

GISBORNE CDEM GROUP



Te Karaka Flood Evacuation Contingency Plan August 2013



Mayor's Foreword

I commend to you **THE GISBORNE CIVIL DEFENCE EMERGENCY MANAGEMENT GROUP FLOOD EVACUATION CONTINGENCY PLAN – TE KARAKA** to you all. Planning is the most crucial tool in the success of any activity even more so in those that happen infrequently.

I take this opportunity to thank the 'team' for putting this plan together for all of us. It has been achieved with minimal resources but is still able to provide a valuable resource for planning, dealing with and recovering from emergencies.

I can say that the Plan should give us more confidence that the Group will be able to cope with an emergency BUT the overall success still depends on the majority of the public being prepared and able to cope without assistance.

I have every confidence in our staff and our trained civil defence coordinators in our region, that all our planning and training will lessen the trauma in case of an emergency.

Our team has experience with Cyclone Bola and the close calls we have had since. This has meant that the team that developed the Plan has reality based knowledge and experience behind them when preparing the Civil Defence Emergency Group Management Plan.

But even so we should still not be complacent as the impact of any event can still provide the unknown and in reality Bola was a small emergency.

We have a good group of civil defence volunteers (community link) ready to provide leadership in an emergency, a good communication infrastructure ready to communicate with the remote parts of our region and our Council will continue to provide funds to ensure that a reasonable level of preparedness is maintained and a response structure is in place.

As long as communities prepare to a credible level and 'organisational' support is maintained we should be able to cope with the majority of disasters that the region can expect.

Meng Foon

Mayor

GISBORNE DISTRICT COUNCIL

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Te Karaka	1
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Introduction

Purpose of plan

The purpose of this plan is to outline the procedures that will be used when a flood event is serious enough to warrant the evacuation of Te Karaka Township and surrounding rural area. The physical evacuation component of this contingency plan will be implemented following the declaration of a state of local emergency.

Objectives

- To promote awareness and preparedness measures
- To outline the conditions which will necessitate the evacuation
- To outline the evacuation procedures

Defined area for the operational requirements of this plan

The defined area for the purposes of this plan is to be known as the Te Karaka Township. It includes the Te Karaka Township and the land area bounded by the Waipaoa River to the Kanakanaia Bridge in the east, to the Rangatira Bridge, along SH 2 to the Puha Bridge in the North and to Nisbetts Dip in the South.

Hazard categories

These categories are determined by:

- depth and speed of flood waters
- threat to life
- difficulties in evacuating people
- potential for damage and social and economic disruption
- lifelines

River corridor & floodway (bed and adjacent flood way)

- ◆ The evacuation of people and their possessions would be extremely difficult
- ◆ There is a potential danger to life
- ◆ Social disruption and financial loss could be very high

High hazard (areas where main river likely to flow)

- ◆ The depth of water would generally be greater than 0.5m The speed of water level rise may be rapid
- ◆ There would generally be major difficulty and danger in evacuating people
- ◆ There is a potential danger to life

Ponding (may or may not be associated with main river system)

- ◆ The depth of water would be greater than 0.5 m
- ◆ The flow would be slow and form ponds, the rate of rise could be rapid
- ◆ Evacuating people on foot would be difficult
- ◆ There is a potential danger to life

Flood fringe

- ◆ Water depth could be less than 0.5m
- ◆ Evacuation possible by 4wd
- ◆ Adults could wade to safety

Response & responsibilities

Warning system

The following procedures are dependent on a **reasonable likelihood that the situation will worsen**. If one of the trigger points is reached and there is no likelihood of the situation deteriorating to the next point, then the team that is monitoring the event will develop a revised plan to meet the conditions. If there is some doubt the monitoring team will make a decision based on the threat to people and advice from the MetService.

For both pink and red the Public will be warned by Civil Defence, Police and Fire Service. The warnings will be on local radio stations. All relevant information concerning the preparation for and the evacuation has been provided on a fact sheet to each household.

