









# Tairāwhiti Civil Defence Emergency Management Group Plan

Te Mahere o te roopu whakahaere mate whawhati tata o te Tairāwhiti

2016-2021









# FOREWORD

Mā te whakakotahi, mā te manawaroa ka ora ai tātau. Building a resilient community.

The Civil Defence Emergency Management Group Plan (This Plan) is our key document for emergency management activities for Te Tairāwhiti. It covers all aspects of emergency management and outlines our goals and aspirations for our region. We have taken the learning from local and national emergencies, and used them to create this plan. This Plan reflects emergency management best practice and gives an overview of our:

- key hazards and risks facing the region and how we might manage these;
- systems and processes for emergency management; and
- standard operating procedures that give detail to the plan.

Fundamentally important to this plan is our collaboration. Our region's backbone to success in being prepared for emergencies through collaboration. Our volunteers who give their time and skills to ensure we're prepared for what faces us will be what makes us successful. We do this through our relationships, in particular with our Community Link groups.

This Plan gives us confidence that we will cope with any emergency BUT the overall success depends on the public being prepared and able to cope without assistance. Our communities are resilient and empowering the community with knowledge and options is a key part of This Plan.

This Plan is a living document. New hazards, risks and events mean that This Plan will change. This will help us remain agile and prepared.

With this common sense approach, we can be assured that we can rise to whatever challenges occur! In the event of an emergency, our Tairāwhiti community will pull together as only we know how.

There has been a huge amount of support for the development of This Plan, and I would like to thank the many members of the community for their support and contribution for its development.

Nā

Mayor Rehette Stoltz

GISBORNE DISTRICT COUNCIL www.gdc.govt.nz Facebook Gisborne District Council Twitter CDEM



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# Region

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

The regional population was 46,570 at the last census. The majority live in Gisborne City and its surrounding area. The major townships are Tolaga Bay, Tokomaru Bay, Te Puia, Ruatoria, Tikitiki, Te Araroa, Te Karaka and Matawai.

The Gisborne 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 other issues; silting and river channel changes. The region is also down-wind of some of the most active volcanoes. The coastline is subject to both distant and local Tsunami events generated from the unstable geology that makes up the sea floor.

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.

This Civil Defence Emergency Management (CDEM) Group covers the area of the East Coast 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.





# Civil Defence Emergency Management (CDEM) Group

As a Unitary Authority the Gisborne District Council has formed a CDEM Group based on its boundaries and the Council has established itself as the CDEM Group.

Chief Executive GDC

Group Controller

Welfare Manager

Lifelines Coordinator

**Recovery Manager** 

GDC Directors of:

- Liveable Communities
- Environmental Services and Protection
- Lifelines
- Finance and Affordability
- Internal Partnerships
- Transformation and Relationships

Area Commander New Zealand Police

Area Commander Fire and Emergency New Zealand

Chief Executive Ngati Porou

Chief Executive Te Runanga o Turanganui A Kiwa

Territory Manager St John Central Region

Chief Executive Hauora Tairawhiti

#### CIVIL DEFENCE EMERGENCY MANAGEMENT GROUP – CDEM GROUP (COUNCIL)

Provide risk management leadership and commitment to community safety

## COORDINATING EXECUTIVE GROUP – CEG

Advise the Group, implement its decisions and oversee the implementation and monitoring of the Group Plan

#### PLAN REVIEW TEAM

Provide technical expertise to the CEG and EMO

#### EMERGENCY MANAGEMENT OFFICE – EMO

Assess the risks, develop partnerships and plans to address them, deliver the readiness components of the plan

#### EMERGENCY COORDINATION CENTRE – ECC

Deliver the response and recovery components of the Plan

# Civil Defence Emergency Management (CDEM) Group Plan

This plan aims to build community resilience. A resilient community is a community that is prepared, copes with and recovers quickly. Everyone has a role to play in creating and sustaining a resilient community.

The Tairāwhiti Civil Defence Emergency Management (CDEM) Group Plan (The Plan) has been primarily written to guide and inform the agencies involved (central and local government, emergency services, lifeline organisations and non-government organisations [NGOs]) in civil defence activities.

The Plan also gives the community an overview of how hazards and risks in the region will be managed.

Adverse events occur at least annually but in 2016 Gisborne faced three adverse events and one tsunami warning.

This is the third plan prepared by the Gisborne CDEM Group.

## Purpose of the CDEM Group Plan

The Plan is a strategic document that outlines the goals and vision for CDEM, how we will achieve them and how we will monitor our outcomes.

The Plan provides for the 4Rs – risk reduction, readiness, response and recovery as it;

- Defines the vision, goals, principles and objectives of the CDEM Group.
- Strengthens the relationships between all agencies and the community.
- Encourages cooperative planning and actions between the agencies and the community.
- Demonstrates commitment to deliver effective CDEM through an agreed work plan.

The Plan is supported by a number of plans, procedures, processes and other documents which provide the detail to the community and CDEM partners.

All documents referred to are periodically reviewed and/or developed by CDEM's key partners. The Plan is a statutory plan required under the CDEM Act 2002 (s48).





# The CDEM Group Vision and Goals

Resilient Tairāwhiti – Communities understanding and managing their risks and hazards.

Tairāwhiti Manahau – Me hapori arotau me te whakahaere i nga morea me nga pumate a takiwa.

## Goals

The goals of the Gisborne CDEM Group describe the key ambitions for Our Plan. These are shown below.

The goals are closely related to the drivers of the Group Plan and are directly drawn from the national goals described in the National CDEM Strategy.





# Relationship of the Group Plan to the National CDEM Strategy and National CDEM Plan and Guide

The Group Plan is consistent with the National CDEM Strategy (2007), the National CDEM Management Plan (2015) Guide and the guidelines, codes, or technical standards issued by the Director (CDEM Act s53).

#### The relationship is shown below:



## Plan development and approval of the group plan

CDEM in New Zealand has its basis in the '4Rs' approach consisting of <u>Reduction</u>, <u>Readiness</u>, <u>Response</u> and <u>Recovery</u>.

Group Plans build on the 4Rs with the addition of Risk Profile, Monitoring and Evaluation, and Management and Governance.

Our Plan was approved by the Gisborne CDEM Group with effect from the 1 October 2016 and replaces the Plan approved on the 26th June 2009.



The Plan was developed by a review team over a 24 month period to allow considered deliberation by all the contributors to the Plan.

Our 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 1 July 2021.

## Structure of the Plan

Our Plan has been structured in a manner consistent with the Director's Guidelines - DGL 09/15 CDEM Group Plan Review.

## **Risks and Hazards**

These three chapters look at risk profile and hazard context, hazards affecting the Gisborne region and the risk analysis that looks at the significant natural and man-made hazards that affect us in the Gisborne area.

#### Strategic

Looks at the 4 Rs of Civil Defence Emergency Management.

#### Reduction

The reduction chapter describes the public risk reduction and awareness, hazards research and the sharing of reduction initiatives.

#### Readiness

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

#### Response

Response is the implementation of many of the arrangements made during the readiness phase in conjunction with a coordinated reaction to unplanned development.

#### Recovery

The chapter on recovery describes the arrangements for coordinated recovery during and following an emergency.

#### Management

#### Management and Governance

The Management and Governance chapter outlines the arrangements for the CDEM Group Committee (Council), Coordinating Executive Group (CEG), Emergency Services Coordination Committee (ESCC) and other advisory groups to the CDEM Group.

## Monitoring and Evaluation (M+E)

The M+E chapter provides an overview of the monitoring and evaluation program for any agency or organisation engaged in Civil Defence Emergency Management.

#### Operational

These chapters should be read in conjunction with the 4Rs.



## Community Engagement and Education

This chapter looks at engagement and education with the community.

## Public Information Management (PIM)

This chapter highlights the communication area for the 3 of the CDEM 4Rs – Readiness, Response and Recovery.

## Volunteer Management

This chapter looks at the use of both established and spontaneous volunteers. Established volunteers (community link) sit across Readiness, Response and Recovery while spontaneous volunteers sit across Response and Recovery in an event.

There is now Director's Guidelines that deals with the management of volunteers. This chapter also has the maps of the community link areas.

#### Welfare

This chapter covers the welfare responsibilities and functions, as identified in the National CDEM Plan, to provide support for individuals, families and whanau and communities before, during and after an emergency.

#### Lifeline Utilities

This chapter looks at the lifelines as identified in the CDEM Act 2002 and how they can function before, during and after an emergency.

## **Emergency Services**

The Emergency Services chapter looks at the role and relationships of the Emergency Services with Civil Defence Emergency Management.

#### **Organisational Readiness**

This chapter looks at the contingency and functional plans and the Standard Operating Procedures (SOPs) that CDEM have developed.

#### Warnings

This chapter looks at the national and district warning systems.

## Activation Process and the Emergency Coordination Centre (ECC)

This chapter looks at the activation of the process of the Emergency Coordination Centre (ECC) using the CIMS structure and EMIS.

#### Declaration

The declaration process.

## Glossary of Terms and Abbreviations

An explanation of terms and abbreviations used in the Plan.



## **Appendices**

- 1. Terms/Definitions and Abbreviations
- 2. Response Actions and Responsibilities
- 3. Emergency Levels, Procedures and Roles
- 4. Key positions
- 5. CIMS Structure of the ECC
- 6. Community Link Structure
- 7. Community Emergency Centres and Civil Defence Centres
- 8. Supporting plans and procedures
- 9. Functions and emergency powers under the CDEM Act 2002
- 10. Lead and Support Agencies
- 11. General Provisions applying to declarations
- 12. Emergency Powers available to the Controller
- 13. Local Transition Period
- 14. Powers of the Recovery Manager during a Transition Notice
- 15. Sendai Framework

# **Risk Context and Hazard Management**

# It is essential to identify and understand the risk profile context within the region: to know what could happen, what hazards and risks are most significant and what risks should be managed as a matter of priority.

For the Gisborne CDEM Group to manage risks effectively, it is essential to understand the risk management context within the region: to know what could happen, what hazards and risks are most significant and what risks should be managed as a matter of priority.

A supporting report 'Hazard Risk Profile' (Gisborne District Council, 2015) has been prepared to inform the Group in deciding how to apply activities and resources under this plan. The full Hazard Risk Profile will also assist the constituent members of the Group and other stakeholders in their individual hazard management activities.

This section is comprised of:

- A comprehensive summary of the four "environments" social and cultural, natural, built and property and economic in the CDEM Group area;
- Descriptions of hazards that could impact the region; and
- An assessment of the hazards in the region and prioritisation of these risks using a Seriousness- Manageability-Growth (SMG) model.

Workshops were held with the partner agencies (Fire and Emergency NZ, Hauora Tairāwhiti (DHB) and Lifelines) to evaluate the hazards and risks.

## The Risk Management Context

The social and cultural, built and property, natural and economic community well beings provide the context for the region's risk profile, as well as the parameters within which risk management occurs. Below is a summary of these four environments.

## Social and Cultural Environment

Gisborne Region has a population of about 47,000 with the population projected to remain fairly stable. Just under three quarters of the population live in and around Gisborne City.

A large proportion of people are aged under 15 years: 25% in 2014 compared with 20% nationally. Over the next 30 years, the proportion of youth will decline but remain above the national average. The 65+ age group will grow, from an estimated 14% in 2014 to 25% in 2031. In total, these 'dependent' cohorts (elderly and youth) will increase from 39% in 2014 to 45% in 2043.

The region also has a large proportion of Maori (49% in 2013). Four iwi have territorial boundaries falling within the region. They are Ngati Porou, which represents the biggest iwi within the region (12,402), Te Aitanga a Mahaki (2,454), Rongowhakaata (1,803), and Ngai Tamanuhiri (771).

The average weekly income for people in Gisborne during 2014 was \$660; 15% less than the national average of \$780.

Many buildings, structures and sites in the region have social or cultural significance. These include, but are not limited to, Marae, Waahi Tapu sites, heritage buildings and sites, places of worship, theatres, halls and museums. Marae, Waahi Tapu and heritage sites are often located along the coast and close to rivers. This has implications for their vulnerability to certain natural hazards.



Future trends and risk implications (social and cultural environment):

FUTURE TRENDS	RISK IMPLICATIONS
Changing demographics An ageing population is projected. Rural areas are expected to experience a declining population. Population decline is also expected in Gisborne Urban Area from about 2021. Income inequality is expected to continue. Potentially migrants into the region may come from more diverse areas.	Vulnerability to and recovery from various hazards As population ages and the dependent population increases central government's fiscal position will tighten and trade-offs will need to be made in public services. The ageing and declining population could also have implications on resourcing risk management and response activities. Ageing population is less able to respond to natural hazard events due to transport and mobility issues. Migrants may have less knowledge of regional hazards and local social networks to assist during an event and after.
Household numbers	Exposure Potential for increased number of dwellings
smaller household size in Gisborne City.	exposed to hazards that affect Gisborne City.

## **Natural Environment**

The Gisborne Region covers 8,265 km2 (4.9% of New Zealand's total land area).

The two major landforms are hill country (92%) and alluvial flats (8%). The dominant feature is the Raukumara Range with its rugged bush country. This is flanked by steep hill country with easier rolling land towards the coast. The flat land is generally found in river valleys and the narrow coastal strip.

The region has a complex geology including a range of lithology shaped by extensive folding and faulting of sedimentary materials and layers of volcanic ash.

In western areas older rocks have been subjected to tectonic activity and are fractured and crushed. Highly erodible slopes result in significant volumes of material entering watercourses and aggradation downstream.

Further east are soft, younger sedimentary rocks. These range in texture and include readily erodible fine clay mudstones that also contribute sediment to watercourses. A band of steep stable Matakaoa Volcanic Basalt is a feature along the northern coastline between Hicks Bay and Lottin Point.

The East Cape peninsular is uplifting at about 4mm a year. Geologically this is very fast and results in rapid down cutting of river systems and erosion of the soft rocks.

Land clearance for pastoral farming, starting in the 1880s, has meant little indigenous cover remains east of the ranges, causing accelerated soil erosion. Large scale exotic forestry planting started in the 1960's and forestry plantings now cover about 157,000 hectares (19% of the region). In recent years less land has been converted to forestry and a greater proportion has been allowed to revert. Future trends in pastoral conversion will depend on a range of factors including government emissions policy and economic returns.



Trees are now being harvested and those planted on erosion prone land are causing minor erosion re-activation, and significant issues with woody debris deposits in some localities that require long term solutions.

While only 8% of the region's area comprises of alluvial flats, this land is home to a large proportion of the population and infrastructure industry. The Poverty Bay Flats formed by the flood plain for the Waipaoa River system is the largest area of flat land (11,000 ha).

The Waipaoa, Waiapu and Awatere Rivers and their tributaries drain a large part of the region. Reliable rainfall in the western hill country ensures these rivers have reliable flows, except in very dry summers. A number of small coastal watercourses, the largest being the Uawa River, drain eastern areas with less reliable flows. Agricultural irrigation is confined almost exclusively to the Waipaoa River and its associated groundwater aquifers.

The region also contains an extensive coastline of approximately 270 kilometres in length. Sandy beaches are numerous but in places the coastline comprises rugged rocky shores and headlands, off-shore islands, stacks and reefs.

## Climate and climate change

The region enjoys a dry, sunny climate, sheltered by its mountains to the west. Warm, dry, settled weather predominates in summer. Typical summer daytime maximum air temperatures range from 20°C to 28°C. Extreme temperatures as high as 39°C have been recorded. Winter is generally mild but frosts may occur.

Typical winter daytime maximum air temperatures range from 10°C to 16°C.

Annual rainfall varies from 1000 mm in the southern coastal area, increasing to 2500 mm along the western boundary with the Bay of Plenty. Rainfall is concentrated in the autumn and winter months. Drought occurs frequently along the coastal margin. Heavy rainfall is most often from the east or southeast. Occasionally ex-cyclones bring strong winds and heavy rainfall.

Future trends and risk implications (natural environment):

FUTURE TRENDS	RISK IMPLICATIONS
Continuing Conservation Works on Pastoral Land	Drought/Rural Fire More native vegetation or plantation forestry would increase the risk of fire but reduce vulnerability to drought.
Climate Change – mean sea level rise and storminess Mean sea levels will continue to rise for several centuries and at a faster rate than experienced previously. Increased storminess is possible. Potential for increased number of dwellings exposed to hazards that affect Gisborne City.	Coastal Flooding Large increases in the frequency of coastal flooding are expected as a result of sea level rise. Increased rise in storminess could also contribute to increased coastal flooding, but to a lesser degree. Increases of extreme sea elevations of 0.7m to 1.0m should be considered by 2115. <b>Tsunami</b> The geological causes of tsunami will not be directly affected by climate change but sea level rise will increase the risk of inundation.



FUTURE TRENDS	RISK IMPLICATIONS
Climate change – mean and extreme temperatures Mean temperatures are projected to increase; and hot days become more frequent.	<b>Rural fire</b> Increased risk of fire - the fire danger index is projected to increase.
Climate change - rainfall Average rainfall decreases in the east of the North Island. Drier than average conditions are expected, combined with possibly more intense rainfall at times.	<ul> <li>Drought, landslides and erosion</li> <li>Time spent in drought in the region is projected to increase by 5-10% by 2040 and 10% by 2090 for low elevations, under the most likely projections.</li> <li>For high elevations the increase is less: 2% by 2040 and 5-10% by 2090.</li> <li>Time spent in extreme drought in eastern New Zealand is projected to double or triple by 2040.</li> <li>Increased erosion and landslides could result</li> </ul>
Climate change - rainfall and sea level rise More intense rainfall; changes in storminess; Mean sea level continues to rise for several centuries.	Flooding Flood magnitudes are expected to change but whether this is an increase or decrease (and by what amount) depends on the emissions scenario, return period of the flood and model used. Surface and storm water drainage will be affected by increased sea levels and the resulting higher water tables. Restriction of the Waipaoa River mouth is possible due to sea level rise and coastal sediment processes. This could restrict the mouth, causing water to back up more within the lower reaches of the flood control scheme. Modelling of some climate change scenarios showed aggradation of the Waipaoa river bed of 0.31m by 2030s and 0.85m by 2080s, affecting the capacity of the channel and the flood control scheme.



FUTURE TRENDS	RISK IMPLICATIONS
Climate Change – Various	Coastal erosion Climate chanae will cause chanae in the
	position of the coast (erosion) through interactions between relative sea level rise
	Iong-term sea-level fluctuations
	• frequency and magnitude of storm surges
	tide ranges
	storminess and wave and/or swell conditions
	<ul> <li>rainfall patterns and intensity and their influence on sediment supply.</li> </ul>
	These factors combined will produce variations in the rate of coastal change at different locations. Generally, sandy coasts that are in equilibrium or eroding will erode further landward; eroding coastline will continue to retreat at similar rates.
	Coastal defences will provide less protection due to more frequent overtopping and erosion behind the structure, as well as increased scour at the foot of the structure from larger waves and steepening of the foreshore.
	Plant/animal pests and diseases
	Climate change will alter the biology and
	potential risk from invasive and native pathogenic
	depending on the particular system.



## **Built/Property Environment**

Primary production is the most extensive landuse, covering 5,810km2. Of this land:

- 3,451km2 is used for pastoral farming.
- 1,512km2 is used for forestry.
- 117km2 is used for horticulture (cropping, orchards and vineyards)

The 'natural environment', consisting of nonharvestable vegetation, lakes, rivers, beaches, estuaries, wetlands and bare land is the second most extensive land parcel use.

Land use projections suggest a continuing conversion of land used for livestock farming to forestry. In recent years, however, most treatment of erosion-prone land has been by reversion rather than plantation forestry.

Intensification of horticulture is another anticipated trend. Modern growing practices promote more intense planting and planned irrigation for better yield. A switch to different crops, e.g. more onions or tomatoes, could also increase water demand.

Gisborne Urban Area contains almost 60% of the region's 35,000 buildings and over half of these are residential dwellings. Timber is the dominant construction material and about 95% of all buildings are timber.



WAIOEKA GORGE SLIP 2012

The regional building replacement value was estimated at NZD\$6.63 billion in 2011 and contents replacement a further NZD\$2.67 billion. The concentration of buildings in Gisborne City area means over half of all building and content value occupies an area of 42km2. Waipaoa and Wainui border the area and combined, contain another NZD\$1 billion of building value. Average building and content replacement values are also relatively higher in the city and adjoining areas than in other areas.

The number of households in the region is expected to increase by 9% between 2011 and 2031, due to a reduction in the average household size. This is anticipated to drive demand for additional dwellings, particularly smaller dwellings. Most of the demand will occur in the city.

A decline in buildings used for education and an increase in buildings used for industry and associated servicing is also projected.

A large number of heritage buildings are located within the Gisborne Urban Area.

## Road transport infrastructure

Transport is heavily reliant on roads. Over 3,000km of roads line the region, including two state highways linking Gisborne to Hawke's Bay and Bay of Plenty.

State Highway 2 enters the region from Wairoa and Hawkes Bay in the south in the Wharerata Ranges. The road continues through the ranges to the southern end of the Poverty Bay Flats to Muriwai and Manutuke before crossing the Waipaoa River at the Matawhero Bridge. The road continues north east to Makaraka and then in a northwesterly direction across the Poverty Flats through Waerenga-a-Hika, Ormond, Kaiteratahi (where it crosses the Kaiteratahi Bridge over the Waipaoa River) and Te Karaka. The highway continues westwards in the Waikohu and Waihuka River valleys and onto Matawai in the Upper Motu catchment. The Highway leaves the Gisborne region after crossing Traffords Hill and continues down the Waioeka Gorge to Opotiki.

State Highway 35 begins at the Matawhero intersection with SH 2, then passes through Gisborne City and northwards along the East Coast through the settlements of Tolaga Bay, Tokomaru Bay, Te Puia Springs, Tikitiki, Te Araroa and Hicks Bay before entering the Bay of Plenty region immediately west of Potaka. SH 35 continues along the Bay Of Plenty coast to Opotiki where it intersects with SH 2.

Tiniroto Road, formerly SH 36 is now administered by Gisborne District Council. Tiniroto Road commences at the Matawhero Roundabout intersection with SH 2 heading west across the Poverty Bay Flats and then a southwesterly direction through hill country and the rural settlements of Waerenga-o-Kuri, Tiniroto and Te Reinga before leaving the district into the Hawke's Bay region.

The state highways, outside of the city, have low traffic flows (less than 3,000 vehicles per day) and flows have generally been stable or declining. However, heavy commercial vehicles account for a relatively high proportion of traffic (about 10-20% of total traffic on SH2 and SH35). Unlike total traffic volumes, these flows have generally been growing (but remain stable on SH2 to the north).

This reflects the expansion of the forestry industry. The high and increasing volume of logs is driving demand to use high productivity motor vehicles (HPMVs) – these are permitted to carry over 44 tonnes and have an increased length of 22 metres.

Route security is an issue for the region as unstable geology makes the network prone to closure. Arguably route security between Gisborne and Napier is not a major issue as only a small number of closures occur per year. For SH2 to the north, route security has been more of an issue with fewer closures but of greater severity.

## Rail Line

The Palmerston North to Gisborne railway line is the only other land transport network in the region. In 2012, landslides closed the line and operation ceased.

## Airport

Air transport passenger services to Auckland, Wellington and other North Island regional centres operate daily from Gisborne Airport. Another 107 airfields are located throughout the region, predominately in rural areas. Aviation fuel storage is limited and could be severely affected should the State Highway be disrupted. The airport would be a vital inlet should the State Highway become impassable.



## Port

Eastland Port in Gisborne City exports timber products, squash and other primary produce. The port also includes an inner harbour marina for pleasure craft and a commercial fishing fleet. Exports out of the region's port have increased by 100% over the last three years, on the back of growth in the primary industries.

Eastland Port is currently working on a project to increase berth space and storage areas. This project would give the port another 1.5 hectares of general storage. There are also plans to establish a remote storage area or inland port for logs at Tolaga Bay to reduce the pressure on Eastland Port and its storage areas.



## Flood control schemes

To protect land, buildings, and infrastructure from flooding Council administers and maintains two flood control schemes, a river improvement scheme, and river erosion protection scheme.

## Coastal erosion protection works

The Gisborne District Council maintains coastal protection assets along Wainui Beach. The Wainui Beach Erosion Management Strategy (2014) provides direction for Council's future involvement in coastal protection works.

Generally, assets are to be maintained while they continue to provide some protection.

A small rock revetment is proposed to replace existing structures near Tuahine Crescent but resource consent has yet to be sought. Council also proposes to seek consent to construct dunes in front of houses in the case of an emergency erosion event that threatens a dwelling.

## Supply and distribution of potable water

Water is provided from three dams at Mangapoike and a bush catchment in the upper Waingake Catchment, all southwest of the city. After treatment, water is piped 30 kilometres down the Waingake valley across the Poverty Bay Flats to the city.



Water pipes are vulnerable to damage from slope movement and disruption at stream crossings from the dams and bush catchment to the treatment plant and from the treatment plant down the Waingake Valley.

City supply can also be provided from the Waipaoa Augmentation Plant located at Bushmere. The city water pipe conveys water across the Waipaoa River by way of the Matawhero Bridge.

Water reticulation providing specific areas of the city with water are also reliant on pipes being conveyed on city bridges.

Two major reservoirs, on Hospital Hill and Knob Hill service part of the city. Both reservoirs are vulnerable to earthquake damage and a significant event could create major disruption to the domestic water supply.

Water supply is also provided to some rural townships by the Gisborne District Council (Whatatutu, Manutuke and Te Karaka). Some households in Te Puia are connected to the hospital supply.

#### Provision of wastewater

Gisborne District Council provides reticulation, treatment and disposal of wastewater within the Gisborne City urban area. A wastewater treatment plant with a biological trickling filter is located in Banks Street in the city's industrial subdivision and the liquid waste is discharged through an 1800 metre long ocean outfall offshore of Midway Beach. The solids are disposed of to a landfill outside the district.

The city reticulation system includes pipes crossing the city's rivers and streams. Pipes are attached to bridges in some instances and submerged below the bed in others. Failure of pipes on bridge crossings will not only result in problems upstream but potential health issues from direct flow of raw wastewater into the city's streams and rivers.

Te Karaka has a reticulated wastewater system. An oxidation pond provides secondary treatment prior to discharge to the Waipaoa River. The remainder of the region is dependent on on-site wastewater systems.

#### Provision of stormwater

The city area has a stormwater system with multiple outlets to the city's rivers, streams and the ocean. Stormwater systems have been installed in some of the rural townships. These systems provide design, rather than absolute levels of protection hence flooding and ponding during large rainfall events can still occur.

#### Natural gas

Natural gas is transported into the region from Bay of Plenty by the Kawerau-Opotiki-Gisborne pipeline administered by First Gas. The pipeline runs alongside SH2. Taranaki's Maui oil and gas field supplies natural gas to the pipeline.

## Electricity

Power is supplied to the region by a single 110kV line connecting Tuai, at Lake Waikaremoana, with Gisborne City. Eastland Network provides electricity within the region. A 110 kV line links Gisborne to Tokomaru Bay to provide electricity to the East Coast. Eastland Network's 50kV lines provide electricity elsewhere.

Diesel powered generators are located at Te Araroa, Ruatoria and Tokomaru Bay.



Opportunities exist to build further generation (e.g. small wind turbines, solar and small hydro plants) within the region and ease security of supply concern.

#### **Telecommunications network**

Backbone telecommunication fibre comes from Napier to Gisborne City and on to Opotiki and up the East Coast.

Microwave links are also maintained with Napier in case of disruption to the fibre network.

Over the past five years, rural broad band has been rolled out to 23 schools and nine cabinets have been upgraded to bring in additional lines.

Microwave connections, however, remain the predominant supply for rural areas. These systems are at threat from power cuts, failure of generators, battery failures and earthquake impacts on microwave dishes.

Overloading of the telecommunication network during a Civil Defence Emergency is a major threat. Future trends and risk implications (built environment and property).

FUTURE TRENDS	RISK IMPLICATIONS
Additional dwellings in Gisborne City An increase in the number of dwellings in Gisborne City is anticipated. Potential for creep of housing/lifestyle blocks into the Poverty Bay Flats and the hills surrounding the city.	Intensive housing brings risk The need for more housing may mean that high/medium risk areas may be developed.
Growth in buildings for industry and associated servicing An increase in the number/size of buildings used for industry and associated servicing is projected. This is most likely to occur in Western Industrial Area and the Industrial Subdivision.	Flooding and liquefaction As areas within both the Western Industrial Area and the Industrial Subdivision are vulnerable to flooding and liquefaction there is potential for some increased exposure of industry to these hazards.
Increased investment in the Port Additional storage areas and berths are planned.	<b>Coastal flooding and tsunami</b> Potential for increased exposure to these hazards at the port.
Coastal development If Wainui Beach were to be reticulated in the future there may be increased potential for development (subject to planning restrictions).	<b>Coastal erosion</b> Potential for increased number of dwellings exposed to coastal erosion at Wainui Beach.
Earthquake strengthening Strengthening of earthquake-prone buildings is continuing (primarily commercial buildings in Gisborne CBD). Council's target is for all earthquake-prone buildings to be strengthened by 2022.	<b>Earthquake shaking</b> Earthquake-prone building strengthening is reducing vulnerability to earthquake shaking.



FUTURE TRENDS	RISK IMPLICATIONS
Growth in heavy vehicles including high productivity motor vehicles (HPMVs) – these are permitted to carry over 44 tonnes and have an increased length of 22 metres. An increase in the number of logging trucks and in HPMVs is projected.	Traffic accidents Additional heavy vehicles create concerns about a potential growth in traffic accidents. HPMV bring greater safety concerns due to their length and size (particularly relating to safe passing). On the other hand, the number of heavy vehicles would increase more if there were no HPMVs.

## **Economic Environment**

An estimated 5,900 businesses are located in the region, employing 21,700 Full Time Employees (FTE's), with an output of \$1,088m Gross Domestic Product (GDP). The economic mix, based on GDP, is 16.5% primary, 16.4% secondary, 26.2% tertiary and 22.9% quaternary.

Primary industries, at 16.5% of GDP, play a greater role in the Gisborne economy than they do nationally, at 6.7% of GDP. The majority of products from the primary sector are exported unprocessed or only semi-processed.

GDP from agriculture is projected to show a small increase over the coming years. However, employment in sheep, beef and grain farming, horticulture and viticulture has decreased by 2-3% over the ten years between 2003 and 2013.

The forestry sector currently employs 1,610 FTEs (about 10% of the workforce). Approximately 64% of workers are in the forests, 20% in processing, 9% in transport and 5% at the port. Eastland Wood Council projects a boom for the Gisborne forestry industry (including processing) within the next seven years. Forests planted after Cyclone Bola in 1988 will see a potential harvest of 3.2 million tonnes by 2020 and a 60% increase in exports.

## Tourism

Tourism related industries contributed \$20 million towards GDP in Gisborne in 2012 and employed an average of 1,140 persons.

Tourists are attracted to the region by the summer weather and associated surfing, swimming and diving opportunities. The many small undeveloped coastal settlements with wild landscapes and secluded beaches attract visitors to the East Coast. Cruise Ship visits are increasing and cycle trails are also popular.

Accommodation is available throughout the region particularly in Gisborne city with a number of hotels, numerous motels and two major motor camps. Restaurants and cafes abound throughout Gisborne city.

The seasonal population increase is an important consideration for the Group. Many tourists will be unfamiliar with local hazards and risks. Education and notification of risks can be provided to tourism operators for distribution to visitors. Provision of strategically placed signs is important in making visitors aware of the risk and associated hazard.

## Oil and gas

Over 40 oil exploration wells have been drilled in the East Coast basin since the 1870s, but none of these have found commercial quantities of oil. Significant interest now exists in oil exploration in the Gisborne Region, particularly in areas where the potential source rocks Whangai Formation and Waipawa Formation exist.

## Iwi economic development

The four iwi (Ngati Porou, Rongowhakaata, Ngai Tamanuhiri and Te Aitanga a Mahaki) are significant owners of Maori land and other economic assets, both collectively and individually.

