

## 6 OPERATIONAL SECTION

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This section outlines the operational arrangements that have been made by the Hawke's Bay CDEM Group to encompass its operational functions, which deal with readiness, response, and recovery activities. The operational arrangements address all of the hazards listed in the strategic section, with particular attention paid to the priority one hazards. The analysis of hazards have highlighted the need for:

- A co-ordinated response;
- Integrated procedures;
- Public education;
- Warning systems;
- Organised emergency welfare; and
- Appropriate planning and plans.

This section is divided into three sections:

**Readiness** activities are those that develop operational capabilities for responding to an emergency and improve the resilience of a community to withstand an emergency. They include:

- Establishing and maintaining links and understanding between all emergency response organisations;
- Preparation of integrated emergency plans, contingency plans and standard operating procedures;
- Undertaking public educational and advisory activities;
- Developing and maintenance of effective warning systems;
- Undertaking training and exercising for staff and volunteers;
- Maintenance of appropriate response structures, e.g. Emergency Operating Centres, and communication systems; and
- Development of tools and resources that will assist in the management of and dissemination of information when an emergency occurs.

**Response** activities are those actions taken immediately before, during or directly after an emergency that can save lives, minimise property damage, or improve recovery speed or capability, including:

- Activation of response capability, e.g. Emergency Operating Centres, and Community Emergency Centres;
- Establishing response priorities, co-ordination, management, and the deployment of resources necessary to assist the community effectively respond to the emergency; and
- Collection and dissemination of information.

**Recovery** is the range of activities, which occur following an emergency to stabilise the affected community and activate community support systems, and longer-term activities to support community rehabilitation and restoration including:

- Ensuring there a smooth transition from the response phase to recovery operations and then from recovery operations back to “normal” community life;
- Undertaking community restoration with a reduction focus. That is ensuring that a community is not re-built, remaining vulnerable to the same hazard;
- Providing links and co-ordination between people, communities, local government, emergency services, local support providers, central government and its agencies; and
- The collection and dissemination of information.

## 6.1 Operational Principles

The following principles have been taken into consideration in the preparation of this part of the CDEM Group Plan and they reflect ‘best practice’ rules for readiness, response and recovery:

- Civil defence emergency management activities reflect the principle of integration and co-ordination between civil defence emergency management partners;
- Appropriate civil defence emergency management support mechanisms are established to assist communities to manage their own response to, and where practical, their recovery from an emergency;
- A seamlessly upgraded response from adverse events to a state of local emergency;
- Most significant adverse events will require co-ordination between responding agencies. This will be achieved through the implementation of agreed standard operating procedures and contingency plans, and through the use of common response structures such as used in the Coordinated Incident Management System (CIMS);
- The transition from response to recovery is seamless, with recovery activities also recognising the need to reflect long-term solutions; and
- Hawke’s Bay emergency management structures reflect the benefit of assistance from outside the region and the need to provide assistance to other CDEM Groups.

## 6.2 Operational Responsibilities

The following operational responsibilities are provided as an outline. It should be noted that city district, and regional councils have several different roles:

1. Collectively they form the CDEM Group;
2. Individually they are required to maintain their various statutory functions; and
3. The city and district councils are also Rural Fire Authorities.

More detail on the role of the emergency services is provided in Annex 2: Emergency Services. Detailed responsibilities for respective organisations are also provided in various Standard Operating Procedures, Functional Plans and

Contingency Plans developed by the partners and members of the CDEM Group.

#### **CDEM Group**

Appoints people that can declare and manage a state of local emergency.  
Approves the CDEM Group Plan and policies, and ensures that civil defence emergency management activities in Hawke's Bay are promoted and carried out effectively.

#### **City and District Councils**

Are responsible for ensuring that they maintain their roads and utility services (for example: water and sewage). Councils also have regulatory functions for ensuring building safety and monitoring and ensuring compliance with environmental health regulations. The Civil Defence Emergency Management Act in section 64 requires each city and district council to plan and provide civil defence emergency management within its district and to ensure that it is able to function during and after an emergency.

#### **District Health Board**

Has the responsibility for the provision of primary, secondary, and mental health care. This is provided via arrangements with Primary Health Care Providers and hospitals (both public and private). The District Health Board also has responsibility for public health issues, which are provided by the Public Health Unit.

*Note:* The District Health Board has arrangements with private hospitals, General Practitioners, and Ambulance Services for the provision of health services in emergency situations.

#### **Hawke's Bay Regional Council**

Provides administrative support to the CDEM Group. It has primary responsibility for flood control schemes, and tier 2 marine oil spills. It provides technical expertise for specified hazardous substance incidents. It can assist a lead agency by providing a regional co-ordination role in both declared and non-declared events. The Civil Defence Emergency Management Act in section 64 requires the Regional Council to plan and provide civil defence emergency management within its district and to ensure that it is able to function during and after an emergency.

#### **Ministry of Social Development**

Is responsible for the coordination of all agencies that will provide welfare services during and following an emergency event that has adversely affected the ability of individuals to carry on their normal lives.

#### **NZ Fire Service**

Has the primary responsibility for urban fire response and may provide a response to fires in rural areas. The NZ Fire Service is also responsible for making accident sites safe from fire or the risk to life from hazardous chemicals prior to any other response requirements.

#### **NZ Police**

Has primary responsibility for maintaining law and order, public safety, and enforcement of road/driving behaviour. The Police are also the lead agency or

provide overall co-ordination for land (including urban) search and rescue, marine search and rescue, road, rail and air accidents.

**Rural Fire Authorities**

Are responsible for the control of fires in their rural fire districts.

# 7 READINESS

This section outlines the steps and measures required to be taken by the members and partners of the CDEM Group so that they are prepared and able to carry out their functions and responsibilities during and following an emergency. It also specifies steps that must be taken by government departments, engineering lifeline utilities and other organisations that will lead to an improved level of community resilience.

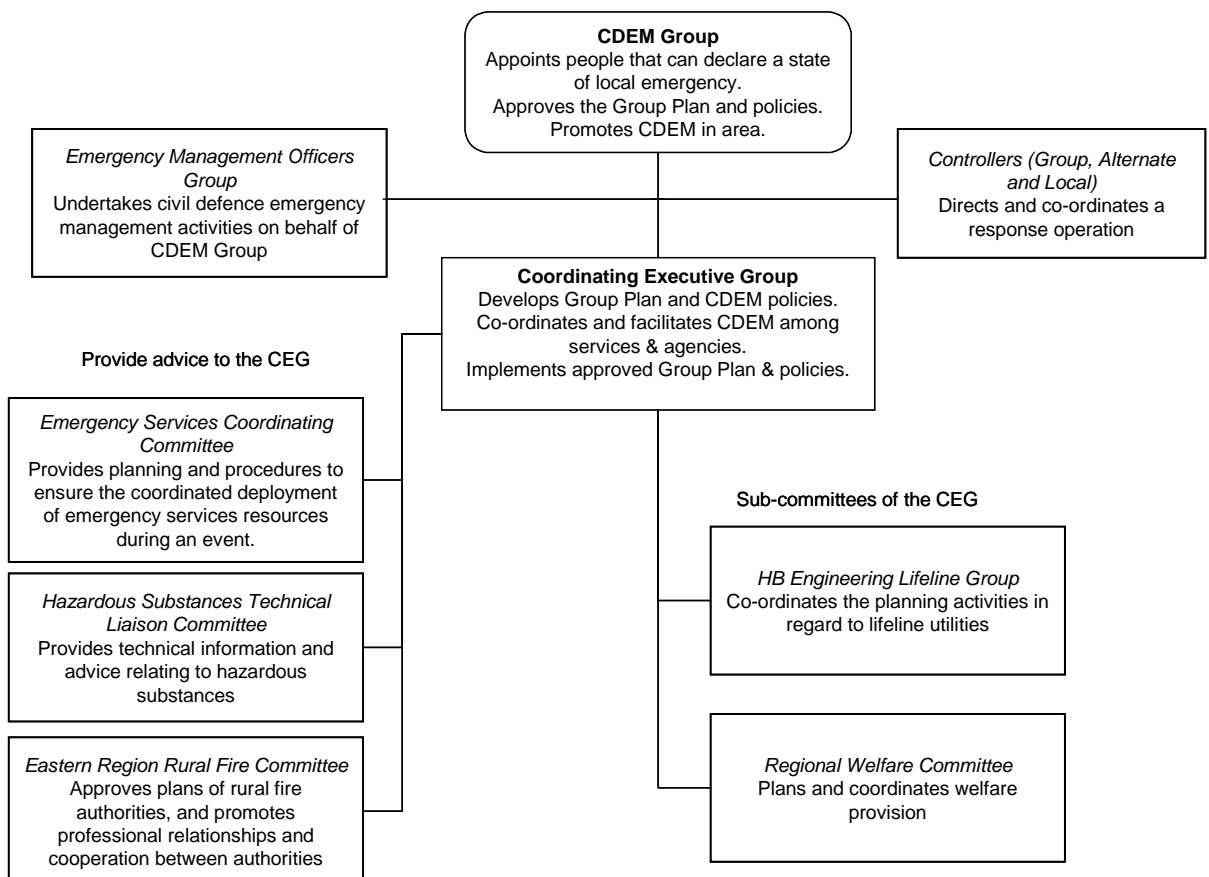
## 7.1 General requirement to continue functioning

The Civil Defence Emergency Management Act makes it a requirement that every government department, all engineering lifelines utilities and all city, district, and regional councils are able to function to the fullest possible extent, even though this may be at a reduced level, during and after an emergency. This shall also apply to all emergency service providers.

## 7.2 CDEM Structure and planning

The planning relationships between CDEM Group members and partners were covered in section 4.8 Planning relationships (page 22). Figure 8 shows the structural relationships, which have been implemented to enable the CDEM Group to carry out its day-to-day activities.

**Figure 8: Organisational structure for CDEM Group**



It should be noted that the CEG may appoint and create other sub-committees from time-to-time to assist it in its work.

### 7.3 Planning documents

Part of being “ready” is having agreed plans and procedures in place that specify how agencies will function. The CDEM Group therefore requires its members and the emergency services to have agreed Standard Operating Procedures<sup>1</sup> (SOPs) and Contingency Plans<sup>2</sup> that detail how the consequences of the priority hazard events will be managed at the local level and how response arrangements can be escalated.