The population is permanently at Condition Blue, which requires them to be at a certain level of readiness (see Guide at annex g)

Trigger points

The following trigger points have been set to provide planning assistance to those who will need to make the decision, to evacuate or not. The points are designed to give sufficient notice to manage the evacuation before floodwaters close roads.

The Black trigger point indicates notification and initial decision as whether just to continue monitoring or that there may be a need to evacuate, Pink indicates prepare to evacuate and Red evacuate.

- **Trigger Point 1**

Kanakanaia gauge reads 5 metres (decision to meet or not)

- **Trigger Point 2 CONDITION PINK (activate Adverse Event Plan)**

Kanakanaia gauge reads 6.5 metres

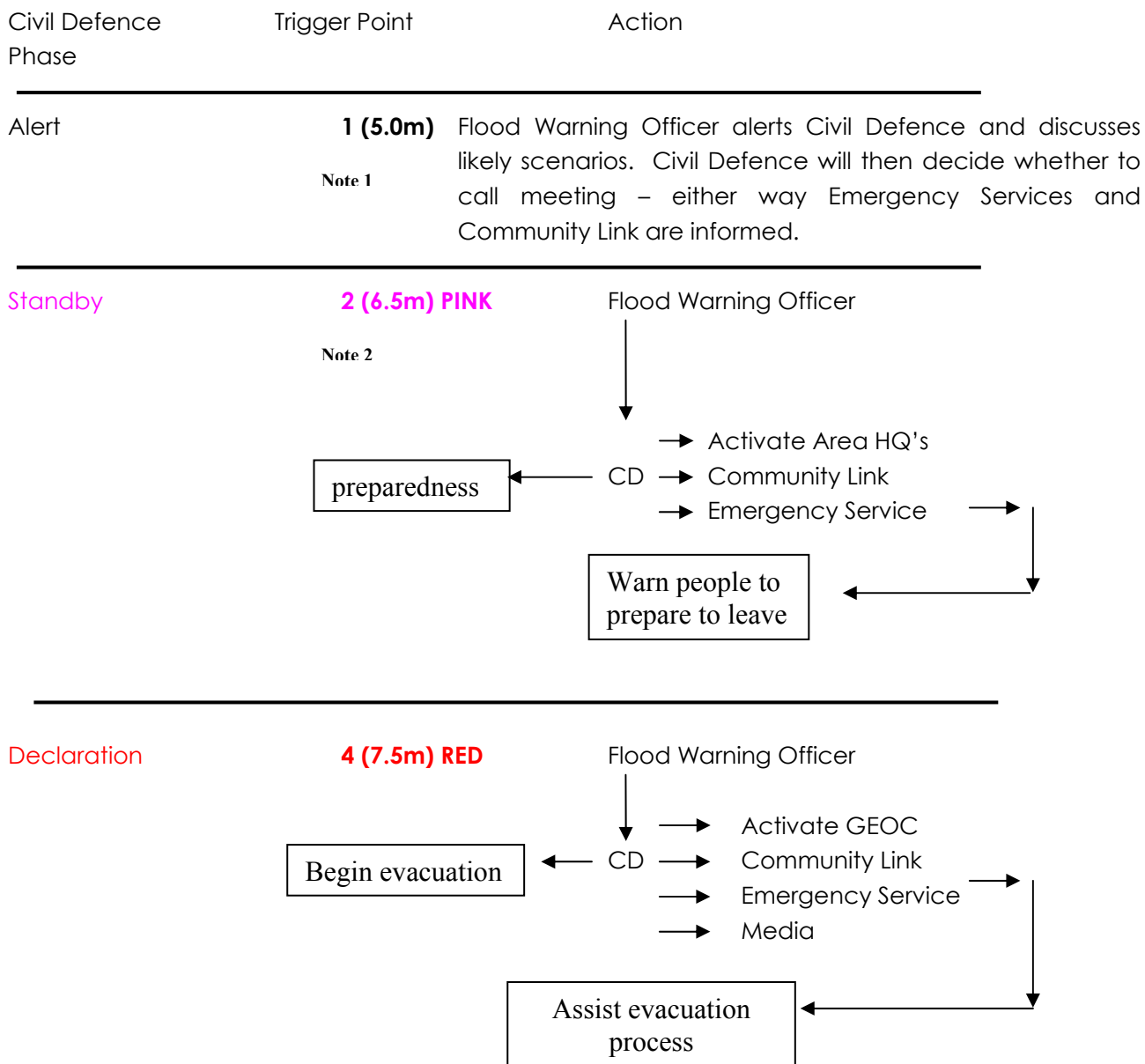
- **Trigger Point 3 CONDITION RED (Declaration required)**