Commercial and cultural redress obtained through treaty settlement is likely to result in changes in the business and cultural landscape.

Iwi are considerable asset owners, long term investors (financial and social) as well as able policy and strategy advocates on behalf of their iwi.

Whanau and hapu in Tairawhiti are also significant land owners with distinctive land tenure principles.

Future trends and risk implications (economic environment):

FUTURE TRENDS	RISK IMPLICATIONS
Oil and gas industry Oil and gas industries and associated supply sectors could potentially develop in the region.	Various hazards Potential for development of more assets such as production facilities and pipelines in remote places subject to various hazards.
<b>Tourism</b> Increasing numbers of cruise ships and tourists using the cycle trails.	Large numbers of tourists not aware of the risks, hazards and warning.







# Hazards Affecting the Gisborne Region

This section provides an introduction to hazards relevant to the Gisborne region.

## Hazards

A hazard is something that may cause or contribute substantially to the cause of an emergency by negatively impacting on people, property or the environment. Hazards can be either natural or man-made.

Natural hazards are naturally occurring processes and man-made hazards are a result of human activities.

NATURAL HAZARDS	MAN-MADE HAZARDS
Earthquake i) Earthquake Shaking ii) Earthquake Induced Landslides iii) Earthquake Liquefaction iv) Earthquake Fault Rupture Tsunami Coastal Erosion Coastal Flooding Drought Extreme Temperature Rainfall Induced Landslides Volcanic Activity Extreme Wind Mud Volcanoes	Criminal Acts / Civil Unrest / Terrorism Human Pandemic Plant/Animal Pests and Diseases Fire Hazardous Substances Spill Infrastructure Failure Transport Accident

## **Natural Hazards**

#### Earthquake

The Gisborne Region sits just west of the Hikurangi trench where the Pacific Plate is subducting under the Australian. Earthquakes occur when pressure from these colliding plates is suddenly released and the earth's crust ruptures and moves.

In recent years, the most damaging earthquakes in the region were in 1966 (magnitude 6) and 2007 (magnitude 6.8). Three buildings collapsed in the 2007 earthquake in Gisborne City and 23 more were barricaded and closed. Damage to commercial buildings was \$50 million and homeowners made more than 6,000 insurance claims.

#### Earthquake shaking

Ground shaking is a primary cause of earthquake damage to man-made structures. The level of shaking is influenced by an area's location in relation to faults and plate boundaries as well as the underlying soil type and depth.





## Earthquake (surface) fault rupture

A fault is a fracture in the earth's crust along which the crust moves during an earthquake. During a large shallow earthquake there is a small chance a fault will rupture the surface causing an offset at the surface.

A surface fault rupture could occur at any time in the region but are more likely to occur outside of the region. Considered cumulatively, perhaps one surface faulting rupture event is possible within the Gisborne region within a 1,000-2,500 year period.



#### Liquefaction

During the stress of an earthquake saturated or partially saturated soil can suddenly lose strength and stiffness, causing it to behave like a liquid. Liquefaction most often occurs in loose (low density or un-compacted sand soils). Sloping ground (e.g. the banks of rivers or drains) may also slide on a liquefied soil layer causing fissures.

Soil liquefaction can be extremely damaging for the built environment. Buildings can experience a sudden loss of support resulting in drastic and irregular settlement and structural damage. The irregular settlement of ground may break underground utilities. Upward pressure applied by the movement of liquefied soil through the crust may allow water to damage building contents and electric services. Buried tanks and manholes may float in the liquefied soil. Liquefaction in the Gisborne Region of an extent and severity to cause disruptive damage is expected to be limited to modern river flood plains and the estuary mouths.

#### Earthquake induced landslides

Earthquakes can also induce landslides on hill country. Damage will be more extensive if conditions are wet.

At the 50 and 100 year Average Recurrence Interval (ARI) the number of landslides and damage is likely to be minor, with small rockfalls on cut slopes (e.g. along roads), a small number of landslides on vulnerable hill slopes, and small movements of pre-existing landslides. In contrast, damage may be severe at the 1,000 to 2,500 year return period, with large rockfalls on cut slopes, failure of road fills, landslides on 5-10% of hill slopes and movement of up to 1m on existing landslides.

#### Tsunami

Tsunami are waves caused by the displacement of water. The most frequent source of damaging tsunami are large earthquakes (magnitude greater than 8 and 80% of such earthquakes are located around the margins of the Pacific Ocean.







The Gisborne Region is located adjacent to the Hikurangi Subduction Margin, a significant source of sea floor displacement. Tsunami generated in the Hikurangi Subduction Margin may arrive at our coastline in ten minutes to half an hour.

Tsunami generated from parts of Chile and Peru are also a major contributor to the tsunami hazard in our region but have much longer arrival times of over twelve hours.

The largest tsunami in New Zealand's recorded history occurred in the region. On 26 March 1947, a seemingly minor earthquake was followed 30 minutes later by a tsunami that swamped the coast from Muriwai to Tolaga Bay. The Tatapouri Hotel and a cottage at Turihaua were destroyed by a 10-metre wave and the Pouawa River bridge was carried 800 metres upstream. Less than two months later, on 17 May 1947, another tsunami hit the coast between Gisborne and Tolaga Bay. At its maximum, north of Gisborne, this wave was about 6 metres high.

#### Coastal erosion

The position of the shoreline is constantly changing. On sandy beaches and dune areas rapid erosion may be experienced during storms or a series of storms, often followed by slow return and rebuilding of the coastline by natural beach processes. However, coastal erosion is expected to be exacerbated by climate change and rising sea levels, leading to permanent retreat of the shoreline in some areas.

For areas of exposed coastal cliffs and headlands retreat is expected to continue and to be greatest for those areas with a relatively higher rate of historical retreat.

#### Coastal flooding

Land may be flooded when climate and/or tidal processes combine to cause larger than normal sea water levels.

Historically, coastal flooding has not been recognised as a significant hazard in the region. Relatively minor events have occurred in recent years in coastal townships such as Te Araroa.

Sea level rise due to climate change is expected to significantly increase the frequency of coastal flooding.





#### Drought

A drought is a prolonged period of dry weather. Drought events may be significant for the region's economy, given its large reliance on the primary sector and associated industries.

Data from the Gisborne Airport climate station suggests there have been five droughts with a return period of more than 20 years since the 1940s. The largest of these was in 1987, which equated to approximately a 100 Average Recurrence Interval (ARI) event at that location.

Time spent in drought in the Gisborne Region is projected to increase with climate change.

#### Extreme temperature

Extreme temperatures are temperatures above or below generally experienced ranges. Examples of the estimated 50 year ARI extreme temperature for Gisborne communities include 33.9°C for Waerenga-O-Kuri, 37.8°C for Gisborne and Wainui and 40.5°C for Ruatoria. The maximum temperature recorded in Gisborne city since 1905 was 38.1°C on 11 January 1979.

Climate change is expected to result in an increase in mean temperatures and more frequent hot days.

#### Flooding

Flooding has been a significant hazard in the region, due to the large floodplains which support human settlement and intensive farming. The Poverty Bay Flats, which includes the Gisborne Urban Area, the most is intensively settled and developed floodplain. In the last hundred years large floods occurred on the Poverty Bay Flats in 2005 (Labour Weekend), 2002 (Muriwai), 1988 (Cyclone Bola), 1985 (Ngatapa), 1977, 1948 and 1906.





Flood control works give some protection but the floodplains are still vulnerable beyond the design of the protection works or if the protection works are breached. The Waipaoa stopbanks, the major flood control asset, is designed to handle the same water levels as experienced during Cyclone Bola (90 to 100 years ARI). However, aggradation of the riverbed is reducing the capacity of the flood control works around Te Karaka.

Other significant areas at risk are the Mangatuna/Wharekaka area near Tolaga Bay and the Waiapu River Valley. Flooding can also occur in other flat or low lying areas.

#### Extreme wind/windstorms

Strong wind events occur on a scale that may cause major damage throughout the district. This is normally from the effects of a cyclonic event, but could also happen during a north westerly or a southerly storm. In 1994 Hawkes Bay and Poverty Bay suffered gale force winds which snapped power poles and lines, tore roofs off buildings and blew trees over.

Loss of valuable soils especially during the cropping cycle and damage to forests can occur while widespread events can cause disruption to power supplies, trees uprooted and damaging roofs. Localised damage can be significant but are unlikely to cause extreme impact.

#### Landslides

In New Zealand about 90% of all landslides are triggered by rainfall and different rainfall patterns produce different types of landslides.

Cyclone Bola in 1988 provides a good historical analogue for the 100 year ARI storm, which affected most of the region. During such an event it is expected that up to 50% of slopes greater than 300 degrees will be affected; up to 20% of slopes 200-300 degrees and less than 10% of slopes of less than 200 degrees.

Landslides present significant risk to life and property – making road journeys hazardous and causing residential properties to slump or slip.

Landslides are a primary cause of damage to roads and road closures.



**DEBRIS ON THE BEACH AFTER A MAJOR STORM**
### Volcanic activity

Potential volcanic hazards include: ash falls, pyroclastic flows, lava, lahar, landslide, electrical storm, volcanic gases, tsunami and hydrothermal eruption. Ash fall is the most likely phenomena to affect the region. Other phenomena could also be experienced in larger eruptions.

Small eruptions in New Zealand are unlikely to result in any ash fall in the Gisborne Region. Every 20 to 50 years larger eruptions occur, which may deposit ash in the Gisborne Region with favourable wind conditions.

The prevalent wind directions are from the west and south, so the Gisborne Region is often downwind of volcanic centres (Ruapehu, Okataina, Taupo, Taranaki).



WHITE ISLAND

Due to these prevalent wind directions, White Island infrequently impacts the region. Medium to large eruptions from Taupo and Okataina will almost always impact the region (return period 2500–5000 years).

### Mud volcanoes

Mud volcanoes in the ocean are more likely to cause an extreme emergency event than those on the land.

The eruption or sudden raising of the sea floor has the potential to cause tsunami but of the past tsunami there is no way of telling whether they were caused by sea floor slip or an eruption from a mud volcano.

On land known events have occurred in 1927, 1930 and 2003 in the Waimata Valley and in 1931 at Hangaroa and at Sponge Bay after the 2007 earthquake.



MUD VOLCANOES WAIMATA VALLEY

The 1930 and 31 events were extremely violent and there is a risk of debris from an event blocking a water course and making a dam. Disruptions may cause localised infrastructure, power and communications failure but most effects will be localised and impact small areas of land.



## Man-made hazards

### Criminal acts/civil unrest/terrorism

Criminal acts by sectors of the community or civil unrest could result in a threat to lives, property or public peace.

Terrorism is commonly defined as violent acts or threats for religious, political, or ideological goals, and which deliberately target or disregard the safety of non-combatants. The risk of terrorism in New Zealand is currently assessed as low. However, terrorism is considered a growing international problem and individuals and groups in New Zealand have links to overseas terrorist organisations. There are also extremists who advocate using violence to impress their own political, ethnic or religious viewpoint on others.

Most criminal incidents can be expected to be dealt with routinely by emergency services but larger incidents may have broader implications e.g. for evacuation.

### Human pandemic

A pandemic is the outbreak and rapid spread across the world of a new type of infectious disease, causing unusually high rates of illness and mortality for an extended period of time. Throughout history there have been a number of pandemics such as smallpox, tuberculosis and the Spanish influenza. More recent pandemics include the 2009 H1N1 pandemic (Swine Flu).

Of concern is that pandemics may impact on those people involved with the response to the event.

### Plant/animal pests and diseases

This is the potential introduction (accidentally or intentionally) of animals or plants that could influence and change the environment with potential environmental and economic consequences. They may be terrestrial, freshwater or marine, and can include plants, algae, fungi, mammals, insects, fish, birds and crustaceans.

This hazard also considers the emergence of diseases that affect plants or animals.



POSSUM

### MEDITERRANEAN FANWORM



### Fire

An average of about 66 structural fires occur each year in the region, with an average estimated damage of \$1.5 million. The majority of structural fires (74%) are in residential property. One death occurred over the period 2006/07-2011/12. In more developed areas there is potential for structural fires to spread to other properties.



**URBAN FIRE** 



FIRE ON KAITI HILL JANUARY 2014

FIRE AT WAIHIRERE DOMAIN 2015

Rural fires can be caused by numerous activities including the burn off of agricultural waste that gets out of control, arson, careless activities such as burning rubbish, as well as natural causes such as lightning strikes. Weather contributes significantly to the risk of wild fire as prolonged dry weather and strong winds mean rural fires can spreadeasily.

Climate change is expected to result in more frequent hot days, increasing the risk of rural fire. The continuing reversion of pastoral land to vegetation, or its conversion to forestry is also increasing the risks associated with rural fire; providing a greater fuel source and enhancing the potential for fire to spread.

### Hazardous substance spill

A hazardous substance is anything that may be explosive, flammable, able to oxidise, corrosive or toxic. The degree of risk is dependent on the substances; its state, concentration, quantity and the conditions surrounding it. Most hazardous substances are stored used and transported in relatively small quantities within the region.

### Marine Oil Spill

The definition of a marine oil spill is the probable or imminent spill of oil into the marine environment" (which includes the Coastal Marine Environment as described in the GDC Coastal Plan). The Gisborne District Council is responsible for spills within 12 nautical miles and works alongside Maritime New Zealand in regards to a response.



In February 2002 the Jody F Millennium grounded in the Bay after leaving the Port during a storm. A National Tier 3 response was under taken after 25 tonnes of oil was spilt. The response was terminated in October 2002. There are a number of near misses in New Zealand a year and the grounding of the Rena at the Astrolabe Reef Tauranga in 2011 has been the latest major incident.

JODY F MILLENIUM 2002

In Gisborne we currently get six minor spills per year. In 2011 the Gisborne District Council Marine Oil Spill Team responded to a grounding at Rangitukia and a vessel sinking in the Port.

Around the Gisborne District there are a number of sensitive sites (culturally and environmentally) and these are mapped in the Gisborne District Council Tier 2 Marine Oil Spill Plan.



### Infrastructure Failure

An infrastructure failure is the failure of any lifeline utility service that affects a significant part of the region. Failures may occur in water supply systems, wastewater systems, stormwater, electrical supply, gas supply, telecommunications (including radio), transportation centres or routes (port, airport, highways), fuel supply, roading, information technology or financial systems. Community reliance on technology (e.g. telecommunications) can increase vulnerability when failure occurs.

Infrastructure failures of particular importance are those that directly impact on other utilities (possibly leading to cascading failure). Multiple simultaneous failures are also possible.

For the purpose of this report infrastructure failures caused by natural hazards are considered under natural hazards.



### Transport accident

This hazard covers road, marine and air transport accidents.

An average of five deaths and 24 serious injuries occurred each year from road accidents in the Gisborne Region during the 2009-2013 period.

Marine and air accidents, in turn, feature among New Zealand's worst disasters for loss of life.



Transport accidents, as well being responsible for serious injuries and fatalities, also cause damage to property and have the potential to cause environmental damage (e.g. from the spread of fire).

### Hazard interdependencies

Different hazards can overlap in time and location, so that the total impact on a community is increased by interactions between the hazards. Types of interactions include:

- Cascading hazards one hazard triggers a chain of hazards.
- Concurrent hazards hazards occur at the same time (e.g. earthquake shaking occurs alongside tsunami inundation).
- One hazard event changes the probability of another occurring (e.g. rural fire removes vegetation, increasing the probability of rainfall-induced landslides).
- One hazard event changes the vulnerability and therefore the consequences of another hazard events (e.g. damage to buildings during an earthquake increases the vulnerability during subsequent earthquakes or tsunami).

Many different hazard interdependencies could potentially occur in the region. The impact of these interdependencies is difficult to anticipate and assess. Examples of possible interdependencies amongst natural hazards are provided in the table below.

HAZARD	INTERDEPENDENCIES	
Flooding	<ul> <li>Rainfall-induced landslides often occur concurrently with flood events during high rainfall.</li> <li>Flooding can also potentially be caused by landslides that dam rivers.</li> <li>Liquefaction can alter the topography, exacerbating flooding or causing flooding in new areas.</li> </ul>	
Rainfall-induced Landslides	<ul><li>Flooding often occurs concurrently with rainfall induced landslides.</li><li>Landslides can also potentially dam rivers to cause flooding.</li></ul>	
Coastal Erosion	• Coastal erosion occurs during storms, when flooding, coastal flooding and rainfall-induced landslides may also be experienced in the region.	
Coastal Flooding	• Severe coastal flooding occurs during storms and often concurrently with high rainfall. Flooding from rivers/streams and overland flooding may impact the same area as coastal flooding, to exacerbate inundation.	



HAZARD	INTERDEPENDENCIES
Earthquake Shaking	<ul> <li>Earthquake shaking may trigger landslides and/or liquefaction and lateral spread.</li> </ul>
Earthquake- induced Landslides	<ul> <li>The landslides considered here are triggered by earthquake shaking, and therefore occur concurrently with the damaging effects of this shaking.</li> <li>Liquefaction may also occur concurrently within the region but are not expected to impact the same area, as liquefaction occurs on the estuarine and alluvial deposits on flatter land.</li> <li>Landslides can also potentially dam rivers, resulting in flooding.</li> </ul>
Tsunami	<ul> <li>If an earthquake or landslide occurs under the ocean a tsunami may be triggered. The earthquake will be felt on land as LONG or STRONG.</li> <li>Long – an earthquake that goes on for a minute or longer.</li> <li>Strong – violent earthquake that is difficult to stand.</li> <li>Some areas may experience both an earthquake and a tsunami.</li> </ul>
Liquefaction	<ul> <li>Liquefaction is caused by earthquake shaking, and therefore occurs concurrently with the damaging effects of this shaking. Fault rupture could potentially also occur in rare circumstances.</li> <li>Earthquake-induced landslides may also occur concurrently within the region but are not expected to impact the same area, as liquefaction occurs on the estuarine and alluvial deposits on flatter land.</li> <li>Liquefaction can alter the topography, exacerbating flooding or causing flooding in new areas.</li> </ul>
Fault Rupture	• During any large shallow earthquake that causes a fault rupture at the surface there will also be shaking caused by the earthquake. Liquefaction and earthquake-induced landslides may also be experienced in the region.



## **Risk Analysis**

## **Risk Analysis**

Risk analysis is a combination of the likelihood of an occurrence of a hazardous event and the severity of the impact on the social, built/property, economic and natural environments. A river may flood but the risk is lower if the land is used for horticultural production than dense housing developments.

## Hazards

A hazard is anything that may cause or contribute substantially to the cause of an emergency by negatively impacting on people, property or the environment.

Natural hazards are naturally occurring processes and man-made hazards are a result of human activities.

## Methodology

The risk profile uses a 'Seriousness-Manageability-Growth' (SMG) model to analyse and evaluate regional risks.

The model produces scores for each hazard under three perspectives (seriousness of the consequences, management and growth), as well as a total SMG score for each hazard.

SERIOUSNESS	MANAGEABILITY	GROWTH	
<ul> <li>Relative risk to the region at present from each hazard.</li> <li>Considers both and their likelihood (probability).</li> </ul>	<ul> <li>Relative management 'gap' for each hazard.</li> <li>Considers both difficulty and the current level of effort being applied.</li> </ul>	<ul> <li>Relative potential for the risk to grow in the future.</li> <li>Considers factors likelihood of events or exposure (and consequences) during an event.</li> </ul>	Total SMG Score
Maximum Score = 10 (weighted twice as high as other factors)	Maximum Score = 5	Maximum Score = 5	Maximum Score = 20
TABLE 1 SERIOUSNESS-MANAGEABILITY-GROWTH MODEL			

- Seriousness: the relative consequences in terms of human life and wellbeing, the built/property, economic damage and the natural environment.
- Manageability: the degree of difficulty in managing the hazard, and the degree of effort being applied across the 4Rs.
- Growth: the potential of the hazard risk to increase over time, such as the impacts of climate change or rising sea levels, or growth of community.



The total SMG score indicates the relative ranking of the hazards considered, in terms of their risk and priority for management. This is intended to underpin the management approach adopted in the CDEM Group Plan and other hazard management.

The model comes from the Director's Guideline for CDEM Group Planning DGL 09/15. However, an important difference is that the score for seriousness used in this report represents the current risk, both the consequences and their likelihood. In contrast, the seriousness score in the Director's Guidelines is based only on the consequences, regardless of their likelihood.

### Current Risk (seriousness)

The current risk to the region from each hazard was obtained by considering the potential consequences of each hazard alongside the likelihood of these events occurring.

The consequences were considered under four 'environments':

- Social and cultural environment injuries, deaths and impacts on social/cultural assets.
- Natural environment impacts on ecosystems, land, water, vegetation, habitats, flora and fauna.
- Built environment and property impacts on land, buildings, contents, stock, crops and other property.
- Economic environment impacts on the regional and national economy.

Human pandemic is classed as 'very high' risk. This reflects the fact that human safety is weighted highly in the scoring process and pandemics are expected to cause several hundred deaths in the region, even in the 'likely' probability.

Man-made hazards (criminal acts/civil unrest/terrorism, plant and animal pests and diseases, rural fire, infrastructure failure and transport accidents) dominate the next group of 'high' risk hazards.

Traffic accidents and extreme temperature events scored highly due to the impact on human safety, even at the 'likely' probability range.

The natural hazards presenting the greatest risk, after extreme temperature, were drought, flooding, tsunami and volcanic activity.

Earthquake-related natural hazards had lower seriousness scores. The effort that already occurs to manage earthquake hazards (especially shaking) through the building code and geotechnical investigations assists to reduce the risk.

Earthquake fault rupture, followed by coastal flooding, scored the lowest of all the hazards and, from a regional perspective, the current risk is considered low. Only small areas are affected. However, this does not mean that the hazard is unimportant, as the risks for development / infrastructure in specific locations may be high.

It is the geological hazards (volcanic activity, tsunami and earthquake shaking) that have the potential to cause the most serious consequences in the region.

- Volcanic activity was the only hazard given a 'catastrophic' consequence description. However, this was at the low probability range (2,500 year Average Recurrence Interval - ARI). Consequences at the rare probability range (1,000-2,500 years ARI) are described as 'major'.
- Earthquake shaking and tsunami potentially also have 'major' consequences at the rare and very rare probability ranges (1,000-2,500 years ARI and 2,500 years ARI).



Seriousness Score and Risk Rating



SERIOUSNESS OF HAZARD SCORE AND RISK RATING



**RISK MATRIX – SERIOUSNESS OF HAZARDS** 



## Hazards and the Four "Environments"

### Social and cultural environment

The hazards presenting the greatest risk to human safety are human pandemic and traffic accidents.

These have 'major' consequences in the likely probability range.

Criminal acts/civil unrest/terrorism, urban fire and rural fire were found to have the greatest risk to social and cultural assets. Each of these hazards were described as having 'high' consequences in the likely probability range.

### Natural environment

Plant and animal pests and diseases are considered the greatest risk to the natural environment. Their risk can be described as 'extreme' in the likely probability range. Rural fire and hazardous substances spill also have a 'very high' risk to the natural environment.

### Built environment and property

Plant and animal pests and diseases and drought had the highest scores for risk to the built environment and property. Both of these hazards could have fairly significant impacts to rural property in the likely probability range. Flooding also scored highly.

### **Economic environment**

In terms of their risk to the economic environment the highest scoring hazards were, again, plant and animal pests and diseases and drought. This reflects Gisborne's economy being strongly based on primary industries.

The 'high' risk hazards to the economic environment were: human pandemic, transport accidents, tsunami, coastal erosion, extreme temperature and flooding.

## Manageability

The manageability scores essentially represent the management 'gap'. Those hazards with high management difficulty and low existing effort score the highest, while hazards that are easier to manage and have higher levels of current effort score the lowest.

Volcanic activity has the highest (i.e. worst) score for manageability. The score for reduction was the worst, followed by response and recovery.

Earthquake shaking, liquefaction and fault rupture, coastal flooding, tsunami and criminal acts/civil unrest/terrorism also score relatively highly. Council plans to improve mapping of coastal flooding, tsunami and liquefaction areas, which will provide a step towards better management of these hazards.

Transport accidents and hazardous substances spill have the lowest (i.e. best) manageability scores, suggesting these have the lowest management gap at present. It is noted, however, that traffic accidents still have a reasonably high score for reduction.

## Growth

Coastal flooding, drought and transport accidents scored the highest for growth in risk.

Extreme sea elevations are predicted to increase by 0.7m by 2115 and increases of up to 1.0m should be considered, which will cause large increases in the frequency of coastal flooding events.



The growth in risk from drought is also largely attributed to climate change. Time spent in drought in the region is projected to increase by 5-10% by 2040 and 10% by 2090 for low elevations. Time spent in extreme drought in eastern New Zealand projected to double or triple by 2040. Projected landuse changes will have both positive and negative effects on risk: conversion of pasture to forestry or reversion to bush will decrease vulnerability but intensification of horticulture will increase vulnerability.



**OVERALL MANAGEABILITY SCORES** 



### **OVERALL GROWTH SCORES**



The expected growth in the risk from transport accidents is due to the projected increase number of heavy vehicles (as a response to increases in forestry harvesting) and the size of heavy vehicles. There is also concern about ongoing affordability of road maintenance.

Coastal erosion and flooding scored moderately high for growth. These hazards are also expected to be affected by climate change. Climate change will influence changes in the position of the coast (erosion) through complex interactions of various factors. But in general, sandy coasts that are in equilibrium or eroding will erode further landward and eroding coastline will continue to retreat at similar rates.

Sea level rise will also reduce the protection provided by dunes and coastal defences. There remains uncertainty around the degree to which climate change will influence flooding.

The geological hazards, with the exception of tsunami, have low scores for growth. Tsunami scored higher because sea level rise will provide a greater base sea level, resulting in larger areas of inundation during an event.

## Overall risk evaluation – SMG model

The total SMG (Seriousness Manageability Growth) scores suggests that the hazard with the greatest priority in the region is human pandemic. Its high score is primarily due to the seriousness score (i.e. current risk), which in turn, is high because of the potential impact on human safety even at low probability ranges.

Transport accidents and extreme temperature events had the next highest scores. Like human pandemics, these hazards score highly for seriousness because of their impact on human safety.

The natural hazard with the highest score, after extreme temperature, was drought. This did not score as highly as some hazards for the seriousness (i.e. current risk). However, the risk is expected to grow with climate change.

Tsunami scored the highest for the geological hazards.

Earthquake fault rupture and earthquake-induced landslides had the lowest scores, which suggests these have the lowest priority at a regional level. Fault ruptures are only expected to occur at the rare to very rare ARIs and the consequences are expected to be insignificant to minor. Overall SMG Scores





TAIRĀWHIT

EMERGENCY MANAGEMEN

	NATURAL HAZARD	MAN-MADE HAZARD
1	Extreme Temperature	Human Pandemic
2	Drought	Transport Accident
3	Flooding	Criminal Acts/Civil Unrest/Terrorism
4	Tsunami	Fire
5	Coastal Erosion	Plant and Animal Pests and Diseases
6	Volcanic Activity	Infrastructure/Lifelines failure
7	Coastal Flooding	Hazardous Substances Spill
8	Earthquake Shaking	
9	Rainfall Induced Landslides	
10	Earthquake Fault Rupture	

Further information about the method used to develop the hazard risk profile, limitations and improvements that could be considered for future reviews can be found in the full risk profile document (available from the EMO of the Gisborne District Council).

References for the Development of the Risk Profile Section

Legislation	Other Documents and Resources
CDEM Sections 17(1)(a) and 49(2)(b).	National Hazard Scape Report (2007).
CDEM Framework Documents	AS/ANZ ISO 31000:2009 Risk Management -
National CDEM Strategy (2007) – Goals One and Two.	Principles and Guidelines.
National Civil Defence Emergency.	NZ Petroleum and Minerals (2013).
Management Plan Order 2015 and Guide.	Hazard Risk Profile (Gisborne District Council
GDC Group Plan 2009.	2015).
CDEM Group Planning: Director's Guidelines for Civil	Natural Hazards Research Plan 2014-2024
Defence Emergency Management Groups [DGL	(Gisborne District Council).
<u>09/18]</u>	



## Reduction

## Individuals and communities understand the risks they face and do what they can to reduce the impacts.

## Introduction

This chapter outlines the principles and mechanisms for risk reduction in the Gisborne region. These directly contribute to the National CDEM Strategy Goal Two:

## Goal Two – Reducing the risks from hazards to New Zealand

### Sendai Framework

The Sendai Framework for Disaster Risk Reduction 2015–2030 (refer Appendix 1<u>5</u>) outlines four priorities for action to prevent new and reduce existing disaster risks:

Three of the priorities identify risk reduction with the fourth identifying readiness and recovery.

### Priority 1: Understanding disaster risk

Disaster risk management should be based on an understanding of disaster risk in all its dimensions of vulnerability, capacity, exposure of persons and assets, hazard characteristics and the environment. Such knowledge can be used for risk assessment, prevention, mitigation, preparedness and response.

### Priority 2: Strengthening disaster risk governance to manage disaster risk

Disaster risk governance at the national, regional and global levels is very important for prevention, mitigation, preparedness, response, recovery, and rehabilitation. It fosters collaboration and partnership.

### Priority 3: Investing in disaster risk reduction for resilience

Public and private investment in disaster risk prevention and reduction through structural and non-*structural measures are essential to enhance th* e economic, social, health and cultural resilience of persons, communities, countries and their assets, as well as the environment.

The Sendai Framework aims to achieve the substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries over the next 15 years.

The Framework was adopted at the Third UN World Conference on Disaster Risk Reduction in Sendai, Japan, on March 18, 2015.

Risk reduction is about identifying and analysing long-term risk to human life and property from hazards, taking steps to eliminate (avoid) if practicable and if not reduce (mitigate) the magnitude of their impact and the likelihood that they will occur.

### Principles

The key risk reduction principles adopted by the CDEM Group are:

**Principle 1:** Taking action to reduce the risk to communities is an essential part of managing hazards. Possible types of actions are:

- Modifying the likelihood of a hazard event occurring;
- Modifying exposure and vulnerability to damage and loss from an event;
- Minimising consequences through rapid and effective interventions during and following an event.



**Principle 2:** A balanced approach to hazard risk reduction is required, which considers both the level of risk (potential likelihood and consequences of the hazard) and the costs of risk reduction.

**Principle 3:** In determining the level of risk reduction required, risks to human life and safety will be given high priority.

**Principle 4:** Organisations, agencies and communities need to work together to reduce risk.

**Principle 5:** A cautious approach to risks is required even if there is scientific and technical uncertainty about those risks. Lack of complete knowledge about a hazard will not be an excuse for doing nothing.

## Mechanisms for risk reduction

The CDEM Act (2002) gives the Gisborne CDEM Group the responsibility to identify, assess and manage the area's hazards and risks. Risk reduction is achieved through using a range of statutory and non-statutory mechanisms, including legislation, policy and plans. Together these provide for the integrated management of natural hazards.

Examples of statutory and non-statutory mechanisms for risk reduction include:

- Key legislation
- Civil Defence Emergency (CDEM) Act 2002. Requires the Gisborne CDEM Group to identify, assess and manage the regions hazards and risks, and involve many other stakeholders, including central government organisations, emergency services and lifeline, as well as individuals and communities.
- Local Government Act 2002. Requires local authorities to prepare Long Term Plans (LTPs) to describe the activities and strategic direction of the local authority over a ten year period. This also includes the management of natural hazards. Resource Management Act 1991 provides tools for managing natural hazards and its hierarchy of documents including Council's Regional Policy Statement, Combined Regional Land and District Plan and Coastal Environment Plan and Coastal Environment Plan.
- Building Act 2004 provides for building work on land subject to natural hazards and sets building construction standards.

Numerous other non-statutory instruments including structure plans, activity management plans and the Urban Development Strategy.

The CDEM Group has identified four major issues for risk reduction. Each has a corresponding objective to work towards and numerous actions the group will undertake over the course of the Plan.