There shall also be agreed Standard Operating Procedures, which state how Emergency Operating Centres (EOCs) shall operate.

The Co-ordinating Executive Group will develop a process for the review of existing plans, identification of any gaps, and production of any CDEM Group standard operating procedures or contingency plans.

### 7.4 Organisations to have emergency plan

**Under the CD Act 1983 some organisations, were required to have an emergency plan. The CDEM Group believes that these organisations should continue to maintain emergency plans**

The CDEM Group encourages all organisations that have responsibility for other people, such as: childcare facilities, schools, rest homes, and private hospitals to have an emergency plan that details how they will care for those people in the event of an emergency.

These organisations are therefore expected to assess the impacts of an event on its own facilities; and prepare its own emergency plan, so that it can maintain or restore the services it provides.

The CDEM Group has developed guidelines to assist these organisations develop emergency plans and its staff can provide assistance to these organisations if required.

### 7.5 Providing rescue and relief to people in buildings

Under the Civil Defence Act 1983, government departments, organisations, and city, district, and regional councils were required to provide for the rescue and relief of people in their premises. These specific provisions were not carried over into the Civil Defence Emergency Management Act, as these matters are now dealt with by the Health and Safety in Employment Act 1992. This Act promotes the prevention of harm to all persons at work and other persons in, or in the vicinity of, a place of work by defining hazards and harm in a comprehensive way so that all hazards and harm are covered.

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<sup>1</sup> Standard Operating Procedures detail how a specific task or role is to be carried out.

<sup>2</sup> Contingency Plans detail the actions and considerations that are required for specific risk events.

The CDEM Group therefore expects that every business or organisation operating in Hawke's Bay shall make adequate provision in the premises under its control and occupied by it (whether or not the premises are owned by it) for the rescue of endangered persons in the premises, first aid to casualties occurring there, and the relief of distress during and following a state of local emergency, and shall provide the necessary training, equipment, facilities, and accommodation to perform those functions.

## 7.6 Training

Training includes all activities by educational institutions and other training providers that enhance the skills, knowledge and attitudes of all involved in emergency management.

The primary responsibility for establishing the specific training needs of an organisation rests with its own management.

Each member of the CDEM Group and the emergency services shall ensure that its staff and volunteers are sufficiently trained to meet their civil defence emergency management obligations and will provide training, equipment, facilities and accommodation to enable the functions of rescue, first aid and relief of distress can be carried out on premises occupied by them.

Training will be conducted, reviewed and/or revisited during cycles of between three to five years. Training programmes shall be monitored to ensure that training is effective and efficient.

An effective way of training and testing systems is the undertaking of exercises. The CDEM Group will therefore undertake one regional civil defence emergency management exercise at least once every three years. It is expected that each city, district and regional council, and the emergency services will also undertake regular exercises, to test their own systems.

## 7.7 Public education

An important part of ensuring that Hawke's Bay is resilient is ensuring that people know what to do to protect themselves, and how to help their neighbours, family and friends during and following any civil defence emergency.

The CDEM Group will undertake a public education program over the life of this Plan to improve the level of understanding of the public of Hawke's Bay of the measures they can take to better protect themselves.

## 7.8 Warning systems

Warnings are received about distant or local events that may escalate to a stage requiring a declaration of a state of local emergency (for example inclement weather, distant tsunami, volcanic eruptions, etc). To be effective, warnings must be conveyed as early as possible by the most direct means to those organisations and people likely to be affected. For this reason all city, district,

and regional councils, and emergency services will maintain systems to deal with warnings received at both local and national level.

### 7.8.1 Responsibility

There are a number of agencies involved in surveillance, monitoring, and assessing hazards, both at a national and local level. These agencies are responsible for alerting the city, district, or regional councils, and public to incidents that may be pre-cursor to a state of local emergency. For example:

- Hawke's Bay Regional Council issue warnings of a threat of flooding;
- MetService issue special bulletins on severe weather conditions;
- Warnings on public health, agriculture and fishing industry hazards are the responsibility of the authority concerned.

#### Warning issued in an emergency

**Once a state of local emergency has been declared the legal responsibility for preparation and issuing of all warnings relating to the emergency becomes the responsibility of the Group Controller.**

Details on the operation of warning systems in Hawke's Bay can be found in Annex 3: Warning systems.

## 8 RESPONSE

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Many powers enabling civil defence emergency management activities are only brought into force by the declaration of a state of local emergency. A declaration will only be made if there is a emergency situation which may distress or endanger the safety of people, and it can not be dealt with through the normal response processes of the emergency services, or the response requires significant coordination.

### 8.1 Priorities for response

The *National Civil Defence Plan* sets out the priorities for the allocation of resources during a state of local emergency. The Hawke's Bay CDEM Group will follow these priority groupings in managing any response operation. The priorities are:

#### Primary Priorities

- (1) *Preservation of life*  
Alleviation of life-threatening dangers to people, movement of people from immediately threatened areas, and assistance to those who have to remain.
- (2) *Preservation of government*  
Preservation, maintenance and possible relocation of the machinery of government.
- (3) *Maintenance of law and order*  
Deployment of Police and others who contribute to law and order.
- (4) *Care of sick, injured and provision of welfare services*  
Maintenance of first aid and medical facilities, and the provision of priority welfare supplies and services.

#### Secondary Priorities

- (5) *Protection of property*  
Deployment of fire and other services to protect first those assets needed for recovery and restoration, and then other structures and assets.
- (6) *Inspection of damage*  
Deployment of inspection teams to evaluate building and infrastructure damage and classify buildings as safe for usage or otherwise.
- (7) *Maintenance and restoration of essential services*
  - (a) Discharge of their normal duties by central and local government agencies.
  - (b) Supply of food, potable water and other essential items.
  - (c) Restoration of telecommunication facilities.
  - (d) Supply of electric power and gas.
  - (e) Restoration of water supply and sewerage services.
  - (f) Restoration and operation of transport services.
  - (g) Restoration of public information and news services.
  - (h) Deployment of resources in a manner that minimises environmental damage and protects objects and structures of historical and cultural value.
- (8) *Restoration of the Social Fabric*  
Restoration of normal activity in schools, community facilities, etc.
- (9) *Other services*  
Restoration of business and other organisations supplying desirable but nonessential services.

- (10) *Other functions*  
Assistance to members of the public and businesses that do not qualify for a higher priority.

## 8.2 Group and Local Controllers

The CDEM Group appoints a Group Controller, and alternate Group Controllers, and delegates to them the appropriate powers to enable them to effectively and efficiently manage any response operation that will be undertaken during a state of local emergency in Hawke's Bay. (See sections 10.5.2 Delegations and (page 76) and 10.6.1 Group Controller (page 77) for details.)

The CDEM Group believes that any response to an adverse event or emergency should be:

- Undertaken using an comprehensive emergency management approach;
- Managed at the appropriate level; and
- Built on an integrated approach where all agencies work in partnership.

The Group Controller is the head of the CDEM Group response organisation and has two key responsibilities:

1. To participate in the planning and implementation of activities which will prepare the community to respond effectively to any civil defence emergency;
2. To lead, direct, and coordinate all resources as necessary to respond effectively to the impact of a disaster during a state of local emergency.

Once a state of local emergency is declared, the Group Controller may direct and co-ordinate the overall response and shall remain responsible for:

- a) Issuing any necessary changes in priorities for the use of resources and services.
- b) Issuing any necessary directions or requirements to local controllers in the exercising of any powers delegated to them.

But shall allow local controllers to control the response in their own districts (subject to any limitations arising from (a) and (b) above) and subject to the Group Controller remaining satisfied that the emergency is being satisfactorily managed.

A small team of people shall report directly to the Group Controller. This "Controller's Support Team" shall comprise suitably trained people from city, district, and regional councils, and emergency services, and undertake the Group Controller's functions of Logistics, Liaison, Planning/Intelligence and Public information.

The Group Controller shall also have an "Operations Response Support Team", which may be sent to assist Local Controllers when required, to support any local response operation. Members of this operations response support team shall have extensive operational experience and may be drawn from city, district, and regional councils, and emergency services.

**Use of power of direction**

To provide for any situation where a District may become isolated, and to ensure that effective response operations can be carried out throughout Hawke's Bay during a state of local emergency the CDEM Group appoints Local Controllers. (See section 10.6.2 Local Controllers (page 77).) A Local Controller is required to follow any directions given by the Group Controller during a state of local emergency.

A Controller (Group or Local) may if necessary during a state of local emergency, use Section 91 of the CDEM Act to direct any person, organisation, or media outlet to submit any information that is intended for release to the public to be cleared through the Group Controller prior to release.

Details of how the Group Controller and Local Controller shall operate during an adverse event, or a declared civil defence emergency are provided in the CDEM Group's Adverse Events Operating Plan, and the Emergency Procedures Manual.

### 8.3 Operation of CDEM Group

During any significant emergency situation, but before a declaration of a state of local emergency is declared; there may be a support role for the CDEM Group. In such situations the CDEM Group's Emergency Management Officers will:

- a) Have a monitoring role and support the lead agency as required;
- b) Ascertain whether the event is manageable by everyone without the need for additional 'legal powers' or 'special provisions' given by a declaration of a state of local emergency;
- c) Ensure that public expectations can be met as best is able from all agencies involved;
- d) Provide advice to or consider requests from Controllers (Group or Local) on the need for a declaration of a state of local emergency.

### 8.4 Declarations

In pursuance of Section 68 of the Civil Defence Emergency Management Act 2002 a state of local emergency may be declared by those persons authorised by the CDEM Group and listed in section 10.5.1 "*Declarations of a state of local emergency*" (page 76), if at any time it appears to the person that an emergency has occurred, or may occur within the area. The declaration:

- a) May cover the whole of one or more districts or wards within the Hawke's Bay Civil Defence area, depending upon the authority delegated to that person by the CDEM Group; or
- b) May be made if, in the opinion of any person authorised to declare a state of local emergency in respect of the Hawke's Bay Civil Defence area, the resources of the region are needed to assist any other region or district in respect of which a state of local emergency is in force.