Kanakanaia gauge reads 7.5 metres

NB It may be necessary to adjust the trigger points if the rate of river rise is such that a timely response/evacuation is not possible. As a guide if the rate of rise is greater than 1 metre per hour at trigger point 2 an adjustment to the plan will need to be made.

If for any reason a decision cannot be made that the next trigger point will be reached, there will be an automatic decision to assume that it will be. The only exception will be for the final evacuation order, before this decision is made there will be consultation with the key groups and a declaration will be required.

Warning system flow chart



- Notes**
1. at 5 metres the school principals will need to be contacted to consider sending home the outlying pupils, ensure that Health are aware as they may evacuate equipment from the clinic.
 2. Waikohu Area Civil Defence will need to identify what buses are available and put them on standby.

Control centres

Co-ordination of the procedures prior to the evacuation will be from the Emergency Management Office. Once it become apparent that trigger point 3 will be reached, a declaration will be made (if it hasn't already) and the GEOC will be activated.

Initial contact with Te Karaka will be direct to the Area Co-ordinator, once trigger point 2 has been reached and the conditions indicate a worsening scenario the Area Headquarters at the Te Karaka Area School will be activated. Once the evacuation has been completed the Area Headquarters will relocate to the Cranswick property. This relocation must be completed before the Kanakanaia gauge reaches 10.5m as the SH floods at the entrance to the township soon after. Some personnel will need to remain in the township to co-ordinate/carryout reconnaissance and sandbagging activities. There are some safe areas at properties along Kanakanaia Rd where these people can go if the banks fail.

Communications

Method

Initial contact will be via telephone between Civil Defence (Gisborne) and Te Karaka. Once the Area Headquarters has been established ESB 3 the District net will be established and used in conjunction with the telephone and email. The Area Headquarters also operates an internal net on ESB152.

Key contact detail (for more information see annex e)

Ian Smith (Area Co-ordinator)	862 3793 ph and fax
Te Karaka Area School (Area Headquarters)	862 3097
Te Karaka Police	862 3820
Te Karaka Fire	862 3503 (a/h) 862 519
Te Karaka Doctor	862 3630
Turanga Health (Rewiti)	869 0457
Takipu Kohanga Reo	862 3892
Puha Kohanga Reo	862 1876
Te Karaka Bus Company	862 3859

Evacuation procedures

Responsibilities

- ◆ GDC, the GDC Flood Warning Manager is responsible:
 - for ensuring that the appropriate information is available to enable a realistic and timely appreciation of future river levels reaching trigger points and that the information that affects these decisions is rechecked and gathered from as many authoritative sources as possible. (see annex b)
 - ensuring a manual backup is in place for checking the river height at the Kanakanaia Bridge