	OBJECTIVE	ACTIONS
1A	<ul> <li>The risks that Gisborne's communities face are proactively identified, understood and managed.</li> <li>Potential indicators of progress towards the objective include: <ul> <li>Survey of awareness and use of Risk Profile information in reduction planning activities.</li> </ul> </li> </ul>	<ul> <li>Work with key stakeholders to develop a work programme of Council reduction priorities.</li> <li>Use the information gathered for the risk profile to inform reduction activities.</li> <li>Advocate for adequate resourcing to support risk reduction activities.</li> <li>Complete a high-level research gap analysis for non-natural hazards.</li> <li>Regular Hazard Management Group meetings of staff involved in hazard management are held to discuss progress on reduction actions.</li> <li>Work with Tairawhiti Lifelines to ensure integrated risks are identified and a reduction strategy is developed and agree between utility providers.</li> <li>Regular 6 monthly meetings.</li> <li>10 Year coordinated strategy.</li> <li>Align with hazard research results and integrate utility using groups to implement the strategies.</li> </ul>
1B	<ul> <li>Hazard research initiation, reduction planning and implementation is a collaborative process across the CDEM sector.</li> <li>Potential indicators of progress towards the objective include:</li> <li>Review of research project teams to ensure they are multi-disciplinary and research is clearly scoped.</li> </ul>	Work across departments to implement projects identified in Council's Natural Hazards Research Plan and regularly review the plan in time for Long Term Plan funding timeframes. Investigate the potential for a Gisborne Hazards Database, where all hazard information is stored and is easily accessible to the CDEM sector and the public.
1C	<ul> <li>The CDEM sector effectively communicates risks to each other and to the community.</li> <li>Potential indicators of progress towards the objective include:</li> <li>Review of media releases relating to reduction activities.</li> </ul>	Develop a communications plan for the development of the reduction work programme. Utilise the benefits of the East Coast LAB (Life at the Boundary) project to educate the community on earthquake and tsunami risk.



	OBJECTIVE	ACTIONS
1D	<ul> <li>The likelihood and consequences of hazards are understood and appropriate choices are made about when regulation is required to protect the community.</li> <li>Potential indicators of progress towards the objective include:</li> <li>Assessment of appeals on land use planning policy and submissions on resource consents relating to hazards.</li> </ul>	Take a risk based approach to land-use planning, taking into account the costs and benefits of intervention. Work towards developing probabilistic natural hazard mapping. Provide input into resource consent decision-making processes. CDEM staff are involved in Local Government Act (LGA) and Resource Management Act (RMA) hazard policy development. Work with key stakeholders to develop a work programme of reduction priorities. Review natural hazard provisions in the Council RMA plans.

References for the Development of the Reduction Section:

Legislation	CDEM Framework Documents
CDEM Sections 17(1)(a)	National CDEM Strategy (2007)
Building Act 2004 and Building Code Emergency	National Civil Defence
Local Government Act 2002	Management Plan Order 2015 and Guide
Resource Management Act 1991	GDC Group Plan 2009
Soil Conservation and Rivers Control Act 1941	CDEM Group Planning: Director's Guidelines
Biosecurity Act 1993	for Civil Defence Emergency Management
Fire and Emergency New Zealand Act 2017	<u>Groups [DGL 09/18]</u>
Forest and Rural Fires Act 1977	Other Documents and Resources
Hazardous Substances and New Organisms Act 1996	National Hazard Scape Report (2007)
Health Act 1956	National Hazards Quality Planning Guidelines
New Zealand Public Health and Disability Act 2000	Long Term Plans and Council Documents
Health and Safety at Work Act 2015	Regional Policy Statements and Plans
Maritime Transport Act 1994	



## Readiness

# Tairawhiti individuals and communities are ready to react when an event occurs.

## Introduction

This section outlines how the Gisborne CDEM will work with the community and the emergency services to plan and prepare for emergencies.

Our Plan's readiness section relates directly to Goals One and Three of the National CDEM Strategy.

# Goal One: Increasing community awareness, understanding, preparedness and participation in Civil Defence Emergency Management.

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

The Sendai Framework for Disaster Risk Reduction 2015-2030 outlines four priorities for action to prevent new and reduce existing disaster risks:

Three of the priorities identify risk reduction with the fourth identifying readiness and recovery.



Priority 4: Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction.

The growth of disaster risk means there is a need to strengthen disaster preparedness for response, take action in anticipation of events, and ensure capacities are in place for effective response and recovery at all levels. The recovery, rehabilitation and reconstruction phase is a critical opportunity to build back better, including through integrating disaster risk reduction into development measures.

Readiness involves planning and developing operational arrangements (capacity and capability) before an emergency happens.

Readiness steps are dependent upon the nature and scope of identified hazards and risks, and likely emergency scenarios.

Readiness comprises two distinct but related aspects:

"Organisational Readiness" – focuses on the Readiness of emergency response organisations, emergency services, local authorities, health service providers and non-Government Organisations.

"Community Readiness" – focuses on the ability of communities, families and individuals to be able to meet their own needs during and after emergencies.

The Public Education activities of the Emergency Management Office (EMO) and some partners play a key role in developing community readiness/resilience.



## Principles

- **Principle 1:** Build and maintain capacity and capability for response and recovery
- **Principle 2:** Establish and maintain ongoing processes to identify significant gaps and shortfalls in capacity and capability
- **Principle 3:** Understand that New Zealand has finite capacity and capability for deployment in response to, or recovery from emergencies.

	OBJECTIVE	ACTIONS
2A	Have in place suitable procedures, information management systems and appropriately trained staff to ensure a co-ordinated response and support to the Community Link.	Maintain robust relationships with partner agencies. Maintain relevant documentation to support the CDEM Group Plan, for example standard operating procedures, functional plans and threat specific contingency plans. Maintain training & exercising program to test documents and procedures.
2B	Have a suitable Emergency Coordination Centre (ECC) during the time of the Council rebuild and in the new council offices.	Stay engaged with project teams during the temporary and final accommodation projects. Look for new initiatives to enhance current practices.
2C	Increase awareness of the hazards that affect the district and their impacts.	Public education will have a focus on hazards that impact the District. The next four yearly public survey is 2016/2017 – impact can be measured. Look for community events to 'spread the word'.
2D	There is a need to increase use of social media in the emergency management environment over the 4Rs.	Review current arrangements and implement new ones as required. Update Public Communication Strategy and Public Communication Plan to include social media component.
2E	Engage with the CDEM Group so that the Group understands their role in the CDEM function (Monitoring +Evaluation action).	Develop report process to Future Tairawhiti or Council meetings to update the CDEM Group on the activities of the EMO.
2F	Develop and implement a Business Continuity Plan (BCP) for the whole of Council. (Monitoring + Evaluation action).	Directors will ensure the project meets its timelines. EMO to work alongside Risk Manager to develop and implement BCP at the GDC.
2G	Review of the Recovery Plan will improve recovery readiness.	Commence recovery plan review when the report on recent events has been received. Complete the review in three months from the start date.
2H	The CDEM Group encourages the continued priority of effort to build and maintain the Community Link.	Look at recruiting community members and providing them with an oversight of their and our roles, responsibilities and expectations and how we can work together for the community.



References for the Development of the Readiness Section:

#### Legislation

CDEM Sections 17(1)(b)(c)(g), 18, 110 and 112

#### **CDEM Framework Documents**

National CDEM Strategy (2007) National Civil Defence Emergency Management Plan Order 2015 and Guide GDC Group Plan 2009 CDEM Competency Framework 2009 CDEM Exercises – Director's Guidelines (DGL 10/09) Volunteer Coordination in CDEM – Director's Guidelines (DGL 15/13) Including People with Disabilities (IS 13/13)

CDEM Group Planning – Director's Guidelines (DGL 9/<u>18<del>5</del>)</u>

#### Other Documents and Resources

National Hazardscape Report (2007) Building Safety Evaluation Guidelines (2009) New Zealand Society of Earthquake Engineers

### GDC Welfare SOP

GDC Public Communication Strategy Working from the same page – Consistent Messages for CDEM 2010 (some sections updated 2015) Logistics in CDEM – Director's Guidelines (DGL 17/15) Public Information Management – Director's Guidelines (DGL 14/13) Lifeline Utilities – Director's Guidelines (DGL 16/14) Emergency Movement Control – Director's Guidelines DGL (18/15) Community Engagement in the CDEM Context (BPG 4/10)





## Response

# Resilience means communities managing their own response with coordinated support.

## Introduction

The Response chapter 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 ends when the response objectives have been met or a transition to recovery has occurred.

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

## Principles

The CDEM Group has as one of its fundamental principles '**Communities managing their own response with coordinated support**'. Both in readiness and response, planning, and procedures are all influenced in some way by this principle.

This principle requires people and communities to be able to provide for their own safety and wellbeing. The Readiness chapter of this Plan indicated how the CDEM Group will assist the communities to prepare. This chapter introduces how they will respond and how the Group will support them.

**Principle 1:** Agencies respond to an emergency by co-ordinating with the lead agency and activating their own plans.

Principle 2: Each agency is expected to -

- assess the consequences of an emergency on its own staff, assets, and services; and
- activate its own business continuity and emergency operational arrangements; and
- maintain or restore the services it provides; and
- communicate relevant information to the lead agency, other responders, and the public; and
- align response activities with those of other agencies to avoid gaps and duplications.

**Principle 3:** In addition, CDEM Groups, emergency services, and lifeline utilities are expected to –

- undertake initial assessments of the form, and extent of the consequences, of the emergency and
- identify further potential risks to people, property, and services within the affected area; and
- co-ordinate the local efforts of their agency; and
- communicate the assessments and actions to the appropriate lead agency.



**Principle 4:** Recovery measures should be planned for and implemented (with necessary modifications) from the first day of the response (or as soon as practicable) and should be coordinated and integrated with response action.

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 mean that they will all need assistance.

For a number of reasons this group of people may need more 'organisational' support than the general community.

The Group also has a number of plans and SOPs that detail the procedures that will be used in an event that requires coordination between agencies but is not serious enough to warrant a declaration.

These Plans will be activated by the Council CEO on recommendation of either the Group Controller, Civil Defence Emergency Manager or any of the key response partners.

The National Civil Defence Emergency Management Plan Order 2015 Section 114 Principles have been incorporated into this section.



	OBJECTIVE	ACTIONS
3A	To ensure response planning and procedures are implemented appropriately to provide an effective and co-ordinated response to an emergency or adverse event.	Develop response plans and Standard Operating Procedures (SOPs), in accordance with hazard risk priorities to ensure coordinated response, efficiencies, timeliness and community welfare are included. This will include activation and trigger points for the transition from an incident to an emergency.
3B	To work as one unified group during an adverse event but decide who will put out any communications – so everyone if giving the same message.	The Emergency Group assembled will decide who will be the lead agency and understand that this may change as the event evolves.
3C	Agencies work together while working within their legislative requirements.	Agencies understand the constraints on each agency while working together during adverse events.
3D	Ensure the Gisborne CDEM Group will be capable of providing support to other CDEM Groups in the country if required.	The EMO keeps a list of response staff, their roles and their contact details so we can supply support to other CDEM Groups If requested.



	OBJECTIVE	ACTIONS
3E	Support the community link volunteers during a response and include their comments regarding the response in the debrief.	Support as required and follow-up after the event to see what risks/issues there were and what actions need to be taken.
3F	Review of the Recovery Plan will improve recovery readiness.	Commence recovery plan review when the report on recent events has been received. Complete the review in three months from the start date.
3G	To undertake a debrief of the response- either as a hot debrief or after the event.	Provide the outcome of the debrief and actions and learnings to the GDC Chief Executive, key players and CEG and update any Plans or SOPs as necessary.

## Transition from Response to Recovery

The recovery 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.

### Costs

A clear record of costs incurred and who authorised the expenditure must be kept at all times.

When the emergency response finishes the expenditure records for that phase must be closed off and a new record commenced for the recovery phase. References for the Development of the Response Section.

Legislation	Other Documents and Resources
CDEM Sections 17(1)(d)(f) and 18	Response Management – Director's
	Guidelines for CDEM Group and Local
CDEM Framework Documents	Controllers (06/08) revised 2014
National CDEM Strategy (2007)	Declarations – Director's Guidelines
National Civil Defence Emergency	(DGL13/12)
Management Plan Order 2015 and Guide	NZ Coordinated Incident Management
GDC Group Plan 2009	System (CIMS) 2nd edition
CDEM Group Planning: Director's Guidelines	Public Information Management – Director's
For Civil Defence Emergency Management Groups	Guidelines (DGL14/13)
[DGL 09/18]	Welfare Services in an Emergency – Director's
	Guidelines (DGL11/15)
	Volunteer Coordination – Director's Guidelines
	(DGL15/13)
	Building Safety Evaluation Guidelines (2009)

EAST COAST FLOODS – LABOUR WEEKEND 2005



## Recovery

Goal: To respond effectively after an emergency event, maintain or recover functionality, and adapt in a way that provides for community wellbeing.

## Introduction

This chapter relates directly to Goal Four of the National CDEM Strategy:

# Goal Four: Enhancing New Zealand's capability to recover from Civil Defence emergencies.

The Sendai Framework for Disaster Risk Reduction 2015–2030 (refer Appendix 15) outlines four priorities for action to prevent new and reduce existing disaster risks:

Three of the priorities identify risk reduction with the fourth identifying readiness and recovery.

Priority 4: Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction.

The growth of disaster risk means there is a need to strengthen disaster preparedness for response, take action in anticipation of events, and ensure capacities are in place for effective response and recovery at all levels. The recovery, rehabilitation and reconstruction phase is a critical opportunity to build back better, including through integrating disaster risk reduction into development measures.

Recovery is a key part of the comprehensive approach to CDEM – when operations are embedded in the 3Rs – reduction, readiness and response.

Good recovery planning can increase the speed by which communities can resume daily activities. Communities that can restore the everyday functions of life, with people returning to their homes, businesses reopening and children going back to school, will recover more quickly. The importance of reducing the long-term consequences of emergencies through sound recovery planning cannot be overstated.

Post response recovery can be resource intensive and can carry on for an extended period of time after a large event. Economic recovery may be complex and time consuming. Destruction of the economic infrastructure will mean incomes within the affected area will be reduced, further compounding the effects of the disaster.

This chapter of The Plan provides an overview of our recovery approach and the Group Recovery Plan provides the detail of the activity.

## Purpose

Provide guidance for the CDEM Group on the planning arrangements, frameworks, structures, responsibilities and processes that may be implemented by the sector and other stakeholders in order to help the community to recover from an event.

## Principles

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

**Principle 1:** Effective and efficient recovery begins as soon as possible after the response is underway.

Principle 2: Effective communications with all CDEM partners and lifeline operators is essential.

**Principle 3:** Community engagement, including recognising the needs of the groups within the community is important to recovery planning for an event.

**Principle 4:** Significant physical recovery, which must be in conformity with long term needs will be completed as part of the social, economic, cultural and environmental adaptation programmes.

**Principle 5:** Where practical, all services and resources required by the recovery team should be sourced locally.

**Principle 6:** Integration and coordination between all of the agents involved in CDEM activities is crucial to effective recovery efforts.

**Principle 7:** The transition from recovery activity to business as usual will be a priority in the recovery planning for a specific event.

Before any event the Co-ordinating Executive Group (CEG) should ensure that:

• Liaison takes place between recovery agencies.

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- There is debate in communities about post-event reduction activities.
- There is a mechanism in place for communities to have input into the recovery process.
- Processes are developed, including the issuing of consents for identified functions, e.g. disposal of 'waste' and carcasses.

These principles should ensure recovery planning and procedures are implemented appropriately to provide an effective and co-ordinated recovery from an emergency. The main components of recovery are:

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

The level at which recovery will be pitched will depend on the scale of the disaster. If the Group is able to manage the recovery it will be managed by the Group appointed Recovery Manager. The Recovery Manager and alternates are permanent appointments and they are named in Appendix 4 of the Group Plan.

The main role of the Recovery Manager is to provide a coordinating focus for all the different agencies that will be involved in the recovery of the Community.

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



	OBJECTIVE	ACTIONS
4A	To strengthen Recovery capability and capacity.	Review Recovery Plan in 2016. Conduct recovery training exercise by 2020. Recovery training as part of national exercise by 2020.
4B	To have an engaged stakeholder group.	Engage stakeholders in Recovery Plan review process to be completed in 2019.
4C	To integrate recovery into the other 3Rs Reduction, Readiness and Response.	Recovery shall be included with all training of staff and community link volunteers The Recovery Manager shall be involved with any response from Day 1.
4D	To ensure recovery planning and operations provide for the four community well beings (social, cultural, economic, and the natural/built environment).	Establish a Recovery Management Team that includes the Chairs of the six Recovery Sector Groups: social, natural, built/property, economic, cultural and rural.
4E	To ensure that lessons learned about hazard risks, impacts and response are factored into decisions on recovery efforts to reduce the impact of future hazards and risks.	Complete Tairawhiti Resilience Plan in 2020. Ensure hot and cold debriefs occur at response and recovery stages.

# For recovery to be effective, recovery planning and relationship building is needed prior to events occurring.

### Strategic Planning

Civil Defence Emergency Management Groups must consider five strategic areas detailed in the Director's Guidelines and state the actions to be taken over the lifetime of the Plan and when they will be completed.

The strategic areas are:

- 1. Understand community values and priorities for recovery including but not limited to:
  - Understanding our urban, rural and business communities
  - Knowing the key people in these areas
  - Building the iwi links with CDEM
  - Understanding community levels of resilience.
- 2. Recovery vision and outcomes including but not limited to:
  - Understanding what recovery visions exist in other community plans
  - Psychosocial wellbeing
  - Being responsive and agile in bureaucratic process
  - Being adaptive to community needs.



- **3.** Understand consequences and opportunities from specific hazards and risks including but not limited to:
  - CDEM involvement in resource planning and District Plan reviews
  - CDEM Involvement in Long Term Plans and Annual Plans
  - Linking with earthquake risk buildings on priority roads project
  - Specific scenario recovery planning and discussions.
- 4. Capacity, capability, collaboration and leadership including but not limited to:
  - Recovery managers training
  - Council and Central Organising Roopu's (COR) knowledge and training of recovery
  - Council involvement in recovery
  - Understanding the financial implications of recovery
  - Exercising recovery
  - Relationships with the key players in the four environments (social/cultural, natural, built/property and economic)
  - Health and safety implications.
- 5. Monitoring and evaluation including but not limited to:
  - Identifying robust tools for monitoring recovery effectiveness
  - Applying recovery monitoring tools to actual emergency situations and exercises with a recovery component.
- 6. Prioritise and implement strategic actions including but not limited to:
  - Community engagement
  - Recovery Plan
  - Recovery Training
  - GDC business continuity.

## **Management Functions**

### Coordinating Executive Group

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

### Group Recovery Manager

The Group Recovery Manager will lead the recovery efforts. To achieve the Group priorities the Recovery Manager will need to ensure the following happens:

Pre-emergency:

- Planning for recovery including ensuring arrangements for recovery are in place, and Recovery Sector Groups and Community Link personnel are functional.
- Developing recovery capability including training key personnel and building and maintaining relationships with key organisations and stakeholders.
- Exercising and testing recovery arrangements.



- Monitoring, evaluating and reporting on the above and ensuring lessons learned from previous emergencies are captured and embedded into practice.
- Public education and community engagement on likely consequences from emergency situations and recovery priorities as well as how to prepare for recovery.

During response:

- Defining the desired outcomes from recovery, even though this may change over time.
- Defining the size and scale of the event early, and keep in mind the potential need to scale up or down recovery activities through time.
- Setting up the recovery management arrangements based on the needs of the emergency.
- Establish core recovery team roles given the resources available and engage support for back-filling business-as-usual roles to allow for an appropriate focus on recovery.
- Participate in Incident Management Team meetings and other key response function meetings to gain an understanding of the situation and consequences and align to response and recovery priorities.
- Collate information to understand the impacts of the emergency.
- Begin initial recovery planning, including identifying what information is needed and how the transition from response to recovery will be planned and managed.
- Discuss key response and recovery messages with the Public Information Manager to ensure they are aware that public information management will need to continue into the recovery phase.
- Make contact with key agencies, organisations and community leaders in affected areas drawing on existing relationships and plans developed prior to the emergency.
- Hold daily briefings with the core recovery team to discuss consequences, including new information and current gaps, risks, response decisions and activities, and core recovery team tasks.
- Begin planning to establish a recovery team and office, if necessary.

During recovery:

- Undertake initial planning.
- Manage, direct and coordinate activities for the recovery and, if necessary, establish a CDEM Group Recovery Management Team and Office.
- Oversee and maintain an awareness of impacts and needs, and review recovery activity and priorities according to information gathered.
- Liaise with, and adequately brief, the National Recovery Manager, Community Link personnel, and any other recovery bodies appointed by the CDEM Group.
- Lead the development of the CDEM Group recovery action plan to establish time-frames for the implementation of recovery activities.
- Facilitate communication between agencies and organisations undertaking recovery activities.
- Ensure appropriate reporting mechanisms and monitor recovery progress against the objectives and arrangements in the recovery action plan.
- Coordinate recovery activity of the relevant Recovery Sector Groups, lifeline utilities and agencies.



- Determine and prioritise major areas of recovery, and coordinate advice on regional assistance.
- Provide regional coordination of public information related to recovery.
- Ensure that, where possible, new measures are undertaken to reduce risks.
- Keep a clear record of costs incurred and who authorised the expenditure all times. Financial records for the response and recovery phase must be kept separate.
- Work with the RS Groups, organisations, stakeholders and communities to develop a recovery exit strategy, and oversee the implementation of exit arrangements to ensure that communities continue to receive the support they need.

### Recovery Sector Groups

Recovery Sector Groups are collectives of agencies and organisations who focus on a particular aspect of the recovery. They are based on six recovery sectors and coordinate and oversee implementation of related recovery activities and projects.

The six recovery sector groups are:

- Social
- Natural environment
- Built/Property
- Economic
- Cultural
- Rural.

The purpose of the RS Groups is to assist the Recovery Manager and CEG during the recovery process. They provide a mechanism for:

- Sharing information, planning, and integrating arrangements for carrying out recovery activity related to their sector area
- Ensuring that each member agency or organisation operates as part of a coordinated collective that supports the delivery of the overall recovery objectives.

Each RS Group is responsible for working with other RS Groups to ensure that all required recovery activities are covered efficiently and without duplication of effort.

Social / Cultural Sector	Built / Property Sector	Natural Environment Sector	Economic Sector	Cultural Sector	Rural Sector
Sub Tasks	Sub Tasks	Sub Tasks	Sub Tasks	Sub Tasks	Sub tasks
Safety and Wellbeing	Lifelines	Waste and Pollution	Individuals	Wahi tapu	Stock Welfare
Health – all hospitals and rural health centres	Rural Residential	Natural Resources	Businesses including rural sector	Heritage buildings and places	Rural Financial Support
Welfare	Housing	Amenity Values	Infrastructure	Marae	
All schools and educational institutions	Commercial and Industrial Property	Biodiversity and Ecosystems	Government	Customary activities	



The Chairs of each RS Group will be part of the Recovery Management Team supporting the Recovery Manager, ensuring coordination between the RS Group activities, and sorting out day to day issues.

The chairs of each RS Group will also be co-opted onto CEG for the duration of the process.

The six RS Groups will include people best placed to deliver on actions in that sector with the overall aim of ensuring community well beings.

References for the Development of the Recovery Section:

#### Legislation

CDEM Sections 17(1)(e)and 18.

#### **CDEM Framework Documents**

National Disaster Resilience Strategy (2019).

National Civil Defence Emergency Management Plan Order 2015 and Guide.

GDC Group Plan 2009.

#### Other Documents and Resources

Recovery Management – Director's Guidelines (DGL 04/05). Focus on Recovery – A Holistic Framework for Recovery in New Zealand (IS 5/05).

Response Management – Director's Guidelines (06/08).

Pre-event recovery planning for landuse in New Zealand: An updated methodology Becker J et al (2008) GNS Science report 2008/11.

Building Safety Evaluation Guidelines (2009).

CDEM Group Planning: Director's Guidelines for Civil Defence Emergency .Management Planning [09/18].

Strategic Planning for Recovery: Director's Guideline for Civil Defence Emergency Management Groups [DGL 20/17].



## Management and Governance Section

### Working together to provide coordinated planning

### Overview of Roles and Responsibilities of the CDEM Group

As a Unitary Authority the Gisborne District Council has formed a CDEM Group based on its boundaries and the Council has established itself as the CDEM Group to meet the requirements of Section 12 of the CDEM Act. This has simplified reporting lines and delegations as shown below.

Chief Executive GDC

Group Controller

Welfare Manager

Lifelines Coordinator

**Recovery Manager** 

GDC Directors of:

- Liveable Communities
- Environmental Services and Protection
- Lifelines
- Finance and Affordability
- Internal Partnerships
- Transformation and Relationships

Area Commander New Zealand Police

Area Commander Fire and Emergency New Zealand

Chief Executive Ngati Porou

Chief Executive Te Runanga o Turanganui A Kiwa

Territory Manager St John Central Region

Chief Executive Hauora Tairawhiti

### CIVIL DEFENCE EMERGENCY MANAGEMENT GROUP – CDEM GROUP (COUNCIL)

Provide risk management leadership and commitment to community safety

### COORDINATING EXECUTIVE GROUP – CEG

Advise the Group, implement its decisions and oversee the implementation and monitoring of the Group Plan

### EMERGENCY MANAGEMENT OFFICE – EMO

Assess the risks, develop partnerships and plans to address them, deliver the readiness components of the plan

### EMERGENCY COORDINATION CENTRE – ECC

Deliver the response and recovery components of the Plan

## PLAN REVIEW TEAM Provide technical

expertise to the CEG and EMO

## The Role and Legal Requirements of the CDEM Group

The Act requires:

CDEM planning to take an "all hazards approach" to improve and promote the sustainable management of hazards, enable communities to achieve acceptable levels of risk and plan and prepare for emergency response and recovery.

The establishment of CDEM Groups. The CDEM Group is responsible for the preparation of this Plan and its final approval and implementation.

The various members of the CDEM Group shall work together, to achieve comprehensive emergency management within the Gisborne District.

The members of the Group agree to apply risk management principles to their assets and processes.

The following standards, ISO 31000 Risk Management 2009, BSI 65000 Organizational Resilience, ISO 22301 Business Continuity Management will be used to ensure best practice.

The Gisborne CDEM Group (Council) is required by the Section 17 of the CDEM Act to:

- In relation to relevant risks and identified hazards:
  - identify, assess, and manage those hazards and risks.
  - consult and communicate about risks.
  - identify and implement cost-effective risk reduction.

Take all steps necessary on an ongoing basis to maintain and provide, or to arrange the provision of, or to otherwise make available suitably trained and competent personnel, (including volunteers) and an appropriate organisational structure for those personnel, for effective Civil Defence emergency management in its area.

- Take all steps necessary on an ongoing basis to maintain and provide, or to arrange the provision of, or otherwise to make available material, services, information, and any other resources for effective civil defence emergency management in its area.
- Respond to and manage the adverse effects of emergencies in its area.
- Carry out recovery activities.
- When requested, assist other Groups in the implementation of civil defence emergency management in their areas (having regard to the competing civil defence emergency management demands within the Group's own area and any other requests for assistance from other Groups.
- Within its area, promote and raise public awareness of, and compliance with, this Act and legislative provisions relevant to the purpose of this Act.
- Monitor and report on compliance within its area with this Act and legislative provisions relevant to the purpose of this Act.
- Develop, approve, implement, and monitor a Civil Defence Emergency Management Group Plan and regularly review the plan.
- Participate in the development of the National Civil Defence Emergency Management Strategy and the National Civil Defence Emergency Management Plan.
- Promote Civil Defence Emergency Management in its area that is consistent with the purpose of this Act.



The Group also has many other functions that are conferred or imposed by or under this Act or any other enactment.

## The Role and Legal Requirements of CEG – Coordinating Executive Group

The Coordinating Executive Group membership will be the holders of the following positions:

- Chief Executive, Gisborne District Council
- Area Commander, Tairawhiti, Eastern District, New Zealand Police or their representative
- Area Commander, Tairawhiti, Fire and Emergency New Zealand, or their representative
- Chief Executive, Hauora Tairawhiti District Health Board, or their representative
- Group Controller
- Welfare Manager
- Recovery Manager
- Lifelines Coordinator
- Director of Environmental Services and Protection, Gisborne District Council
- Director of Lifelines, Gisborne District Council
- Director of Internal Partnerships, Gisborne District Council
- Director of Transformation and Relationships, Gisborne District Council
- Director of Liveable Communities, Gisborne District Council
- Director of Finance and Affordability, Gisborne District Council
- St John Territory Manager
- Chief Executive Ngati Porou
- Chief Executive Te Runanga o Turanganui a Kiwa

In accordance with Section 20(2) of the Act the Coordinating Executive Group shall:

- Provide advice to the CDEM Group and any sub groups or subcommittees of the Group, on matters associated with civil defence emergency management.
- Implement the decision of the CDEM Group.
- Oversee the development, implementation, maintenance, monitoring and evaluation of the CDEM Group Plan, and
- Provide advice and support to the Group Controller and fulfil determined operational roles in emergency responses or impending emergencies.

### The Role of CEG During an Emergency

The Chairperson of CEG or the person acting as the chairperson will then advise the Mayor or the person able to declare of their 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' and that a declaration will make a difference.

## **Emergency Services Coordination Committee (ESCC)**

The ESCC is a committee convened by the Police and its members include Fire and Emergency New Zealand, Hauora Tairawhiti, St John, Civil Defence Emergency Manager, and reps from Eastland Group (Port and Airport).



The ESCC meets every two months and resolves any 'day to day' issues involving emergency services operations. It also supports joint training and exercises and other joint initiatives that have multi-agency benefits. It reports to the CEG for resolution of issues that require a higher-level involvement.

## **District Councillors**

As a general rule Councillors will not hold positions in the Civil Defence organisation so they can keep a watching brief and not be tied down by operational responsibilities. Exceptions will only be made with the agreement of the Mayor for a specific purpose or skills Rural Councillors should make themselves available to their Area Co-ordinator/Community Emergency Manager to provide assistance in the Area Headquarters. Most likely roles are: helping with the media, providing local knowledge to the Intelligence Teams and relating any concerns to the ECC.

Urban Councillors are best utilised by keeping the Controller/Mayor up to date with any major concerns in the City.

## CDEM Group support to other CDEM Groups

The specific nature of the support that one CDEM Group can provide the another during the response and recovery phases of an emergency, will depend on the circumstance prevailing at the time, especially the extent to which the emergency has affected each of the CDEM Groups.

The support outlined below is therefore conditional.

### Support to other Groups that can be considered

Reduction and Readiness collaboration could include:

- Routine consultation
- Shared hazard analysis
- Planning
- Professional development



### **EARTHQUAKE 2007**



## Response and Recovery collaboration could include:

- Personnel
- Equipment and materials
- Logistics management
- Evacuee management

### **Requests for Assistance**

Depending on the scale of the emergency the Group will generally seek assistance for resources it requires from outside of the District through NEMA. This includes equipment, supplies and personnel support.

## Meeting Requirements

A report detailing progress towards implementing Our Plan should go to the CDEM Group (Council) meetings one month after the CEG Meeting.

The CEG will meet twice per calendar year and any member of the CEG may at any time make a request to the CEG chairperson for a meeting to be held.

### Delegations and Powers

The Group delegates under Section 18 of the Act all of the powers of section 85(1) of the Act to the persons appointed as Group Controllers.

In the absence of the Group Controllers, the Group delegates under Section 18 (1) of the Act, to the person who declares a state of local Civil Defence emergency the authority granted under Section 26 (4)(a) of the Act to appoint a Group Controller to act for the period of the emergency, or until such time as a Controller named in this plan is available.

If the Group Controller is present, under section 28 (3),

"A Group Controller or person directed under section 27 may authorise any suitably qualified and experienced person to exercise any power or function or fulfil any duty of that Group Controller or directed person, including the power to authorise the use of those powers, functions, and duties."

