

Mayor's Foreword

I have great pleasure in introducing **THE GISBORNE DISTRICT EMERGENCY SERVICES FLOOD EVACUATION CONTINGENCY PLAN – TOLAGA BAY** 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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Part 1 Introduction

1.1 Purpose of Plan

The purpose of this plan is to outline the procedures that will be used in the case of a flood event that necessitates the evacuation of the 3 areas collectively known as Tolaga Bay. The physical evacuation component of this contingency plan will be implemented either following the declaration of a civil defence emergency or by the Police as part of a localised flooding event. The Police agree in general that the procedures outlined in this plan will form the basis of any evacuation event that is carried out as part of a non-declared event. The monitoring and preparation phases will be co-ordinated by Civil Defence in close co-operation with the Police. All phases will involve close liaison with the emergency services, especially the Police, Fire and Engineering and Works flood warning staff.

1.2 Objectives

- To promote awareness and preparedness measures
- To outline the conditions which will necessitate evacuation
- To outline the evacuation procedures
- To ensure procedures are kept current.

1.3 Defined Area for the Operational Requirements of this Plan (see attached map)

The defined area for the purposes of this plan to be known as Tolaga Bay is in 3 parts and includes:

i) Area Mangatuna

All the flat land bordering the Uawa River that forms the basin around the Hinemaurea Marae. These people have to evacuate as they have no safe areas and no escape routes.

ii) Area Wharekaka/Kaiaua

The flat land to the east of the Uawa River to the foot hills that border Kaiaua Beach to Kaiaua Road in the East. Many of these people have safe areas and escape routes.

iii) Area Paroa/Mangaheia Flats

The flat land to the west of the Uawa River from the Paroa Bridge down to the Tauwhareparae Road. Many of these people have safe areas and escape routes.

Part 2 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 1 metre. 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

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

- The depth of water would be greater than 1 metre
- 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 or Area Liable to Flooding

- Water depth would generally be less than 1 metre
- Evacuation possible by 4wd
- Adults could wade to safety

Part 3 Response & Responsibilities

3.1 Warning System

The following outline of the warning system and the procedures are dependent on a prognosis of 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.

The Public will be warned by personal notification, from either Civil Defence, Police or Fire Service. All relevant information concerning the preparation for and the evacuation will be provided on a fact sheet to each household.

The public living in the identified risk areas are at Condition Blue on a continual basis (see annex g).