- ◆ The Emergency Management Office (EMO) is responsible for:
 - Maintaining this contingency plan
 - Public awareness and preparedness programs
 - Issuing general information
 - Warnings to communities via community link and media
 - Activating the Adverse Event Plan
 - Managing the process leading to a declaration
 - Managing information
 - Arranging backups for key personal, identification of the need to be made by Trigger point 1
 - Arrange for visual inspections of Nisbetts Dip and Puha
 - Evacuation information/preparation
 - Management of evacuation, welfare of the evacuees, relief activities
 - Consulting with principals re sending home of outlying children at 5.0 metres
 - Ensuring there are enough buses available for the evacuation
 - The establishment of the welfare centres in Gisborne
- ◆ Police:
 - Will assist with the notification of information to the public concerning preparations to evacuate and assist with the physical evacuation. This function will be provided by the local constable and supplemented from Gisborne if required. The township will be divided into 2 parts (down the centre of Main St) for notification purposes and the Police will be responsible for the Southern side. The Police will be responsible for the overall security of the township but much of the onus will be on the occupants to report any suspicious activity.
 - The Police will also provide traffic control assistance along the route for the evacuation convoy and the visual inspections of Nisbetts Dip and Puha.
- ◆ Fire:
 - Will assist with the notification of information to the public concerning preparations to evacuate and assist with the physical evacuation. This function will be provided by the local brigade and supplemented from another fire service brigade if required. The township will be divided into 2 parts (down the centre of Main St) for notification purposes and the Fire Service will be responsible for the northern side.
 - The Fire Service will also sound the fire siren manually, which will go continuously instead of the usual rise and fall, at the change of each trigger point.
 - At the completion of the evacuation the appliance will be moved to the alternate headquarters at Cranswicks.

Initiation

It is accepted that the trigger points will be the initiators of the actions, as long as the prognosis given is clearly indicating that the next trigger point is going to be reached. There will be a declaration at trigger point 4 if one has not already been made.

Traffic control

The state highway is controlled by NZTLA and it is their responsibility to close and mark the flood sites at Puha and Nisbetts Dip. Both Police and GDC will actively pursue this action to ensure an effective resolution.

There will be a need for the larger part of the evacuation convoy to be accompanied by the Police to assist a smooth passage to town. It is very likely that this evacuation will be carried out in adverse conditions.

Security

- ◆ During the evacuation everyone is responsible for the security of the township, with any suspicious activity being reported to the GEOC or the Police if they are readily available.
- ◆ Once the evacuation is complete the Police will be responsible for security.
- ◆ During the re occupation individuals will again be responsible for reporting any suspicious activity, but entry into the township will also be controlled at both entrances by control points established by Police and Civil Defence. Individual entering the township will have to prove they are occupants. The best way to do this will be by having in their possession a copy of the CD 7 Registration form. Until the township is safe for re-occupation now overnight stay will be allowed.

At risk groups

3.10.1 Schools

The best course of action for the school is to stop the outlying children coming to school in the morning. This will be done by ringing the contractors and stopping the pickup. The decision to do this will be a joint decision between the principal and civil defence.

There are 4 bus companies involved, Te Karaka Motors, Go Bus, the responsibility of contacting them rests with the schools.

If a scenario develops during the day and the children are at school then a decision on whether to send them home will need to be made when the river reaches 5 metres. A delay in the decision could put the children at risk. It could also leave buses trapped outside of the township and therefore not available for the evacuation of the township.

Other risk areas include:

- ◆ Council pensioner flats in Balfour St 8 persons
- ◆ Kaumatua Flats in Barry 5 persons
- ◆ Kohanga Reo at Takipu Marae, will be rung at trigger point 1 to return children home or to pre-school at Te Karaka Area School
- ◆ Kohanga Reo at Mangatu Marae, will be rung at trigger point 1 to return Te Karaka children home or to pre-school at Te Karaka Area School

Welfare centres

Those evacuating will be encouraged to go to family and friends, via the Lawson Field Theatre to be registered, those that can not will go to the Te Poho-O-Rawiri Marae which will be established as a welfare centre.

Reporting procedures

Those evacuating to the Marae will be registered there, an alternate site will be established at the Lawson Field Theatre and those evacuating to family and friends will be encouraged to register there.

Everyone needs to be registered.

If it is practical a control point will be established at the junction of SH 2 and Main Rd, Te Karaka to record (not register) those leaving. This control point will be established by the Civil Defence Area Organisation.

Safe havens

There will be no permanent safe haven in the Te Karaka Township. The College will be used as a temporary base but once the banks overtop (unless the river is at its peak) all personal remaining will use Cranswicks as their safe haven. If the SH is flooded then the access will be cross-country.