They can delegate to a person the powers and functions of the controller for a period of time if the appointed controller is to be absent for any reason.

Powers and functions are in Appendix 9 and 11.

### Group Controller

The Group Controller has been appointed by the Group under s26 (1) of the Act. The persons appointed are shown in Appendix 4.

An alternate Group Controller who will act in the absence of the Group Controller has also been appointed.

In the event neither is available the person who declares the emergency is able to appoint a Group Controller at the time of declaration under s26 (4).

The Group Controller is able to under s28 (3) appoint a person to act on his/her behalf during any absence in an event. The appointee is able to use any of the powers granted to the Controller unless specifically prohibited.

The emergency powers available to the controller are in Appendix 12.


## Group Recovery Manager

The CDEM Group has appointed a Group Recovery Manager to carry out its recovery functions. The Recovery Manager reports to the CEG. The person appointed is identified in Appendix 4.

## Group Welfare Manager

The CDEM Group has appointed a Group Welfare Manager to carry out its welfare functions. The welfare Manager reports to the CEG. The person appointed is identified in Appendix 4.

## Area Co-ordinators

The CDEM Group appoints a person to be the Area Co-ordinator for each of the identified Civil Defence Areas – these areas are shown in the Volunteer Management Chapter. The persons appointed are identified in Appendix 4.

## **Emergency Management Office**

The Emergency Management Office co-ordinates and facilitates the 'day to day' planning and delivery of civil defence emergency management on behalf of the Group. General Tasks include:

- Administrative and advisory support to the CEG, and CDEM Group Committee.
- Project and financial management.
- Development and implementation of the CDEM Group Plan.
- Coordination of CDEM Group policy development and implementation.
- External liaison support with NEMA and other CDEM Groups.
- Relationships with responding partners.
- Coordination of monitoring and evaluation activities.
- Ensuring there is a functioning ECC.
- Engagement with the community.
- Maintaining the Community Link and radio system.
- Maintaining a communication system that links communities and the ECC.
- Educating the public and providing advice for emergency planning.
- Providing a Group wide warning system and coordination of non-declared events where it is required by the Group Adverse Event Plan.

## **EMO Timelines**

- Update contingency plans every 5 years or after an event.
- Group Plan review every five years.
- Public Survey every four years.
- Regional exercise every three years.
- Table Top Exercise of one of the contingency plans each year.
- Annual Survey every year.
- CEG Meetings twice a year.
- ECC and staff training every three months.
- ESCC Meetings every two months.
- Monitoring and Evaluation by NEMA.
- National Exercise facilitated by NEMA.
- Shakeout facilitated by NEMA.



## Emergency Expenditure

Costs for managing the needs of evacuees are fully refunded for both non-declared and declared events. These costs now include delivery of essential supplies to isolated families. They are either refunded through a process managed by NEMA or paid for directly by Ministry of Social Development.

Council has an insurance policy that covers costs incurred in taking the necessary precautions/ preventative actions designed to guard against, prevent, reduce or overcome the effects of any event which may cause loss of life or injury or distress to persons and excludes costs recoverable from National Emergency Management Agency and costs incurred in accommodating, transporting, feeding and clothing people who could not continue to live in their usual place of residence.

Council also maintains an emergency works fund for road damage.

## Disaster Relief Fund

The purpose of the trust is to meet the welfare and other needs of people who have suffered damage or loss following a natural or man-made disaster in the Gisborne District or elsewhere in New Zealand If the need for a relief fund is confirmed, then the CDEM Group will activate the Trust that has been established for the purpose of assisting those that cannot get assistance from other sources.

It will register up to five elected trustees and two community representatives to manage the claims process.

Two "administrative trustees" are currently appointed by the Council and listed in Appendix 4.

The trustees shall consist of not less than two but not more than nine and shall be appointed (in writing) by Council and may be removed (in writing) by Council.

The trustees shall be appointed in accordance with the following principles

- Two "Administrative Trustees" may be employees of the Council
- No more than two "Citizen Trustees" residents of the Gisborne District
- Up to five "Elected Trustees" the Mayor and elected members of Council.

Care must be taken when advertising for donations to make it clear that any surplus funds will be invested for the use in future events.

## Cost Recovery

Following an emergency response, claims may be prepared for government assistance in accordance with the National CDEM Plan Part 10 Clauses 159-164.

The objectives of financial support are to:

- Provide support by meeting some of the costs incurred in managing the response to and recovery from an emergency.
- Provide the minimum level of assistance required to restore an affected community the capacity for self-help.
- Return an affected community to a state in which normal social and economic activity can be resumed as quickly as possible.



#### Insurance

The Gisborne District Council has insurance to cover "costs arising out of or in connection with a civil defence event". These costs may be incurred in taking the necessary precautions or preventive actions designed to guard against, prevent, reduce or overcome the effects of any event which may cause loss of life or injury or distress to persons or in any way endanger the public.

The limit is \$500,000 in respect of any one declared State of Civil Defence Emergency and \$1,000,000 in the aggregate of one period of insurance (which is currently 16 months).

There is an excess of \$50,000 which is deductable from each claim.

Costs occured in accomodating, transporting, feeding, and clothing people who cannot continue to live in their usual place of residence and costs recoverable from the National Emergency Management Agency or any other government agency are excluded from the Council insurance policy.

References for the Development of the Management and Governance Section:

Legislation	CDEM Framework Documents
CDEM Act 2002 Sections 12-30	Previous CDEM group Plans
National Civil Defence Emergency Management Groups	Working Together: The formation of CDEM
Plan Order 2015 and Guide	(DGL1/02)
	Response Management: Director's Guidelines for CDEM Group and Local Controllers DGL 06/08 Revised October 2014



# Monitoring and Evaluation (M&E)

Our Plan has identified specific objectives and actions across the 4Rs which will guide work programming over the term of this plan.

## Introduction

Monitoring is a continual process that aims to provide management and stakeholders with early indications of compliance with responsibilities and progress and evaluation is about measuring effectiveness- i.e what is happening against the goals, objectives and targets that have been set.

## Principles

**Principle 1:** Regularly provide an overview of progress on the implementation of the Plan to the CDEM Group who will ensure the objectives are being met.

**Principle 2:** Understand the existing capability of the CDEM Group and report to Council on improvements that will allow any gaps to be addressed.

## Objectives

The main objectives of monitoring and evaluation are to:

- Enhance organisational learning.
- Ensure informed decision making.
- Support accountability.
- Build capacity and capability.

Learning from experiences results in more informed decision making and better decisions lead to greater accountability to stakeholders.

## Internally

The Co-ordinated Executive Group (CEG) will oversee the monitoring and evaluation of the Group Plan by receiving regular reports on the progress of the EMO at meetings.

A monthly update is sent to the GDC Chief Executive and Interplan (a Council reporting tool) is updated monthly and sent to Council Directors.



Following an event a debrief will be held with the key stakeholders and a lessons learnt and areas for improvement report will be provided to the Tairawhiti Emergency Manager, GDC Directors, Chief Executive and CEG will be updated at the next meeting.

## Externally

External monitoring is carried out through the Council Audit processes and NEMA's five yearly monitoring and evaluation process, using the National Emergency Management Agency 'CDEM Capability Assessment Tool'.

This tool creates an assessment of emergency management capability across each New Zealand CDEM Group. The assessment process uses both quantitative (assessment tool) and qualitative (interviews) processes.

NEMA undertook the second assessment of The Gisborne Group in October/November 2014. In 2010 we were scored 70.5% and in 2014 78% – with the Director setting a target for Gisborne of 76%.

In 2015 a National Capability Assessment Report was published and one of the aspects was the maturity matrix. This shows that the Group is in the Advancing/Mature area.

UNSATISFACTORY	DEVELOPING		ADVANCING	MATURE	
0-19%	20-39%	40-59%	60-79%	80-89%	90-100%

Areas that needed improvement have been incorporated into the Plan as objectives.

## **Group Plan Review Process**

The Civil Defence Emergency Manager will check the CDEM Group Plan for any changes or minor alterations in February each year to coincide with the first CEG Meeting of the year. Any amendments shall be discussed and acted upon then and the Plan updated in accordance with s57 of the CDEM Act.

Any major amendments that require review under s56 of the Act, unless deemed critical to the overall emergency management function of the Group, will be held over until a new Plan is made.

A full review of the Plan will commence before its 5 year last approval date.

The Draft Group Plan goes out to the community, key stakeholders and emergency partners for comments/submissions. If submissions are received and an agreement cannot be reached then a public hearing is held to reach agreement. The draft document is then approved by Council to be sent to the Minister of Civil Defence Emergency Management for comment before final approval by the Council.

The Plan then becomes operational.

Supporting documents mentioned in this plan, i.e. Standard Operating Procedures and Contingency Plans will be reviewed every 5 years and if significant change is required, after going to CEG, they will be re-approved by the CDEM Group.

## Legislative Compliance

The Civil Defence Emergency Manager is responsible for monitoring compliance of the CDEM Act and other relevant legislation.

References for the Development of the Monitoring and Evaluation Section

#### Legislation

CDEM Act 2002 Sections 17(1)(h) and 37(1) Biosecurity Act 1993 Building Act 1991 Fire and Emergency New Zealand Act 2017 Hazardous Substances and New Organisms Act 1996 Health Act 1956 Health and Safety in Employment Act 1992 Local Government Act 2002 Maritime Transport Act 1994

Resource Management Act 1991

#### **CDEM Framework Documents**

National CDEM Strategy 2007 Previous CDEM Plans National Civil Defence Emergency Management Plan Order 2015 and Guide

#### Other documents and resources

CDEM Group capability assessment reports Long Term Plans

# **Community Engagement and Education**

## Community engagement and education are important components in making the Gisborne District more resilient.

## Introduction

It is a challenge to get individuals and communities to prepare for an emergency event before one occurs.

Education programmes should increase the awareness and knowledge to communities. There are specific education opportunities for schools such as "What's the Plan Stan" and Exercise Shakeout.

CDEM employed a Civil Defence Training Assistant in 2015 with the main role being public education, training and exercise requirements.

#### Principles

**Principle 1:** An educated community understands the hazards, risks and warnings and is prepared.

Principle 2: An engaged community has the ability to manage a crisis when/if it occurs.

**Principle 3:** An engaged community will be prepared reducing the effects of the impact and aiding recovery.

	OBJECTIVE	ACTIONS
5A	Community engagement is coordinated and prioritised with other agencies/ organisations.	Identify existing networks and forums which would be beneficial for CDEM to engage with. Identify opportunities with CDEM partners to engage and educate the community.
5B	Engage with community link volunteers and communities.	Training days, Presentations and Workshops.
5C	Increase the uptake of CDEM education in the Gisborne District schools.	Develop and present an education plan/ programme to schools.

## **Community Readiness**

There is an expectation that the majority of people will be able to support themselves if affected in an emergency. The Council's annual satisfaction survey consistently show that over 85% say they could survive for 3 days. This is an acceptable level of preparedness as there are those that will never prepare and others that for whatever reason cannot.

Awareness of water sources at home and in the community is promoted, as is the installation of rainwater tanks. Storage is seen as a last resort, but is promoted with the warning of a possible emergency, such as severe weather or a volcanic event or immediately after an earthquake.

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



The Group accepts that there will be groups and people at risk and has established these as priority tasks for the ECC and the Community Link.

To support others that are overwhelmed or who have not prepared the Group has established a team of volunteers called the Community Link which has procedures in place to coordinate support to their communities.

More about the community link group is in the chapter - Volunteer Management.

Hauora Tairāwhiti are required to have a plan in place to support people with disabilities in times of emergency. The CDEM Group will assist them if that arrangement 'falls over'.

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

- Self-sufficiency for 72 hours.
- Having a family plan.
- Support to the elderly and children.
- Relieving mental distress

## Education

NEMA promotes "What's the Plan Stan" to schools. This helps primary and intermediate students to understand the hazards that we face, how to be prepared and what we should do in an emergency.

Turtle safe is promoted to young school children when they are out in the open.



CROUCH ON THE GROUND AND COVER YOUR HEAD, LIKE A TURTLE TUCKED UP IN BED



WHAT'S THE PLAN STAN





## East Coast LAB (Life at the Boundary)

This is a multi-agency project that brings together scientists, emergency managers, experts and stakeholders across the East Coast to make it easy and exciting to learn about natural hazards that affect us. Gisborne District Council is one of the parties involved.

This is a virtual lab with lots of online activities, information and news about earthquakes, volcanoes, tsunami and the science behind these hazards as well as what you should do if one occurs.



Check out the East Coast Lab at www.eastcoastlab.org.nz

## Four Yearly Survey

Every four years CDEM conducts a public awareness survey and asks questions like:

- Do you know what to do in an emergency
- Can you survive for three days
- What emergency resources do you have
- Where do you get your information from during an emergency
- Where is your community centre
- What hazards are we most at risk of

The highest percentages of awareness and preparedness were after the Christchurch earthquakes.

## **Annual Survey**

An annual residents' survey has a question regarding their ability to manage for 2-3 days without normal day to day services (have 2-3 days of emergency food, water and supplies).

The results have varied from 86%-96% in 2015. This is an indication to how community engagement and education is building a resilient community.

#### Shakeout 2015

ShakeOut is a national earthquake drill that currently takes place every three years and is a chance for everyone in NZ to practice the right action to take during an earthquake – Drop, Cover and Hold.

In 2015 11,586 Gisborne people registered and this was slightly lower than the 2012 registration of 13,107 with some schools participating but not registering.





#### References for the Community Engagement and Education Section

#### Legislation

CDEM Act 2002 National CDEM Plan 2015 and Guide

#### CDEM Framework Documents

Public Information Management – Director's Guidelines (DG 14/13)

#### Other documents and resources

Public Information Strategy 2010 Public Information Plan 2010 Communication SOP 2010

# Public Information Management (PIM)

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The provision of timely, appropriate and consistent information to communities before and during an emergency and after during the rehabilitation and recovery phase.

PIM sits across the 3 of the 4Rs – Readiness, Response and Recovery. See the Public Communication Strategy and the Public Information Plan.

## Introduction

Public Information Management (PIM) is vital:

- Before an event/emergency to engage and educate the communities
- During an emergency to support the management of the event and enable people to understand what is happening and what they need to do to look after themselves, their families and property and
- After the event during the Rehabilitation and Recovery Phase to inform and advise people of what to do and what support is available.

Public Information involves collecting, 73rganizat and sending out information to the public.

In our Group the PIM is divided into 2 sections – Customer Services and Media as usually Council's Customer Services are the first point of contact for many people.

Recent events have shown the increasing importance of social media as a form of communicating with the public and other media.

Public Information must be consistent with the national messaging.

## Principles

**Principle 1:** Before an emergency event efficient and effective PIM will positively influence public 73rganiza and help people provide for their well-being.

**Principle 2:** During an emergency event the delivery of timely, consistent and coordinated key messages and information will create strong public confidence in the response.

**Principle 3:** CDEM, emergency services and lifelines will coordinate the key messages so the public are not getting conflicting information or too many sources of information.

**Principle 4:** After an event and during the rehabilitation and recovery phase people will need advice on where to go to access support and help.

	OBJECTIVE	ACTIONS
6A	Maintain positive relationships with the media.	Develop a PIM team that can be activated during emergency events.
6B	Develop social media as a communications and intelligence gathering tool.	Ensure a consistent approach to engaging people through social media. Ensure a consistent approach is taken to using the GDC website as key information before, during and after an emergency.

Principle 5: CDEM will embrace all forms of communicating with the public.



OBJE	CTIVE	ACTIONS	
6C	Maintain a relationship with other Council Sections especially Customer Services.	The Manager Customer services shall be invited to meetings during adverse and other events so the information is taken back to the staff that initially take the calls from the public.	
6D	More efficient use of resources.	Develop key messages that can be put out in emergency events. With press releases and interviews.	
6E	To work as one unified group during an adverse event but decide who will put out any communications – so everyone is giving out the same message.	The Incident Management Team (IMT) will decide who will be the lead agency and understand that this may change as the event evolves.	

#### Vulnerabilities

The public networks, both line and cell phone, main risk is from overloading. Mitigation of this problem is through the public education (use of text messaging, prearranged meeting points and plans).

There is also risk of losing cell phone coverage through physical damage in a hazard event. The chance of losing outside phone links has been lessened by the installation of a fibre optic link to Napier and recently around the coast to Opotiki.

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

With technology and the 74rganization74 of equipment there are many alternatives available to be used in emergencies. Some are 74rganizati in the Communications SOPs, others will be identified "on the day" through local knowledge.

## Phone

If working, phone and email will always be the most common form of communication between responding agencies during an event.

The Civil Defence 74rganization has its own switchboard, with six external lines and internal extensions in the ECC. Its use is reserved solely for Civil Defence use.

#### Radios

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

#### Website

The Council website has an area on the homepage that indicates the status of CDEM and current situation. The current situation is also disseminated via the council facebook page. This reduces the number of phone calls made by the public.

From the home page the public can also link to the status of the local roads and state highways and to real time data about rainfall rates and river heights.

## Social Media

Recent events have shown how important the use of social media is with many of our community using this form of communication. The CDEM Group must also embrace this form of media both before and during an event to engage the communities.

Users are talking, sharing, informing, connecting and collaborating on line – unlike traditional media interaction is the key to social media. Social Media can be used to:

• Provide information and advice

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- Share preparedness tips
- Build trust and strong relationships with the community
- Quickly share information about potential or occurring emergencies
- Request and confirm information from the public
- Build situational awareness for the community and responders

Many people still do not have access to this type of technology so social media should be used in conjunction with traditional media and communications.

## Mainstream Media

The EMO has a good working relationship with local and national media fostered over many events. Media has an important part to play in any emergency event:

- Informing the public that something is happening and they need to pay attention so they can receive additional information
- Direct the public to sources of additional information so they can protect themselves from potential risk.

The EMO advises local people to tune into local radio stations for up to date information and in some cases the radios may provide 24 hour coverage of the event.

Media can now provide immediate and continuous updates through contributions from people experiencing the crisis so there is an increased demand on emergency organisations to keep pace with this information delivery.

This can be done by using social as well as traditional media to provide updates on the emergency event immediately and continuously.







## **VOLUNTEER MANAGEMENT**

Providing opportunities for people to help their communities both before and during emergencies and during the recovery phase.

The Emergency Management Office needs to develop a Volunteer Management Plan. Volunteers fall into two categories:

- Established Volunteers sit across the 3 Rs readiness, response and recovery and
- Spontaneous Volunteers sit across the 2 Rs response and recovery

Principle 1 Volunteer engagement can increase the capacity of the CDEM 76rganization.

Principle 2: Volunteers deserve recognition for the positive contribution to their communities.

**Principle 3:** CDEM organisations need to be flexible and cooperative in their approach to working with volunteers and their communities, throughout the 4Rs of emergency management.

	OBJECTIVE	ACTIONS	
7A	Clarify community link volunteers roles and responsibilities, understand liability and job protection, health and safety and compensation issues.	Hold training days for Area Coordinators and Community Emergency Managers in Gisborne and up the Coast.	
7B	Ensure community link volunteers training needs are considered and involve them in exercises.	<ul> <li>Area Coordinators and Community Emergency Managers email group set up:</li> <li>Notification of events and warnings.</li> <li>Newsletters sent out at least every six months.</li> </ul>	
7C	Develop a plan to coordinate spontaneous volunteers.	S Look at the involvement of volunteers in other area Put in place agreements with other agencies if this appropriate	

## Established Volunteers

Established volunteers are those that have been identified before an event and are affiliated with NGOs such as Red Cross and Salvation Army and community groups such as Three Rivers Patrol (affiliated with the Police).

## Community Link

For the purpose of community management the District has been divided into areas, each of which contains a number of communities – there are 42 in total. These are shown in the maps on p 75 and 76. As communities grow the need for further areas will be considered.

The Area Co-ordinators, Community Emergency Managers and their teams provide the link between the affected communities and the Controller through the ECC Operations Managers. Both are given independence to act with the resources available to them. Full details of the roles and responsibilities are contained in the respective SOPs-Area Coordinators and Community Link SOP.



The Community Link's main functions include: information management, response activity coordination and the welfare of isolated or displaced families. The Community Link personnel are instructed not to get involved in the 'doing' of response activities so as to remain free to maintain an overview of all activities happening in their community.

Their priorities are children, especially preschools, the elderly whether in care or at home and those less able to care for themselves.

## **Training and Exercises**

The effectiveness of the District's response will to a major extent be reflected by the quality of the personnel who make up the 77rganization and their training. Relationships with the partners and the overall preparedness of the public to meet a particular disaster are also a contributing factor.

Training for Community Emergency Managers and Area Coordinators is being undertaken over the next few years. These look at the roles and responsibilities of community link, roles and responsibilities of the senior ECC staff, emergency services, welfare, PIM and what is expected from each group.

Table top exercises that involve community link are held regularly and community link volunteers are activated during adverse events especially in the Te Karaka and Uawa areas.

A quarterly newsletter is sent out with information from NEMA, the Controller, EMO, Recovery and Welfare Managers.

## **Communications with Community Link Groups**

The radio system for the Civil Defence Organisation is based in the Communication Centre in the EMO, Fitzherbert Street. All nets can be monitored from the Centre if necessary.

All area headquarters are provided with two base sets, one link to the ECC, the other to link to the communities within their area.

Community Emergency Centres have a base set to link with their next higher headquarters and some communities have handhelds.

#### Spontaneous Volunteers





Spontaneous volunteers are community minded people that are generally not affiliated to any CDEM Group or partner 77rganization. These volunteers are not specifically trained in emergency management.

Such volunteers often have a wide range of skills and experience but still require direction, management and leadership.

Spontaneous volunteers have not been used by the Gisborne CDEM Group. However these groups often develop sporadically immediately after an event. Therefore we need to look at using these people in an area that suits their skills and experience taking into account the requirements of health and safety.

Examples of spontaneous volunteers are the Farmy and Student Army that helped out in Christchurch after the 2011 Earthquakes and the Volunteers that helped with the beach cleanup during the marine oil spill response in Tauranga.



## Enhanced Taskforce Green (ETFG)

When the focus turns to clean-up and recovery the Government may approve an Enhanced Taskforce Green work programme to provide assistance with the clean-up.

Local councils may engage with Work and Income to make appropriate arrangements.









Council's role is to 80rganiza and provide appropriate safety clothing and equipment and oversee day to day management of the work programme.

Relevant programme costs will be covered by an upfront lump sum payment by way of a contract with MSD. ETFG workers are paid the adult minimum hourly wage for a 40 hour week.

## Protection under the CDEM Act 2002

Under the CDEM Act 2002, volunteers who operate under the direction of CDEM 80rganization during a declared emergency are eligible (some exceptions apply) for:

- Compensation for personal loss or damage to personal property for those who carry out CDEM.
- Tasks under proper instruction (section 108(1)).
- Protection from liability for loss or damage occurring in the exercise or performance of his or her functions, duties, or powers under the Act (section 110), and
- Protection from dismissal from paid employment on the basis of absence on duty (section 112(1)).

Volunteers who operate under the direction of CDEM during a non-declared emergency do not have coverage under these provisions, and must rely on the general law and their personal insurance arrangements.

Other sections of the CDEM Act relevant for volunteers are 108(1), 110 and 112(1) or Appendix C1 of the Director's Guidelines DGL 151/13 – Volunteer Coordination in CDEM.

## Protection under the Health and Safety at Work Act 2015

Under the new Health and Safety at Work Act a Persons Conducting a Business or Undertaking (PCBUs) has a primary care of duty, so far as reasonably practicable, to ensure the health and safety of workers who are working for them – this also includes volunteers who may be at risk from the work done.

PCBUs must ensure that nobody's health and safety is put at risk by the work done as part of the PCBUs activities.

Volunteers must also take reasonable care of their health and safety and that any acts or omissions do not adversely affect the health and safety of other people.

Community Link Volunteers must cooperate with any reasonable policy or procedure from the owner or their representative from the buildings/places where they are operating e.g the Community Emergency Centres.

Community Link Volunteers are there to advise the Controller and his/her team on what help is required – they are not expected to do the work

Volunteers must understand that at all times health and safety is priority and they have the right to question if they believe there is a risk to their or others safety.

## Protection for asked and spontaneous volunteers

CDEM organisations are not responsible for the actions of spontaneous volunteers who selfactivate during an emergency response and operate under their own direction.

However, if CDEM organisations choose to task spontaneous volunteers (i.e. register, brief, and deploy them into CDEM-led tasks) during a response, those volunteers are subject to the same coverage as CDEM-trained volunteers under both the CDEM Act 2002 and the Health and Safety in Employment Act 1992.

Each CDEM organisation needs to decide whether tasking spontaneous volunteers is right for them, and develop plans and processes accordingly.

## Obligations to Volunteers

CDEM organisations are responsible for ensuring:

- CDEM-trained volunteers are aware of and understand their legal status prior to an emergency
- tasked spontaneous volunteers have their legal rights explained to them when they register, or during their initial briefing, and
- information is available to non-tasked spontaneous volunteers, should they request it.

CDEM organisations need to have robust systems in place to support their volunteers both during and after declared and non-declared emergencies. This is an essential part of recognising the valuable contribution that volunteers make.

CDEM organisations may consider examining their insurance arrangements, and suggesting alterations to cover their volunteers during non-declared emergencies.

References for the Development of the Volunteer Management Section:

**Legislation** CDEM Act 2002 National CDEM Plan 2015 and Guide **CDEM Framework Documents** Volunteer Coordination in CDEM – Director's Guidelines (DGL 15/13)



## Welfare

# Ensuring the wellbeing of individuals and the community during and after an event.

Welfare services support individuals, families and whanau, and communities in being ready for, responding to, and recovering from emergencies, which includes the following welfare services sub functions:

- registration
- needs assessment
- inquiry
- care and protection services for children and young people
- psychosocial support
- household goods and services
- shelter and accommodation
- financial assistance
- animal welfare

C	DBJECTIVE	ACTIONS
8A	Develop and maintain the welfare planning tools.	EMIS training is available for the key Welfare people. Keep the personnel list and contact numbers up to date. Provide administrative support to the Welfare Group Meetings.
8B	Review the Group Welfare Plan.	The Group Welfare Plan was last updated in 2013 however the new Director's Guidelines were published in 2015 and the GDC Plan needs to incorporate these changes.
8C	Provide welfare training and exercises.	Involve the Welfare Group in events and exercises and training for community link volunteers. The Welfare Group shall be involved in the debrief process.

## **Roles during Reduction and Readiness**

During reduction and readiness each agency involved with welfare services responsibilities is to:

- develop and review plans to ensure continuity of its essential services and contributions to wider welfare provision; and
- work with agencies responsible for coordinating the relevant welfare services; and
- develop capability and capacity so that the group can work during an emergency; and
- establish regular communication and reporting lines within local and regional offices; and establish and maintain inter agency communications.



During reduction and readiness each agency responsible for coordinating welfare services sub functions is to:

- develop, maintain and exercise arrangements for the coordination and delivery of the sub functions
- regularly test and exercise the response and recovery arrangements
- participate as an active member on the Welfare Coordination Group (WCG)

## Roles during Response and Recovery

During response and recovery each agency involved with welfare services responsibilities is to:

- provide timely services and information on those services to affected communities
- establish regular communications and reporting lines to local and reginal offices
- if required, and practical to do so, provide additional personnel

During response and recovery each agency responsible for coordinating welfare services sub functions is to:

- work with relevant support agencies to ensure that the community needs are being met and that services and information (operational and public) is being shared
- work with other agencies so that services and information is coordinated and aligned to meet the needs of the community
- report on their performance and coordination to the CDEM Welfare Manager or Recovery Manager.

## Group Welfare Manager

The Group Welfare Manager is appointed by the CDEM Group and operates from the ECC. Their role is to;

- co-ordinate the CDEM welfare function during the reduction and readiness; and
- chair the Welfare Coordination Group (WCG); and
- oversee the establishment and maintenance of arrangements and plans for the delivery of welfare services coordination across the welfare sub functions during response and recovery; and
- coordinate with local welfare managers as well as the agencies responsible for delivering the welfare services sub functions
- communicate and report to the Controller on the provision of the welfare services
- coordinate with the National Welfare Manager or other Group Welfare Managers to ensure consistent and coordinated delivery of welfare services and information to the affected communities.

## The Welfare Coordination Group (WCG)

The WCG is chaired by the CDEM Group Welfare Manager, and members are the agencies responsible for coordinating the nine welfare services sub-functions in the CDEM Group's area.

In readiness, the WCG provides planning input and coordination at the CDEM Group level, and supports the development of welfare arrangements at the local level.

The WCG also develops work programmes for the CDEM Group, and local levels (where appropriate).



In response and recovery, the WCG oversees the delivery of welfare services to affected local communities and individuals. It also enables coordination across welfare services sub-functions.

The WCG works under the direction of the CEG (in readiness), the CDEM Group Controller (in response), and the CDEM Group Recovery Manager (in recovery).

#### Welfare Resources

As far as practical any items required by evacuees will be sourced from the community that they are from or evacuated to.

Unless specialised equipment/resources are required that are not available within the District, all requests for outside help will be in the form of cash. This will enable evacuees to purchase food and household items from their local shops.

If requests are received for assistance with resources from other Districts, the Gisborne CDEM Group will actively encourage cash donations.

#### **Community Emergency Centres – CECs**

These are activated centres (usually schools) in the community where affected people can go to get help in the event of an emergency. Each community centre has radio contact with the ECC (formerly GEOC) and is manned by the Community Emergency Managers and their staff.

In the rural areas the CECs may also be the areas welfare centres. In Gisborne city the Welfare centre is at either the Lawson Field Theatre, Fitzherbert Street or the Salvation Army Worship and Community Centre, 389 Gladstone Road.

These may also be called Civil Defence Centres (CDCs).

#### **Civil Defence Centres (Welfare Centres)**

These facilities are established and managed by CDEM during an emergency to support individuals, families/whanau, and the community. CDCs are open to members of the public, and may be used for any purpose including public information, evacuation, welfare, or recovery, depending on the needs of the community.

CDCs are operated by CDEM-led teams (including CDEM-trained volunteers), or by other agencies as defined in CDEM Group Plans or local level arrangements.

In the Gisborne District area these may be the Community Emergency Centres.

#### Community Led Centres

Community members and /or community based organisations may establish and operate centres that offer support to the community

These centres do not fall under the direction of CDEM, although they may coordinate with and operate alongside CDEM led facilities.

#### Welfare Functions

The functions of the welfare group relate to the care of evacuees and those isolated in their homes, the key activities are:

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WELFARE SERVICES SUB-FUNCTION	AGENCY RESPONSIBLE NATIONAL LEVEL	AGENCY RESPONSIBLE REGIONAL LEVEL	
Registration.	NEMA	CDEM Group.	
Needs assessment.	NEMA.	CDEM Group.	
Inquiry.	NZ Police.	NZ Police.	
Psychosocial support.	Ministry of Health.	District Health Board (DHB).	
Care and protection services for children and young people.	Child, Youth and Family.	Child, Youth and Family.	
Household goods and services.	NEMA	CDEM Group	
Financial assistance.	MSD – Ministry of Social Development.	MSD – Ministry of Social Development.	
Shelter and accommodation.	NEMA: shelter and emergency accommodation. MBIE – Ministry of Business, Innovation and Employment: temporary accommodation.	CDEM Group: shelter and emergency accommodation. MBIE – Ministry of Business, Innovation and Employment: temporary accommodation.	
Animal welfare.	MPI – Ministry for Primary Industries.	MPI – Ministry for Primary Industries.	

## Registration

Involves collecting information from people to identify who have been directly affected by an emergency and may require emergency welfare services.

The Group Welfare Manager will be responsible for the establishment of the central registry for the Gisborne District and will be maintained in the Emergency Management Information System (EMIS) database.

People will register at the Civil Defence Centre (CDC) which is the Lawson Field Theatre or other appropriate place. Persons collecting personal information must be made aware of the Privacy Act requirements.