If at any time it appears to the Minister of Civil Defence that an emergency has occurred or may occur in the area and a state of local emergency has not been declared, the Minister of Civil Defence may declare a state of local emergency for that area.

Every state of local emergency comes into force immediately upon the making of the declaration, or such later time and date as may be specified in the declaration. Every state of local emergency shall expire with the commencement of the seventh day after the date on which it was declared, or such earlier time and date as may be specified on the declaration, unless extended.

#### **Extension of state of local emergency**

In accordance with Section 71 of the CDEM Act a state of local emergency may be extended by declaration by the Minister of Civil Defence and Emergency Management or by a person authorised by the CDEM Group.

Extensions expire with the commencement of the seventh day after the date on which it was declared unless extended further or terminated earlier.

#### **Termination of a state of local emergency**

In accordance with Section 72 of the Civil Defence Emergency Management Act 2002 a person authorised by the CDEM Group may, by declaration terminate the state of local emergency.

Every declaration of termination shall take effect from the time and date specified in the declaration.

#### **Notification of a state of local emergency**

In accordance with Section 73 of the Civil Defence Emergency Management Act 2002 a person who declares a state of local emergency, or extends or terminates a state of local emergency must immediately give notice to the public of the declaration by any means of communication that are reasonable and practicable in the circumstances, and must ensure that the declaration is published in the New Zealand Gazette as soon as practicable.

The forms for declaring, extending, and terminating a state of local emergency, are provided in Annex 4: Declaration forms.

## **8.5 Operation of Emergency Operating Centres (EOCs)**

The role of Emergency Operations Centres is to provide facilities required for the Controller (Group or Local) and the various supporting organisations to properly manage the civil defence emergency management response operation. To achieve this, Emergency Operations Centres provide for the:

- Gathering, processing, and recording of information.
- Making of decisions in relation to priorities and use of resources.
- Co-ordination and direction of assistance to affected area(s).
- Dissemination of information to civil defence personnel (at all levels), supporting agencies and organisations, media and the public.

The CDEM Group has Emergency Operations Centres located at:

- Central Hawke's Bay District Council building, situated in Ruataniwha Street, Waipawa.

- Hastings District Council Emergency Management Building, 311 Lyndon Road East, Hastings.
- Napier City Council Civic Building, 2nd Floor, Hastings Street, Napier.
- Regional Council building 102 Vautier Street Napier.
- Wairoa District Council Chambers, Queen Street, Wairoa.

Alternative Emergency Operations Centres have been established at:

- St. Mary's Church Hall situated behind the St. Mary's Church, St. Mary's Road, Waipukurau; and
- Regional Council depot in Guppy Road, Taradale.

A specifically designed and equipped trailer unit is also maintained by the Napier City Council, which can be used as an alternate Emergency Operations Centre.

Emergency Operations Centres are used for civil defence emergency management purposes and not to enable city, district, and regional councils to continue to provide their every-day functions during and following any emergency situation.

The emergency services also maintain Emergency Operations Centres for their use for managing significant response operations by their respective organisations. These are located at:

- For the Police Dalton House Dalton Street, Napier;
- For NZ Fire Service Napier Fire Station, Taradale Road, Napier; and
- HB District Health Board, Hawke's Bay Hospital, Omahu Road, Hastings.

The NZ Fire Service has a mobile command centre, based in Napier which can be used. It also has a mobile command centre based in Gisborne, which could provide support in Wairoa if required.

During the life of this Plan, the CDEM Group will review the need, location, and functions for all of its EOCs.

The EOCs of both Hastings District Council and Hawke's Bay Regional Council can operate as the Group EOC during a declared emergency. It will be the responsibility of the Group Controller to determine the most appropriate EOC to act as the Group EOC at the time the declaration is made.

## 8.6 Identification of lead agency

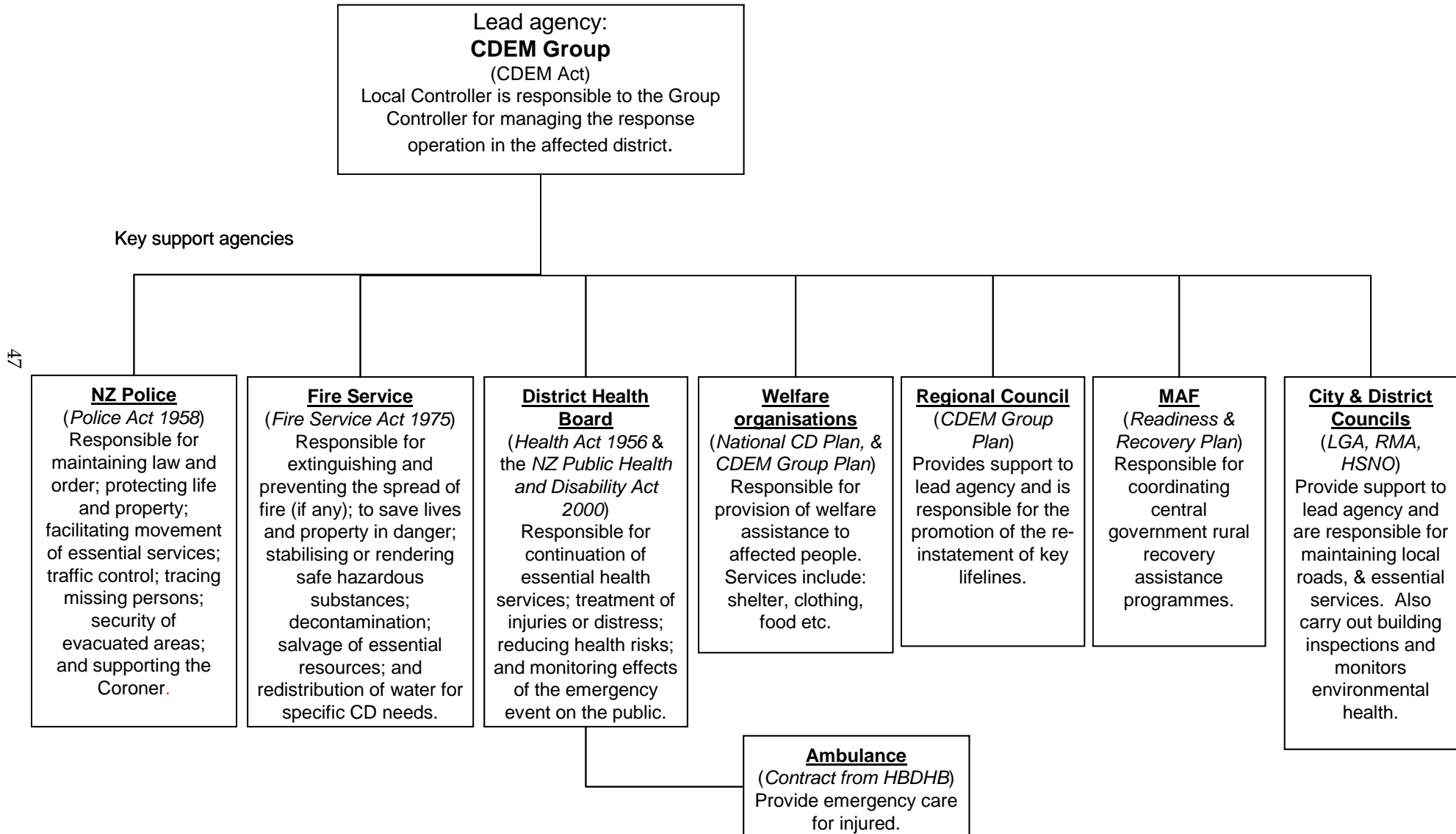
The lead agency for any response activity has authority for the control of the event. This authority is provided either by statute, protocols, or agreement. The support organisations contribute services or resources to the lead agency.

While the lead agency has overall control for the response operation, command for how an organisation operates in its support role remains within that organisation.

A series of lead agency diagrams are set out on the following pages, which show how a response will be managed for all of the priority one hazards.

Many organisations will be involved in the response and recovery activities following the consequences of any of the significant hazards described in the following pages. By necessity not all of these organisations are listed here. For example there are over 20 different welfare organisations who may be involved in the response and recovery to any emergency situation, they are referred to collectively as “welfare organisations” in the following diagrams.