If any persons are trapped in the Township then Cooksons or Greaves homes on Kanakanaia Rd may be used as a temporary haven until a helicopter extraction can be arranged.

Welfare

The Area Welfare Organisation will need to concentrate their efforts in assisting the elderly to prepare to leave. While part of the group will need to remain behind at Cranswicks to co-ordinate welfare needs for the rest of the Area, it is recommended that some of the group accompany the evacuees to town. There is an obvious benefit of representation in the Lawson Field Welfare Centre and perhaps the Marae.

Alternative transport

The Te Karaka Bus Company (862 3859), who have the capacity to lift a maximum of 200 (4*50 seaters), will be the main provider of transport. Any short fall will be provided by whichever other company has transport available. This number may reduce depending on the amount of luggage people take, but it should still meet the total requirement, as people will be encouraged to take their own transport.

The Area Organisation will be responsible for checking the transport availability at trigger point 2.

A pickup plan will need to be put in place as it will not be realistic or practical to expect all those needing transport to go to a central point. This plan will be a priority for a group to develop in the Area Headquarters.

Media

During the build up to a declared emergency for a flood event the EMO will co-ordinate the release of information to the public via the media. To assist a co-ordinated response the following general procedures will be adopted by the key stakeholders.

- ◆ Either the Group Controller or the Police District Commander will authorise media releases.
- ◆ Information relating to the situation will be shared amongst the key stakeholders so that their individual contacts with the media will be informed.
- ◆ The EMO will act as a central contact point for all stakeholders and issue warnings, general information and preparation advice.
- ◆ In the event that an evacuation is to be carried out, Civil Defence Media Officers will prepare the information to go to the public via the media.
- ◆ All information for the Waikohu Area will be co-ordinated through Civil Defence in Gisborne.

Vulnerable assets/installations

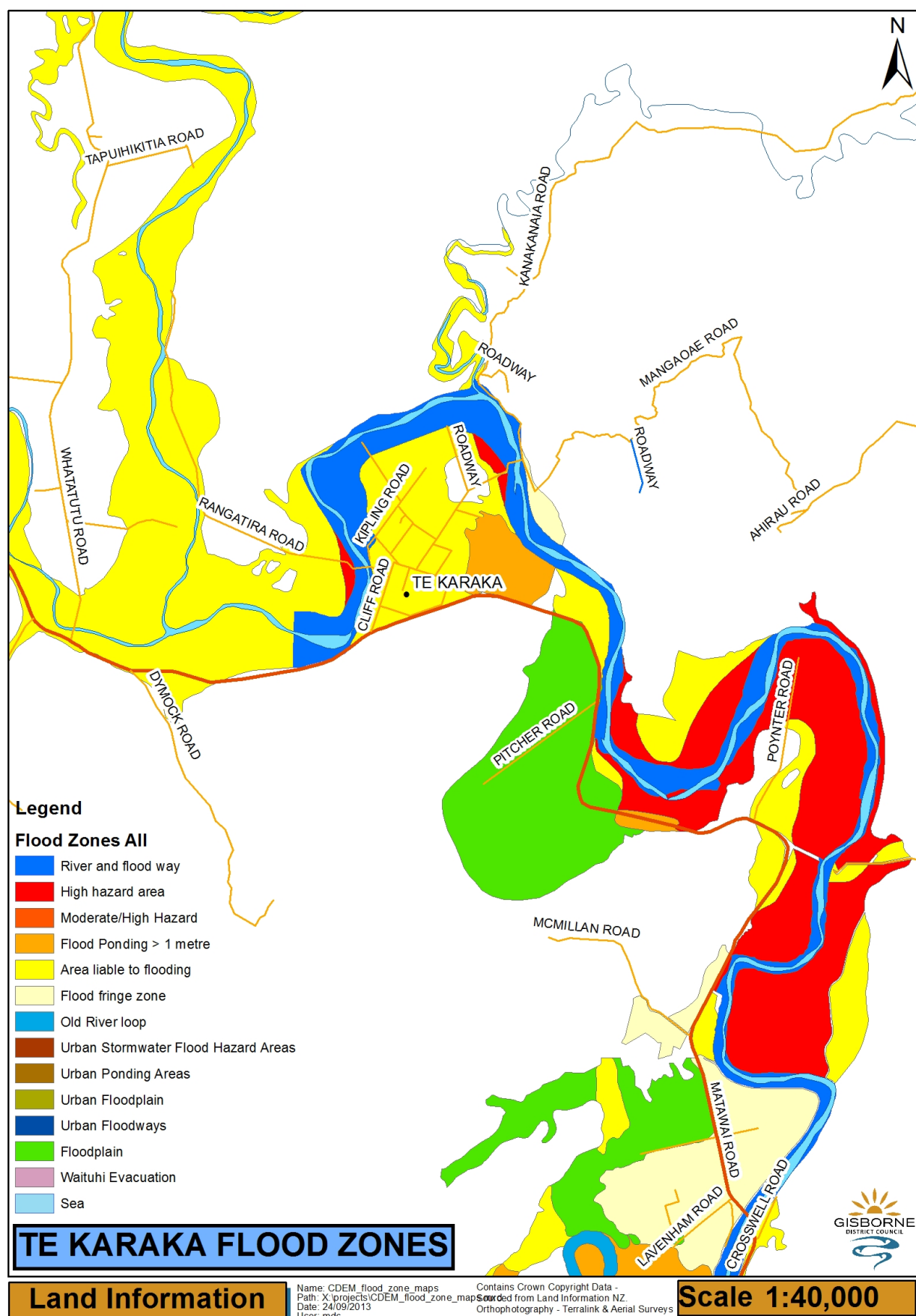
- ♦ The Townships sewage ponds are in the >1 metre deep ponding area