## Needs assessment

CDEM Groups are responsible for identifying the needs assessment including working with support agencies to: identify and deliver services and information to address welfare needs.

The following agencies may be required to provide the following services

- District Health Board (DHB) who assess health and disability requirements; and
- Ministry of Primary Industries (MPI) who assess the needs on farms and rural communities as well as identify animal welfare needs; and
- Ministry of Social Development (MSD) who assesses financial assistance and temporary accommodation for displaced persons; and
- NZ Police who coordinate inquiries and provide information; and
- Te Puni Kokiri (TPK) who facilitate/coordinate support for Maori and engage with iwi, hapu, whanau; and
- Maori communities to ensure their needs are met; and



- New Zealand Red Cross, Victim Support and Salvation Army who support community based needs assessment and outreach; and
- St John who support the regional health response to welfare needs.

## Inquiry

Involves identifying people who have been affected by an emergency and assisting family, whanau and friends to make contact.

The New Zealand Police are responsible for processing these inquiries and DHBs, ambulance services and the Ministry of Education (MoE) provide support.

## Care and protection services for children and young people

Ministry of Social Development (MSD) through Child, Youth and Family is responsible for the delivery and coordination of care and protection for children and young people who have been identified (after registration in the CDEM EMIS Welfare Registration System) as being separated from parents, caregivers or legal guardians during an emergency.

Ministry of Education (MoE), NZ Police, Red Cross and Te Puni Kokiri provide support.

## Psychosocial support

Psychosocial support during an emergency and throughout the recovery period (irrespective of the duration) is about easing the physical, psychological and social difficulties for individuals, families/ whanau and communities, as well as enhancing wellbeing.

Effective psychosocial recovery ensures that other aspects of the recovery process (e.g. rebuilding) do not result in further harm to individuals or their communities.

The DHB is the agency responsible for coordinating psychosocial support with the following agencies also involved – Ministry of Education (MoE), Ministry of Primary Industries (MPI), Ministry of Social Development (MSD), Te Puni Kokiri (TPK), NZ Red Cross, Salvation Army and Victims Support.

## Household goods and services

CDEM Groups are responsible for coordinating household goods and services including food, water, groceries, medication, clothing, bedding and pet food, to people who have been displaced or who are sheltering in a place.

CDEM are supported by the District Health Boards (DHBs), local authorities, Ministry of Primary Industries (MPI), Defence Force (NZDF), NZ Food and Grocery Council and Red Cross and Salvation Army.

## Shelter and accommodation

The provision of shelter and accommodation is for people who have to leave their homes as a result of an emergency – they become displaced persons.

- Shelter is provided in a communal facility for only a few days to protect displaced persons from the elements and danger; and
- Emergency accommodation is generally no more than 2 weeks; and
- Temporary accommodation for people who cannot return home for a prolonged period (weeks, months or possibly years).



- CDEM Groups are responsible for planning and coordinating the provision of shelter and emergency accommodation.
- Ministry of Business, Innovation and Employment (MBIE) is responsible for coordination and provision of temporary accommodation. Support is from Housing NZ (HNZ), Ministry of Education (MoE), District Health Board (DHB), Ministry of Social Development (MSD), Defence Force (NZDF) and Te Puni Kokiri (TPK).

## Financial assistance

Ministry of Social Development (MSD) is responsible for the coordination of financial support to people affected by an emergency with support from local authorities (local disaster relief fund and mayoral fund), Accident Compensation Commission (ACC), Earthquake Commission (EQC), Inland Revenue Department (IRD), Ministry of Business, Innovation and Employment (MIBE), Ministry of Primary Industries (MPI), and other community based groups such as Red Cross and Salvation Army.

## Animal welfare

All animal owners or persons in charge of animals should develop their own plans for care for their animals during emergencies.

Ministry of Primary Industries (MPI) is responsible for animal welfare services with support from Federated Farmers, NZ Veterinarian Association, Royal NZ Society for the prevention of Cruelty to Animals (RSPCA) and local authorities (animal control, services).

Ministry of Primary Industries (MPI) will advise local authorities on the disposal of dead animals and Medical Officer of Health or health protection officers will advise local authorities on public health issues that may result from the death and disposal of animals.

## **Rural Support Trust**

The East Coast Rural Support Trust is a charitable trust covering the East Coast of the North Island from East Cape to Cape Palliser.

The East Coast Rural Support Trust is part of a nationwide network of Rural Support Trusts that can assist rural individuals and communities during and after extreme weather and other declared adverse events. They are able to access Government adverse event funding and utilise support from many Government agencies to help rural individuals and communities get back on their feet.

The Trust members are local rural people with a wide range of experience and knowledge in dealing with challenging rural situations.

## Welfare in the Recovery Phase

Coordination of recovery is the responsibility of the Group Recovery Manager.

Government Departments and voluntary organisations assisting during response may be required to continue to provide assistance during the recovery phase.

If the Group Welfare Manager is unable to continue in the role in the recovery phase then the Deputy Recovery Manager is to assume responsibility for co-ordinating welfare efforts for those families still isolated or unable to return to their homes.

The Civil Defence Emergency Manager will normally act as the Deputy Recovery Manager.



Other Documents and Resources

Welfare SOP 2013

References for the Development of the Welfare Section

#### Legislation

CDEM Act 2002 National CDEM Plan 2015 and Guide

#### **CDEM Framework Documents**

Welfare Services in an Emergency – Director's Guidelines (DGL 11/15)



WELFARE GROUP 2014



# Lifeline Utilities

# Committing to actions that will ensure continuity of Lifeline Utilities operations during and after an event.

Lifelines utilities are defined either by name or by function in the CDEM Act 2002 and include the operators and distributors of radio, television, roads, rail, water, sewerage, storm water, airports, ports, telecommunication, electricity, gas and petroleum products.

Under the Act a lifeline utility must ensure that they are able to function to the fullest possible extent during and after an emergency (CDEM Act 2002 Schedule 1, Part A and B, Section 60).

The roles and responsibilities are outlined in part 5, clause 60 (roles during reduction and readiness) and 61 (roles during response and recovery) of the National CDEM Plan.

The roles during readiness and reduction include:

- Developing business continuity plans to:
  - Identify critical assets and business processes, assess their vulnerabilities and undertake appropriate actions to reduce the risks they face; and
  - Outline response and recovery arrangements including appropriate contracting arrangements with key suppliers.

The roles during response and recovery include:

- Activating business continuity response and recovery plans; and
- Establishing contact through the Lifeline Coordinator with the ECC; and
- Operating within established CDEM coordination mechanisms.

The roles and responsibilities of the Lifelines Coordinator include:

- Leading the lifeline utility coordination operations in the ECC or recovery office; and
- Linking the lifeline utility coordination operations in the ECC or the Recovery office; and
- Providing information and advice to the Controller or Recovery Manager on the consequences of an emergency and response and recovery priorities; and
- Providing information to lifelines utilities or sector coordination entities on CDEM activities

Therefore there is a requirement for lifeline utility 'owners' to address the following (but not in isolation):

- Hazard mitigation.
- The setting of priorities for the restoration and use of supplies.

Tairawhiti Lifelines Group has been established for the coordination of emergency response under the act and to collaboratively work together to manage risks and ensure response and recover is effective an efficient. (Refer terms of reference for the group).

Utilities have continuance planning in place, most are commercially driven and target restoration of service as a high priority to ensure that customers "minutes out of service" are minimised as this leads to lost revenue and in some cases are legislatively driven.

From an emergency management perspective lifelines will ensure utilities can prioritise work by understanding the interdependencies between utilities.



The following is a brief summary of the local infrastructure:

## Electricity

Electricity is supplied by a sole transmission line from Tuai (carrying 2 circuits); the line crosses some highly unstable land.

Apart from the emergency response outlined below, Eastland Network must maintain a plan for the restoration of services to the priorities shown below.

Responsibilities of the retail/generation and network companies:

The electricity sector is now much more fragmented than it was historically with a multitude of energy retailing and/or generation companies (the big five are; Contact Energy, TrustPower, Mighty River Power, Genesis and Meridian) as well as some smaller players. The network transmission and distribution assets into the District are owned and operated by Eastland Network, who take supply from Transpower at Tuai.

During an emergency event the responsibilities are:

- 1. Generation Companies, and Transpower consult with and assist Eastland Network in the restoration of power to the consumers in the District.
- 2. Eastland Network.
  - Remove electrical hazards that could endanger people, and restore power to essential services as shown below.
  - Provide an Eastland Network Liaison Officer to the ECC as required to assist and advise the Controller.
  - Provide information for the Controller and the public concerning restoration times.

#### **Priorities**

Power should generally be restored in the following order of priority:

- 1. Hospitals and emergency medical centres.
- 2. Main welfare centres.
- 3. Water reticulation.
- 4. Sewage systems.
- 5. Retirement Villages
- 6. Energy Control Centre/Emergency Services/Group ECC.
- 7. The Community.

#### **Emergency Procedures**

Eastland Network has emergency transmission towers that are available to replace any damages on the Tuai line. Once on site they can be erected, provide one circuit (normally two) depending on weather and extent of damage on site and will be functional in 24 hours.



**PUHA SUBSTATION JULY 2015** 



## Natural Gas

The Gas supply comes via a pipeline from Taranaki via Bay of Plenty through the Waioeka Gorge.

Apart from the emergency response outlined below, First Gas must maintain a plan for the restoration of services and the neutralising of hazards. They must also plan to meet the priorities where appropriate as shown over the page.

#### **Responsibilities**

The responsibilities of First Gas during a Civil Defence emergency are:

- Protection of Life and Property
- Assess extent of hazards and damage.
- Make safe any hazards or damage.
- Restore supplies in a controlled and safe manage.
- Provide information for the Controller as required and establish links between respective media liaison officers for release of information to the public.

#### **Priorities**

Gas should generally be restored in the following order of priority:

- Hospitals and emergency medical centres.
- Main welfare centres.
- Retirement village.
- Energy Control Centre/Emergency Services/District ECC.
- The Community.

In the event of an LPG/CNG incident the Fire Service must be called and will provide site control.

## Petroleum

There is no one agency able to provide an overview on the fuel status in the Gisborne District. The Group ECC Logistics Section will as a priority ascertain this from individual companies from their dispatch centres.

The fuel supply is very vulnerable; delivery is via truck from Hawke's Bay, on average 34 per week or 1768 per year, this is expected to increase with the projected increased activity in forestry.

With normal fuel demand very few outlets in the District would last more than five – six days without running out.

Aviation fuel is also supplied by road, from two different suppliers. The Air BP/Z Energy provide AV Gas (aviation) and Jet A1 fuel onsite at the Airport. There is no standby power system and would require the provision of a generator.

There are two outlets in Gisborne that are able to supply fuel in a power outage, they are Gisborne and Makaraka Service Stations (Caltex) which have been prepared to take generators. Both these stations will be strategic assets in a Civil Defence emergency with at least one of them probably being needed for emergency service use only.

Shell Midway has indicated that wiring their station for a generator can be carried out when required.



This vulnerability will require an active conservation media campaign for the public and perhaps a rationing program, if it appears the event may disrupt the supply route for more than seven days. Suitable publicity and the fact that vehicle movement will be restricted should mean that normal rates of consumption figures are lower.

The priorities for the Logistics Section of the ECC in an emergency event will be:

- To establish the fuel reserves and likely consumption period.
- Arrange for the fuel supplies at Gisborne Service Station and Caltex Makaraka to be reserved for Civil Defence use.
- Ensure aviation fuel is available at the Airport.
- Maintain a register of fuel availability for the duration of the event.
- Liaise with the emergency services to ensure their fuel requirements are being met.
- Develop with the media liaison officer an active publicity program of fuel conservation and if necessary initiate the concept of rationing to the ECC management team.

#### **Emergency Procedure**

Caltex have portable pumps that are able to pump diesel and petrol from 'bulk' transporters. (unable to pump up, i.e. from barge) Petrol pump needs a compressor.

Information re current stocks is available from company dispatch centres. There is a small capacity in 'private hands' such as forestry companies. Fuel companies do hold a register of these.

## Road Networks

The Roading system, both State Highway and Council roads are extremely vulnerable to any natural hazard. The region's aging bridges are especially vulnerable in times of high rainfall, where forestry slash and debris is washed down waterways and amassed at bridges (as shown in the image over the page). The build-up of slash is a large risk, it puts a large amount of pressure on the structure and can result in additional flooding, scour damage, bridge damage and potentially collapse.

Gisborne's bridges are hugely critical to the region, not just providing road user access to areas otherwise inaccessible via land, but also providing access for utility assets. The bridges are critical for lifeline utilities as they often have important utility services attached (electricity, water, gas and telecom).

The road systems are vital for the restoration of other lifeline utilities and for fuel supplies so will receive a priority of effort for reinstatement to at least one lane. Access to the Waingake and Waipaoa water treatment plants is a very high priority, due to the need to provide/restore healthy drinking water supplies to the public.

Contractors have agreements to provide services in emergency situations, and the recently awarded road Network Outcomes Contracts, which include management and operations of both the State Highway and local road networks, have seen closer inter-district relationships which will be of benefit should an emergency situation arise.

There is some concern however that the Contractors have similar agreement (to provide resources in emergency situations) with other Roading authorities, putting strain on the available resources.



Work is progressing on a Roading resilience map of the top 50 known weak points on the Roading network which are susceptible to road closures. These can be caused by erosion, earth movements or weather events and may be benign during the summer but reactivate during the winter.

The projects will be tasked for resilience funding, one site is completed with two in the construction phase and completed in 2016/2017. A review of alternative routes in and out of the District will also be revisited to consider if they are still appropriate.

#### **Emergency Procedures**

As part of the Network Outcomes Contracts, and in agreement with Tairawhiti Roads and other stakeholders, the suppliers will develop Emergency Procedure and Preparedness Plans. The Emergency Procedures and Preparedness Plan (EPPP) defines the roles, practices and procedures in preparation for and during an incident response event.

To enable rapid restoration of bridges, the NZ Transport Agency hold a stock of 60 Bailey Bridges (30 foot). Up to four (100-120 foot) can be joined as a single span for class one vehicles. Once at the site erection time is relatively short.





## **Priorities**

Road access should generally be restored in the following order of priority:

- 1. Hospitals and emergency medical centres
- 2. Main welfare centres
- 3. Water treatment plants
- 4. Other utilities (access to key power, gas, airport etc. assets)
- 5. Other State highways
- 6. Other local roads (prioritised by classification)



GLADSTONE RD BRIDGE SEPTEMBER 2015

PUHA BRIDGE SEPTEMBER 2015

## **Telecommunications**

The loss of telecommunications through natural or technological hazards will cause significant disruption to every aspect of the Groups area for all transactions, emergency response systems and normal communications.



All communication facilities are reliant on power and access to service them. Spark has a number of hazard vulnerable installations and services on key bridges. Loss of any number of these could result in the District being isolated for phone and internet connections.

Vodafone mobile service does exit the District via different infrastructure so could provide some minor voice backup, but its infrastructure is still reliant on the same services and access problems.

#### **Emergency Procedures**

Spark does hold some stock of fibre replacement and can fairly quickly establish a temporary repair, but any loss to the copper network will require a considerable logistical exercise to bring replacement cable into the District. There are extensive plans in place to resource repair capability from around the country.

#### Critical Establishments

Gisborne Hospital uses electricity and gas for water heating. Diesel generators are available to supply electricity to key parts of the Hospital and to run the boilers. Te Whare Hauora o Ngati Porou also has sufficient generating capacity to function at an effective level.

The ECC communications room has a diesel generator capable of allowing normal operations. The Council offices in Fitzherbert Street has a generator capable of servicing the whole complex.

Emergency Services, both the Police and Fire Service have enough emergency capacity to sustain their key activities.



## **Eastland Port**

#### Overview of activity

Eastland Port is a pivotal asset to the Eastland region providing an export port facility for regional cargoes (primarily timber products), fishing industry production and an intermodal transfer for national products.

The port is in operation 24/7/365 and accepts vessels up to 200m length overall.



The port works closely with the GDC Marine Oil Spill Response Team providing staff and vessels to help with any spill response in the harbour area.

The port has Local, National and International regulatory and compliance protocols that it adheres to and is compliant with the MNZ National Port and Harbour Marine Safety Code and is a Maritime Security ISPS code registered area.

The Port has current Emergency plans and procedures for:

- Personal Injury Serious Harm Incident
- Fire
- Earthquake
- Severe Wind Storm
- Internal Flooding
- Hazardous Substance Spill or Emission
- Major Power Outage
- Tsunami
- Intruder or Abusive Person On Site
- Volcanic Ash Fall Out
- Bomb Threat

During an emergency event the responsibilities are:

- Protection of Life (Staff) and Property (Port Infrastructure)
- Ensure any vessels in port are safe and secure.
- Assess extent of hazards and damage.
- Make safe any hazards or damage.
- Provide information to the Controller as required.

## Airport

#### Overview

The Airport is an important regional asset enabling air transportation in to and out of the district of commercial and recreational aircraft together with medical evacuation flights and emergency flights in the event of a large scale emergency or Civil Defence emergency event.

The airport has an all-weather, night capable sealed runway of 1310 m in length along with, three grass crossing runways, 1150m, 1170m & 763m, daylight use only, by light aircraft and military C130's surface conditions permitting.

The central 30m wide section of the runway from northern end to the rail crossing some 880m was in 2015 milled and replaced (depth 100mm) to provide extra structural strength, the remaining section (south of rail line) is planned for 2017/2018.

The Airport is serviced by a single electrical supply line, Control tower, runway lighting systems have a standby auto start diesel generator, and navigational aids have battery back for a period of time. There is a small manually operated generator capable of providing limited lighting within terminal building during power outages.



The Airport is also serviced by single lines / pipes of other utilities for which there is no backup/standby:

- Watersupply.
- Wastewater, the airport has a sewer pump station which pump sewage up to Chalmers Road Council gravity system. Estimate approx. ½ to one days holding capacity in wet well.
- Telecommunications.
- Entry Roading.

Terminal building currently being reviewed in terms a future proofing for expansion/growth usage and upgrading to meet earthquake requirements.

#### Vulnerabilities (Airport):

#### Tsunami or storm surge wave formation.

The southern end of the airfield and sealed runway is situated approx. 750m from the beach and approx. 4.25m above Mean High sea level, should a wave generation breach these parameters, the airports immediate ability to fully function may be compromised in the short term, until inspection procedures have occurred and any necessary repairs / clearance completed.

There is also a tidal stream that runs along the Airport boundary which could affect the perimeter link roads around the airport, if they were to breach their banks.

#### Volcanic ash fall out

Due to the operational nature of turbo prop, jet and piston engines aircraft, should an ash deposit event occur, the Airport's apron, taxi and main sealed runway would be inspected / swept regularly and the use of water spray / jet may be utilized to reduce the risk of ash being sucked up into aircraft engines. Whilst aircraft are on the ground parked and turned off, all air vent and intakes will be covered – including windows (this is due to the abrasive nature of ash).

#### Earthquake

Immediate make safe requirements would occur to ensure any damaged fuel systems (Avgas and JetA1 - under /above ground pipes and storage tanks) would be inspected / remedied, along with any aerodrome tenant HSNO chemicals etc that could have been compromised.

Runway, apron and taxiway inspections would also immediately occur, with any issues identified being immediately actioned or NOTAM'ed (notice to airmen – through Airport / Airways) advising of the issue and possible airline fixed wing reduced service or redirection requirements.

Where possible rotary wing (helicopter) launch / landing facilities could possibly be unaffected, therefore allowing Civil Defence activities and emergency operational requirements to occur unaffected.

#### OTHER CONSIDERATIONS:

As the airport is located geographically on the boarder of private domestic dwellings, if any external fencing was compromised, there could be a potential threat from wandering animals – (dogs, stock etc). The airport has contingency plans in place to accommodate this possibility.

The Airport also has a specific Airport Emergency Plan (AEP) which is regularly reviewed and tested, all relevant emergency services and participants have copies of this information, however this is more aligned for aircraft emergencies.

Civil unrest or protest actions – the airport would rely on the Police, backed up by local security organisations (i.e. CSL, Writetrack Security – Eastland Port).



#### Storm (adverse weather) events

Airways control the airspace in / around Gisborne / East Coast and as such it is between Airways (air traffic control) and the respective airlines (aircraft operators / pilots) who decides if it is safe to fly or not, Gisborne Airport will ensure all possible services are available, on occasion though the grass runways are closed due to the sodden nature of the ground conditions. All airport facilities are maintained to their best possible working condition, however should an operation fault occur, then a NOTAM, (notice to airmen – through Airport / Airways) advising of the issue and possible airline fixed wing reduced service or redirection requirements.

Snow event (unlikely) but where possible, runway, taxi ways and apron would be maintained, aircraft would require their owner / operators to look after their individual de-icing needs. Airport building roof structures would be monitored for weight loadings.

#### Interdependencies (Airport)

- All utilities (i.e. roading, water (potable and waste), sewage, electrical, telco, fuel, rail, radio and hard wire / fibre telecommunications.
- Airport Emergency Plan and daily operational stakeholders airside tenants, BP fueling agents, Police, Fire, Ambulance, Hospital, Airways and airline organisations operating services in / out of Gisborne Airport.
- Other airports, Wairoa (minor / small aircraft only), Napier or Whakatane for inbound aircraft that may require to divert should the runway systems be compromised.

## Water Supply – Gisborne District Council

#### Overview of activity

The water supply delivers compliant treated water to the New Zealand Drinking Water Standards, suitably qualified and trained staff ensure compliance operating on a 24/7 basis.

A consistent quantity, flow, and pressure is provided to ensure adequate storage of water required for Gisborne City's emergency fire-fighting services and emergency management in the event of natural or system emergencies.

DESCRIPTION	GISBORNE CITY	TE KARAKA	WHATATUTU	TOTAL
Population Served:	31,660	493	280	32,483
No. of Service Connections:	13,132	161	42	13,335
Length of Reticulation [km's]:	267.7	4.1	2.7	274.5
No. of Pump Stations:	8	1	1	10
Bores	3 (Emergency)	1	1	5
No. of Fire Hydrants:	1517	0	0	1517
No. of Valves:	1801	31	22	1854
How Water Sourced:	Dams	Rivers Bores	Bores	
Total Vol Water Produced - [m³/a]:	5.7M	36,500	11,960	5.75M

#### **Asset Summary**


DESCRIPTION	GISBORNE CITY	TE KARAKA	WHATATUTU	TOTAL
Total Volume of Water Sold - [m³/a]:	2M	0	0	2M
Avge Vol Water produced - [m³/d]:	15,500	142	33	15,675
Replacement Value [\$000]	182,520	346	227	183,135
Depreciated Rep Value [\$000]	100,379	68	24	100,514

### Vulnerabilities (Water Supply):

#### Tsunami or storm surge wave formation

There is no major issue associated with a Tsunami as mains are pressurised and source supplies are outside any inundation envelope.

#### Volcanic ash fall out

Gisborne City is fed from open water sources (Dams/Rivers) and are likely to be affected by any major ash fall due to ash blinding treatment processes and potential contamination affecting water quality. Council has 3 emergency bores which it can draw on but water quality is poor and would require a boiled water notice and is of limited quantity requiring significant restrictions of use to ensure firefighting is maintained. There will be competition to use water for hosing off ash, public should avoid washing ash away but sweep or shovel this advice is contained in GDC website.

#### Earthquake

25% of the piped networked is ductile and should receive minimal damage, the increased use of PE pipe increases resilience to earthquakes. The Trunk Main from Waipaoa T/Plant is a full spiral welded pipe to withstand major earthquakes. Valves have been strategically located to enable localised shutdowns and the use of ring mains allows water to be redirected around faults/ruptures. Treatment plants have been seismically restrained and reservoirs have burst valves to retain water should pipes feeding the reservoirs become damaged. Spare pipe is maintained for some damage on trunk mains.

#### Storm (adverse weather) events

The Waingake pipeline is vulnerable to landslides, considerable effort has been made to secure the pipe route but will always remain vulnerable. This vulnerability has been mitigated with the construction of the Waipaoa Water Treatment Plant which can operate off generators onsite if required.

#### Interdependencies

Interdependencies relate largely to power and fuel, water treatment plants have standby generators onsite but any requirement for booster pumping due to increased demand will not be met unless mobile generators are deployed. Seasonal demand will dictate the need also for booster pumping. Fuel for generators would therefore become a high priority. Other interdependencies have yet to be assessed.

#### Relevant documents as part of continuance planning:

- Interrupted Water Supply
- Emergency Management Response Plan for Bulk Water Pipeline Failure.



# Wastewater – Gisborne District Council

#### Overview of activity

The Wastewater activity protects public health by providing Gisborne city and Te Karaka with a reliable and efficient wastewater system. This activity conveys, treats and discharges wastewater in a manner that minimises adverse effects on the environment

The wastewater supply uses suitably qualified and trained staff to ensure resource consent compliance operating on a 24/7 basis. The network is continuously monitored via telemetry/SCADA to provide emergency response/management in the event of natural or system emergencies.

Council through its maintenance Contractor has processes and procedures in place for emergency responses and they can call on additional resources if required.

#### Asset Summary

	UNITS	GISBORNE	TE KARAKA	TOTAL
Mains	km	223	6	229
Manholes	No.	2,806	61	2,867
Laterals	km	90	0.7	91
Pump Stations:	No.	40	5	45
Treatment Plants	No.	1	1	2
Population served	No.	31,660	570	32,230
No. connections		10,978	166	11,144
Avg. Discharge Volumes (m3/d)		13,000	140	13,140
Treatment Method		Biological Trickling Filter		Oxidation Ponds
Discharge		Marine Outfall	Waipaoa River	
Replacement Value [\$000]		\$153M	\$2.5M	\$155.5M
Depreciated Rep Value [\$000]				

### Vulnerabilities (Wastewater):

#### Tsunami or storm surge wave formation

There is the potential for mains within any inundation areas to receive sea water, it is unlikely to impact widely on the network but due to the biological processes will need to be contained. Damage to housing in the inundation area is likely to render them unusable and therefore immediate reinstatement of a service is unlikely.



### Volcanic ash fall out

The wastewater system is largely enclosed but during an ash fall event ash is still likely to enter the wastewater network.

1/3rd of the wastewater network is pumped, the 45 Pump stations are dependent on power to operate and with only 3 portable generators and 2 bypass diesel pumps, they are sufficient for singular failures and in most brownout scenario's. The wastewater treatment plant has a full site backup generator and the site is largely covered from ash.

Major focus will be preventing the public from washing ash down their gully traps.

#### Earthquake

Wastewater networks are reliant on the pipes being graded to ensure sewerage falls to the treatment plant or pump station. It is highly likely that in a major earthquake the pipe network will be compromised due to localised land heaving and settlement which will disrupt gravity flow and also damage of the pipes as a large portion of the piped network is made of brittle material.

#### Storm (adverse weather) events

Wastewater is affected by heavy rain due to stormwater flooding on private property entering the wastewater network. This leads to diluted sewerage being discharged onto private property and into rivers and streams posing health risks.

Power outage for extended period of time will result in overflows from up to 40 sewer pump stations.

The wastewater treatment plant has power backup and 3 mobile generators which can be deployed to pump stations. A brown strategy is planned.

Summary of emergency procedures in place to continue to provide services in an emergency and/or reference documents completed.



# **Emergency Services and Key Partners**

# Civil Defence and Emergency Managements key partners during readiness, response and recovery.

Emergency Services which include the New Zealand Police, the Fire Emergency New Zealand Fire Service, The National Rural Fire Authority, the rural fire authorities and health and disability services, have duties under Section 63 of the CDEM Act 2002.

The principles underlying the emergency services as per Clause 36 of the National CDEM Plan are to;

- a. ensure that planning encompasses the 4Rs and enables an effective response to all emergencies and
- b. assign a senior officer to Coordinating Executive Group (CEG)
- c. use the CIMS framework to guide the coordination of each emergency services operations: and
- d. ensure that the responsibility of each service for its primary functions is in no way transferred or modified by the declaration of a state of emergency (staff continue to work under their service's command structures and established procedures); and
- e. liaise with and act within the coordination and direction of the National Controller, or the appropriate Local Controllers or Group Controllers, when the consequences of an emergency require the response to be coordinated through plans and arrangements under the Act; and
- f. request a declaration of a state of emergency for an affected area via the Local Controller, Group Controller or National Controller when an officer in charge of an emergency service considers that an emergency has occurred or may occur and emergency powers under the Act will or might be required to coordinate, direct or control a response to that emergency; and
- g. notify the chief executive or national commander of the emergency that a liaison has been established for a significant coordinated response or declaration of a state of emergency; and
- h. plan for, and provide, welfare support to staff to enable staff to carry out their functions in response to, and in recovery from, an emergency; and
- i. participate in readiness planning at the national and CDEM Group Level.

### Contact Information

Contact Information for all key staff and organisations is maintained by the EMO and distributed on a regular basis.

### Gisborne District Council

The 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 substances (HSNO 1981).

It also has major coordination/support roles in a non-declared event (Adverse Event Plan), rural fires owned by other authorities (Eastland Rural Fire), Tier 1 and Tier 3 marine oil spills and some hazardous substances.





#### New Zealand Police

The Police are the lead agency or provide overall coordination for land and marine search and rescue, road and air accidents.



Roles and responsibilities of the Police before, during and after an emergency are outlined in part 5, clause 40 (roles during reduction and readiness) and 41 (roles during response and recovery) of the National CDEM Plan.

The NZ Police retain full control over their own resources but work within policy decisions and priorities set by the Controller.

In many cases the Civil Defence emergency will be declared at the request of the Police when it becomes apparent that extra resources and powers will be needed to cope with the event.

The role of the Police during the response to and recovery from an emergency is to:

- maintain the functions as set out in Section 9 of the Policing Act 2008 and the CDEM Act; and
- assist with dissemination of warning messages
- assist the movement or rescue, medical, fire, and other essential services; and
- coordinate movement control over land, including communications and traffic control; and
- conduct search and rescue operations
- carry out disaster victims identification; and
- control access to and within an affected area so as to assist rescue, medical, fire and other essential services; and
- conduct any initial evacuations to ensure protection of life; and
- coordinate enquiries to assist family, whanau and next of kin to make contact with each other; and
- trace missing persons and notify their next of kin; and
- assist coroners as required by the Coroners Act 2006

#### Advisory Officer and Liaison

Prior to an emergency a Police Liaison Officer will be appointed, who will work with Civil Defence and other emergency services to ensure that procedures are in place for the management of events prior to and during Civil Defence emergencies; and during Civil Defence emergencies to attend the ECC to:

- Relay Police advice to the Controller.
- Relay relevant information to and from the Gisborne Police Station or Wellington Communications Centre.
- Provide coordination between Police and other agencies operating from the ECC.

#### **Rural Police**

Some Community Link organisations have their local rural police member as an integral partner in their management structure for local responses to adverse events. It is essential that rural police stations have the necessary manpower to assist their respective Community Link organisation in times of emergency.



### Warnings

Police receive notification of warnings that may lead to a local emergency through their own network or locally from Civil Defence. These warnings will be passed on to Rural Stations where appropriate.

If the Police become aware of events that may lead to significant community disruption, they will pass on appropriate information to Civil Defence.

The Police will normally be responsible for warning the public for events not pre-determined in this Plan. They will also assist, where appropriate, Civil Defence in implementing the public warning plan developed for the event.

#### Planning

The Police are required to produce an emergency contingency plan. The Plan is under constant review and amendments will be sent to plan holders when they are made.

# Emergency Services Co-ordinating Committee (ESCC)

This committee is organised and chaired by the NZ Police Area Commander, Gisborne Police, or representative.

It is responsible for pre-planning at senior level for the establishment of procedures for control and communications, to ensure the co-ordinated employment of resources during a combined emergency services response. It also is to ensure that procedures are in place for a smooth transition to a Civil Defence emergency. Routine contact and liaison are the responsibility of the Civil Defence Emergency Manager and the Police Liaison Officer.