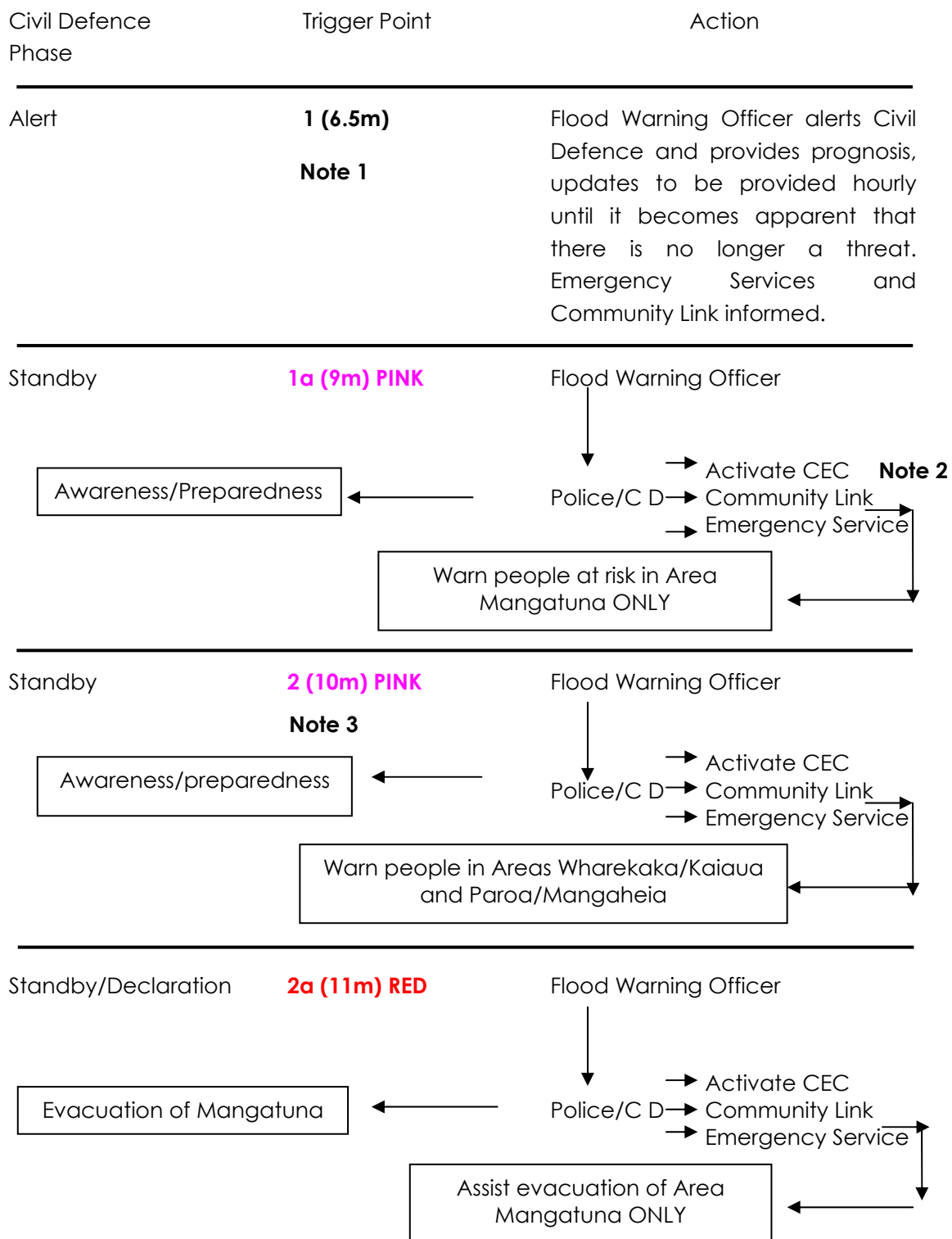
3.2 Trigger Points

The following are the trigger points that have been set to provide planning assistance to those who will need to make the decision to evacuate or not. The trigger points are designed to give sufficient notice to manage the school closures and an evacuation before floodwaters close roads. (see Risks, annex b, for backup if gauges fail).

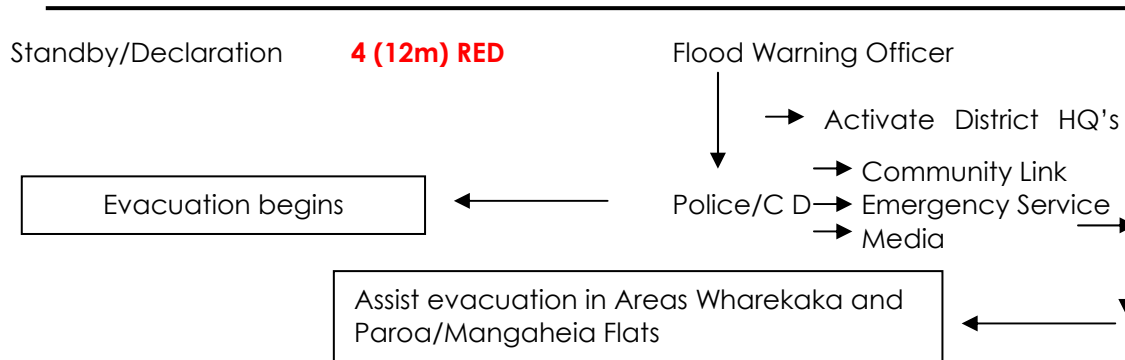
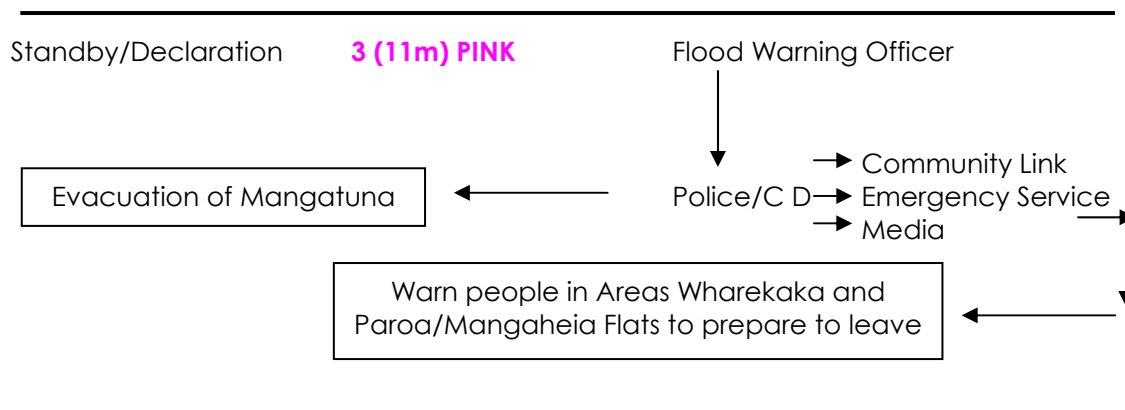
- **Trigger Point 1**
Willow Flat gauge reads 6.5 metres
- **Trigger Point 1a PINK for Area Mangatuna ONLY**
Willow Flat gauge reads 9.0 metres
- **Trigger Point 2 CONDITION PINK**
Willow Flat gauge reads 10.0 metres
- **Trigger Point 2a CONDITION RED for Area Mangatuna ONLY**
Willow Flat gauge reads 11.0 metres
- **Trigger Point 3 CONDITION PINK**
Willow Flat gauge reads 11.0 metres
- **Trigger Point 4 CONDITION RED**
Willow Flat gauge reads 12.0 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.