Plan monitoring, testing and review

The Manager Emergency Management is responsible for maintaining the plan, but it is important that others, especially engineering staff, Manager if there are any changes to conditions that may affect the plan.

The plan will be tested every 4 years by a tabletop exercise.

Te Karaka flood zones



Annex a**Outline of threats and scenario (return times)**

The stop banks protecting the township of Te Karaka overtop when the Kanakanaia gauge reads approximately 10.4 metres. Once the river reaches this height the township will have been completely isolated by road for sometime, there will also be no access to any safe havens for the 600 people who live in the township. Leaving this as an option however is not acceptable as in the worst case scenario an extreme event could cause the failure of the stop bank system at the South Western edge of the township resulting in the river creating a new course through the township.

The isolation aspect of the threat to the township is a significant risk, as improper management will leave the inhabitants stranded with no suitable safe haven. At the Northern end of the township the SH is cut around in the Puha Bridge area when the Kanakanaia gauge is approximately 7 metres, this effectively blocks any escape to the North. The Southern route is blocked 2 – 4hrs later when the gauge level at Kanakanaia reaches 8.3 metres at Nisbetts Dip on the SH.

This means that (assuming a certain amount of preparation) a minimum of 1hr's notice of evacuation could be given.

The following statistics represent the times the following points have been reached in the last 65 years

- The Northern access at Puha has flooded 20 times,
- The Southern access at Nisbetts dip has flooded 8 times.
- Although the Te Karaka area would have flooded in the past the over top level has only been reached once since 1948. Prior to 1948 the present stop bank system was not in place. It would appear from the figures that the area would have flooded several times with the 10.4 figure being reached at least twice between 1876 and 1948.
- The arbitrary figure of 7.5 as set for trigger point 3 to begin the evacuation has been reached 13 times (2 of these between 1938 and 1948). As the conditions surrounding the events are unknown (the expected amount of rainfall) the number of times an evacuation may have been carried out is unknown. From the known heights of the river probably reached, a reasonable estimate would be 4 (2 of these prior to 1948).

