

6. CIVIL DEFENCE EMERGENCY MANAGEMENT

General Manager responsible:	General Manager City Environment
Officer responsible:	General Manager City Environment
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PURPOSE OF REPORT

1. The purpose of this report is to inform the Council on the civil defence emergency management activities undertaken by the Council and Environment Canterbury between 1 July 2004 and 30 June 2005 and to appointment a Local Controller and two Alternates along with three Disaster Recovery Managers.

EXECUTIVE SUMMARY

2. The Council contracts Environment Canterbury to undertake many civil defence functions required under the Civil Defence Emergency Management Act. The civil defence functions that Environment Canterbury is required to undertake on behalf of the Council are set out in a formal service level agreement. The budget provision relating to the service level agreement for 2004/05 was \$646,800 - the net actual expenditure was \$648,893.
3. During the hearing of submissions on the draft Canterbury Civil Defence Emergency Management Group Plan a procedural issue arose that necessitates the Council to appoint by resolution the city's Local Controller and Alternates. The draft Group Plan proposed that Local Controller and Alternates be appointed by the Canterbury Civil Defence Emergency Management Group Joint Committee. The adopted Canterbury Civil Defence Emergency Management Plan requires each member local authority to appoint a suitably qualified and experienced person as Local Controller and at least two such persons as Alternate Local Controllers. The appointments are subject to ratification by the Canterbury Civil Defence Emergency Management Group Joint Committee.
4. In October 2002, the Council appointed the Director of Operations as the City Recovery Manager. As this position no longer exists it is necessary to align the appointment of City Disaster Recovery Managers with the Council's existing management structure.

FINANCIAL AND LEGAL CONSIDERATIONS

5. During a declared state of local emergency the Local Controller will have to make decisions that will incur expenditure not included within the Council's annual plan. For that reason it will be necessary for the person acting as Local Controller to be granted financial delegation. It is recommended that the Local Controller be delegated authority to expend monies during a state of local emergency within the city for which there is no provision in the Council's annual plan subject to such expenditure being report back to the Council.

STAFF RECOMMENDATIONS

It is recommended that the Council:

- (a) Receive the information.
- (b) Appoint the following persons as the City's Local Controller and Alternate Controllers:
 - Local Controller: Jane Parfitt (General Manager City Environment);
 - First Alternate: Peter Mitchell (General Manager Regulation and Democracy Services);
 - Second Alternate: Barry Shields (Retired Assistant Fire Regional Commander – NZ Fire Service).
- (c) Delegate the power of the Council to enter into contracts during emergencies for the purchase of materials, works and services for which no provision has been made in the Council's Annual Plan not exceeding \$100,000 per contract, to the Local Controller and subject to such expenditure being reported back to the Council.
- (d) Appoint the following as Recovery Managers:
 - General Manager Strategic Planning (currently Ian Hay);
 - General Manager Community Services (currently Stephen McArthur);
 - Programme Manager, Liveable City (currently Carolyn Ingles).

BACKGROUND ON CIVIL DEFENCE EMERGENCY MANAGEMENT

Civil Defence 2004/05

6. A formal service level agreement exists between Environment Canterbury and the Council. This agreement is subject to review on an annual basis. The service level agreements requires both organisations to work together to ensure that the city is able to function to the fullest possible extent during and after an emergency. Furthermore, both organisations are to seek opportunities for continual improvements on how the civil defence functions are delivered. The service level agreement requires Environment Canterbury to produce an annual report showing expenditure against budget and achievement against set performance measures. In summary those functions undertaken by Environment Canterbury on the Council's behalf relate to the following:
 - Readiness/Response: Ensuring that a fully operational emergency operations centre (EOC) is available; personnel trained to staff the EOC; liaison with other emergency management related organisations; ensuring Area and Sector facilities are available.
 - Rescue: Trained and equipped rescue response teams that meet agreed national urban search and rescue best practice standards;
 - Radio & Information Systems: A radio telephone network that provides communications during an emergency between the various civil defence locations throughout the city;
 - Training/exercise: Civil defence training for volunteers within the community; Civil defence education is undertaken over a two-year cycle to Years 7 & 8 students in the Christchurch area;
 - Planning: Local civil defence services are provided in accordance with the service level agreement;
 - Public Education & Public Information: Promote preparedness for emergencies to the City's residents; preparedness information is available to the public of Christchurch prior to and during an emergency.
7. Environment Canterbury's combined civil defence net budget for the Christchurch City Council and Banks Peninsula District Council for 2004/05 was \$676,308 with the net actual figure being \$678,475. Environment Canterbury recovers this expenditure from the Christchurch City and Banks Peninsula District Councils based on the capital value of each district. The allocation of this cost equates to Christchurch City Council meeting 95.64% (\$648,893) and Banks Peninsula District Council meeting 4.36% (\$29,582) of the combined cost.
8. A copy of the 2004/05 Civil Defence Emergency Management Annual Report prepared by Environment Canterbury is attached.