3.3 Warning System Flow Chart



Gisborne District Emergency Services Flood Evacuation Contingency Plan – **Tolaga Bay**



NOTES

- I. At 6.5 metres the school principals will need to be contacted to consider sending home the outlying pupils.
- II. CEC is the Community Emergency Centre; depending on the severity it may stay at Roger Irving's home or move to the School.
- III. Community Civil Defence will need to identify what buses are available and put them on standby.

3.4 Co-ordination Centres

Co-ordination of the event prior to the evacuation will be from the Civil Defence Office. Once it becomes apparent that trigger point 4 will be reached, a decision on the need to declare will be made. The situation will either be co-ordinated from the Civil Defence Office, if the disaster is localised or undeclared, or from the Gisborne District Emergency Operations Centre (EOC) if the scenario is more widespread.

Initial contact with Tolaga Bay will be direct to the Community Emergency Manager, once trigger point 1a has been reached and the conditions indicate a worsening scenario a Community Emergency Centre either at the school or Rogers home will be activated.

3.5 Communications

3.5.1 Method

Initial contact will be via telephone between Civil Defence (Gisborne) and Tolaga Bay. Once the Community Emergency Centre has been established Whakapunake repeater will be established and used in conjunction with the telephone and fax. The Community Emergency Centre also operates an internal net on Titirangi.

Communications between the Emergency Services and Civil Defence will be by phone. While there may be some informal discussions with Gisborne Police personnel during the build up, the initial calls if evacuations look likely will go to the Wellington Communications Centre. Once formal contact has been made liaison will be direct to the senior officer in the Gisborne Watch house. Civil Defence will also fax rainfall warnings to the local emergency services, plus river conditions and rainfall information.

3.5.2 Key Contact Detail (for more information see annex e)

Pop Milner (Community Emergency Manager)	862 6757	021359906
Tolaga Bay Police	861 8090	027445592
Tokomaru Bay Police	864 5820	
Tolaga Bay Fire	862 6895	
Tolaga Bay Area School	862 6765	0273209791
	862 6698 fax	
Mangatuna School	862 6349	
Kohanga Reo/Pre Schools		
E Tipu (Puketawai)	862 6756	
Whanau Whanui Kohanga Reo	862 6517	
Tolaga Bay Play Centre	862 6715	
Hauiti Marae	862 6448	
Rangi Tangohau	8672049 (w)	
	8626680 (h)	
Go Buses	862 6739	

3.6 Evacuation Procedures

3.6.1 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 especially after Trigger Point 1.
- The release of appropriate flood warnings and co-ordinating media releases concerning potential flooding prior to a declaration.
- Ensuring a manual backup is in place for checking the river height at the Willow Flat Gauge.