# Earthquake: declared emergency

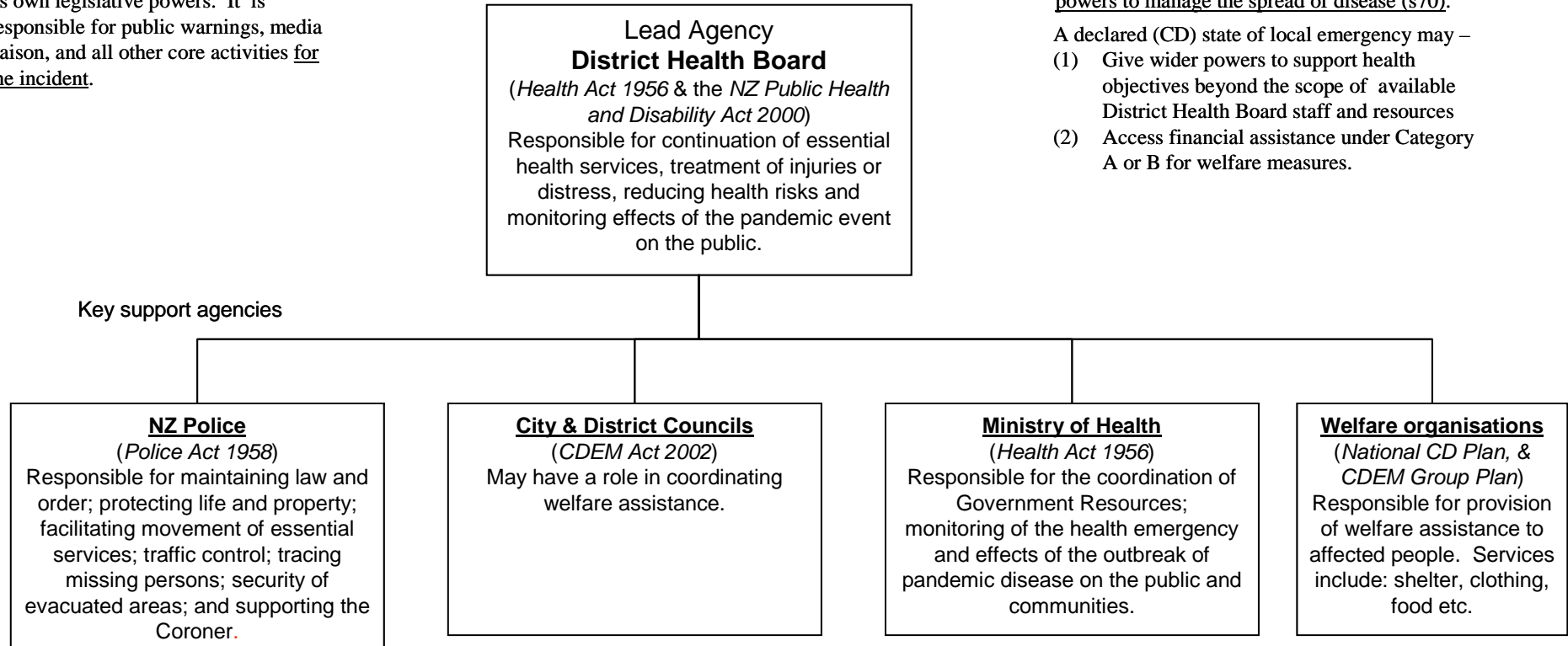


# Human pandemic

No declaration means “business as usual”  
 In which case the Lead Agency acts under its own legislative powers. It is responsible for public warnings, media liaison, and all other core activities for the incident.

A human pandemic will be managed under the Health Act. The Medical Officer of Health has emergency powers to manage the spread of disease (s70).

- A declared (CD) state of local emergency may –
- (1) Give wider powers to support health objectives beyond the scope of available District Health Board staff and resources
  - (2) Access financial assistance under Category A or B for welfare measures.



In a declared (CD) event the statutory authority is the CDEM Act and the Group Controller becomes responsible for managing and coordinating the response. The lead agency would still be responsible for the control of the response, subject to the direction of the Group Controller.

# Flooding: declared emergency

**Lead agency**  
**CDEM Group**  
*(RMA, & CDEM)*  
 Local Controller is responsible to the Group Controller for managing the response operation in the affected district.

Key support agencies

**NZ Police**  
*(Police Act 1958)*  
 Responsible for maintaining law and order; protecting life and property; facilitating movement of essential services; traffic control; tracing missing persons; security of evacuated areas; and supporting the Coroner.

**Fire Service**  
*(Fire Service Act 1975)*  
 Responsible for extinguishing and preventing the spread of fire (if any); to save lives and property in danger; stabilising or rendering safe hazardous substances; decontamination; salvage of essential resources; and redistribution of water for specific CD needs.

**Regional Council**  
*(Soil Conservation and River Control 1931, RMA, CDEM)*  
 Responsible for providing and coordinating technical advice and assistance.

**District Health Board**  
*(Health Act 1956 & the NZ Public Health and Disability Act 2000)*  
 Responsible for continuation of essential health services; treatment of injuries or distress; reducing health risks; and monitoring effects of the emergency event on the public.

**Welfare organisations**  
*(National CD Plan, & CDEM Group Plan)*  
 Responsible for provision of welfare assistance to affected people. Services include: shelter, clothing, food etc.

**MAF**  
*(Readiness & Recovery Plan)*  
 Responsible for coordinating central government rural recovery assistance programmes.

**City & District Councils**  
*(LGA, RMA, HSNO)*  
 Provide support to lead agency and are responsible for maintaining local roads, & essential services. Also carry out building inspections and monitor environmental health.

# Urban fire involving hazardous substances: Non-declared event

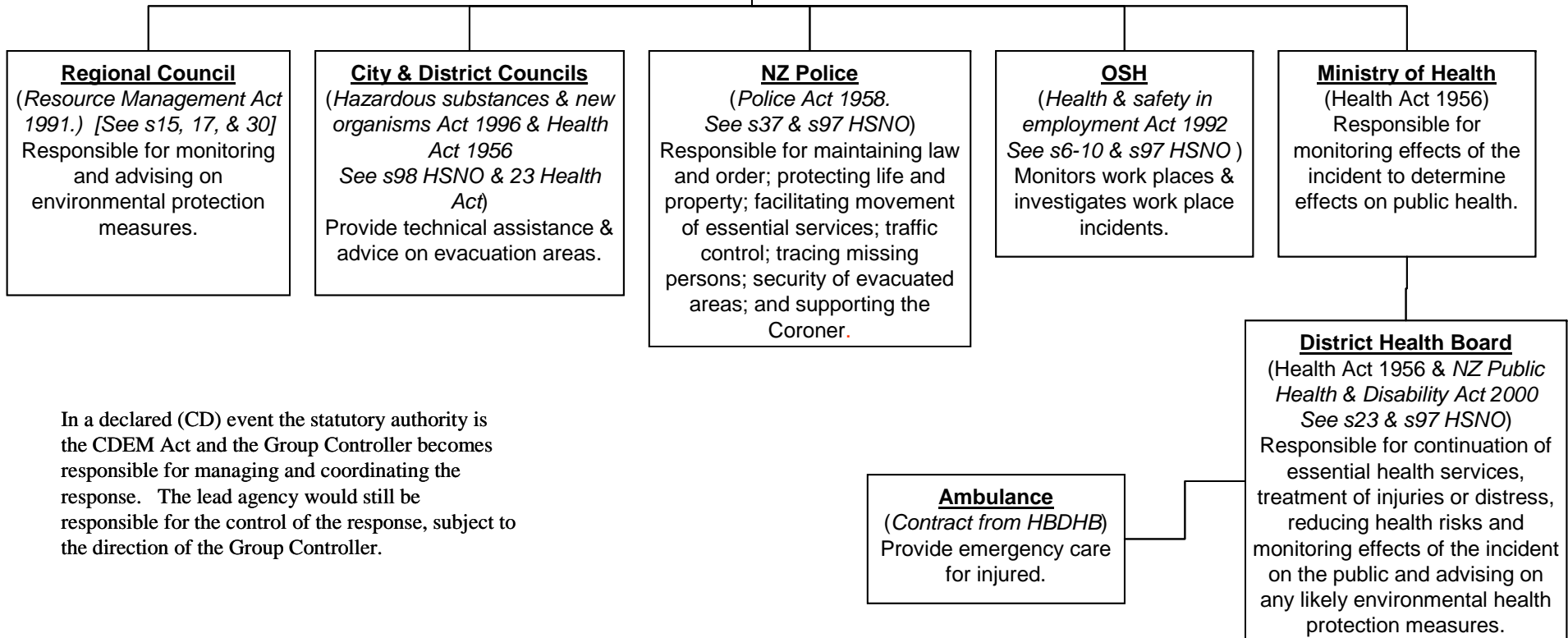
No declaration means “business as usual”

In which case the Lead Agency acts under its own legislative powers. It is responsible for public warnings, media liaison, and all other core activities for the incident.

**Lead Agency**  
**NZ Fire Service**  
*(Fire Service Act 1975*  
*See s17 & s28)*  
 Responsible for extinguishing and preventing the spread of fire (if any); to save lives and property in danger; stabilising or rendering safe hazardous substances; decontamination; salvage of essential resources; and redistribution of water for specific CD needs.

**HSTLC**  
 Provides technical advice to Fire Service

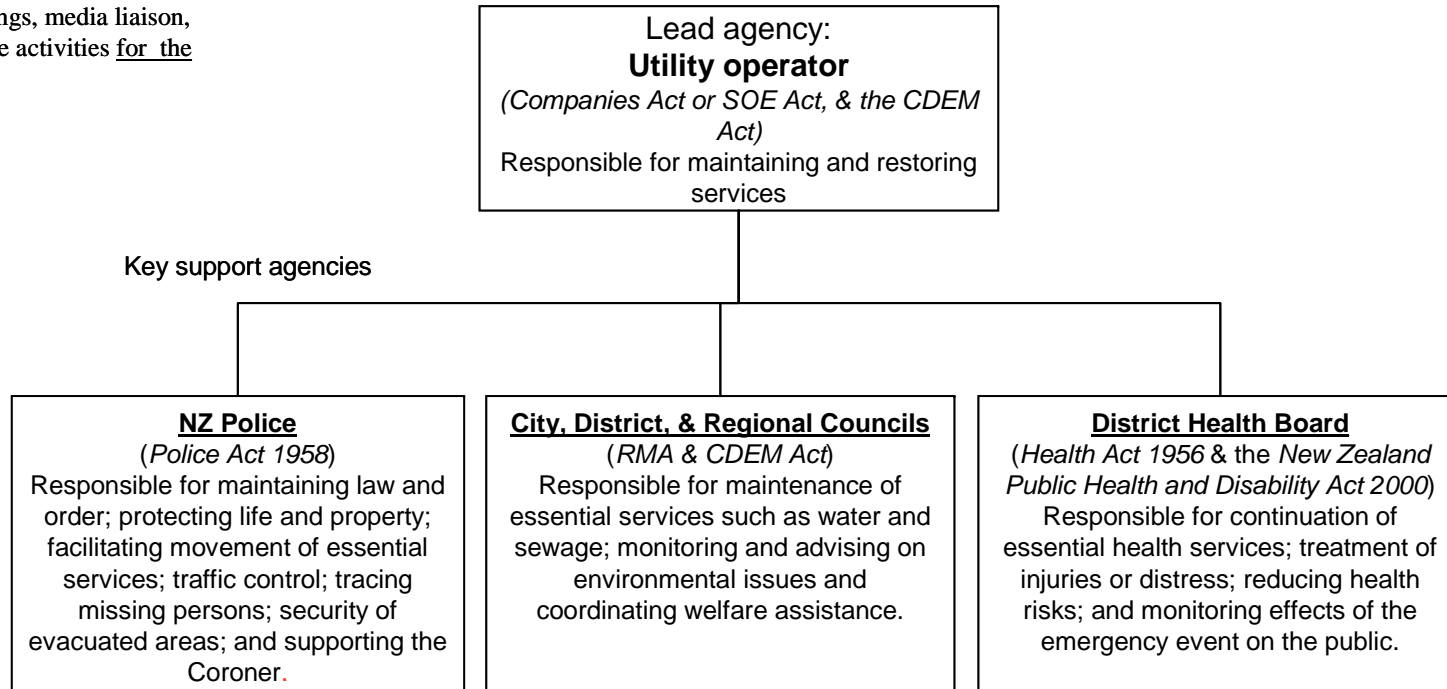
Key support agencies



In a declared (CD) event the statutory authority is the CDEM Act and the Group Controller becomes responsible for managing and coordinating the response. The lead agency would still be responsible for the control of the response, subject to the direction of the Group Controller.