### Fire and Emergency New Zealand

Fire and Emergency New Zealand are the lead agency in urban and rural fire and hazardous substances response. They are also responsible for making accident sites safe from fire or the risk to life.



Roles and responsibilities, before, during and after an emergency, are outlined in part 5, clause 45 (roles during reduction and readiness) and 46 (roles during response and recovery) of the National CDEM Plan.

The role of Fire and Emergency New Zealand during the response to and recovery from an emergency is to:

- control, contain and extinguish fires; and
- contain releases and spillages of hazardous substances; and
- urban search and rescue; and
- limiting damage, including the salvage of essential material from endangered locations; and
- redistributing water, in consultation with the relevant local authority; and assisting with evacuations.

#### Control and Coordination

Fire and Emergency New Zealand will retain full control over their own resources but work within policy decisions and priorities set by the Controller and will conform to the policy decisions and priorities of the Group Controller to the extent that these do not conflict with the operations of the Fire and Emergency New Zealand as laid down by the Fire and Emergency New Zealand Act 2017.



In recognition of Fire and Emergency New Zealand's role in rescue activities they will also be responsible for co-ordinating urban search & rescue activities not normally associated with the Police during an emergency.

### Advisory Officer and Liaison

A Fire and Emergency New Zealand Liaison Officer is appointed to the ECC during emergencies. This person will provide advice to the Controller, keep Fire and Emergency New Zealand appraised of the situation and priorities and provide a link between Fire and Emergency New Zealand and the ECC for actions as requested by the Controller, e.g. fire suppression, rescue and assistance with evacuation.

Routine liaison prior to an event is maintained between the Civil Defence Emergency Manager and the Area Commander and/or one of the Eastern Region staff appointed for that purpose.

Fire and Emergency New Zealand have formulated mobilisation plans to provide Fire and Emergency New Zealand support to the ECC. The request for such support will be made through the Controller but remain the responsibility of the Regional Commander, Eastern Region, based in Tauranga to arrange and co-ordinate.

#### Headquarters and Resources

The Regional Commander for the Gisborne District is based in Tauranga.

The Gisborne Fire Station is the Headquarters having management responsibility and control of all 11 volunteer fire brigades listed below:

- Patutahi
- Matawai
- Te Karaka
- Whatatutu
- Manutuke
- Tokomaru Bay
- Te Araroa
- Tolaga Bay
- Tikitiki
- Ruatoria
- Te Puia Springs

Resource lists are maintained for the Brigades at the Gisborne Fire Station and will be made available as required. It is Fire and Emergency New Zealand Liaison Officer's responsibility to advise on the equipment and capabilities as and when the information is required.

Through its own command channels the Fire and Emergency New Zealand can re supply and reinforce operational areas as required from within or from other Regions.

The Gisborne CDEM Group is responsible for ensuring that the Fire and Emergency New Zealand has priority access to resources such as fuel and food, also to assist with the accommodation of units from outside the District. Requests for assistance should be handled through the Liaison Officer, if necessary some fuel supplies will be reserved solely for emergency services use.

Fire and Emergency New Zealand have rural fire bases in Gisborne, Tiniroto and Hicks Bay.

- The Principal Rural Fire Officer will be the advisor to the Group Controller during any emergency that requires liaison.
- Routine liaison prior to an event is maintained between the Civil Defence Emergency Manager and the Principal Rural Fire Officer Gisborne District Council.
- Lists of resources and response mechanisms are available within each District rural fire plans.

### New Zealand Defence Force

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Roles and responsibilities of the New Zealand Defence Force, before and during an emergency, are outlined in part 5, clause 55 (roles during reduction and readiness) and 56 (roles during response and recovery) of the National CDEM Plan.

The role of the New Zealand Defence Force during the response to and recovery from an emergency is to:

- provide liaison officers these officers will advise on potential support operations and provide updates on the progress of any tasks that are being conducted; and
- can utilise certain forces to support emergencies; and
- coordinate NZDF assets.

NZDF are able to provide manpower, land/air and limited sea transport. To activate these resources requests will be processed through the National Crisis Management Centre. The local unit is not to be activated without approval from Wellington.

### Hauora Tairawhiti (Tairawhiti DHB)

Roles and responsibilities of the health and disability services before, during and after an emergency are outlined in part 5, clause 50 (roles during reduction and readiness) and 51 (roles during response and recovery) of the National CDEM Plan.



In an emergency DHBs and other health and disability service providers are expected to activate response and recovery plans to minimise the consequences of the emergency on their populations and to maintain services to the fullest practicable extent.



The role of the Ministry of Health is to:

- monitor any developing emergencies; and
- activate the National Health Emergency Plan and national Health Coordination Centre as appropriate; and
- act as lead agency in an all of government response to a health emergency such as an epidemic or pandemic.

The role of the DHBs is to:

- coordinate the local health sector response to emergencies; and
- ensure appropriate coordination of all health and disability service providers and close liaison with CDEM groups; and continue their service and manage any increased demand.

The role of the PHUs is to:

- maintain their service and manage any increased demand; and
- respond to emergencies involving risk to public health; and
- coordinate via local DHBs EOCs; and
- liaise with ECCs.

### Control and Coordination

Hauora Tairawhiti will retain full control over their own resources but work within policy decisions and priorities set by the Controller and will conform to the policy decisions and priorities of the Group Controller to the extent that these do not conflict with the responsibilities of the DHB as laid down by the Health Act, Health Regulations, the National Health Emergency Plan and the Hauora Tairawhiti Emergency Plan.

#### Advisory Officer and Liaison

Routine liaison prior to an event is maintained between the Civil Defence Emergency Manager and the Emergency Management Planner or other nominated person.

During the escalation period to a major event, Health liaison to CDEM is provided via the Emergency Planner, on-call MOH, or the on-call Health Protection Officer.

A liaison officer is appointed to the Civil Defence ECC during emergencies. This person will provide advice to the Controller, keep the Hauora Tairawhiti Incident Management Team appraised of the situation and priorities, and provide a link between the DHB and the Civil Defence ECC for actions as requested by the Controller.

Hauora Tairawhiti has established response plans to provide Health support to the Gisborne District from within local resources. The request for such support will be made through the Controller but remains the responsibility of the Chief Executive to arrange and co-ordinate.

The Chief Executive will operate from the Gisborne Hospital to control and co-ordinate all aspects of the Health response.



### **Responsibilities of the Medical Officer of Health**

Prior to a Civil Defence emergency, in partnership with GDC Environmental Health, ensure appropriate information is available so that advice can be given to provide for and assist where necessary with:

- Basic sanitary services, safe water supply, shelter and safe food and nutrition.
- Basic facilities for the maintenance of personal hygiene, removal and hygienic burial of the dead.
- Removal and disposal of hazardous or toxic substances.
- The prevention and control of communicable disease.
- Other environmental health services.

### Responsibilities of the Hauora Tairawhiti Emergency Management Planner

Prior to a Civil Defence emergency:

• Develop and maintain the Hauora Tairawhiti Health Emergency Plan which covers the Gisborne District.

This Plan addresses all aspects of the Health response, whether the incident is a declared Civil

Defence Emergency or otherwise.

- Ensure that all Other Related Plans (as they affect Health) and all Emergency Medical Centre Business.
- Continuity & Emergency Plans are current and address the risks identified in this wider Plan.

#### Other Related Major Plans Affecting the Health Response

National Civil Defence Emergency Management Plan.	Gisborne Airport Emergency Plan.
National Health Emergency Plan.	Chelsea Hospital Plan.
Gisborne Hospital Plan.	Te Whare O Ngati Porou Plan.
Combined GDC Environmental Health and Public Health Unit Plan.	Midland Health Plan.

#### **Emergency Medical Centres**

The following have been identified as facilities most likely to be established as Emergency Medical Centres:

Gisborne Hospital Emergency Department.	Te Araroa Clinic.
Desmond Road Medical Centre.	Tikitiki Clinic.
Mangapapa Medical Centre.	Ruatoria Clinic.
De Lautour Road Medical Centre.	Tokomaru Bay Clinic.
City Medical Centre.	Tolaga Bay Clinic.
Three Rivers Medical Centre.	Patutahi Clinic.
Te Whare Hauora o Ngati Porou.	Te Karaka Clinic.



Alternate sites could be established in Community Emergency Centres or the main Civil Defence Centre (Welfare Centre) in the Lawson Field Centre.

Apart from the Gisborne Hospital Emergency Department, none of the health centres identified above have independent electrical power, and that significantly restricts their role in a Civil Defence emergency. Medical staffing is limited in the area. The immediate response plan identifies that there are a series of key decisions to make early on in the event of a Civil Defence emergency.

#### Health Resources

Stock supplies are generally limited overall to seven days' supply and during an emergency will be utilised to focus on the required facility or area identified. However Hauora Tairawhiti has a significant pandemic stockpile which can be accessed to alleviate excessive demand in some areas.

This stockpile includes items such as gloves, masks, aprons, eye protectors and antibiotics.

### The Role of Heritage New Zealand Pouhere Taonga (HNZPT)

Heritage New Zealand identifies historical and cultural heritage through the New Zealand Heritage List and the National Historic Landmark List and has regulatory responsibilities for archaeological sites. Heritage New Zealand also provides advice on the identification, protection, preservation and conservation of the historical and cultural heritage of New Zealand. The role of HNZPT during the

- reduction and readiness phase is to advise territorial authorities and owners of buildings about risks to and the conservation of heritage features and values and
- during the response and recovery phase
  - assist CDEM Groups and territorial authorities in identifying and managing risks to heritage buildings and sites from hazards that may arise during an emergency; and
  - provide advice and support to the National Controller, the Group Controller, or the Local Controller (as the case may be) and the appropriate territorial authority on matters relating to heritage during response and recovery operations.

In the event that a state of emergency is declared, Heritage New Zealand expert advisors are available to assist with:

- rapid assessment of the risk to and from heritage buildings
- identifying heritage buildings sites and areas
- assessing heritage values of buildings, sites and areas, and/or
- securing of heritage places.

### **Building 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 Group ECC is responsible for ensuring that information is shared amongst the key stakeholders.

Most impact assessment will be co-ordinated through the ECC using Councils Building Inspectorate and Environmental Health staff. Others that could be seconded including Hauora Tairawhiti and private business structural engineers.



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



### Agencies or clusters

Agencies or clusters have roles and responsibilities set out in the National CDEM Plan or the Guide. They are either mandated to fulfil these functions or are voluntary commitments to national CDEM arrangements.

See Appendix 3 of the Guide to the National CDEM Plan 2015.



# **Organisational Readiness**

Plans and procedures that address the significant hazards and key activities for an effective co-ordinated response to and recovery from emergencies.

**Contingency Plans** deal with the issues surrounding a specific threat. All contingency plans incorporate procedures for Civil Defence and the emergency services. Plans are available on the Council website and through the EMO.

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

Plans are available on the Council website and through the EMO.

**Standard Operating Procedures (SOPs)** deal with specific processes that are used, the people involved and the structures that need to be put in place. Distribution of the SOPs are limited to the key people.

SOPs are available through the EMO.



SUPPORTING DOCUMENTS



# Liaison, Information Sharing and Planning

The CDEM partners share and co-ordinate planning and other activities for mutual benefit. This list describes those activities that are intended to happen routinely or as a matter of course.

Routine Consultation/Meetings: The key emergency management 'officers/liaison staff' of each agency will maintain regular contact and conduct face-to-face consultation as necessary. Emergency Services Coordination Committee (ESCC) and National Hazmat Coordination Committee (NHCC) formerly the Hazardous Substances Technical Liaison Committee (HSTLC).

# Sharing of Plans and Other Material

The partners will share access to all plans and procedures to facilitate a common approach to planning and response.

# Hazard/Risk Management

The key stakeholders agree to share access to data on hazards and mitigation that is being employed. Where CDEM Groups share a common hazard on their boundary, mutual agreement on mitigation will be obtained.

# Training and Exercise Participation

The key stakeholders will keep each other informed of training and exercise activities that will enhance responding together in emergencies. Other CDEM Groups will also be informed of exercises and training occurring that may also benefit each other by collaboration. The ESCC maintains a common exercising calendar.

# **Information Sharing**

During non-declared events all key agencies should endeavour to keep others updated with the current situation of their responsibilities. This information will also be collated by the EMO into an overall situation report and distributed to the partners.

During a declared event all agencies keep the Emergency Coordination Centre (ECC) updated concerning their current situation.

### Organisations to have Emergency Plans

There is a list of organisations identified in Schedule 1 of the CDEM Act 2002 that are required to plan for events.

These organisations, plus childcare facilities, schools, rest homes, those caring for the people with disabilities and private hospitals have a responsibility to plan for a civil defence event in accordance with the Act.

Facilities that are managed for the express purpose of accommodating the public for one or more nights and are located in a defined hazard area or may be subject to a significant hazard are required to supply an emergency response plan as part of the Resource Consent process or on the request of the CDEM Group.

Emergency plans will be approved by the Civil Defence Emergency Manager. Any dispute concerning the plan will be resolved by the CDEM Group.



# **Business Continuity**

Business continuity is based on the principle that it is the key responsibility of the directors or senior managers to ensure the continuation of its operation or business at all times.

Business continuity goes beyond planning for a reaction to a natural disaster and includes planning for man-made disasters including the loss of key staff and reputation or brand damage.

Council, their key stakeholders and lifelines utilities should all have business continuity plans to help them through.





# Warnings

### "Most" response actions are started when a warning is received.

### National Warning System

National warnings and advisories provide information about the potential and actual threat to people, property, areas, or social or economic activities.

The National Warning System is a 24/7 process for communicating hazard information that may pose potential or imminent threat that may result in an emergency.

Warnings from the Ministry will be issued by the National Controller to the Civil Defence Emergency Manager and other key CDEM players.

HAZARDS ALERTS/WARNINGS	ALERTING / MONITORING AGENCY
Flood Warnings	Gisborne District Council
Tsunami Volcanic (Warnings)	NEMA (alert only)
Public Health Warnings Outbreaks of illness	Ministry of Health (MoH)
Weather Watches and Warnings Heavy rain Gale force winds Snow Thunderstorms Swells / Surge	MetService
Volcanic Magnitude of an earthquake after the event	Geo Net GNS
Animal and Plant Diseases Outbreaks Pest Invasions	Ministry of Primary Industries (MPI)
Terrorism	NZ Police

### District Warning System

The EMO receives weather watches and warnings directly from the Met Service as well as national advisories and warnings from NEMA.

Warnings concerning physical safety from a natural event, prior to and during an emergency, will be issued by the EMO after consultation with the key stakeholders such as Police, Fire and Emergency New Zealand and Health and Lifelines (roading, power). Hazardous chemicals and technology failures are generally the responsibility of Police/Fire or the "owner" of the service/utility.

The Council 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.

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Public Warning Systems

Communities at risk and key stakeholders/emergency services will be warned by the fastest means possible.

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.

The following methods are available for the distribution of the warning; the media, door knocking, phone, social media, SMS (responders only) or mobile PA system.

The 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 may be declared.

Public warning procedures will be supported by the Community Link organisation, emergency services, website, facebook and other social media.

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

There is no warning system for a Tsunami of local origin, except that a felt earthquake may trigger it. 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 35 metres) as part of their reaction to a large or long duration earthquake.

#### **Cellphone Applications / APPS**

Currently the Red Cross has an app for cellphones that many Groups are supporting.

#### Earthquakes

No warnings are possible for earthquakes.

If an earthquake of MMI 4-5 occurs in the District the CDEM Group will go to the Alert status {key people are activated by the CDEM Manager and the event will be monitored) until the impact of the earthquake is known.

If there is a significant earthquake (MM 6 or above) with obvious damage or utilities affected, the CDEM Group will go to Activated (key people are activated and a partial ECC established) until the impact/and or epicentre of the earthquake is known.

In either scenario communications will be established with NEMA.

#### **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 EMO.

Full procedures are contained in the Gisborne District Emergency Services Volcanic Contingency Plan.







# Activation Process and the Emergency Coordination Centre (ECC)

Knowing when to activate the key stakeholders and the ECC is critical to the response.

### ALERT

- Key people are activated by the Civil Defence Emergency Manager.
- Monitoring of the event will take place.
- The event itself will dictate the level of this activity.

# ACTIVATED

- Key people are activated.
- Partial ECC established.
- Adverse Event Plan and communication systems are activated.
- The NEMA is also kept informed.

# DECLARED

- A state of local emergency will be declared.
- Complete activation of ECC.
- NEMA informed and if the declaration is made the information published in the Gazette.

### **STAND DOWN**

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

### **Operational Responsibilities**

The following operational responsibilities are provided as an outline. More detail is contained in the SOPs, Functional Plan and Contingency Plans listed in Appendix 8.

### Coordinated Incident Management System – CIMS

The purpose of CIMS is to achieve effective coordinated incident management across responding agencies by:

- establishing common structures, functions and terminology used by agencies in incident management, yet within a framework that is flexible, modular and scalable so that it can be tailored to circumstances specific to any level or type of incident; and
- enabling agencies to develop their own processes, procedures and training for the execution of CIMS

While CIMS is applied during response we must factor CIMS into readiness (exercise and training).

Reduction is covered by other measures (e.g RMA and Building code).

The GDC CIMS model is shown in Appendix 5.

# Coordination, Command and Control under CIMS

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Command and control define who has the authority to make decisions, and what the parameters of that authority are.

Coordination is the bringing together of agencies and resources to ensure a unified, consistent, and effective response. Command and control assist with coordination by defining authority between and within agencies.

Command (authority within an agency) is executed vertically within each agency, and includes the internal ownership, administrative responsibility, and detailed supervision of an agency's personnel, tasks, and resources. Command cannot normally be exercised outside an agency.

Control (authority across agencies) is executed horizontally, and is the authority to direct tasks to another agency, and to coordinate that agency's actions so they are integrated with the wider response. Control authority is established in legislation or in an emergency plan. Control does not interfere with another agency's command authority to supervise or organise its personnel, resources, and how its tasks are conducted.

Agencies can apply command and control within their own structures at department, unit, or team level.



#### Lead and Support Agency and Unified Control

A **lead** agency is the agency with a mandate to manage the response to an incident through legislation, under protocols, by agreement, or because it has the expertise and experience. The lead agency establishes control to coordinate the response of all agencies involved.

The lead agency may change between risk reduction, readiness, response, and recovery. It may also change as the incident progresses, if the required authority or expertise changes.

When the lead agency cannot be readily identified, response agencies may adopt a joint 'Unified Control' structure (see below).

A **support agency** is an agency that provides support to the lead agency in a response. The lead agency tasks and coordinates support agencies' resources and actions. The type of incident determines which support agencies are involved, and these agencies may change as the response progresses.



While an agency may have the lead for a particular response, support agencies often have statutory responsibilities and specific objectives of their own, which the lead agency needs to accommodate.

The lead agency is responsible for ensuring arrangements and plans are in place prior to incidents where they will have the lead. Support agencies are responsible for assisting in the development of these. Integration of support agencies into the response is a fundamental responsibility of lead agencies.

**Unified Control** is when the control of an incident is shared between two or more agencies by agreement through a combined decision-making body. The command appointments for each agency establish an agreed concept of operations and a single Action Plan.

Unified Control is usually applied when:

- more than one agency has a mandate to manage a particular incident
- it is unclear if any agency is the lead, or
- the lead agency determines that a joint approach will be more effective.

Agencies applying Unified Control will establish a joint coordination centre (CC), with key appointments filled by the most appropriate personnel from any agency. Agency command appointments do not have to be present at all times, but need to come together to agree on key decisions.

See Appendix 10 – Lead and Support Agencies.

### CDEM Emergency Management Information System (EMIS)

An integrated system that can handle both local and national events EMIS provides real time access to information. NEMA controls the licenses and has provided funding through the resilience fund to train CDEM staff and key partners. Health operates a Health EMIS and Police EMIS but these do not link with each other.

EMIS is web based so users can access the system anywhere the web is available and allows for the creation of standardised reports such as Action Plans, Situation Reports, Maps and welfare information.

#### 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 NEMA to enable proactive decision making and appropriate support initiatives.

If a significant event is likely to or does occur NEMA will deploy a suitable person to Gisborne to advise the Controller and assist with communications back to the National Controller.

### **Emergency Coordination Centre (ECC)**

The CDEM Group has recognised the need for a centre to co-ordinate its activities during an emergency.

To meet this need the Group will establish an ECC in either the EMO or other identified building. While the new Council building is under construction this is believed to be the HUB at Tairawhiti EIT, Lawson Field or the new EMO or Council Chambers.



The main functions of the ECC include:

- Establishing priorities for the response.
- Managing the District's resources to support the priorities established by the Group Controller and ensure their coordination.
- Providing 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.
- Plan and initiate evacuations.
- Providing the means for coordination between all responding agencies and providers.
- Managing the Public Information which includes the media and
- Managing air operations and controlling the airspace.

# Radio – General

There are three parts to the District radio system:

- District Net
- Area Nets
- Community Nets

All are VHF FM with a data over radio/email system on the District Net.

Council also owns an aeronautical repeater which is established on Arowhana. Coverage is over most of the District for an airborne aircraft. This repeater link will be the main control net for aircraft during an emergency. The District Net is tested weekly as are the Area and Community Nets where practical.

### Communication with Other Agencies

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

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

# Declaration

# Who, how and why to declare.

# Authority to Declare

The Mayor of the Gisborne District is appointed under s25 (1) of the CDEM Act to sign a declaration of state of local emergency for the Gisborne District.

In the absence or unavailability of the Mayor the Deputy Mayor of the Gisborne District is appointed under s25 (1) of the CDEM Act 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 are appointed by s25 (1) of the CDEM Act to sign a declaration of state of local emergency for the Gisborne District or a ward.

During the transition period, between the final council meeting and the swearing in of the Mayor and Councilors after an election, the Minister of Civil Defence is able to declare a state of emergency.

This can be arranged by the NEMA REMA for this area or by contacting the National Controller.

# 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' and that a declaration will make a difference.

The Group can also declare to support another Group in its response to an emergency. Forms to declare are stored in the Controllers box or in a folder titled "Declaration" in the CDEM office. See appendix 11 for legislative requirement.

# **Expiry or Extension of Emergencies**

A declaration of state of local emergency expires with the commencement of the 7th day from its making (or anytime earlier).

The declaration may be extended by the Mayor or Deputy Mayor. Forms to extend the declaration are stored in the Controllers box or in a folder titled "Declaration" in the CDEM office. See appendix 11 for legislative requirement.

# 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 Appendix 12 and the expectation that:

- Response agencies operate their normal systems of command and procedures within the priorities that are established and with a high level of coordination through the Group ECC.
- 'Utility owners' to operate their normal systems of repair within the priorities that are established and with a high level of coordination through the Group ECC.
- The Community Link will provide information on conditions across the District and provide some level of coordination for any activities that need to be undertaken in their areas.
- The persons appointed as Group Controllers are identified in Appendix 4.

The following financial delegations shall apply to Controllers and the Civil Defence Emergency Manager.

DELEGATE	REPORTING THRESHOLD (EXCLUSIVE OF GST)	REPORTING TO
Civil Defence Controller	\$50,000	CEG and Gisborne District Council
Civil Defence Emergency Manager	\$10,000	as soon as practicable

# **APPENDIX 1 – Terms/Definitions and Abbreviations**

The following is a list of terms and abbreviations widely used in CDEM across agencies.

#### 4Rs means:

- (a) Reduction (identifying and analysing long-term risks to human life and property from natural or non-natural hazards; taking steps to eliminate these risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurring).
- (b) Readiness (developing operational systems and capabilities before a Civil Defence emergency happens, including self-help and response programmes for the general public, and specific programmes for emergency services, lifeline utilities, and other agencies).
- (c) Response (actions taken immediately before, during, or directly after a Civil Defence emergency to save lives and property, and to help communities recover).
- (d) Recovery (the co-ordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration of a community following a Civil Defence emergency).

Act (the Act) means the Civil Defence Emergency Management Act 2002 (CDEM Act).

Action Plans are developed during an emergency (or immediately before), and describe response objectives, tasks, and measures and resources needed to coordinate the response. They are proactive, seeking to pre-empt hazard impacts where possible, and to resolve the situation as quickly as possible.

Depending on the scale of the emergency, Action Plans may be developed at the national level (National Action Plans), the CDEM Group level (CDEM Group or ECC Action Plans), the local level (Local or EOC Action Plans), or the incident level (Incident or ICP Action Plan).

Administering authority means, in relation to a Civil Defence Emergency Management Group, the administering authority appointed under section 23 of the CDEM Act 2002

#### Agencies means

- (a) Government agencies, including public service departments, non-public service departments, Crown entities, and Offices of Parliament; and
- (b) Non-Governmental organisations; and
- (c) Lifeline utilities.

Area, in relation to a Civil Defence Emergency Management Group, means the area that encompasses all the Districts of the local authorities that are members of the Group

**Assembly area** where evacuees report, and the point from which they will be transported to a reception centre. Assembly areas should be public buildings that are well known, and that have toilets.

**Business Continuity** The capability of the organisation to continue the delivery of products or services at acceptable pre-defined levels following a disruptive incident.

**Business Continuity Management** A holistic process that identifies potential threats to an organisation and the impacts to the organisation's operations those threats, if realised, might cause.



**Capability** means that an organisation is able to undertake functions, such as provide a service or fulfil a task. This implies that it has the required staff, equipment, funding, systems and resources to do this. Organisations are likely to have a number of capabilities.

**Capacity** means the adequacy of resources in terms of quantity, and suitability of personnel, equipment, facilities and finances.

**CDEM Group Civil Defence Emergency Management Group** means a group established under section 12 of the CDEM Act 2002

**CDEM Sector** means those agencies with responsibilities under the CDEM Act 2002, including local authorities, CDEM Groups, government departments, emergency services, and lifeline utilities.

**Civil Defence Centre (CDC)** is a facility that is established and managed by CDEM during an emergency to support individuals, families/whanau, and the community. CDCs are open to members of the public, and may be used for any purpose including public information, evacuation, welfare, or recovery, depending on the needs of the community.

CDCs are operated by CDEM-led teams (including CDEM-trained volunteers), or by other agencies as defined in CDEM Group Plans or local level arrangements.

In the rural areas this may be the Community Emergency Centres

Civil Defence Emergency Management has the same meaning as in section 4 of the CDEM Act,

- (a) Means the application of knowledge, measures, and practices that—
  - (I) are necessary or desirable for the safety of the public or property; and
  - (ii) are designed to guard against, prevent, reduce, or overcome any hazard or harm or loss that may be associated with any emergency; and
- (b) Includes, without limitation, the planning, organisation, coordination, and implementation of those measures, knowledge and practices.

Civil Defence Emergency Management Co-ordinating Executive Group **or** CEG **means a Group** established under section 20 of the CDEM Act 2002.

**Civil Defence Emergency Management Group** or **Group** means a Group established under section 12 or established or re-established under section 22 of the CDEM Act 2002.

**Civil Defence Emergency Management Group Plan** means a plan prepared and approved under section 48 of the CDEM Act 2002.

**Community** the Community refers to the entire Gisborne District, its population, emergency services, business, infrastructure, volunteers, non-government organisations and resources.

**Communities** refers to individual townships or geographical areas as defined in this Plan and their population, infrastructure and resources.

**Community Emergency Centres** Activated centres (usually schools) in the community where affected people can go to get help in the event of an emergency. Each community centre has radio contact with the ECC and is manned by the Community Emergency Managers and their staff. In the rural areas the CECs may also be the areas welfare centres. In Gisborne city the Welfare centre is at Lawson Field Theatre or other appropriate building.

**Community Led Centres** Community members and/or community-based organisations may establish and operate other centres that offer support to the community. These centres do not fall under the direction of CDEM, although they may coordinate with and operate alongside CDEM- led facilities.

**Community Link** refers to the group of volunteers who manage their designated communities during the response to an emergency.

Controller means the National Controller or a Group Controller.

**Coordinated Incident Management System (CIMS)** The Coordinated Incident Management System (CIMS) is the primary reference for incident management in New Zealand. The purpose of CIMS is to achieve effective coordinated incident management across responding agencies for all emergencies regardless of hazard, size and complexity.

**Coordination Centre** A coordination centre is the location from which a Controller and Incident Management Team (IMT) manages a response. There are four types of coordination centre:

- Incident Control Points (ICPs) operate at an incident level
- Emergency Operations Centres (EOCs) operate at a local level
- Emergency Coordination Centres (ECCs) operate at a CDEM Group level, and
- National Coordination Centres (NCCs) operate at the national level

**Department** means a department of the public service listed in the First Schedule of the State Sector Act 1988.

**Director** means the Director of Civil Defence Emergency Management appointed under section 8 CDEM Act 2002.

**Director's Guidelines** are publications from NEMA that provide guidance and advice on how a function defined by the legislation or national planning arrangements should be performed

**District** has the same meaning as in section 5 of the Local Government Act 2002.

**District Health Board** means the provider of publicly funded services for the population of a specific geographical area in New Zealand.

**Domestic animal** is defined as an animal that is kept by humans for companionship and enjoyment rather than for commercial reasons. In this context, domestic animals may also be referred to as companion animals or pets.

Duty Officer (NEMA) has an immediate 24/7 response position, as part of the NEMA Duty Team.

**Emergency** means a situation that:

- (a) Is the result of any happening, whether natural or otherwise, including, without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act; and
- (b) Causes or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property in New Zealand or any part of New Zealand; and
- (c) Cannot be dealt with by emergency services, or otherwise requires a significant and coordinated response under the Act.

**Emergency Coordination Centre (ECC)** is a coordination centre that operates at the CDEM Group or regional level to coordinate and support one or more activated EOCs.

**Emergency Management Office** The office within Council that has the responsibility for CDEM.

**Emergency Operations Centre (EOC)** is a coordination centre that operates at a local level to manage a response.

**Emergency Services** has the same meaning as in section 4 of the CDEM Act, where the term means the New Zealand Police, Fire and Emergency New Zealand Act 2017 and hospital and health services.

**Emergency Services Coordinating Committee (ESCC)** established by the NZ Police to develop and maintain key relationships and plans for CDEM emergencies. The ESCC plays a key role in managing a developing emergency and deciding a lead agency.

**EMIS National Emergency Management Information System** – used to manage emergencies during the response to an event.

**Epidemic** A disease affecting or tending to affect an atypically large number of individuals within a population, community or region at the same time.

**Evacuation** The temporary relocation (either spontaneous or organised) of all or part of a particular population or geographical region from a location that has been or is about to be affected by an emergency, to a place considered to be safe. Arrangements for pre-event and mandatory evacuation are detailed below.

**Evacuation, Mandatory** - takes place when it is determined by the Police, Fire and Emergency New Zealand or a CDEM Controller that there is an absolute need to evacuate an area, usually on a large-scale and possibly for a long period of time (e.g., for more than 24 hours). Mandatory evacuation can be ordered under section 86 of the Civil Defence and Emergency Management Act 2002 when a state of emergency is declared or under sections 28 and 28A of the Fire and Emergency New Zealand Act 2017, The Police or Fire and Emergency New Zealand will generally carry out this type of evacuation.

**Evacuation**, **Pre-event** – occurs when the level of risk is uncertain and it is recommended to evacuate within a certain geographic area (e.g. suburb) or by risk factor (e.g., people with certain health issues) until the level of risk is reduced. Pre-event evacuations may be further classed as either:

- Voluntary: where people are informed of a possible threat (e.g. an approaching cyclone), but no special evacuation measures (such as traffic control) are taken, and people may remain in the area if they choose.
- Recommended: when the threat (e.g. storm-surge) has a high probability of affecting people living in at-risk areas and they are encouraged to leave but the decision to do so is left to individuals. Evacuation plan support measures commence (e.g., transportation measures).

Evacuation, **Self** – occurs when people decide to relocate from their usual home locations, either with or without instruction from authorities, but without making themselves known to such authorities.