- **Civil Defence** (this includes Civil Defence in Tolaga Bay) is responsible for:

- Maintaining this contingency plan
- Public awareness and preparedness programs
- Issuing general information
- Warnings to communities via community link and media
- Managing information
- Arranging backups for key personal, identification of the need to be made by Trigger point 1
- Arrange for visual inspections of the river and its conditions
- Evacuation information/preparation
- Management of an evacuation during a declared event, including welfare of the evacuees, relief activities
- Consulting with principals and Kohanga Reo re sending home of outlying children at 6.5 metres
- Ensuring there are enough buses available for the evacuation
- The establishment of the welfare centres in Tolaga Bay.

- **Police**

Will provide the authority and lead in any evacuation that takes place without a declaration. The Police and Civil Defence will maintain close communications once trigger point 1 has been reached. During a declaration they 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 local civil defence or other Police resources if required (probably Tokomaru Bay or Ruatoria).

- **Fire**

Will activate the Fire Station when the threat is considered serious and assist with river height monitoring if requested by the Police and assist with the physical evacuation if required.

3.7 Initiation

It is accepted that the trigger points will be the initiators of the actions, as long as the prognosis given by the Flood Warning Manager is clearly indicating that the next trigger point is going to be reached. The decision on whether to declare will be made on reaching trigger point 3 if one has not already been made.

3.8 Traffic Control

The state highway is controlled by Transit NZ's and it is their responsibility to close. While there will be a need to close the road at the Anarau Bay turnoff and Tolaga Bay Transfer Station, the road should be closed at Tolaga Bay and Tokomaru Bay. Both Police and GDC will actively pursue this action to ensure an effective resolution.

3.9 At Risk Groups

3.9.1 Schools

The best course of action for the 2 schools 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 and/or Police.

There is 1 bus company involved; 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 6.5 metres.

3.10 Welfare Centres

Those evacuating will be encouraged to go to family and friends, those that can not will go to the Hauiti Marae which will be established as the welfare centre.

3.11 Reporting Procedures

Those evacuating to the Marae will be registered there, an alternate site will be established at the Area School and those evacuating to family and friends will be encouraged to register there. There is no compulsion to register, except that financial assistance from Income Support is dependent on evacuees having a registration form.

If it is practical a control point will be established by the transfer station beside SH 35 to direct people to the school to register. This will be established by the Civil Defence Area Organisation.

In a non declared event it will be up to the Police to establish the need for control procedures and where people should be going too, although it is not expected that there will be any difference to procedures whether there is a declaration or not.

3.12 Safe Havens

There are no permanent safe havens identified in any of the 3 Areas although there is high ground that people can go to if road evacuation is not possible. Wilson's property in Wharekaka Rd is also a potential safe area.

3.13 Welfare

The Community Welfare Organisation will need to concentrate their efforts in assisting the elderly to prepare to leave, setting up a reception area at the school and providing liaison to the Hauiti Marae. This service will be required both during a declared and non-declared event.

3.14 Alternative Transport

The Community Organisation and/or Police during an event will be responsible for checking whether there will be any requirement for extra transport for members of the public who may not have access to a motor vehicle.

If there is this activity can probably be co-ordinated by the Community Organisation as they have more person power available.

3.15 Media

During the build up to a declared emergency for a flood event there is no one central agency responsible for 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.

- The Manager of Engineering & Works is responsible for the release of all technical information relating to flood warnings.
- Information relating to the situation will be shared amongst the key stakeholders so that their individual contacts with the media will be informed.
- Civil Defence will act as a central contact point for all stakeholders and issue general information and preparation advice.
- In the event that an evacuation is to be carried out Civil Defence after consultation with the Police and the Flood Manager, will prepare the information to go to the public via the media.
- All information required for release by Tolaga Bay Civil Defence, for the Tolaga Bay Community will be co-ordinated through Civil Defence in Gisborne and broadcast on either 2ZG or RNP.

Part 4 Vulnerable Assets/Installations

Nil

Part 5 Plan Monitoring, Testing and Review

The Civil Defence Officer is responsible for maintaining the plan, but it is important that others, especially engineering staff, inform the Civil Defence Officer if there are any changes to conditions that may affect the plan.

