify areas of priority for rapid assessment, estimate manpower and skill-base needs etc.
LEVEL 1 Rapid Assessment				Structural Engineers, Architects and other personnel from the building industry. <i>Volunteer status</i>	Formal system, typically based on exterior inspection only; placards posted on buildings, central record maintained, note made of sites needing further inspections, unsafe areas cordoned off.
LEVEL 2 Rapid Assessment	During period of declared state of emergency under CDEM Act	Controller Building Safety Evaluation Leader	Ascertain level of structural damage to individual buildings and note other hazards; assess building safety and decide appropriate level of occupancy; recommend security and shoring requirements.	Structural Engineers, Building Services and Geotechnical Engineers <i>Volunteer status</i>	Formal system based on inspection of interior and exterior of the building plus reference to available drawings. Calculations not envisaged. May result in revised placards posted on buildings, central record updated, unsafe areas cordoned off, urgent work recommendations. <i>Typically for priority inspection of critical facilities (for situations where facilities operators do not have contracted engineers), or where further information that raises concerns is received.</i>
Detailed Engineering Evaluation and Remedial Work	Typically longer term, but maybe immediate for critical structures	Building owners Insurance Companies TLAs	Ascertain extent of structural damage, establish losses for insurance purposes, and recommend remedial work to restore functionality and compliance with Building Code.	Engineers, Architects and Loss Adjusters. <i>Contractual Agreement.</i>	Meets insurance and restoration requirements under the Building Act 2004. <i>These evaluations are likely to involve perusal of construction documentation, and the preparation of detailed engineering reports.</i>

* all timings are indicative estimates only

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.

MEDIA

▶ **Authorisation**

Prior to a declaration, if it is decided that there needs to be a central point of media co-ordination, the response team lead by the Response Co-ordinator will decide which agency will perform the task.

Only the Group Controller, or any person acting with the Group Controller's authority, may authorise warnings and information concerning the response to the event to the public during a state of local emergency, and all messages will be prefixed by:

▶▶ *"This is a message/warning authorised by the Civil Defence Controller....."* ◀◀

The Controller, will if necessary stop conflicting/unco-ordinated media statements that are causing distress and/or confusion or otherwise contributing to the adverse affects of the emergency, using s91 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 GEOC prior to release.

▶ **Broadcast of Warnings**

Public warnings, duly authorised will be passed to all the local radio stations who will be asked to broadcast the warning.

▶ **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.

DECLARATIONS

Authority to Declare

The Mayor of the Gisborne District is appointed under s25 (1) to sign a declaration of state of local emergency for the Gisborne District or a ward as allowed by s68 (1) of the Civil Defence Emergency Management Act 2002. (See Annex C for forms).

In the absence or unavailability, and only in those circumstances, the Deputy Mayor of the Gisborne District is appointed under s25 (1) to sign a declaration of state of local emergency for the Gisborne District or a ward in the absence of the Mayor.

In the absence or unavailability of the Mayor or Deputy Mayor of the Gisborne District Council, the person for the time being acting as the Mayor or the first available committee chairperson to be one of either, Environment & Policy, Operations, Finance & Monitoring Committee is appointed by s25 (1) the Act to sign a declaration of state of local emergency for the Gisborne District or a ward.

Decision to Declare

The Co-ordinating Executive Group (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 of the Gisborne District Council (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.

The Group can also declare to support another Group in its response to an emergency.

Declaration, Extension of Emergencies and Termination

A declaration of state of local emergency expires with the commencement of the 7th day 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. (Sections 70, 71 &72)

Forms for declaration, extension and termination are contained in Annex C

TRANSITION FROM RESPONSE TO RECOVERY

The recovery potentially starts at the time of the disaster impact and the Recovery Manager will work in partnership with the response team until such time 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 or there is no longer any need for a significantly co-ordinated response.

Consideration of the state of the lifeline utilities and whether their reinstatement is reliable enough 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.