# Electricity failure: Non-declared event

No declaration means “business as usual” In which case the Lead Agency acts under its own legislative powers. It is responsible for public warnings, media liaison, and all other core activities for the incident.



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In a declared (CD) event the statutory authority is the CDEM Act and the Group Controller becomes responsible for managing and coordinating the response. The lead agency would still be responsible for the control of the response, subject to the direction of the Group Controller.

# Pest or disease affecting agriculture, forestry or horticulture

No declaration means “business as usual”  
 In which case the Lead Agency acts under its own legislative powers. It is responsible for public warnings, media liaison, and all other core activities for the incident.

Lead agency:  
**Ministry of Agriculture and Forestry**  
*(Biosecurity Act 1993)*  
 Responsible for managing the control of any Biosecurity threat.

Any Biosecurity emergency will be managed by Ministry of Agriculture and Forestry. The Biosecurity Act provides sufficient powers to manage any response operation. It is not clear whether there would need to be a declared state of local emergency.

Ministry of Agriculture and Forestry have made local arrangements to use city and district council Emergency Operating Centres but have not indicated how they see these facilities being staffed, or what assistance they require.

Key support agencies

**NZ Police**  
*(Police Act 1958)*  
 Responsible for maintaining law and order; protecting life and property; facilitating movement of essential services; traffic control; tracing missing persons; security of evacuated areas; and supporting the Coroner.

**City, District, & Regional Councils**  
*(RMA & CDEM Act)*  
 Responsible for monitoring and advising on environmental issues and coordinating welfare assistance.

**District Health Board**  
*(Health Act 1956 & the New Zealand Public Health and Disability Act 2000)*  
 Responsible for continuation of essential health services; treatment of injuries or distress; reducing health risks; and monitoring effects of the emergency event on the public.

In a declared (CD) event the statutory authority is the CDEM Act and the Group Controller becomes responsible for managing and coordinating the response. The lead agency would still be responsible for the control of the response, subject to the direction of the Group Controller.

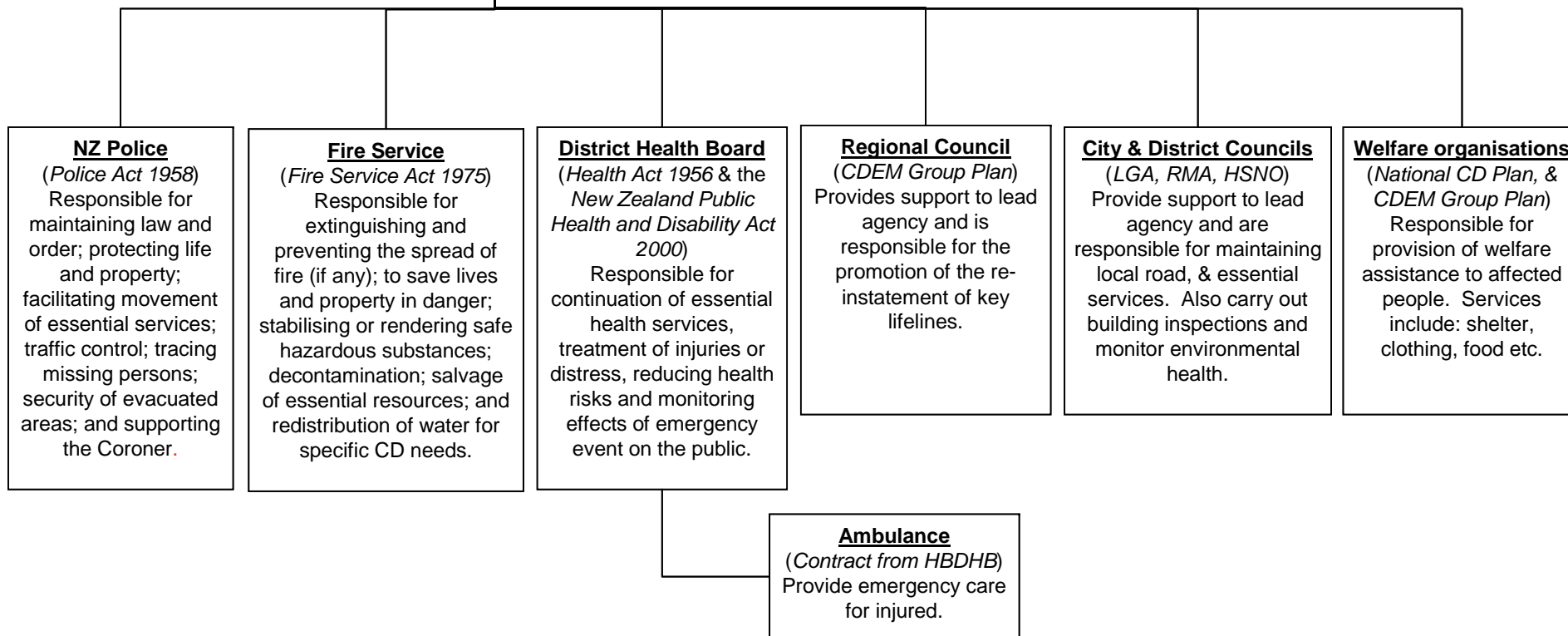
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# Local Tsunami: declared emergency

**Lead agency:**  
**CDEM Group**  
 (CDEM Act)  
 Local Controller is responsible to the Group Controller for managing the response operation in the affected district.

This is a similar situation to earthquakes, with little or no warning, and either the event is small enough and people cope, or it is overwhelming and a declaration of a state of local emergency is declared.

Key support agencies



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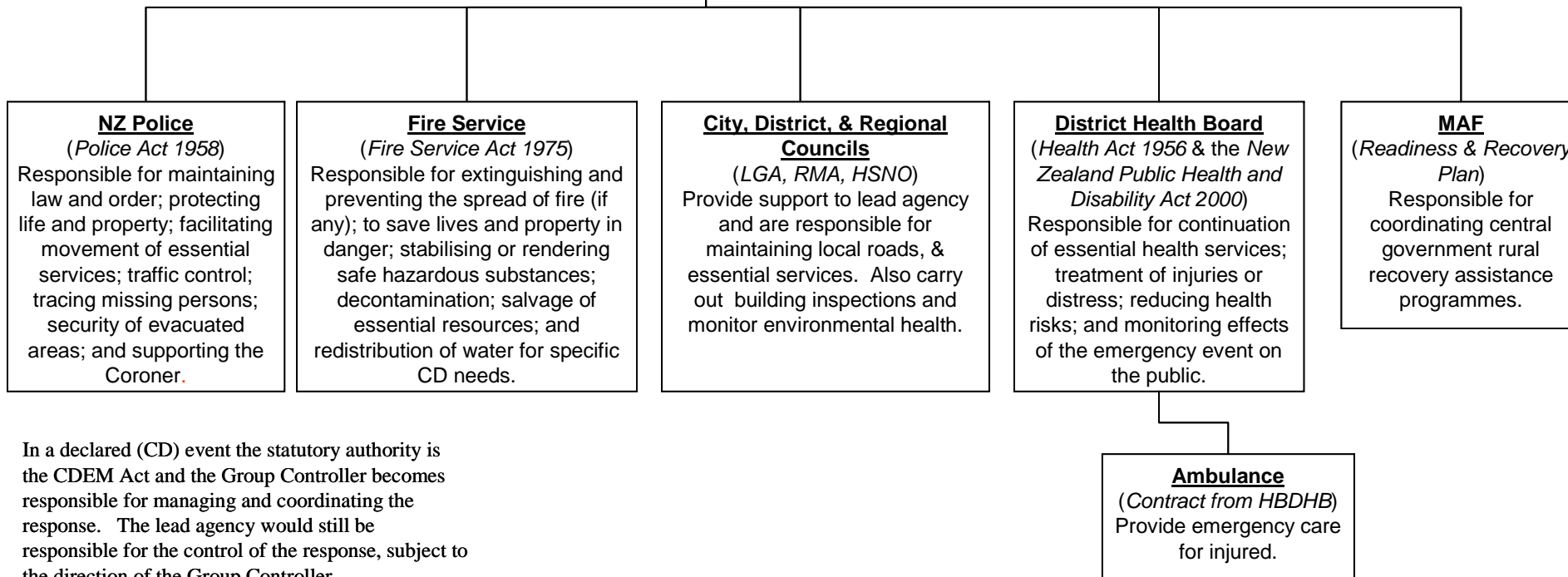
# Rural Wildfire

No declaration means “business as usual”  
 In which case the Lead Agency acts under its own legislative powers. It is responsible for public warnings, media liaison, and all other core activities for the incident.

**Lead agency:**  
**Rural Fire Authority**  
*(Forest & Rural Fires Act 1977)*  
 Responsible for carrying out fire control measures in its district

There are presently seven Rural Fire Authorities in HB. The Principal Rural Fire Officer of each of the Authorities is responsible for the control of all fires in their rural fire district. The powers provided for in the Forest & Rural Fires Act are limited to the fire-ground only.

Key support agencies



In a declared (CD) event the statutory authority is the CDEM Act and the Group Controller becomes responsible for managing and coordinating the response. The lead agency would still be responsible for the control of the response, subject to the direction of the Group Controller.

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# Release of hazardous substances: Non-declared event

No declaration means “business as usual” In which case the Lead Agency acts under its own legislative powers. It is responsible for public warnings, media liaison, and all other core activities for the incident.

In a declared (CD) event the statutory authority is the CDEM Act and the Group Controller becomes responsible for managing and coordinating the response. The lead agency would still be responsible for the control of the response, subject to the direction of the Group Controller.