The return period for an event therefore, that could cause a scenario resulting in the need to evacuate Te Karaka is estimated as 1:25 or a 4% chance every year.

Annex b

Risks

Risk	Treatment
Population isolated	Ensure evacuation procedures and preparedness robust so this does not occur
Plan fails	Use cars and buses park at Cranswicks and Greaves
Kanakanaia telemetry site fails	Flood Manager to organise manual watch of staff gauge
Puha or Nisbetts Dip does not follow expected pattern	Community (Police/Civil Defence) to organise visual inspections from Trigger Point 2
Weather information not conclusive	Flood Manager to ensure flood monitoring team double check all information after Trigger Point 1
Flood Manager not able to make decision on next trigger point being reached	Next trigger point actions are implemented
Key Personnel missing	Missing personnel will be identified at Trigger Point 1 and Gisborne Civil Defence will arrange backups

Annex c

Population information

The total population of the township is approximately 500,

it is assumed that approximately 50 of these will remain behind with the Area Headquarters and the stop bank monitoring/sandbagging group.

Therefore approximately 450 will need to self evacuate or have transport provided

During a school day there is an added problem there are a large number of students who live outside the evacuation zone. The total population of the school is: 167

The intention of this plan will be to return the children home well in advance of Puha closing or stop them coming to school in the morning (see at risk groups for further information).

Other plans

Regional Policy Statement

The Gisborne District Regional Policy Statement requires Civil Defence to develop and maintain an active warning system for such hazards as Tsunami, volcanic eruptions and floods, and to develop and maintain a Civil Defence Organisation including up-to-date forward planning and operational response capabilities to emergencies.

Civil Defence Plan

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

The Councils Engineering & Works Department also maintains a system to alert people who need to move stock and assets as the river rises.

With respect to the media, 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,

E&W Plans (Flood Warning Manual)

- ◆ Puha floods at 7.0 metres, Nisbetts Dip Floods at 8.3 metres
- ◆ Te Karaka stop banks over top at 10.8 metres
- ◆ The necessary adjustments will be made to the Manual to reflect the Contingency Plans Trigger Points.

Community preparedness

Awareness

The Civil Defence Officer is responsible for ensuring that those who live in the area likely to be evacuated have the opportunity to become aware of the flooding threat. Initial awareness initiatives will involve a series of community meetings plus a letter box drop. Every four years as part of the regular public awareness year, a community campaign will be held to re visit the issue in the community and ensure people are aware of the threat and are taking common-sense preparedness precautions.

Preparedness

The people living in the at risk area are considered to be at Condition Blue on a continual basis (see annex g).

There is an expectation that every household, business, school or any other establishment that is used for gatherings of people and are identified, as being in the hazard category area, will have a plan for the evacuation of the premises. If that premises intended use is for public gatherings, the plan should be displayed and if the threat has the potential for sudden onset, clear procedures are to also be displayed.

All homes/businesses in the hazard category areas need to have:

- ◆ identified their nearest community emergency centre
- ◆ know who their community emergency manager is
- ◆ a clear understanding of the risk
- ◆ established a family plan, which should include what should happen:
 - during a normal work day,
 - when children are at school,
 - how they will reunite, or if
 - the family is at home.

There should also be a clear understanding of:

- ◆ what utilities should be turned off
- ◆ how they will keep up dated on the current situation
- ◆ what household contents will be protected
- ◆ what will happen to pets and other animals
- ◆ what items will be taken when evacuated and
- ◆ where the family will go, how and by what route.

Evacuation Preparedness

Once it is clear that there is the potential for a flood in their area, home owners or occupiers are to ensure that the issues identified in their own emergency plan are implemented.

This could include such actions as:

- ◆ keeping knowledgeable about the situation
- ◆ lifting furniture and floor coverings to a safer level
- ◆ collecting the household pets, saving live stock
- ◆ moving items to another site
- ◆ putting together the evacuation kit

- ◆ contacting/locating immediate family

The earlier evacuation preparedness begins the less problems will be encountered when people have to move. People at risk should make every attempt to keep themselves up to date with the current situation. This is best done by listening to the radio (2ZG, freq. 945 AM) or ringing the Police/Civil Defence.