Points of Interest during 2004/05 include

9. The Canterbury CDEM Group Plan was adopted in March 2005. The Group Plan contains the local civil defence arrangements for Christchurch City and the other territorial authority members of the Canterbury CDEM Group.
10. A City Emergency Operations Centre has been maintained throughout the year – this facility is located within Environment Canterbury's Kilmore Street building and is co-located with the Canterbury CDEM Group Emergency Co-ordination Centre. Arrangements have been made to use part of the Art Gallery as an alternate Emergency Operations Centre. The Art Gallery was selected as an alternate following an independent assessment of three Council owned facilities.
11. The Riccarton Civil Defence Rescue Team (NZ RT-14) was registered as a urban search and rescue response team having successfully completed training and developed skills required in the national NZ Urban Search & Rescue's best practice guidelines. By the end of the 2004/05 year there were 15 registered rescue response teams within NZ, four are Christchurch teams. The Council's rescue response team (NZ RT-10) finished a creditable second in the 2004/05 Cliff Dale Competition (an annual competition for Canterbury rescue teams) – the competition was won by NZ RT-1, a team consisting of volunteers from within Christchurch.
12. 2,777 people attended various civil defence training courses during the year. This compares with 4,325 in 2003/04.
13. Exercise Pandora (an annual civil defence exercise) was held in September 2004 in conjunction with a national rescue exercise that involved overseas, national, and local rescue teams.

Recommendations contained in an evaluation report following these two exercises included the following:

- The City Emergency Operations Centre and the Canterbury CDEM Group Co-ordination Centre should be separated;
- The number of civil defence areas reporting to the City Local Controller should be reduced. This will in turn reduce the number of positions reporting directly to the Local Controller. It is recommended that span of control should be between 5-7.

14. A review of the existing Council's existing civil defence arrangements has recently been undertaken and the above issues have been addressed in that review. The review of existing civil defence arrangements is the subject of a separate report to the Council.

Canterbury Civil Defence Emergency Management Plan

15. The Civil Defence Emergency Management Act requires every regional council and every territorial authority within that region to unite to establish a Civil Defence Emergency Management (CDEM) Group for the purposes of the Act as a joint standing committee under the Local Government Act. The Canterbury CDEM Group was formed on 28 April 2003. The Act also requires each CDEM Group to produce a CDEM Plan within two years of the Group's formation.

16. A draft Canterbury CDEM Group Plan was produced late last year following months of work between the Canterbury Emergency Management Office, Canterbury local authorities, emergency services, and other CDEM partner agencies. The CDEM Act requires each CDEM Group to give public notice of the proposal to make a Plan. Accordingly, the draft Canterbury CDEM Group Plan was open for submissions during January/February this year. In general terms, submissions received that impact on this Council related to the following:

- i. Appointment of the Local Controller and Alternate Controllers;
- ii. An early warning system for coastal areas of Christchurch City including:
 - o A network of tsunami sirens;
 - o An evacuation plan for low-lying coastal areas of Christchurch City;
 - o The sand dune system is maintained or restored;
 - o Generic information on household preparedness;
 - o The coastal area of Christchurch be designed a 'special hazard zone'
- iii. Employing coordinators of civil defence volunteers, rather than the current network of volunteer coordinators;
- iv. The role of Community Boards during and after emergencies should be clearly documented;
- v. Community Board members should receive training in civil defence preparedness;
- vi. A public education programme be developed to inform the community of what they should expect and what they should do during an emergency;
- vii. An educational awareness of civil defence procedures for primary schools upwards;

17. The attached table provides a summary of the submissions received that relate to Christchurch City, and the Canterbury CDEM Group Joint Committee's recommendations relating to these submissions

18. Comments on the above mentioned submissions follow:

Appointment of Local Controller and Alternate Controllers

19. A submission from the Ashburton District Council recommended that the Plan be amended so that the individual territorial authorities appoint their Local Controller and Alternates. The draft Plan had stated that the CDEM Group Joint Committee would appoint the Local Controllers and their Alternates. At the CDEM Group Plan submissions hearing meeting, held 30 March 2005, the Joint Committee agreed to amend the Plan so that the territorial authorities would appoint

its Local Controller and Alternates subject such appointments being ratified by the Joint Committee. The following resolution was passed at the CDEM Group Joint Committee meeting held 30 March:

The Local Controllers be appointed by territorial authorities, subject to ratification by the Civil Defence Emergency Management Group.