**Lead Agency**  
**NZ Fire Service**  
*(Fire Service Act 1975 & Hazardous substances & new organisms Act 1996)*  
 Responsible for extinguishing and preventing the spread of fire (if any); to save lives and property in danger; stabilising or rendering safe hazardous substances; decontamination; salvage of essential resources; and redistribution of water for specific CD needs.

**HSTLC**  
 Provides technical advice to Fire Service

**Key support agencies**

**Regional Council**  
*(Resource Management Act 1991*  
*See s15, 17, & 30)*  
 Responsible for monitoring and advising on environmental protection measures.

**OSH**  
*(Health & safety in employment Act 1992*  
*See s6-10 & s97 HSNO)*  
 Monitors work places & investigates work place incidents.

**City & District Councils**  
 Hazardous Substances Enforcement Officer(s)  
*(Hazardous substances & new organisms Act 1996 & Health Act 1956*  
*See s98 HSNO & 23 Health Act)*  
 Provide technical assistance & advice on evacuation areas.

**NZ Police**  
*(Police Act 1958*  
*See s37 & s97 HSNO)*  
 Responsible for maintaining law and order; protecting life and property; facilitating movement of essential services; traffic control; tracing missing persons; security of evacuated areas; and supporting the Coroner.

**Ministry of Health**  
*(Health Act 1956)*  
 Responsible for monitoring effects of the incident to determine effects on public health.

**Harbourmaster**  
*(Local Government Act 1974*  
*See s650C)*  
 Provides advice and assistance within Harbour limits.

Roles and functions of OSH and city and district councils have recently changed due to ERMA taking over Hazardous Substances licensing. City and District Councils are only involved in ‘public places’ that are not a ‘workplace’ (ie private homes).

**Ambulance**  
*(Contract from HBDHB)*  
 Provide emergency care for injured.

**District Health Board**  
 Health Protection Officer  
*(Health Act 1956 & the NZ Public Health & Disability Act 2000, also*  
*See s23 & s97 HSNO)*  
 Responsible for continuation of essential health services; treatment of injuries or distress; reducing health risks; and monitoring effects of the emergency event on the public.

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## 8.7 Communications

Any response operation requires accurate and timely information to enable Controllers (Group and Local), and lead agencies to make effective decisions. The CDEM Group and emergency services therefore operate effective communications systems and provide back-up arrangements to ensure they can continue talking to each other during an emergency.

Detailed information on the operation of emergency communication systems in Hawke's Bay is provided in Annex 5: Emergency Communications.

### 8.7.1 Principles of communication systems

The planning and implementation of communications systems for civil defence shall adhere to the principles of availability, simplicity, reliability and flexibility.

The primary means of communication between the various organisations involved in any response operation should be by via normal utility network providers using voice, facsimile and data means as appropriate.

### 8.7.2 Responsibilities

The CDEM Group operates emergency communication systems within its boundaries. The systems are regularly tested, so that in the event of a failure of the primary communications systems, communication between the CDEM Group and emergency services can be maintained.

## 8.8 Public information

Public information is the deliberate, planned and sustained effort to establish and maintain mutual understanding between those managing the response to an emergency and the public. It aims to ensure that people are informed about what is happening, who is responsible for the management of various aspects of the response, what to do, and what to expect.

Further information is available in *Part Seven: Public Information of the National CD Plan*.

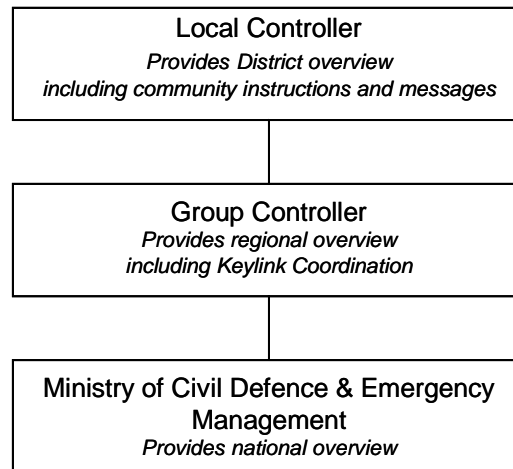
In February 2003, the emergency services in Hawke's Bay developed an agreement for coordinating the release of public information during a multi-agency response to an emergency.

The CDEM Group's Adverse Event Operating Plan sets out the procedures for release of public information during an adverse event

Responsibility for the dissemination of public information during a state of civil defence emergency is shown in the following diagram.

**Figure 9: Responsibility for public information flows**

Responsibilities – CDEM Group declared emergency



### 8.8.1 Principles of public information

The lead agency in a non-declared event is responsible for the release of public information.

Upon the declaration of a state of local emergency, authority for issuing all public information lies with the Controller (Group or Local).

In all cases consistent messages should be provided to the public.

### 8.8.2 Priorities

During a state of local emergency the priorities for public information are:

- Saving of life and preservation of personal health instructions and information;
- Emergency status information; and
- Recovery period information.

### 8.8.3 Responsibilities

The two key roles for public information services include:

- **Media Liaison** (links to broadcast, print and other media for prior planning and dissemination of warnings and information during an event); and
- **Public Information** (the provision of information and advice to people affected by an emergency, either through mass media or information centres).

## 8.9 Logistics

Logistics is the acquisition and management of the support requirements for civil defence. The procurement of goods and services, associated financial management, identification and deployment of resources, and the co-ordination of transportation and delivery are major undertakings in any civil defence emergency. An efficient logistics system is therefore an essential part of the regional response to a civil defence emergency.

Detailed information on logistics operation in Hawke's Bay is provided in Annex 6: Logistics.

### 8.9.1 Principles of Logistics

In supporting the needs of the CDEM Group's response, the following principles of logistics will be applied:

- No assistance should be forwarded unless it is pre-planned or requested;
- Use local resources first before asking for outside assistance;
- Purchasing of goods and services should be done in such a way so as not to undermine the existing local economy;
- Unless otherwise agreed, the supplying agency should also deliver the goods; and
- Purchase and accountability should be through normal day-to-day systems.

### 8.9.2 Priorities

The priority for distribution and movement of resources in an emergency shall be in accordance with the response priorities as set out in section 8.1 Priorities for response (page 41).

The effective and efficient use of all resources in managing any response operation is essential and shall be considered at all times.

## 8.10 Emergency Services responsibilities

The responsibilities of each of the emergency services and the welfare agencies are briefly outlined in this part. Details of their respective activities during an emergency are detailed in Annex 2: Emergency Services.

### 8.10.1 NZ Police

The New Zealand Police are responsible for maintaining law and order in Hawke's Bay.

By virtue of their day-to-day role as co-ordinators of emergency situations and their 24-hour availability, the Police will have initial responsibility for operational co-ordination in the imminence of, and during the early stages of, a state of local emergency. Police emergency plans provide for the smooth

transfer of this responsibility to the CDEM Group once it has achieved an appropriate level of operational readiness.

General responsibilities and specific duties of the Police are detailed in the *National Civil Defence Plan (Part 4, Law and Order)*. In brief, the Police will :

**General Responsibilities**

- a) maintain law and order;
- b) take all measures within their power and authority to protect life and property and to facilitate the movement of rescue, medical, fire and other essential services;
- c) assist the coroner as required by the Coroners Act 1988;
- d) provide, as required, representation at the CDEM Group Emergency Operating Centres;
- e) provide for the co-ordination of movement control (land) including movement control communications and the provision of personnel for traffic control;

**Specific Duties**

- f) undertake the tactical control of access into and within the affected area for the purposes of facilitating rescue, medical, fire and other essential services (determining policy on who will be admitted to the area, once a state of local emergency is declared, is the responsibility of the Controller (Group or Local));
- g) provide protection to property and security of evacuated areas;
- h) undertake the prevention and suppression of disorder;
- i) act in support of the CDEM Group organisation in relation to the tracing of missing persons and notification to their next of kin; and
- j) support of the Coroner as required by the Coroners Act, in close liaison with the Department for Courts and health authorities.

### 8.10.2 Fire Services

The expression "fire services" includes the fire service units maintained by the NZ Fire Service, Rural Fire Authorities, Airport Rescue Fire Services, NZ Defence Force, and Industrial Fire Brigades registered under Section 36 of the Fire Services Act 1975, and other fire service resources owned by private organisations.

NZ Fire Service has the following ongoing functions and responsibilities, as detailed within the *National Civil Defence Plan (Part 5, Fire Services)*:

- a) Firefighting - to control, contain and extinguish fires.
- b) Containment of hazardous substance releases and spillages.
- c) Rescue - the NZ Fire Service has an operational resource of equipment and personnel available for fire related rescues from structures and some other situations that are mainly of an urban nature.
- d) Limitation of damage - salvage of essential resources from endangered locations.
- e) Redistribution of water for specific needs - health and hygiene requirements of stricken areas.
- f) Temporary re-establishment of piped water supplies - use of NZ Fire Service pumping equipment and hoses.
- g) Fire Safety - action essential to prevent fires and the protection of vital facilities and resources.

- h) The provision of advice to CDEM Group on matters within the NZ Fire Service expertise.

Rural Fire Authorities responsibility is the fighting of fires in their rural fire districts. However, their resources may be able to assist with the distribution of water supplies or the temporary re-establishment of piped water supplies. Rural fire authorities also have crews trained to cope with minor medical emergencies and have good radio communication facility networks, including simplex, portable repeater, and ground-to-air capabilities.

Airport Fire Rescue Services are responsible for providing fire-fighting, rescue, and water transport services at appropriate airports. The services are suited to providing resources at emergency landing zones.

Industrial Fire Brigades responsible for protecting, from fire, the properties and facilities for which they were established. Capabilities of these brigades vary depending on the range of resources provided by their industry.

### 8.10.3 Medical and Public Health

Responsibilities of agencies and individuals for medical and public health are fully detailed within the *National Civil Defence Plan (Part 6, Health)*. In summary, these are as follows:

Ministry of Health has primary and overall responsibility to co-ordinate the use of resources to provide the quickest and most effective treatment and care of the physically injured and psychologically disturbed, and to combat any threat to the health of survivors.