Relief

There is also a requirement for those that may get isolated in their homes to make preparations. This is necessary because access has been cut off or the house is surrounded/inundated by floodwaters.

If isolation occurs then those trapped should stay on the premises and not attempt to leave unless there is an emergency and no other form of communication exist. The general rule is that if you require assistance put a white sheet on the lawn or if there is no lawn on the roof. As a backup, to ensure public safety, during the response phase of any emergency all isolated premises will be checked at some stage.

If persons are trapped in a premises and the floodwaters are rising through it then they should go up through the roof space (the space between the ceiling and the roof), if possible, and stay in there, unless forced onto the roof. Homes that face this sort of risk should prepare for the eventuality by preparing an area in the roof space and making preparation to be able to easily remove a sheet of roofing iron or breakout through tiles, etc.

Recovery

The difficulties encountered in the recovery phase will depend to a great extent on the amount of effort that has gone into the preparation and response phases. The authorities managing the event must ensure that people are allowed to return home as soon as it is safe and that no clean up of their property is undertaken without a family member present. Inappropriate bureaucracy must not be allowed to interfere with getting people back to their normal environment. On the other hand inappropriate haste must also not be allowed to rush people back into what could be a dangerous environment. There must also be a review of the continued viability of homes in an area that floods.

Flood Evacuation Procedures

PLEASE KEEP THIS PAGE WHERE YOU CAN FIND IT EASILY
GENERAL INFORMATION
(copy for every household)

- as you live in a flood hazard area you are always at Condition Blue.
- Condition Pink means the river has reached a critical height, is likely to keep rising and you should prepare to leave.
- Condition Red means you are in imminent danger and must leave.
- when evacuated you should go to the Te Karaka Area School to **REGISTER** (this is important) and confirm accommodation.

Condition Blue Procedures

- Develop an evacuation plan to include, awareness of hazard, trigger points, family meeting arrangements, school kids issues, organise an evacuation kit and sort any stock/pet issues
- Keep an eye out for extreme weather events and raise your level of preparedness when they occur and listen to radio or ring 0832 22947 for river information.

Condition Pink Procedures

- Locate other family members and let them know what is happening.
- Gather evacuation kit, if you are leaving by bus just take essentials.
- Raise valuable items in home and out buildings.
- Check transport.
- Secure items around the section that may float away.
- Gather pets and plan livestock safety if practical.
- Turn on radio, official stations are 945AM, 585AM, 90.9FM, 89.3FM 96.2FM.
- See if neighbours need help.

Condition Red Procedures

- leave and proceed straight to family and friends Te Poho Rawiri Marae or,
- wait by the front of the house (inside) for transport
- when you leave close all doors and windows
- turn off the power
- ensure you take your pets
- release any other livestock
- You will have register at some stage and you can do this by phone, the Lawson Field Theatre or at the Marae



Understand Your Threat (copy for every household)

Were you aware that you live in an area that can be affected by floodwaters and you will be evacuated

Are you aware of what the effect will be on you, your family and your property, YOU NEED TO KNOW;

- **Have you made preparations in case you are evacuated**

For information on the river height go to www.gdc.govt.nz

Evacuation Kit

This is a list of items you will need to consider taking with you when you are evacuated, the FINAL LIST will depend on your circumstances and where you are going to.

- **Warm clothing**
- **Sleeping gear, pillow, sleeping bag, blankets**
- **Personal items, toothbrush, toothpaste, towel, razor etc.**
- **Medication**
- **Disability equipment**
- **Infant supplies**
- **Important documents eg insurance policies, birth and marriage certificates, passports, photo negatives, information about bank accounts and cheque book**
- **Food**
- **Torch, portable radio**
- **Kids games**

REMEMBER
YOU MUST REGISTER, THIS WILL HELP YOU GET THE ASSISTANCE AND RECOGNITION
YOU NEED