**Fire Emergency New Zealand (FENZ)** – The name for the NZ Fire Service and Rural Fire after 30 June 2017.

**Fire Service** includes the fire service units maintained by the New Zealand Fire Service, National Rural Fire Authority, rural fire authorities, airport rescue fire services, New Zealand Defence Force, industrial fire brigades registered under section 36 of the Fire and Emergency New Zealand Act 2017, and other Fire and Emergency New Zealand resources owned by private organisations.

**GeoNet** is an Earthquake Commission-funded project to update the national geological hazards monitoring and data collection system. GeoNet is operated by GNS Science on a not-for-profit basis and incorporates dual data centres each with duty officers on a 20 minute 24/7 response time.

Group Controller means a person appointed as a Group Controller under section 26 of the CDEM Act 2002.

Guide to the National Civil Defence Emergency Management Plan means that referred to in the National CDEM Plan and approved by government.

**Hazard** has the same meaning as in section 4 of the CDEM Act, means something that may cause, or contribute substantially to the cause of, an emergency.

Hazardscape means the net result of natural and man-made hazards and the risks they pose cumulatively across a given area.

**Lead agency** means the agency with the primary mandate for managing the response to an emergency, as specified in Appendix 1 of the National CDEM Plan 2015.

Liaison Officer is an agency representative that co-ordinates with other agencies during an emergency.

**Lifeline utility** has the same meaning as in section 4 of the CDEM Act, where it means an entity named or described in Part A of Schedule 1, or that carries on a business described in Part B of Schedule 1.

**Lifelines Utilities Coordinator (LUC)** is a non-statutory position based in a CDEM Group ECC, a local EOC, and/or the NCMC, and is responsible for liaising with lifeline utilities on behalf of the Controller during emergency response. The LUC may be asked to work on behalf of the Recovery Manager during recovery.

Local Authority means a regional Council or territorial authority [Local Government Act 2002].

Long Term Plan Council's ten year strategic plan as required under the Local Government Act 2002.

**Membership** comprises the agencies responsible for each of the welfare services sub-functions, as listed in the National CDEM Plan 2015.

**Minister** has the same meaning as in section 4 of the CDEM Act 2002, where it means subject to any enactment, the Minister of the Crown who, with the authority of the Prime Minister, is for the time being responsible for administration of this Act.

National Civil Defence Emergency Management Plan means a plan made under section 39 of the CDEM Act 2002.

National Civil Defence Emergency Management Strategy means a strategy completed under section 31 of the CDEM Act 2002.

**National Controller** means the person who is the National Controller in accordance with section 10 of the CDEM Act 2002.

**National Crisis Management Centre NCMC** is a secure, all-of-government coordination centre used by agencies to monitor, support, or manage a response at the national level.

It is an example of a National Coordination Centre (NCC). NEMA is responsible for maintaining the NCMC in a state of readiness, and will act as the lead agency for CDEM-led responses.

**National Health Emergency Plan (NHEP)** is a plan published by the Ministry of Health which describes the health and disability sector's approach to planning for and responding to emergencies

**National Security Committee of Cabinet (NSC)** is the key decision-making body of executive government in respect of all issues involving security intelligence and crisis management. It is chaired by the Prime Minister.

**National significance** has the same meaning as in section 4 of the CDEM Act, where the term includes, without limitation, any case where the Minister or the Director considers that:

- (a) There is widespread public concern or interest; or
- (b) There is likely to be significant use of resources; or
- (c) It is likely that the area of more than one Civil Defence Emergency Management Group will be affected; or
- (d) It affects or is likely to affect or is relevant to New Zealand's international obligations; or
- (e) It involves or is likely to involve technology, processes, or methods that are new to New Zealand; or
- (f) It results or is likely to result in or contribute to significant or irreversible changes to the environment (including the global environment).

**National Welfare Coordination Group (NWCG)** Provides strategic oversight for the planning and development of integrated welfare services. The NWCG provides coordination at the national level, and support to CDEM Groups at the regional level. Membership comprises the agencies responsible for each of the welfare services sub functions, at the national level, as listed in the National CDEM Plan 2015.

**New Zealand Influenza Pandemic Action Plan** is an all-of-government plan published by the Ministry of Health and intended for anyone involved in planning for, or responding to an influenza pandemic.

Whilst the NZIPAP focuses on pandemic influenza the approach in the plan could reasonably apply to other respiratory-type pandemics. The Ministry of Health will therefore use it as the customisable foundation for responses to future pandemics.

**Officials Committee of Domestic and External Security Coordination (ODESC)** is the strategic mechanism for coordinating an all-of-government response to events. ODESC is a group of senior officials, which is chaired by the Chief Executive of the Department of the Prime Minister and Cabinet.

**The ODESC system** is the system of domestic and external security coordination used by the government to manage all national crises.



**Organisational Resilience** The capability to anticipate key events from emerging trends, constantly adapt to change and to bounce back from disruptive and damaging incidents.

**Pacific Tsunami Warning System (PTWS)** is a system administered under the Intergovernmental Oceanographic Commission (OIC) of UNESCO.

**Pandemic** An epidemic (a sudden outbreak) that becomes very widespread and affects a whole region, a continent or the world.

**Primary Care** means care or services provided by general practitioners, nurses, pharmacists, dentists, ambulance services, midwives and others in the community

**Primary Health Organisations** are groupings of primary health care providers. These are local structures through which DHBs implement the Primary Health Care Strategy.

Public place means a place that, at any material time, is—

- (a) Open to or is being used by the public, whether free or on payment of a charge, and whether or not any owner or occupier of the place is lawfully entitled to exclude or reject any person; and
- (b) Includes, without limitation, any aircraft, hovercraft, ship or ferry or other vessel, train, or vehicle carrying or available to carry passengers for reward.

**Public Health Units (PHUs)** provide health services to populations rather than individuals. There are 12 Public Health Units providing environmental health, communicable disease control and health promotion programmes. PHUs are led by a manager and staffed by medical officers of health, public health nurses, communicable disease nurses, health protection officers, health promoters and others.

**Recovery** means the co-ordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration and enhancement of a community following an emergency.

**Recovery activities** means activities carried out under the CDEM Act or any Civil Defence emergency management plan after an emergency occurs, including, without limitation—

- (a) The assessment of the needs of a community affected by the emergency; and
- (b) The coordination of resources made available to the community; and
- (c) Actions relating to community rehabilitation and restoration; and
- (d) New measures to reduce hazards and risks.

**Recovery Manager** means a person appointed by the Group to manage recovery activities for that within its ability to manage.

**Recovery Office** means a recovery office established at the local, CDEM Group, or national level.

**Region** has the same meaning as in section 5 of the Local Government Act 2002.

**Regional Council** has the same meaning as in section 5 of the Local Government Act 2002.

**Risk** has the same meaning as in section 4 of the CDEM Act, means the likelihood and consequences of a hazard.

**Road** has the same meaning as in section 2(1) of the Land Transport Act 1998.

**Secondary or Tertiary Health Care** are the levels of care provided in a hospital. Secondary care is treatment by a specialist to whom a patient has been referred by a primary care provider. Tertiary care is treatment given in a health care centre that includes highly trained specialists and often advanced technology.

**Sector Coordinating Entity (SCE)** is an organisation, a group of sector representatives, or an individual agreed by a lifeline utility sector to provide a single point of contact to the NCMC or an ECC.

**Sheltering/shelter in place** - A term used to describe the actions of people who stay in their home location during and following an emergency. It recognises that the home location may be damaged or compromised from the event (such as loss of power, water or structural damage).

**Stakeholders** – is inclusive of everyone living in the District, including individuals, family units, agencies, organisations and business – CDEM is and should be a core function for them all.

**Stakeholders - key** - those agencies with a legislative responsibility for CDEM, i.e. Police, Fire, Health, Council, the Lifelines Group which includes the Eastland Group (Port, Airport, Power Network), Tairawhiti Roads, Gas

State of Emergency has the same meaning as in section 4 of the CDEM Act 2002 (shown below).

- state of emergency means a state of national emergency or a state of local emergency
- state of local emergency means a state of local emergency declared under section 68 or section 69
- state of national emergency means a state of national emergency declared under section 66

**Sting** the official New Zealand Civil Defence audio alert, which can be heard at www.civildefence.govt.nz.

**Support agency** means any agency, other than the lead agency, that has a role or responsibilities during the response to an emergency.

**Supporting documentation** includes detailed explanations, Standard Operating Procedures, the Director's guidelines, codes, and technical standards.

**Territorial authority (TLA)** means a city Council or a District Council named in Part 2 of Schedule 2 of the Local Government Act 2002.

**Unitary authority** means a territorial authority that, by virtue of the Local Government Act 2002, has the functions, duties, and powers of a regional Council in respect of a region under its control.

**Welfare Coordination Group (WCG)** is a collective of welfare services agencies that are active at CDEM Group and local levels.

The WCG provides a mechanism for collaboration and coordination between agencies, who work together to plan for and establish arrangements for the effective delivery of welfare services, and develop welfare work programmes.

It provides planning input and coordination at the CDEM Group level, and support to local level CDEM welfare.

**Welfare Services** support individuals, families and whanau, and communities in being ready for, responding to, and recovering from emergencies.



Welfare includes the following welfare services sub-functions: registration, needs assessment, inquiry, care and protection services for children and young people, psychosocial support, household goods and services, shelter and accommodation, financial assistance, and animal welfare.

Welfare Service Agencies are agencies who have responsibilities for coordinating or supporting the delivery of welfare services to communities affected by emergencies. These agencies are listed (and their responsibilities described) in clauses 62-75 of the National CDEM Plan 2015.

The following abbreviations are used in the Plan

4Rs	Reduction, Readiness, Response, Recovery
ACC	Accident Compensation Commission
BAU	Business as Usual
CALD	Culturally and linguistically diverse (communities)
CDC	Civil Defence Centre
CDEM	Civil Defence Emergency Management
CDEM EMIS	CDEM Emergency Management Information System
CEG	Coordinating Executive Group
CIMS	Coordinated Incident Management System
CYF	Department of Child, Youth and Family Services
DGL	Director's Guideline
DHB	District Health Board
DOC	Department of Conservation
DPMC	Department of the Prime Minister and Cabinet
ECC	Emergency Coordination Centre
EGL	Eastland Group Limited
EMO	Emergency Management Office
EOC	Emergency Operations Centre
EQC	Earthquake Commission
ESCC	Emergency Services Coordinating Committee
GNS Science	Geological and Nuclear Sciences Limited
GST	Goods and Services Tax
HEP	Health Emergency Plan
ICP	Incident Control Point
INSARAG	International Search and Rescue Advisory Group
IPENZ	Institute of Professional Engineers of New Zealand
MBIE	Ministry of Business, Innovation and Employment
MetService	Meteorological Service of New Zealand Limited
MFAT	Ministry of Foreign Affairs and Trade
MM	Modified Mercalli scale of earthquake intensity
MNZ	Maritime New Zealand
MPRS	Maritime Pollution Response Service – a division of MNZ
ΜοΕ	Ministry of Education
МоН	Ministry of Health



MoU	Memorandum of Understanding
MPI	Ministry of Primary Industries
MSD	Ministry of Social Development
NEMA	National Emergency Management Agency
NCMC	National Crisis Management Centre
NGO	Non-Government Organisation
NHCC	National Health Coordination Centre
NHEP	National Health Emergency Plan
NIWA	National Institute of Water and Atmospheric Research
NSC	Cabinet National Security Committee
NWCG	National Welfare Coordination Group
NZDF	New Zealand Defence Force
NZFS	New Zealand Fire Service
NZIPAP	New Zealand Influenza Pandemic Action Plan
NZSAR	New Zealand Search and Rescue Council
ODESC	Officials Committee for Domestic and External Security Coordination
PHU	Public Health Unit
PIM	Public Information Management
PTWC	Pacific Tsunami Warning Centre
PTWS	Pacific Tsunami Warning System
RCCNZ	Rescue Coordination Centre of New Zealand
REMA	Regional Emergency Management Advisor
RMA	Resource Management Act 1991
RNZSPCA	Royal New Zealand Society for the Prevention of Cruelty to Animals
RST	Rural Support Trust
SAR	Search and Rescue
SAROPs	Search and rescue Operations
SCE	Sector Coordinating Entity
SLSA	Surf Life Saving Association
SOP	Standard Operating Procedure
TEMCG	Transport Emergency Management Team
ТРК	Te Puni Kokiri
UMT	Urban Search and Rescue Management Team
	United Nations Disaster Assessment and Coordination
UNISADK	united Nations International Strategy for Disaster Reduction



UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
USAR	Urban Search and Rescue
VAAC	Volcanic Ash Advisory Centre
VSEAG	Visitor Sector Emergency Advisory Group
WCG	Welfare Coordination Group







# APPENDIX 3 – Emergency Levels, Procedures and Roles

EVENT DESCRIPTION	EVENT STATUS/PROCEDURES	CDEM ECC ROLE	CONTROLLER ROLE
Local incident for which a declaration is not required or appropriate. Can be dealt with by Emergency Services and/or Local Authority resources alone Specialists may be required for specific circumstances.	No Declaration The incident is dealt with using CIMS Multi-Agency Event structures and process. Nature of the incident will usually determine the lead agency. Immediate joint decision as to lead agency/incident controller necessary if lead agency unclear.	Unlikely to be involved.	Notified if ECC involved.
Local incident for which a declaration is not required or appropriate. Can be dealt with by Emergency Services and/or Local Authority resources alone. Higher level of inter-agency coordination required. Specialists may be required for specific circumstances.	No Declaration The incident is dealt with using CIMS and joint coordination through lead agency ECC. Nature of incident will dictate the lead agency. Potential need for CDEM Welfare. Local Authority support may be required.	Lead Agency ECC/incident controllers communicating event intelligence with ECC. ECC partially activated and coordinating functions in support of lead agency. ECC collecting and collating information in support of lead agency.	Or delegated staff – Civil Defence Emergency Manager. Coordination of Local Authority functions and support. Inform NEMA.
Immediately recognizable as an event that will need significant coordination to manage, or may need the use of special powers but the area of impact does not involve the whole District. Escalates from local incident, or a warning of a major event is received. A multi-agency emergency led by an agency other than CDEM.	Potential for Declaration of State of Local Emergency or actual declaration. Only one area adversely affected others could be to a lesser extent. Plan for the transition from lead agency to ECC. Immediate joint decision as to lead agency/response co-ordinator necessary if lead agency unclear.	Group ECC activated in CDEM Office collecting and analysing information to assist with joint coordination/supporting lead agency. Support to lead agency if not CDEM. Support to Community Link.	Or delegated staff – Civil Defence Emergency Manager. Be prepared to act as Response Co- ordinator as lead agency or provide support to lead agency. Coordination of Local Authority functions and support. Inform NEMA.


EVENT DESCRIPTION	EVENT STATUS/PROCEDURES	CDEM ECC ROLE	CONTROLLER ROLE
Immediately recognisable as an event that will need significant coordination to manage, or may need the use of special powers and the area of impact will impact all or most of the District. A warning of a significant event is received Co-ordinated support is required to support another CDEM Group	Potential for Declaration of State of Local Emergency or actual declaration. More than 1 area affected or entire District. Plan for the transition from lead agency to ECC required.	ECC activated either in CDEM office or Council Chambers depending on scale of event collecting and analysing information to assist the Group Controller or lead agency in the management of the event. Support to Community Link	Sets Group Priorities. Coordination of Group resources.
Imminent or State of National Emergency	Declaration of State of National Emergency is being considered or has been declared.	NCMC and Group ECC activated	Coordination of Group resources. Respond to priorities of National Controller.

# **APPENDIX 4 – Key Positions**

### **Group Controllers**

Group Controller

• John Clarke

Alternate Controllers:

- Patrick Willock
- James Baty
- David Wilson
- Helen Harris
- Keita Kohere
- Andrew White
- Salvatore (Sonny) Ali
- Nedine Thatcher-Swann

### Group Recovery Manager

Group Recovery Manager

• James Baty

Alternate Group Recovery Managers:

- Heather Kohn
- Donna Shaw
- Keita Kohere

#### **Group Welfare Manager**

Group Welfare Manager

Penny Shaw

Deputy Group Welfare Managers

- Lynne Campbell
- Janet Steele

#### **Public Information Manager**

Public Information Manager

• Anita Reedy-Holthausen

Alternate Public Information Managers

- Sheridan Gundry
- Jade Lister-Baty
- Christine Boyce
- Jason Chambers
- Diana Dobson

# Area Co-ordinators

Area	Co-ordinator	Deputy
Gisborne City	TBA	TBA
Gisborne Rural	TBA	TBA
Te Araroa	Hal Hovell	John Haerewa
Waiapu	James Palmer	Hori Hern/Dan Kawhia
Uawa	Greg Shelton	Nori Parata
Waikohu	lan Smith	Dave Pikia

### **Disaster Relief Fund**

Up to nine trustees are required on the Disaster Relief Fund. They are appointed by Council.

The two "administrative trustees" are Gisborne District Council Chief Executive Nedine Thatcher Swann and Tairawhiti Civil Defence Manager Wiremu Tamati.

No more than two "citizen trustees" and these will be residents of the Gisborne District and up to five "elected trustees" will include the Mayor and up to four elected members of Council.







# **APPENDIX 6 – COMMUNITY LINK STRUCTURE**





# **APPENDIX 7 – Community Emergency Centre**

COMMUNITY EMERGENCY CENTRES OR CIVIL DEFENCE CENTRES							
GISBORNE	WAIAPU	WAIKOHU	TE ARAROA	UAWA			
UrbanTairawhiti PolytechnicIlminster SchoolKaiti SchoolTe Hapara School CentralSchoolGisborne IntermediateMangapapa SchoolAwapuni SchoolTe Poho-o-Rawiri MaraeRuralTolaga Bay Area SchoolTauwhareparae –Puketawa StationWhangara School orB5 woolshedWaerenga-a-hika HallOrmond SchoolTiniroto – Taimoti Station Waingake– Ranui StationPatutahi Fire StationManutuke – Whakato – TeKohanga ReoWaimata – Monowai Station	Tikitiki School Ruatoria Ngata College Te Puia Service Centre Tokomaru Bay Te Kura Nga Taonga	<ul> <li>Waipaoa</li> <li>Graham Johnson's</li> <li>Matawai</li> <li>Community Hall</li> <li>Motu</li> <li>Crawshaw's</li> <li>Te Wera</li> <li>Marr's – Manawanui Station</li> <li>Wharekopae</li> <li>Barclay's – Tahara Farms</li> <li>Whakarau</li> <li>Elliott's – Tawa Station</li> <li>Kanakanaia</li> <li>Burland's – Huon Station</li> <li>Whatatutu</li> <li>Jack Fraser's</li> <li>Otoko</li> <li>Quilter's – Mahaki Station</li> </ul>	<ul> <li>Waikura Station (old school building)</li> <li>Hicks Bay</li> <li>Te Kura Kaupapa Maori o Kawakawa-mai-Tawhiti</li> <li>East Cape</li> <li>Hovell's (Aden)</li> <li>Kopuapounamu</li> <li>Rangihuna Station</li> <li>Whakaangiangi</li> <li>Walker's (Leonard)</li> <li>Potaka</li> <li>School</li> </ul>	Tolaga BayTolaga Bay Area SchoolPuketawai MaraeHauiti MaraePuketawa StationTe Rawheoro Marae			

Civil Defence Centre – in Gisborne this is the Lawson Field Theatre or the Salvation Army Worship and Community Centre 389 Gladstone Road.

# APPENDIX 8 – Supporting Plans and Procedures

The Plans and SOPs are updated after an event or every five years.

Contingency Plans deal with the issues surrounding a specific threat. All contingency plans

incorporate procedures for Civil Defence and the emergency services.

- Tsunami Contingency Pan
- Volcanic Contingency Plan
- Te Karaka Flood Contingency Plan
- Poverty Bay Flats Contingency Plan
- Tolaga Bay Flood Contingency Plan
- Pandemic Plan
- Public Communication Strategy
- Public Information Plan

Functional Plans detail the actions to be taken relating to a specific activity.

- Welfare Plan
- Recovery Plan
- Adverse Event Plan

Standard Operating Procedures deal with specific processes that are used, the people involved and the structures that need to be put in place. Distribution of the SOPs are limited to the key people who are involved in whatever the management issue is.

- Group Emergency Operating Centre (ECC) SOP
- Community Link SOP
- Communication SOP



SUPPORTING DOCUMENTS

# APPENDIX 9 – Functions, Powers and Emergency Powers of CDEM Groups Under the CDEM Act 2002 Sections 17, 18 and 85

#### 17. Functions of Civil Defence Emergency Management Group

- (1) The functions of a Civil Defence Emergency Management Group [and of each member,] are to:
  - (a) In relation to relevant hazards and risks:
    - (i) identify, assess and manage those hazards and risks:
    - (ii) consult and communicate about risks:
    - (iii) identify and implement cost-effective risk reduction:
  - (b) Take all steps necessary on an ongoing basis to maintain and provide, or to arrange the provision of, or to otherwise make available suitably trained and competent personnel [including volunteers], and an appropriate organisational structure for those personnel, for effective Civil Defence emergency management in its area:
  - (C) Take all steps necessary on an ongoing basis to maintain and provide, or to arrange the provision of, or otherwise to make available material, services, information and any other resources for effective Civil Defence emergency management in its area:
  - (d) Respond to and manage the adverse effects of emergencies in its area:
  - (e) Carry out recovery activities:
  - (f) When requested, assist other Groups in the implementation of Civil Defence emergency management in their areas (having regard to the competing Civil Defence emergency management demands within the Group's own area and any other requests for assistance from other Groups):
  - (g) Within its area, promote and raise public awareness of, and compliance with, this Act and legislative provisions relevant to the purpose of this Act:
  - (h) Monitor and report on compliance within its area with this Act and legislative provisions relevant to the purpose of this Act:
  - (i) Develop, approve, implement and monitor a Civil Defence emergency management group plan and regularly review the plan:
  - (j) Participate in the development of the national Civil Defence emergency management strategy and the national Civil Defence emergency management plan:
  - (k) Promote Civil Defence emergency management in its area that is consistent with the purpose of this Act.

# 18. General Powers of Civil Defence Emergency Management Groups

- (1) A Civil Defence Emergency Management Group has all the powers that are reasonably necessary or expedient to enable it to perform its functions [including the power to delegate any of its functions to members, the Group Controller or other persons].
- (2) Without limiting the generality of subsection (1), a Group may:
  - (a) Recruit and train volunteers for Civil Defence emergency management tasks:
  - (b) Conduct Civil Defence emergency management training exercises, practices and rehearsals:
  - (c) Issue and control the use of signs, badges, insignia and identification passes authorised under this Act, regulations made under this Act, or any Civil Defence emergency management plan:
  - (d) Provide, maintain, control and operate warning systems:
  - (e) Provide communications, equipment, accommodation, and facilities for the exercise of its functions and powers during an emergency:
  - (f) Exercise any other powers that are necessary to give effect to any civil defence emergency management plan.

# 85. Emergency Powers of Civil Defence Emergency Management Groups

- (1) While a state of emergency is in force in its area, a Civil Defence Emergency Management Group may—
  - (a) carry out or require to be carried out all or any of the following:
    - (i) works:
    - (ii) clearing roads and other public places:
    - (iii) removing or disposing of, or securing or otherwise making safe, dangerous structures and materials wherever they may be:
  - (b) provide for the rescue of endangered persons and their removal to areas of safety:
  - (c) set up first aid posts, and provide for first aid to be given to casualties and for their movement to hospital, other place of treatment, or areas of safety:
  - (d) provide for the relief of distress, including emergency food, clothing, and shelter:
  - (e) provide for the conservation and supply of food, fuel, and other essential supplies:
  - (f) prohibit or regulate land, air, and water traffic within the area or district to the extent necessary to conduct civil defence emergency management:
  - (g) undertake emergency measures for the disposal of dead persons or animals if it is satisfied that the measures are urgently necessary in the interests of public health:
  - (h) disseminate information and advice to the public:
  - (i) enter into arrangements, including employment arrangements, with any person for the purpose of carrying out civil defence emergency management as may be agreed:
  - (j) provide equipment, accommodation, and facilities for the exercise of any of the powers conferred by this subsection.
- (2) A Civil Defence Emergency Management Group must not act inconsistently with any directions given by the Minister or the Director.

# APPENDIX 10 – Lead and Support Agencies

RESPONSE ISSUES/FUNCTIONS	LEAD AGENCY/MANDATE	KEY SUPPORT AGENCIES
Medical Health		
First Aid/Triage	St John (under contract to ACC)	FENZ, DHB, GPs
Primary healthcare	Primary Health Organisation	St John, DHB
Hospital – secondary healthcare	DHB	St John, GPs, PHO, Midland DHB
Public Health		
Food	Medical Officer of Health – Health Act 1956	NZFSA, GDC, DHB-PHU
Water	Medical Officer of Health – Health Act 1956	GDC, DHB- PHU
Air	GDC – Resource Management Act 1991	
Sanitation/living conditions	GDC – Building Act 2004	
Disposal of dead	Medical Officer of Health – Health Act 1956	Coroner, Police
Rescue		
Sea	Police – Coroners Act 2006	RCCNZ, Coastguard, SLSA, Harbourmaster.
Land	Police – Coroners Act 2006	Land SAR Volunteers
Structure Collapse	Fire and Emergency New Zealand 2017	USAR, GDC,
Mass Casualties		
Disaster Victim Identification	Police – Coroners Act 2006	DHB
Personal effects reconciliation	Police	
Mortuary Services	Coroner	DHB, Funeral Directors
Notification of dead	Police	
Immediate Support & Counselling	DHB	Victim Support
Evacuation		
People	Police, CDEM Group – dependent upon scale of the Event	Police, FENZ, Community Link. NZDF, CDEM Group
Isolated people	CDEM Group – CDEM Act 2002	Community Link. NZDF
Animals	MPI	SPCA, GDC Animal Control, Vets.
Community Welfare		
Registration of people	CDEM Group – CDEM Act 2002	Citizen Advice, Community Link
Temporary shelter	CDEM Group – CDEM Act 2002	Community Link, Housing NZ

<b>RESPONSE ISSUES/FUNCTIONS</b>	LEAD AGENCY/MANDATE	KEY SUPPORT AGENCIES
Community Welfare		
Emergency Food	CDEM Group – CDEM Act 2002	Commercial Caterers/ Salvation Army, Red Cross, Lions
Emergency Clothing	CDEM Group – CDEM Act 2002	Red Cross
Financial Support	MSD	
Information Management (including inter-agency, public information and media management)	Owner/operator of business, Police and CDEM Group – dependent upon scale of the Event	
Warning System		
Natural Hazards	CDEM Group – CDEM Act 2002	GNS, Media, NZTA, Police Metservice
Hazchem	NZ Fire/DHB – Fire Service Act 1975	GDC
Utilities	Utility Owner	CDEM Group
Lifelines		
Telecommunications	Spark, Vodafone and Chorus	Contractors
Power	Transpower & Eastland Network	EIL, Contractors
Gas	First Gas	
Water	GDC Utilities	
Waste Water	GDC Utilities	
Local Roads and State Highways	Tairawhiti Roads	Contractors
Airport	Gisborne Airport Ltd	EIL, CAA, Airways, (ATC)
Port	Eastland Port Ltd	EIL, Maritime NZ
Rail	On Track	
Building and structures		
Building Safety	GDC	Opus
Re-occupancy	GDC	EQC, MSD, other welfare Agencies, Insurance Council
Property/Environment		
Urban fire	NZ Fire – Fire Service Act 1975	Rural Fire Authority
Rural Fire	Rural Fire Authority	NZ Fire
Hazchem	Work Place – MBIE, Incident/Spill – GDC – Haz & New Organism Act	Fire Service, PHU
Marine Oil Spill	Tier 1 Industry, Tier 2 GDC and Tier 3 Maritime NZ	Maritime NZ, Police, NZ Fire, CDEM Group
Impact Assessment	CDEM Group	Police, NZ Fire, USAR

# APPENDIX 11 – General Provisions Applying to Declaration of State of Emergency Under CDEM Act 2002 Sections 70–73

### 70. Commencement and duration of state of emergency

- (1) A declaration of a state of emergency must specify the time and date on which the declaration is made.
- (2) A state of emergency comes into force at the time and on the date that a declaration of the state of emergency is made.
- (3) A state of emergency expires 7 days after the time and date on which the state of emergency comes into force.
- (4) Nothing in this section prevents—

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- (a) the extension of a state of emergency under section 71; or
- (b) the termination of a state of emergency under section 72.
- (5) For the purposes of this section, 7 days after the time and date on which the state of emergency comes into force means immediately after a period that—
  - (a) begins immediately after the time of the day on which the state of emergency comes into force; and
  - (b) ends immediately before the same time of the day on the date that is 7 days after the day on which the state of emergency comes into force.



# 71. Extension of duration of state of emergency

- (1) Before a state of national emergency expires, the Minister may, by declaration, extend the state of national emergency.
- (2) Before a state of local emergency expires, a person authorised to declare a state of local emergency for an area may, by declaration, extend the state of local emergency.
- (3) An extension of a state of emergency comes into force-
  - (a) immediately before the state of emergency would have expired under section 70(3); or
  - (b) if the state of emergency was previously extended under this section, immediately before that extension would have expired under subsection (4).
- (4) An extension of a state of emergency expires 7 days after the time and date on which the extension of the state of emergency comes into force.
- (5) Nothing in this section prevents—
  - (a) the further extension of a state of emergency that has been extended under this section; or
  - (b) the termination of a state of emergency under section 72.
- (6) For the purposes of this section, 7 days after the time and date on which the extension of the state of emergency comes into force means a period that—
  - (a) begins immediately after the time of the day on which the extension comes into force; and
  - (b) ends immediately before the same time of the day on the date that is 7 days after the day on which the extension comes into force.



# 72. Termination of state of emergency

- (1) A person who is authorised to declare a state of emergency may, by declaration, terminate that state of emergency, whether or not the declaration of the state of emergency or any extension of it was made by that person.
- (2) A declaration made under subsection (1)-
  - (a) must specify the time and date on which it is made; and
  - (b) terminates the state of emergency when made.

# 73. Form and publication of declaration of state of emergency and declaration extending or terminating state of emergency

- (1) A person who declares a state of emergency, or extends or terminates a state of emergency, must do so by a declaration in the appropriate form prescribed in regulations made under section 115, or a form of similar effect.
- (2) The validity of a declaration made under subsection (1) is not affected by the inclusion in it of any additional information not specified in the appropriate prescribed form.
- (3) A person who makes a declaration in accordance with subsection (1) must immediately give notice to the public of the declaration by any means of communication that are reasonably practicable in the circumstances of the case, and must ensure that the declaration is published in the Gazette as soon as practicable.

# APPENDIX 12 – Emergency Powers Available to the Controller Under CDEM ACT 2002 SECTIONS 76-94

## Section 76 POWER TO REQUIRE INFORMATION

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- (1) The Director or Civil Defence Emergency Management Group, or a person acting under the authority of the Director or Group, may, by notice in writing, require any person to give the Director or the Group information described in subsection (2).
- (2) The information referred to in subsection (1) is information that, in the opinion of the Director or the Group, as the case may be, is reasonably necessary for the exercise of civil defence emergency management by the Director or the Civil Defence Emergency Management Group, as the case may be, and that is –
  - a) In the possession of the person who is asked to give the information; and
  - b) Is capable of being provided without unreasonable difficulty or expense.
- (3) The information required to be given under subsection (1) must be given -
  - (a) In the form specified by the Director or the Group; and
  - (b) Within the reasonable time that is specified by the Director or the Group; and
  - (c) Free of charge.

### Section 86 Evacuation of Premises and Places

If a state of emergency is in force and, in the opinion of a Controller or any member of the police, the action authorised by this section is necessary for the preservation of human life, that person or a person authorised by him or her may require, within the area or District in which the emergency is in force:

- a. The evacuation of any premises or place, including any public place: or
- b. The exclusion of persons or vehicles from any premises or place, including any public place.