This is arranged through contracts between the District Health Board (DHB) and agencies providing of health services at all levels within the community.

Hawke's Bay District Health Board is responsible for the purchase agreements with health providers it has entered into, and to monitor the performance requirements for resources and capabilities necessary to respond effectively in a state of local emergency. In relation to mitigation and preparedness matters, it is also responsible to undertake risk analysis of the major civil defence threats to health in the region in conjunction with the Public Health Commission and the CDEM Group.

The responsibilities and activities of the personnel and systems employed by or through Hawke's Bay District Health Board are not relinquished by the declaration of a state of local emergency.

The Medical Officer of Health, for Hawke's Bay, designated by the Ministry of Health, has powers during an emergency relating to infectious and notifiable diseases, conferred by section 70 and 71 of the Health Act 1956. Other health providers and Hawke's Bay District Health Board work closely together during an emergency to ensure that health services are integrated with the overall response to the emergency.

Other Health Providers including St John Ambulance Central Region, Order of St John, NZ Red Cross Society Inc., private medical establishments, and nursing care facilities, are to provide services in accordance with their own stated objectives prior to, during, and after, a declared civil defence emergency.

City and District Councils are responsible for liaison with health providers to assist in the integration of the health sector response activities in a state of local emergency in accordance with other needs of the emergency.

## 8.11 Welfare Services

Welfare in this context includes the support of people in their homes and work places, provision of shelter, accommodation, food, clothing and other financial assistance, counselling, personal support and advice to people affected or threatened by an emergency. The work of welfare may commence before the impact of the event, and extend through any state of local emergency including the recovery phase.

The *National Civil Defence Plan* and *National Civil Defence Welfare Manual* set out in some detail the necessary tasks to be completed to ensure readiness in the area of emergency welfare service delivery.

The operational responsibilities listed in the *National Civil Defence Plan* are shown in the table below:

**Table 4: Welfare responsibilities**

<b>Welfare Function</b>	<b>Key Agencies/ Persons</b>
Evacuation	Group Controller NZ Police
Registration	CDEM Group Leaders of community groups NZ Police Institutional authorities
Enquiry	CDEM Group NZ Red Cross
Catering	The Salvation Army
Clothing	NZ Red Cross
Accommodation	CDEM Group or Disaster Recovery Manager/ Coordinator (following an emergency)
Emergency Financial Assistance	Department of Work and Income
Care of Children and Young People	Department of Child, Youth and Family Services
Counselling	Department of Child, Youth and Family Services Victim Support Local counselling services
Care of animals	RNZSPCA and affiliates

The HB CDEM Group has formed a Regional Welfare Committee, which has been tasked with developing the necessary planning for welfare facilities in Hawke's Bay and to organise the provision of emergency welfare services.

## 8.12 Engineering Lifelines – utility operators

The HB Engineering Lifeline Study was completed in 2001 with the publication of their report *“Facing the Risk”*. The engineering lifeline utility operators in Hawke’s Bay therefore have an understanding of the risks they face.

The CDEM Act places a requirement on all engineering lifeline utility operators to ensure that they are able to function to the fullest possible extent, even though this may be at a reduced level, during and after an emergency.

Detailed information on the operation of engineering lifeline utilities in Hawke’s Bay can be found in Annex 7: Engineering Lifeline Utilities.

## 8.13 Biosecurity responsibilities

The Ministry of Agriculture and Forestry (MAF) is the agency responsible for protecting New Zealand's unique biodiversity by managing risks to plant and animal health and animal welfare. MAF have plans, policies, and procedures in place to manage and control the serious pests and diseases that have the potential to seriously affect the horticultural, forestry, and agricultural industries that are important to Hawke’s Bay.

## 9 RECOVERY

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**Recovery occurs when a community needs assistance to re-build following any emergency.**

The CDEM Group will provide recovery assistance following the principles and guidelines set out in this section following any emergency. A request from a city or district council in whose district the emergency occurred, will trigger assistance from the CDEM Group.

The aim of recovery assistance is to restore, as quickly as possible following an emergency, the affected community so that the quality of life and economic activity may be resumed, and the community is therefore able to continue functioning. This can be achieved by bringing the key affected organisations together to plan, finance, and implement a recovery strategy that will re-build the affected community, in a way of its choosing, and make it more secure.

This can take a relatively short time or may take many years.

### 9.1 Control of the Recovery Phase

**A Recovery Manager will normally control this phase.**

There are three alternatives that may be adopted in appointing the person to control the recovery phase:

1. Appointment of a Commissioner for Disaster Recovery under the provisions of section 258 of the Local Government Act 2002. A Commissioner may be appointed if the Minister of Local Government deems that a city, district, or regional council is unable to exercise adequately its responsibilities, duties and powers.
2. Appointment of a Recovery Co-ordinator under the provisions of section 29 of the Civil Defence Emergency Management Act 2002. A Recovery Co-ordinator may be appointed if the Minister of Civil Defence deems that a CDEM Group (or a specified area within it) is, or is likely to be, unable to ensure the effective carrying out of recovery activities in its area.
3. Appointment of a Recovery Manager by the CDEM Group under the general powers of section 18 of the Civil Defence Emergency Management Act 2002.

The third option is the one most likely to occur and that is the appointment assumed throughout this section. Furthermore, if national co-ordination was required, the CDEM Group's Recovery Manager remains the first point of liaison with the Recovery Commissioner or Recovery Coordinator.

### 9.2 Transition from response to recovery

Recovery starts at the time of the emergency impact and will progress in partnership with response activities until such time as the Controller (Group or Local) decides that the community has the ability to cope and to continue to function without the need of special powers. The Controller (Group or Local) will need to consider the state of the engineering lifeline utilities and whether their reinstatement is of a reliable enough nature to sustain a 'safe' existence until permanent reinstatement is achieved.

Many of the agencies with significant recovery responsibilities will also be involved in the response operation. Consequently the Recovery Manager should be involved in key response conferences and briefings as the most efficient way to:

- Align response and recovery priorities;
- Connect with key agencies;
- Understand the key impacts and tasks; and
- Identify the recovery requirements and priorities as early as possible.

### 9.3 Principles of Recovery Assistance

The principles are intended to encourage city, district, and regional councils, businesses, and individuals to improve their approach to public safety, to achieve sustainable management of community infrastructure assets, and to undertake risk management appropriate to their individual circumstances.

The aim of recovery assistance is to provide the minimum level of assistance required to restore to the affected community, the capacity for self-help by implementing programs that provide the most appropriate long-term solutions. Therefore the principles for recovery assistance are:

- a) Responsibility for local risks lies with local communities;
- b) That initial and primary responsibility for recovery rests with the local community;
- c) That risk management and its associated costs should be carried by the individuals, businesses, and city, district, and regional councils that benefit and are best able to manage or mitigate the risk;
- d) That individuals, businesses, and city, district, and regional councils have a responsibility to the extent possible to insure against and attempt to minimise or mitigate risk, in advance of any event.

### 9.4 Priorities for recovery

In general, the recovery phase lasts much longer than any response phase. Five areas need to be managed during recovery. They are:

- Minimising the potential impacts of future hazard events;
- Re-housing of displaced people;
- The resumption of normal daily life and economic activity;
- Management of post traumatic stress; and
- Restoration of damage and processing of insurance claims.

Therefore the priorities for recovery are:

#### 1. Safety of People

The first priority in any recovery operation is to ensure the safety of those people remaining in the affected area.

Any ongoing threat to the safety of people will be a principal reason for maintaining a state of local emergency.

## 2. Social Restoration

Social restoration involves restoring physical needs such as housing, food, water, sewerage, energy and transport, and also provides for the psychological, social, and cultural needs of the community such as countering fear, confusion and re-establishing social networks. These aspects are equally important and are to be addressed quickly and concurrently by the Group Controller and/or the Recovery Manager.

## 3. Economic Restoration.

Depending on the scale of the emergency, economic recovery may be complex and time consuming. Much evaluation and planning must be done before restoration commences but for social reasons this must be done as quickly as possible. The viability of the area's previous economic base has to be evaluated and a decision made as to whether that base is reconstructed or replaced by some other activity.

Destruction of the economic infrastructure will mean incomes in the affected area will be reduced, probably for a lengthy period, further compounding the effects of the emergency.

## 4. Physical Restoration.

The lowest priority will be the restoration of those physical assets not already restored as part of the social and economic restoration. Physical recovery must be in conformity with long-term needs.

## 9.5 Recovery Guidelines

Recovery efforts will not guarantee a speedy return to normal. It may not be possible or desirable to re-establish the pre-event status quo and the recovery effort must focus on restoring the functions of the affected community. In restoring the functions the following two criteria must be applied:

- Is there a way to make the community better or safer?
- Is recovery the best option or should relocation and/or abandonment be considered?

There are no special powers provided to city, district, or regional councils, or the Recovery Manager during recovery operations. Therefore decisions regarding recovery activities are governed by a number of criteria. For example:

- The rules on decision making as provided for in the Local Government Act 2002 (LGA);
- The various city, district, and regional councils policy on significance; and
- The various city, district, and regional councils Long Term Council Community Plans (LTCCP).

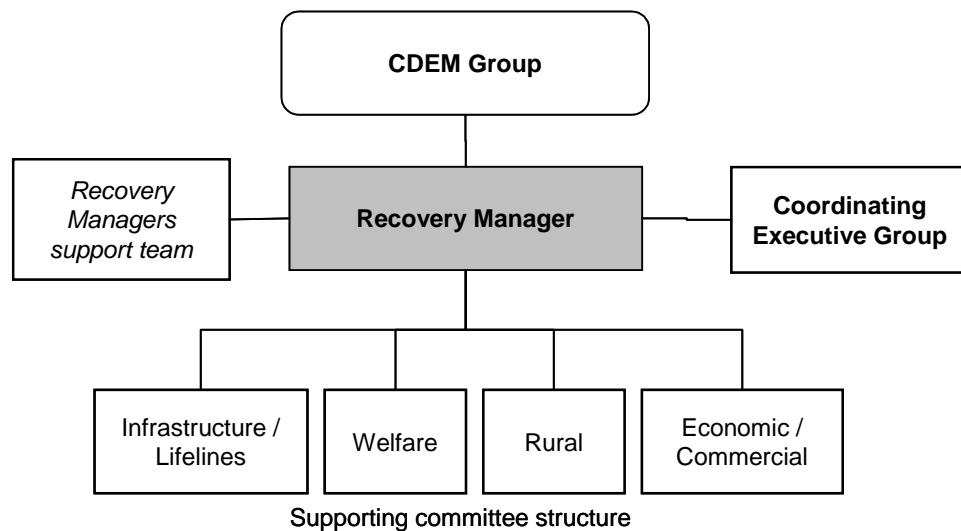
Effective recovery can be achieved through implementing agreed plans and procedures, taking account of existing agreed outcomes as provided for in the respective city, district, and regional council's Long Term Council Community Plans.