The specific contact information in 3.5.2 and the general contact information in Annex e will be updated once a year, on the anniversary date of this plans issue.

The plan will be tested every 3 years by a tabletop exercise.

Outline of Threats and Scenario (return times)

The Mangatuna basin is an extensive flood plain with access being cut to the North just South of the Paroa Rd junction at 12 metres and to the South in the vicinity of the Wharekaka Rd junction. Once the water reaches the road at the Northern point it makes the SH unusable as it becomes a flood-way due to slit banks on either side of the road. From this point on the water spreads through the Mangatuna area and soon after through the Wharekaka Flats area. The SH between the 2 points was almost entirely covered in water in Cyclone Bola.

In the last 25 years there have been 9 events that have reached between 10-14 metres with only 2 overtopping. On average there is a 9-metre event every year. The 2006 event reached the same height as Bola ie 14 metres. If the event continues on to 12 metres from 9 metres there is on average a 3 and a half-hour delay although in extreme event this could be 1 hour.

The time it takes for an event to develop varies with rainfall, but it is possible for the river to reach 12 metres in 12 hours once the river starts to rise.

Risks

Risk	Treatment
Population isolated	Ensure evacuation procedures robust so this does not occur
Plan fails	Evacuate to Kaiarau or high ground for air evacuation
Willow Flats telemetry site fails	Flood Manager to organise manual watch of staff gauge
River doesn't follow expected pattern	Community (Police/Civil Defence) to organise visual inspections of river and road from Trigger Point 2
Weather information not accurate	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

Population Information (from 1996 census)

The total population of the 3 areas is 117, area Mangatuna = 27, area Kaiaua = 51, area West Bank = 39. This figure is approximate as it is based on the 2006 census and some boundaries extend outside the evacuation areas.

Age groups:

Area Mangatuna

- 15 and under 3
- 15 – 60 24
- 60 and over -
- **total 27**

Area Kaiaua

- 15 and under 12
- 15 – 60 33
- 60 and over 6
- **total 51**

Area West Bank

- 15 and under 6
- 15 – 60 33
- 60 and over -
- **total 39**

Therefore approximately 117 will need to self evacuate or have transport provided.

During a school day there is an added problem in that at the Area School there are children that will be affected because they live in the affected area or who have to pass through it to return home. The total population of the school is 265 children and 30 adults.

The intention of this plan will be to return the children home, who live outside the hazard area but may have to pass through it, well in advance of road closures or stop them coming to school in the morning (see at risk groups for further information). Children who live in the 3 areas are better off remaining at the schools where they can be reunited with their caregivers if an evacuation takes place.

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.

District Plan

Civil Defence Plan

With respect to warnings, Heavy rainfall warnings are received as "Special Weather Bulletins" from the MetService. Warnings are passed on, as per 3.3.(b), to the Area Coordinators who alert key people in their communities. The Council Engineers also maintain a system to alert people who may be affected as the river systems rise. Prior to a civil defence emergency, warnings of actual flooding will be co-ordinated through the Manager of Engineering and Works.

With respect to the media, In general prior to a declaration, the Mayor will authorise civil defence to liaise with the media with respect to events that may lead to a civil defence emergency, except that the Manager of Engineering & Works will co-ordinate warnings about flooding. Where appropriate, before warnings are issued to the public, consultation between Civil Defence and the Emergency Services will take place.

Emergency Service Plans

E&W Plans (Flood Manual - Trigger Points. Consequences, Staff Locations)

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

Those living in the identified hazard area are at Condition Blue on a continual basis.

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 or RNP) or ringing the Police/Civil Defence.

Relief

Procedures need to be in place for those that may get isolated in their homes; this could be 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. The reality is though, that 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 an assessment 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

- 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 Tolaga Bay 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

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

- load the car and leave and proceed straight to Tolaga Bay 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
- if you have no where to go then proceed to Hauiti Marae
- if you are going to family or friends then go to the Area School first and register



UNDERSTAND YOUR THREAT

Where you are that you live in and area could be affected by floodwaters and you may be evacuated

Are you aware of what the affect 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 ring 0832 22947

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