20. An issue arose regarding the validity of the appointment of some Local Controllers the day before the Joint Committee was due to meet to adopt the Canterbury CDEM Plan. In the case of this Council, the Local Controller and Alternate Controllers were noted within the city's draft CDEM Local Arrangements that formed part of the overall Group Plan. The City CDEM Local Arrangements had been put before Council, on 10 February 2005, as information only on the basis that the Joint Committee was to appoint all the Local Controllers.
21. Legal advice was sought from Buddle Findlay regarding the appointments of some of the Local Controllers. Buddle Findlay's recommendation was for the Group to ratify those appointments where they have been made by the local authority and, in the other cases, resolve to approve the appointments conditionally, with ratification being effective on the relevant local authority appointing their Local Controller and Alternates. Accordingly, at its meeting held on 22 April the Joint Committee passed the following resolution:
- (a) *The Joint Committee ratifies the appointment of local controllers and alternate controllers contained in the list attached to the report with the exception of the Christchurch City Council.*
- (b) *The Joint Committee conditionally ratifies local controller appointments made by the Group with full ratification being effective on the Christchurch City Council making appointments pursuant to clause 6.2 (a) of the Group Plan.*
22. The Group Plan was approved by the CDEM Group Joint Committee at its meeting held on 22 April 2005.
23. This Council must now appoint by resolution, the City Local Controller and Alternates. The following persons are recommended to be appointed as Local Controller and Alternates for Christchurch City:
- Local Controller - Jane Parfitt (General Manager City Environment)
First Alternate - Peter Mitchell (General Manager Regulation and Democracy Services)
Second Alternate – Barry Shields (Retired Assistant Fire Regional Commander)
24. Both Jane Parfitt and Peter Mitchell have undertaken training for the Local Controller's role, have excellent management skills, and a good working knowledge of the Civil Defence Emergency Management Act that are required to undertake the role of Local Controller. Mr Barry Shields has recently retired from the NZ Fire Service having been employed by the NZ Fire Service for over 40 years. Mr Shields was the Assistant Fire Regional Commander for Canterbury, a role which was based in the city. Through his involvement with the NZ Fire Service, Mr Shields has had close involvement with the civil defence organisation in Christchurch and has good contacts with other organisations involved in the civil defence emergency management sector. Mr Shields is very suitable and qualified to undertake the role of a Local Controller. It is proposed that an honorarium be paid to Mr Shields as this role will require attendance a training session, exercises and various meetings in order to maintain the skills and relationships required to act as a Local Controller.

Warning Systems

25. In response to the submissions received on the need for a tsunami warning plan, a small team was established to review the tsunami warning plan that was contained in the expiring Canterbury Regional Civil Defence Plan (this Plan was replaced when the Canterbury CDEM Group Plan was adopted). This tsunami warning plan relates in general to Christchurch City. Members on this team are from the NZ Police, Canterbury CDEM Emergency Management Office, and the Council.
26. Following the Asian Boxing Day tsunami, Central Government commissioned the Institute of Geological and Nuclear Sciences (IGNS) to undertake a review of tsunami risk in New Zealand. This report will comprise two parts – an assessment of the tsunami risk (measured in terms of casualties and dwellings affected), and a report on New Zealand's preparedness. This Council was requested by IGNS to supply information relating to a digital elevation model of the city's urban area, any science reports, and warning protocols/systems in place to assist with the study. The Ministry of Civil Defence and Emergency Management has advised that while there may be some tsunami related projects that can proceed in parallel to this study, it may be wiser to defer such work until the regional/national picture is clearer.

27. Another working group has working on developing warning and information procedures as project for the Canterbury CDEM Group. This project will also be relevant when developing a coastal evacuation plan for the city.
28. A draft coastal evacuation plan for the city will be completed next year. Once the draft plan has been completed it is proposed to consult with relevant community boards and residents' groups prior to adopting the plan.

Civil Defence Volunteer Co-ordination/Role of Community Boards

29. The submissions, mentioned above, regarding to volunteer coordination, role of the Community Boards are being addressed in the review of the Council's existing civil defence emergency management arrangements which has been reported separately to the Council.

Public/School Education Programme

30. Environment Canterbury, under the existing service level agreement, responds to requests for preparedness information from members of the public and community/business groups. Furthermore, the Ministry of Civil Defence & Emergency Management has a very good website relating to preparedness information for residents and the business sector. The public needs to be informed of where such information can be accessed. The Canterbury CDEM Group's website contains linkages to other civil defence emergency management websites but it is a matter of ensuring the public knows where to access such information. Preparedness pamphlets are also available from Environment Canterbury, Civic Offices, and Council Service Centres.
31. A civil defence education programme is in place for all Christchurch schools – this is for Years 7 and 8 school students. Each school is visited once every two years as part of the education curriculum. This programme is very well received and there is no intention, in the near future, of extending this programme to cover all students.

Disaster Recovery

32. Recovery is the coordinated efforts and processes to effect immediate, medium, and long term regeneration of a community following an emergency. The components of recovery include, social environment, built environment, economic environment, and natural environment. The recovery phase, depending on the emergency, can be quite long, expensive and require huge resources. A draft recovery plan has been developed and is to be reviewed in light of the Ministry of Civil Defence & Emergency Management issuing new guidelines earlier this year. The Disaster Recovery Manager will be responsible for co-ordinating the recovery phase and will need to liaise closely with the Local Controller during the response phase.
33. In October 2002, the Council passed a resolution appointing the Director of Operations as the City Disaster Recovery Manager. The Council's draft Disaster Recovery Plan has been amended to reflect recent senior management changes within the Council. As with all civil defence positions it is important that alternates are available as the response/recovery phases will likely necessitate working long hours, i.e. requirement to work in shifts. Accordingly, it is recommended that the General Manager Strategic Planning, General Manager Community Services, and the Programme Manager, Liveable City be appointed as City Disaster Recovery Managers.