### Section 87 Entry on Premises

If a state of emergency is in force in any area, a controller or a member of the police, or any person acting under the authority of a controller or member of the police, may enter on, and if necessary break into, any premises, or place within the area or district in respect of which the state of emergency is in force if he or she believes on reasonable grounds that the action is necessary for:

- a. saving life, preventing injury, or rescuing and removing injured or endangered persons;
  - or
- b. permitting or facilitating the carrying out of any urgent measure for the relief of suffering or distress.



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If a state of emergency is in force, a controller or a member of the police, or any person acting under the authority of a controller or member of the police, or any person so authorised in a relevant civil defence emergency management plan, may, in order to prevent or limit the extent of the emergency, totally or partially prohibit or restrict public access, with or without vehicles, to any road or public place within the area or district in respect of which the state of emergency is in force.

### Section 89 Removal of Aircraft, Vessels, Vehicles, etc

If a state of emergency is in force, a Controller or a constable, or any other person acting under the authority of a Controller or constable, may, in order to prevent or limit the extent of the emergency,—

- (a) remove from any place within the area or district in respect of which the state of emergency is in force, any aircraft, hovercraft, ship or ferry or other vessel, train, or vehicle impeding civil defence emergency management; and
- (b) if reasonably necessary for that purpose, use force or break into the aircraft, hovercraft, ship or ferry or other vessel, train, or vehicle.



## Section 90 Requisitioning Powers

- 1. This section applies if a state of emergency is in force and, in the opinion of a controller or a member of the police, the action authorised this section is necessary for the preservation of human life.
- 2. The controller or member of the police, or a person authorised by him or her, may direct the owner or person for the time being in control any land, building, vehicle, animal, boat, apparatus, implement, earthmoving equipment, construction materials or equipment, furniture bedding food, medicines, medical supplies, or any other equipment, materials, or supplies, to immediately place that property (requisitioned property):
  - a. Under his or her control and direction; or
  - b. Under the control and direction of a Controller or a member of the police, or person authorised by that Controller or member of the police, if that person has
- 3. A person exercising any power conferred on him or her by this section must give to the owner or person in charge of the requisitioned property a written statement specifying the property that is requisitioned and the person under whose control the property is to be placed.
- 4. If the owner or person for the time being in control of any property that may be requisitioned under this section cannot be immediately found, a Controller or a member of the police, or a person authorised by a Controller or member of the police, may assume immediately the control and direction of the requisitioned property.
- 5. If a person assumes the control and direction of requisitioned property under subsection (4), that person must ensure that, as soon as is reasonably practicable in the circumstances, a written statement specifying the property that has been requisitioned and the person under whose control it has been placed is given to the owner or person formerly in charge of the requisitioned property.
- 6. The owner or person in control of any property immediately before it is requisitioned under this section must provide the person exercising the power under this section with any assistance that the person may reasonably require for the effective and safe use of that property.

### Section 91 Power to Give Directions

While a state of emergency is in force, a Controller or a member of the police, or any person acting under the authority of a Controller or member of the police, may:

- a. Direct any person to stop any activity that may cause or substantially contribute to an emergency:
- b. Request any person, either verbally or in writing, to take any action to prevent or limit the extent of the emergency.



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While a state of emergency is in force, a controller or a member of the police, or any person acting under the authority of a controller or member of the police, may examine, mark, seize, sample, secure, disinfect, or destroy any property, animal or any other thing in order to prevent or limit the extent of the emergency.

### Section 93 Person Exercising Emergency Powers to Provide Proof Identity

A person exercising a power conferred on him or her by this Part must:

- a. have with him or her, and produce if requested to do so, evidence of his or her identity; and
- b. if requested to do so, produce evidence of or give a general explanation of the authority under which he or she is acting and the power or powers he is she is exercising

### Section 94 Contacts in Urgent Cases

Despite anything in the Public Bodies Contracts Act 1959, the following persons may, during a state of emergency, enter into any contract on behalf of a Civil Defence Emergency Management Group for any of the purposes of this Act:

- a. The Chairperson of the Group:
- b. The Deputy Chairperson of the Group:
- c. Any employee of the Group who is authorised for the purpose in the Group's Civil Defence emergency management plan:
- d. The Group Controller



# **APPENDIX 13 – Local Transition Period**



Ministry of Civil Defence & Emergency Management Reliau Watermanny

### Factsheet: Local transition periods

# The Civil Defence Emergency Management Act 2002

The Civil Defence Emergency Management Act 2002:

- provides for local transition periods to assist recovery
- provides for certain people to be authorised to give notice of a local transition period; and
- provides powers to Recovery Managers during local transition periods.

#### Who is authorised to give notice of a local transition period (s25)?

A Mayor can give notice of a local transition period for the territorial district. If the Mayor is absent, and elected member of a territorial authority may give notice of a local transition period.

The CDEM Group must also appoint at least one person (a representative of the Group) to give notice of local transition periods for the Group's area. This appointment of persons authorised to give notice of a local transition period mirrors the state of local emergency requirements.

If the Group appoints more than one person to give notice, they must state whether they have equal status to give notice, or whether they are only authorised in the absence of another named person. They must also include any conditions or limitations to the appointment (s25(3)).

The Minister can also give notice of a local transition period if it appears to the Minister that a local transition period is required (s94B(3)).

A notice of local transition period must be given on Form 17 of Schedule 2 in the Civil Defence Emergency Management Regulations 2003, or a form of similar effect.

#### What area does a local transition period apply over?

A local transition period can apply to one or more districts or wards within an area (s94B(1)). A local transition period notice can be given over the whole area of a CDEM Group or a district within an area of a CDEM Group.

# When can a notice of local transition period be given?

A person who is authorised can give notice of a local transition period:

- Following a declaration of local state of emergency; or
- Following approval from the Minister when a period of recovery is required after an emergency, when there was no local state of emergency declared (s94B(2)); or
- For a district or ward not affected by an emergency if the resources of that area could assist an area affected by the emergency (s948(9)). Although this is not necessary if these areas are willing to provide their resources (i.e. they don't need access to the special transition period powers).

If approval from the Minister is needed, this should be obtained by the person authorised by writing to the Minister (email is sufficient) and should be discussed with a MCDEM Regional Emergency Management Advisor beforehand.

The fact that an emergency has occurred does not mean there is a need or obligation to give notice of a local transition period.

#### What needs to be considered when deciding whether to give notice of local transition period?

A notice of local transition period must not be given unless the person authorised to give notice is satisfied that the following legal tests are met:

- It must appear to the person giving the notice that a local transition period is required (948(1));
- Invoking the powers to manage, coordinate, or direct recovery activities is:
  - In the public interest; and
  - Necessary or desirable to ensure a timely and effective recovery (s94B(4)).

The person authorised must also have regard to the areas, districts, or wards affected by the emergency and whether the focus is moving from response to recovery, including if the state of emergency is about to expire or be terminated (s94B(5)).

February 2018

This factsheet is designed to assist understanding of the statutory requirements. It is not a substitute for the provisions in the CDEM Act 2002, and should be read in conjunction with the legislation.

# APPENDIX 14 – Powers of a Recovery Manager During a Transition Notice



Ministry of Civil Defence & Emergency Management Reliau Weisnerungu

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### Powers of a Recovery Manager during Transition

The amendments to the Civil Deference Emergency Management Act 2002 provides:

- Group Recovery Managers as a statutory roles
- Requires a Civil Defence Emergency Management (CDEM) Group to formally appoint a 'suitably qualified and experienced person' to be a Group Recovery Manager (s29)
- Groups may also appoint one or more Local Recovery Managers (s30)
- provides for Recovery Managers and constables to use powers during transition periods (Part 5B). However, there are differences with the powers of the CDEM Group or Controllers available during a state of emergency. For example, there is no requisitioning power available during a transition period.

Recovery Managers are responsible for directing, coordinating the use of personnel, material, information, services and other resources during a local transition period (s30A(1)).

#### Powers during a transition period

Under the Act the Group Recovery Manager – NOT the CDEM Group - has access to the powers contained in Part 5B. The CDEM Group retains overarching responsibility for the conduct of the Group Recovery Manager through their appointment.

Powers can only be used if they meet three legal tests. The action must in the Recovery Managers opinion be 'in the public interest', 'necessary or desirable to ensure a timely and effective recovery' AND 'proportionate in the circumstances' (s94G(3)).

CDEM Groups may appoint one or more Local Recovery Managers and delegate the functions, duties and powers of the Group Recovery Manager to the Local Recovery Managers to exercise in the area that the Group Recovery Manager is appointed (s30(1)).

If during a transition period a Group Recovery Manager needs to direct a Local Recovery Manager then that direction must be followed (s30(2)).

Under s94J the Minister may direct the CDEM Group, the Director of Civil Defence Emergency Management or a person (notably a Recovery Manager or constable) in performing any functions or duties and the exercising of any powers during a transition period.

#### Summary of powers

The list of powers reflects the activities that CDEM Groups, councils and communities may require Recovery Managers to exercise in order to aid recovery, once a state of emergency has ended.

Some of the powers are also available to a constable as defined by the Act and s4 of the Policing Act 2008.

Powers during transition periods	Comment
94H – general powers including ability to carry or require to be carried out: works, clearing of roads/public places, examining and marking, making safe structures and materials Plus, providing for conservation and supply of food, fuel and other essential supplies and disseminating information and advice	Equivalent to section 85(1) (a) but also incorporates part of s92 to enable the ability to 'examine and mark' property, animal and other things. Also mirrors section 85(1)(e) and (h), as the activities of providing welfare services and public information commonly continue post state of emergencies.
941 - power to require information	Provides the Recovery Manager with the power to require any person to give information that is in the possession of the person asked to give the information. The appeal rights (s77), disposal of information (s81) and Restrictions on disclosure of information (s83) also apply to this provision.
94K – power to direct evacuation 94L – entry on premises	Similar to section 86 under state of emergency Similar to section 87 under
and places 94M – closing roads and public places	state of emergency Similar to section 88 under state of emergency

This information should be read in conjunction with the legislation.

June 2017



# **APPENDIX 15 – Sendai Framework**

# Chart of the Sendai Framework for Disaster Risk Reduction 2015-2030

#### Scope and purpose

The present framework will apply to the risk of small-scale and large-scale, frequent and infrequent, sudden and slow-onset disasters, caused by natural or manmade hazards as well as related environmental, technological and biological hazards and risks.

It aims to guide the multi-hazard management of disaster risk in development at all levels as well as within and across all sectors

#### **Expected outcome**

The substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries

#### Goal

Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience

#### Targets

Substantially reduce global disaster mortality by 2030, aiming to lower	Substantially reduce the number of affected people globally by 2030, aiming to lower	Reduce direct disaster economic loss in relation to global gross domestic	Substantially reduce disaster damage to critical infrastructure and disruption of basic	Substantially increase the number of countries with national and local disaster risk	Substantially enhance international cooperation to developing countries	Substantially increase the availability of and access to multi- hazard early warning
average per 100.000	the average global	product (GDP) by	services, among them	reduction strategies by	through adequate and	systems and disaster
global mortality between 2020-2030 compared to 2005- 2015	figure per 100,000 between 2020-2030 compared to 2005- 2015	2030	health and educational facilities, including through developing their resilience by 2030	2020	sustainable support to complement their national actions for implementation of this framework by 2030	risk information and assessments to people by 2030

#### **Priorities for Action**

There is a need for focused action within and across sectors by States at local, national, regional and global levels in the following four priority areas.

Priority 1	Priority 2	Priority 3	Priority 4
Understanding disaster risk	Strengthening disaster risk governance to manage disaster risk	Investing in disaster risk reduction for resilience	Enhancing disaster preparedness for effective response, and to «Build Back Better» in recovery, rehabilitation and reconstruction
Disaster risk management needs to be based on an understanding of disaster risk in all its dimensions ofvulnerability, capacity, exposure of persons and assets, hazard characteristics and the environment	Disaster risk governance at the national, regional and global levels is vital to the management of disaster risk reduction in all sectors and ensuring the coherence of national and local frameworks of laws, regulations and public policies that, by defining roles and responsibilities, guide, encourage and incentivize the public and private sectors to take action and address disaster risk	Public and private investment in disaster risk prevention and reduction through structural and non-structural measures are essential to enhance the economic, social, health and cultural resilience of persons, communities, countries and their assets, as well as the environment. These can be drivers of innovation, growth and job creation. Such measures are cost- effective and instrumental to save lives, prevent and reduce losses and ensure effective recovery and rehabilitation	Experience indicates that disaster preparedness needs to be strengthened for more effective response and ensure capacities are in place for effective recovery. Disasters have also demonstrated that the recovery, rehabilitätion and reconstruction phase, which needs to be prepared ahead of the disaster, is an opportunity to «Build Back Betters through integrating disaster risk reduction measures. Women and persons with disabilities should publicly lead and promote gender-equitable and universally accessible



approaches		during the	e respon	se and		reconstructio	n phases					
					Guid	ing Prir	nciple	S				
Primary responsibility of States to prevent and reduce disaster risk, including through cooperation	Shared resp between ce Governmer authorities, and stakeh appropriate circumstan	consibility Pr ntral th it and national pr sectors all olders as th it on national ces	rotection neir asse romoting II human ne right t	of persons and ts while a and protecting rights including to development	Engageme society	nt from all of	Full engaç State inst executive nature at local level	pement of all itutions of an and legislative national and s	Empowerm local autho communitie resources, and decisio responsibil appropriate	ient of rities and es through incentives in-making ties as e	Decision- making to be inclusive and risk- informed while using a multi-hazard approach	
Coherenc disaster r reduction sustainat developm policies, practices and mect across di	ce of risk n and ole nent plans, fferent	Accounting of loca specific characteri of disaster risks w determining meas reduce risk	al and istics when sures to	Addressing unde factors cost-effe- through investm relying primarly o disaster respons recovery	rlying risk ctively ent versus in post- e and	«Build Back Be preventing the of, and reducing disaster risk	tter» for creation g existing,	The quality of gli partnership and international coo to be effective, n and strong	obal peration neaningful	Support from developed countries and partners to developing countries to be tailored acco needs and prior identified by th	ording to rities as em	

www.preventionw eb.net/go/sfdrr www.unisdr.org isdr@un.org





# APPENDIX 16 – Transition notices templates

Form 17 – Notice of local transition period

Form 18 – Notice of extension of local transition period

Form 19 – Notice of termination of local transition period



# Form 17 Notice of local transition period

Section 94B, Civil Defence Emergency Management Act 2002

I, [*full name*], give notice of a local transition period over [*Civil Defence Emergency Management Group area, or districts or wards within that area*] owing to the [*describe emergency*].

This transition period—

- (a) comes into force at [time] on [date], which is the time and date when-
  - (i) \*this notice is given:
  - (ii) \*the state of emergency declared at [*time*] on [*date*] for [*area*] expires:
  - (iii) \*the state of emergency declared at [*time*] on [*date*] for [*area*] is terminated:
- (b) is in force for 28 days:
- (c) ends at [*time*] on [*date*], unless extended or terminated earlier.

†The previous transition period over [*Civil Defence Emergency Management Group area, or districts or wards within that area*], notice of which was given at [*time*] on [*date*], ceases to have effect.

### Signed by:

Designation:

- \*Person appointed by the Civil Defence Emergency Management Group as a person authorised to give notice of a local transition period
- \*Representative of a member of the Civil Defence Emergency Management Group [Select this designation if no person appointed by the Group is or is likely to be able to give this notice.]
- \*Mayor of territorial authority responsible for the area
- \*Elected member of territorial authority responsible for area (designated to act on behalf of the Mayor if the Mayor is absent).

\*Select one.

†Include if appropriate.

Time and date of notice:



# Form 18 Notice of extension of local transition period

Section 94D, Civil Defence Emergency Management Act 2002

I, [*full name*], extend the local transition period over [*Civil Defence Emergency Management Group area, or districts or wards within that area*] owing to the [*describe emergency*].

This extension of the transition period-

- (a) comes into force immediately before [*time*] on [*date*], which is when the current transition period ends:
- (b) is in force for 28 days:
- (c) ends at [*time*] on [*date*], unless terminated or further extended earlier.

### Signed by:

Designation:

- \*Person appointed by the Civil Defence Emergency Management Group as a person authorised to give notice of a local transition period
- \*Representative of a member of the Civil Defence Emergency Management Group [Select this designation if no person appointed by the Group is or is likely to be able to give this notice.]
- \*Mayor of territorial authority responsible for the area
- \*Elected member of territorial authority responsible for area (designated to act on behalf of the Mayor if the Mayor is absent)

\*Select one.

Time and date of notice:

### Notes

The person giving this notice must, as soon as practicable after giving the notice,—

(a) notify the public of this notice by publishing the notice—

(i) in 1 or more newspapers circulating in the areas, districts, or wards to which the notice relates; and

- (ii) on an Internet site to which the public has free access; and
- (b) ensure that this notice is published in the *Gazette*. If this notice is the third or a further extension of the transition period, the person giving the notice must give the Minister a copy of the notice at the same time as notifying the public of the extension.



# Form 19 Notice of termination of local transition period

Section 94E, Civil Defence Emergency Management Act 2002

I, [*full name*], terminate the local transition period over [*Civil Defence Emergency Management Group area, or districts or wards within that area*] owing to the [*describe emergency*], notice of which was given at [*time*] on [*date*].

The transition period is terminated at the time and on the date when this termination notice is given.

Signed by:

Designation:

- \*Person appointed by the Civil Defence Emergency Management Group as a person authorised to give notice of a local transition period
- \*Representative of a member of the Civil Defence Emergency Management Group [Select this designation if no person appointed by the Group is or is likely to be able to give this notice.]
- \*Mayor of territorial authority responsible for the area
- \*Elected member of territorial authority responsible for area (designated to act on behalf of the Mayor if the Mayor is absent)

\*Select one.

Time and date of notice:

Notes

The person giving this notice of termination must-

- (a) immediately notify the public by any means of communication that are reasonably practicable in the circumstance; and
- (b) as soon as practicable, ensure that this notice is published in the *Gazette*.



# APPENDIX 17 – Statutory functions and powers of CDEM participants

AGENT	FUNCTIONS AND GENERAL POWERS	POWERS - STATE OF EMERGENCY	POW
Minister of Civil Defence and Emergency Management (Minister)		<ul> <li>Declare national state of emergency (s.66)</li> <li>Powers to declare state of local emergency (s.69)</li> <li>General powers to direct the National Director or a CDEM Group to do something or stop doing something during or near to a state of emergency (s.84)</li> </ul>	• (
CDEM Director (national level)	<ul> <li>Functions (s.8)</li> <li>Advise the Minister on CDEM</li> <li>Identify nationally significant hazards and risks</li> <li>Monitor and evaluate the National CDEM Strategy</li> <li>Develop, monitor and evaluate National CDEM Plan (ss.38-47)</li> <li>CDEM Director may develop CDEM guidelines, codes and technical standards including establishment and operation of CDEM Groups and any other matters the Director thinks is necessary (s.9)</li> <li>CDEM Director must develop guideline on CDEM Group Plans (s.49(3))</li> <li>Monitor performance of CDEM Groups</li> <li>During national state of emergency or national transition period, direct and control the resources available for CDEM</li> <li>CDEM Director has all the powers reasonably necessary or expedient to perform functions including: employ people, research/investigate, issue hazard warnings and advice, train CDEM personnel, co-ordinate activities between CDEM Groups, assist in planning of CDEM (s.9)</li> <li>CDEM Director must not act inconsistently with the Strategy (s.37)</li> <li>General requirement that if you have functions under the Act you must take "all necessary steps" to perform them (s.59)</li> <li>Can direct completion of tasks if CDEM Group has not completed them and recover cost from CDEM Group (s.75)</li> <li>CDEM Director can delegate her powers in writing at any time (s.105)</li> </ul>	<ul> <li>Direct and control personnel, material, info services, resources for CDEM purposes without limitation (s.9)</li> <li>Control the functions and duties of any CDEM Group, Group Controller (s.9)</li> </ul>	• [ r • ((
Civil Defence Emergency Management Group (CDEM Group)	<ul> <li><u>Functions</u> (s.17)</li> <li>Identify, assess, manage and communicate hazards and risks</li> <li>Identify and implement cost-effective risk reduction</li> <li>Ensure suitably trained personnel including volunteers</li> <li>Ensure material, services, info and resources for CDEM activities</li> <li>Respond to and manage adverse effects of emergencies</li> <li>Plan and carry out recovery activities</li> <li>Assist other CDEM Groups in implementing CDEM in their areas</li> <li>Promote compliance with the Act and its provisions</li> <li>Monitor and report on compliance with the Act</li> <li>Develop, implement, monitor and regularly review CDEM Group Plan</li> <li>Participate in development of national CDEM Strategy and Plan</li> <li>Promote CDEM in its area consistent with the Act</li> </ul>	<ul> <li>CDEM Group emergency powers (s.85)</li> <li>Works</li> <li>Clearing of roads and public places</li> <li>Dealing with dangerous structures and materials</li> <li>Rescue endangered people and return them to safety</li> <li>Set up first aid posts and their use</li> <li>Provide relief of distress eg food, clothing and shelter</li> <li>Require conservation of food,, fuel and essential supplies</li> <li>Control all land/air/water traffic to conduct CDEM</li> <li>Emergency measures for disposal of dead humans/animals</li> <li>Advise the public</li> </ul>	

### /ERS - TRANSITION PERIOD

Give notice of national transition period (s.94A)

Direct and control personnel, material, info services, resources for CDEM purposes (s.9)

Control the functions and duties of any CDEM Group, Group Recovery Manager (s.9)



AGENT	FUNCTIONS AND GENERAL POWERS	POWERS - STATE OF EMERGENCY		
	General Powers	Employ people for CDEM purposes		
	• Unitary authority can be a CDEM Group or can unite with another unitary authority or regional council to form a CDEM Group (s.12)	<ul> <li>Provide equipment, accommodation and facilities for CDEM</li> </ul>		
	CDEM Group is a (joint) committee of Council (s.12)			
	• CDEM Group has all the powers reasonably necessary or expedient to perform functions including: train CDEM personnel, conduct CDEM exercises, warning systems, etc (s.18)			
	• CDEM Group must follow NZS:9202:1992 Standing Orders or formally adopt alternatives with 75% agreement (s.19)			
	CDEM Group must establish a CEG (s.20)			
	• CDEM Group must appoint at least 1 CDEM Group member to be an Authorised Person with powers to declare local state of emergency (and any limitations on powers) (s.25)			
	• CDEM Group must appoint at least 1 CDEM Group member to be an Authorised Person with powers to give notice of a local transition period (and any limitations on powers) (s.25)			
	• If no Authorised Person able to act, a rep of any member of the CDEM Group can declare local state of emergency or transition period (s.25)			
	• Mayor or his designated Councillor rep can declare local state of emergency or transition period (s.25)			
	CDEM Group must appoint Group Controller and at least 1 alternate (s.26)			
	• CDEM Group can delegate to Authorised Person the power (stating any limitations on powers) to replace the Group Controller with an alternate during a local state of emergency (s.26)			
	<ul> <li>CDEM Group may appoint Local Controllers and alternates (s.27)</li> </ul>			
	CDEM Group must appoint Group Recovery Manager and at least 1 alternate (s.29)			
	• CDEM Group can delegate to Authorised Person the power (stating any limitations on powers) to replace the Group Recovery Manager with an alternate during a local transition period (s.29)			
	CDEM Group may appoint Local Recovery Managers and alternates (s.30)			
	CDEM Group must not act inconsistent with National CDEM Strategy (s.37)			
	• General requirement that if you have functions under the Act you must take "all necessary steps" to perform them (s.59)			
	CDEM Group can compel any person to provide info for CDEM purposes (s.76)			
	<ul> <li>CDEM Group can appoint a person to enter into contract for works for CDEM during local state of emergency (must be identified in Group Plan) (s.94)</li> </ul>			
Civil Defence Emergency	CDEM Group must appoint a Chair (s.15)	Chair/ Deputy Chair of CDEM Group can enter into		
Management Group Chair (CDEM Group Chair)	• General requirement that if you have functions under the Act you must take "all necessary steps" to perform them (s.59)	contracts for works in emergency (s.94)		
Authorised Person (CDEM	Functions (implied in the Act)	• Powers to declare local state of emergency (subject	•	
Group Member)	<ul> <li>Enable timely action on behalf of the CDEM Group in moving to a local state of emergency and local transition period</li> </ul>	<ul><li>to any limitations on powers) (s.25)</li><li>If delegated, can replace the Group Controller with</li></ul>	•	
	<ul> <li>Manage the application of the CDEM Group delegations during local state of emergency and transition period</li> </ul>	an alternate Group Controller during a local state of emergency (s.26)		
	<u>General Powers</u>			
	<ul> <li>General requirement that if you have functions under the Act you must take "all necessary steps" to perform them (s.59)</li> </ul>			

### WERS - TRANSITION PERIOD

Powers to give notice of a local transition period (subject to any limitations on powers) (s.25) If delegated, can replace the Group Recovery Manager with an alternate Group Recovery Manager during a local transition period (s.29)



AGENT	FUNCTIONS AND GENERAL POWERS	POWERS - STATE OF EMERGENCY	POV
Coordinating Executive Group (CEG)	<ul> <li><u>Functions</u> (s.20)</li> <li>Advise the CDEM Group</li> <li>Implement the decisions of the CDEM Group</li> <li>Oversee development and implementation of the CDEM Group Plan</li> <li><u>General Powers</u></li> <li>Membership of a CEG (s.20) is: Chief Executive of local authority, Senior Police employee assigned by Commissioner of Police, Senior representative from Fire and Emergency NZ, Chief Executive of provider of health and disability services, any other persons can be coopted by the CDEM Group</li> <li>General requirement that if you have functions under the Act you must take "all necessary steps" to perform them (s.59)</li> </ul>		
Gisborne District Council (GDC)	<ul> <li><u>Functions</u></li> <li>Act as administrative authority for the CDEM Group (s.23)</li> <li>General requirement that if you have functions under the Act you must take "all necessary steps" to perform them (s.59)</li> <li>Plan and provide for CDEM in its region (s.64)</li> <li>Ensure Council is able to function to fullest extent possible during and after an emergency (s.64)</li> </ul>		
Chief Executive Gisborne District Council (CE-GDC)	<ul> <li>Functions</li> <li>Act as administrative authority for the CDEM Group (s.23)</li> <li>General requirement that if you have functions under the Act you must take "all necessary steps" to perform them (s.59)</li> <li>Plan and provide for CDEM in its region (s.64)</li> <li>Ensure Council is able to function to fullest extent possible during and after an emergency (s.64)</li> </ul>	<ul> <li>Manage resources so that Council functions to fullest extent possible during an emergency (s.64)</li> </ul>	•
Gisborne District Council Hub Directors (GDC Hub Directors)	<ul> <li><u>Functions</u></li> <li>Ensure Council is able to function to fullest extent possible during and after an emergency (s.64)</li> </ul>	Manage resources so that Council functions to fullest     extent possible during an emergency (s.64)	•
Group Controller	<ul> <li><u>Functions</u> (s.26)</li> <li>Perform any functions or duties delegated by the CDEM Group or conferred under the Act</li> <li>Authorise any suitably qualified and experienced person to perform functions and exercise powers of the Group Controller on behalf</li> <li><u>General Powers</u></li> <li>General requirement that if you have functions under the Act you must take "all necessary steps" to perform them (s.59)</li> </ul>	<ul> <li>Direct and coordinate personnel, materials, info, services and resources in local state of emergency (s.28)</li> <li>Order evacuation or prohibit entry to places (s.86)</li> <li>Enter/break into places to save life, prevent injury, rescue people or relieve suffering/distress (s.87)</li> <li>Close roads (s.88)</li> <li>Remove aircrafts, vessels, vehicles etc impeding CDEM (s.89)</li> <li>Requisition property necessary for preservation of human life (s.90)</li> <li>Direct anyone to stop activity or take action to limit extent of the emergency (s.91)</li> <li>Direct owner of a structure to assess effects of emergency on the structure (s.91)</li> <li>Carry out inspections (s.92)</li> <li>Enter into contracts for works (s.94)</li> <li>NOTE: Group Controller powers transfer to National Controller in national state of emergency for (part of) our region (s.28)</li> </ul>	

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WERS	-	TRANSITION PERIOD	
TENS			

Manage resources so that Council functions to fullest extent possible after an emergency (s.64)

Manage resources so that Council functions to fullest extent possible after an emergency (s.64)



# APPENDIX 18 – Key decision processes, decision-makers and basis of decisions

There are several decisions that may need to be made at the different emergency management phases by specific personnel, the most crucial during the Response and Recovery phases.

There are various levels of activation available in response to an emergency situation and to support recovery efforts. The level of activation will depend on need and be made on a case-by-case basis by delegated personnel.

The draft diagram below shows the key decision points throughout the Response and Recovery phases.



The table below shows the staff assessment of the key decision points, who makes the decision and the basis for the decision.



Key decision point	Who makes the call?	Basis for decision
Emergency Coordination Centre activated (key personnel deployed: Incident Management Team, partner agencies, community link)	Group Controller and Response Manager	There is nothing in the activation of an ECC that gives you any more powers and no legal constraints on activation. Decisions are discretionary and based on how sudden and severe the emergency is, how much resource is needed to respond effectively and how much coordination between agencies is required.
Declaration of local state of emergency (and extension or termination of local state of emergency)	Person authorised by the CDEM Group under section 25 CDEM Act (sections 68, 69, 71, 72 CDEM Act)	An emergency has occurred or may occur within the area and formal powers under the CDEM Act are needed. An emergency is defined as any happening that causes or may cause loss of life, injury, illness or distress or in any way endangers the safety of the public or property in any part of New Zealand and cannot be dealt with by emergency services, or otherwise requires a significant and coordinated response. A decision to declare, extend or terminate a local state of emergency is taken on the advice of the Group Controller and Incident Management Team. The Minister of Civil Defence Emergency Management can also declare a local state of emergency.
Declaration of national state of emergency (and extension or termination of national state of emergency)	Minister of Civil Defence Emergency Management (sections 66, 71, 72, 28(4) CDEM Act)	The emergency is, or is likely to be, of such extent, magnitude, or severity that the response needed is likely to be beyond the resources of the CDEM Groups whose areas may be affected by the emergency. If a national state of emergency is declared for the area covered by a local state of emergency, the local state of emergency ceases to have effect. Following a national declaration, all agencies and CDEM Group Controllers will be working to the priorities of the National Controller. Group Controllers will remain in control of the response in their regions supported by the National Crisis Management Centre but cannot contravene any direction of the National Controller.
Notification of local transition period (and extension or termination of local transition period)	Where a local state of emergency is declared Person authorised by the CDEM Group under section 25 CDEM Act (sections 94B, 94D, 94E CDEM Act) Where there is no local state of emergency declared Person authorised by the CDEM Group under section 25 CDEM Act with approval of the Minister of Civil Defence Emergency Management (section 94B)	A local emergency situation is ending (moving from Response to Recovery) and the formal powers under the CDEM Act are needed because it is in the public interest and it is necessary or desirable to ensure a timely and effective recovery. A decision to notify a transition period, by the person authorised under section 25 of the CDEM Act, must consider the areas affected and is taken on advice from the Group Recovery Manager and Incident Management Team. The Minister of Civil Defence Emergency Management can also notify a local transition period (section 94B CDEM Act).



Key decision point	Who makes the call?	Basis for decision
Notification of national transition period (and extension or termination of national transition period)	Minster of Civil Defence Emergency Management (sections 94A, 94D, 94E, 30A(5) CDEM Act)	Invoking a national transition period is in the public interest and necessary/desirable to ensure a timely and effective recovery. The Minister's decision must have regard to the areas affected by the emergency, if activity in any area is moving from response to recovery, including if a state of emergency is about to end and the capacity of any CDEM Group/local authority to carry out recovery activities.
		If a national transition period is notified for the area covered by a local transition period, the local transition period ceases to have effect.
		Following a national notification, all agencies and CDEM Group Recovery Managers will be working to the priorities of the National Recovery Manager. Group Recovery Managers will remain in control of the recovery in their regions supported by the National Crisis Management Centre but cannot contravene any direction of the National Recovery Manager.



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