## 9.6 CDEM Group Organisational Structure

Recovery is different from the initial response phase. In the response phase, organisations involved almost exclusively consist of organisations such as the police, fire service, ambulance service and city, district and regional councils, etc. In the recovery phase, the focus of these organisations changes or disappears and other organisations increase their assistance. Among these are the insurance companies, social services, environmental services, church, volunteer organisations, and so on.

The Recovery Manager will coordinate the activities of these organisations and support groups via a series of committees as suggested in Figure 10.

**Figure 10: CDEM Group recovery structure**



A return to normal structures where city, district and regional councils, elected representatives, heads of departments, communities and individuals have their normal influences and responsibilities is necessary. Problems handled during recovery differ greatly from the response phase where decisions must be made quickly. Recovery, on the other hand, requires an effort that in many respects resembles a community project.

Central Government also need to be involved to ensure the community has access to a wide range of resources including special funding and departmental assistance. The organisational structure for recovery from a civil defence emergency within the region is as follows:

### 9.6.1 CDEM Group role in recovery

The CDEM Group will play an important role during the recovery phase ensuring that liaison takes place between the various organisations involved in the recovery activities. Its functions are:

- Appoint a Recovery Manager;
- Establishing recovery re-construction priorities;
- Implementing agreed rehabilitation programmes or activities;
- Management of the Hawke's Bay Disaster Relief Fund.

### 9.6.2 Duties of Recovery Manager

Recovery involves two separate but interdependent activities. Firstly each organisation will have its own program of work to restore its own services and activities. Second is the coordination between organisations to ensure that all activities are integrated. Therefore the Recovery Manager will have the following duties:

1. Identification of suitable people and formation of a Support Team to assist in the recovery process;
2. Carry out damage and needs assessment;
3. In consultation with the city, district, and regional councils allocate and prioritise CDEM Group resources;
4. Support the city, district, and regional councils in their post emergency recovery needs;
5. Co-ordinate the re-establishment of infrastructure in accordance with the preset priorities;
6. Provide factual information to the media relating to the progress of the recovery effort; and
7. Monitor and evaluate the implementation of the agreed recovery strategy.

### 9.6.3 Emergency expenditure

During the recovery operations the expenditure management regime that was implemented during the response phase will need to be continued to allow affected council's to record details of expenditure and to assist them with claims for Government assistance, subsidies and repayments.

It is now Government policy that Category 'B' and council's costs associated with replacing essential council infrastructure should be combined as one claim. See section 10.4.1 Financial Assistance (page 74).

### 9.6.4 Coordination of information messages

Every agency participating in the recovery process has a responsibility to communicate with their customers. The Recovery Manager may however, in

consultation with those agencies establish agreed procedures for the ongoing release of key messages.

## 9.7 Central Government Involvement

Central government has a role in the recovery process. However, it is not the fundamental provider of recovery assistance – responsibility for recovery in Hawke's Bay rests with the people of Hawke's Bay.

Government recovery assistance will normally only be provided where:

- a) Recovery procedures cannot be carried out without Central Government assistance; or,
- b) There is a statutory requirement for action, or a need to invoke a statute to achieve the ends desired from the recovery process; or,
- c) Central Government assistance will aid the co-ordination of the recovery process to a significant extent; or,
- d) There are advantages of economies of scale.

In addition to immediate response measures co-ordinated by the Ministry of Civil Defence and Emergency Management or other Departments (which may carry on into the recovery phase), Central Government can normally be expected to provide the following:

- a) Emergency feeding, housing and welfare assistance for affected people where this assistance is not available from other sources and agencies.
- b) Transportation assistance if evacuation becomes necessary.
- c) Restoration of those services and facilities that are Central Government's responsibility to provide, e.g. schools, highways, etc.
- d) Assistance in the assessment and appropriate restoration of those services and facilities which are the responsibility of other agencies to provide, but for which commercially viable insurance cannot be obtained, or where the responsible agency cannot effect restoration within an appropriate time frame.
- e) Assistance in making good other damage. This will normally be restricted to the provision of additional expertise to assist in the detailed assessment of damage, the establishment of procedures and any necessary support to expedite insurance claims and damage repair, and, if necessary, the temporary provision of additional labour to speed clean-up operations.
- f) Co-ordination of the response from Central Government through the Director, Ministry of CDEM, and if necessary, the appointment of a Recovery Co-ordinator and the staff and facilities necessary for the Recovery Co-ordinator to carry out his or her task.

There are also statutory powers that provide for Government assistance due to the following three types of emergencies:

### **9.7.1 Biosecurity emergencies or adverse climatic events**

An emergency may require a response under the Biosecurity Act 1993 or may be due to climatic occurrences. In the event of the latter, adverse climatic relief measures administered by the Ministry of Agriculture and Forestry may be provided as part of a wider recovery package or be triggered independently at the discretion of the Minister of Agriculture. Assistance is available to the primary production sector. Adverse climatic relief assistance may be implemented whether or not a state of local emergency has been declared.

### **9.7.2 Public Health Emergency**

The Health Act 1956 allows for actions to be taken to prevent the spread of infectious disease. Actions may be taken either during a declared state of emergency or on the written authority of the Director General of Health.

### **9.7.3 National Emergency**

The Civil Defence Emergency Management Act allows for the Minister of Civil Defence to declare a state of national emergency over any areas or districts, if it appears to the Minister that the necessary response is beyond the resources of the CDEM Group.

### **9.7.4 Relief Employment Services**

Government may approve and fund schemes such as Task Force Green for large-scale clean-up operations. The schemes will primarily be designed to provide manual labour to assist in restoring land and assets to productive use. Usually they will not cover the cost of equipment or materials involved.

Taskforce Green allows for otherwise unemployed people to be employed by the city or district council, or other employing authority (such as a tribal runanga) and for reimbursement of wages and associated expenses to be made by Work and Income.

Any relief employment services will be co-ordinated either through Work and Income or a designated agency or authority, who will work closely with the Recovery Co-ordinator or Recovery Manager.

## **9.8 Local Recovery Centre(s) – the One Stop Shop**

In response to an emergency, welfare centres will be established to provide immediate response support to persons in the affected area. As soon as the immediate needs have been addressed, welfare centres will be closed and activity will focus on the longer-term recovery needs of the community. Rehabilitation and restoration activities to the community will be co-ordinated by the Recovery Manager, and an important part of the delivery of assistance to individuals will be provided through the local Recovery Centre (the One Stop Shop concept). This supplies a comprehensive range of recovery services that may be provided by Central Government departments and agencies, local government, non-government organisations and other agencies.

Local Recovery Centre(s) will be established, but the number of them will be determined according to the extent of the emergency and the needs of the

affected community. A local Recovery Centre will be established in a safe area of the affected community at suitable premises, usually an existing Community Centre.

The types of activities that may need to be carried out are:

- Managing and coordinating the use of volunteers and central government subsidised workers;
- Providing information on financial assistance available;
- Coordination of repair/ re-instatement of engineering lifelines utility networks;
- Reporting to local and central government and other agencies.

There will however, be an overriding need for city or district councils to cater to their own communities and to look after its own interests. The location of appropriate Recovery Centres cannot be fully determined until they are needed on the day.

**Volunteers can greatly assist the Recovery effort, but they must be organised and their contribution recognised.**

## 9.9 Volunteer Management

Volunteers are likely to play a significant part in any recovery operation, particularly after large-scale highly publicised emergency. There are likely to be two types of volunteer – those from a specific organisation such as the TLA Civil Defence Welfare Teams, Red Cross and the Salvation Army (Organised Volunteers) and those members of the public who offer their services after the emergency has occurred (Spontaneous Volunteers).

If well managed, volunteer labour can be a great asset to the recovery process, undertaking activities from personal support and catering through to the clearing of properties and rebuilding activities. Volunteer efforts need to be co-ordinated however, so as to ensure that the participant's time is used as productively as possible for the greatest benefit of the affected community. They will therefore be directed to agencies or organisations which have been tasked with specific roles and who require more man-power.

## 9.10 Relief funds

The CDEM Group has established a charitable trust called the *Hawke's Bay Disaster Relief Fund*. A designated individual who will be accountable for its operation to the Recovery Manager will administer the fund.

The fund will operate as the single focus for the collection of donations of money made to assist people affected by any civil defence emergency that may happen in Hawke's Bay.

### 9.10.1 Donations

Money is the best and preferred donation and should be administered through the *Hawke's Bay Disaster Relief Fund*.

**Money is the best donation.**

Donations of clothing, food or other items will be discouraged unless they are specifically required. The arrival of unsolicited goods can create a problem for agencies and organisations who then have to set aside valuable staff, transport, storage and distribution resources to handle these goods which are often inappropriate for their intended purpose. Items may perish due to unavailability of adequate storage, shelter, security, operational delivery systems, or availability of access routes within the affected area.

Given the problems that can arise with donations of goods and services it is suggested that they should not be encouraged or solicited in any way. However, this is probably impractical given the known generosity of the New Zealand public.

## 9.11 Managed Withdrawal

**An early return to the community regaining control of activity is a focus of every task and action.**

The eventual cessation of formal recovery management activities will be planned into every task and action undertaken by assessing when the activity can be managed as a business-as-usual activity. The early divestment and delegation of activity encourages the community to regain control as soon as feasible, and thus supports the emotional and societal recovery objectives.

As governance and management regimes return to normalcy, the event should be suitably publicised, both to recognise the efforts of those involved and provide a point of closure for the community.