

6. CIVIL DEFENCE EMERGENCY MANAGEMENT 2001/02

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The purpose of this report has two purposes. Firstly, it is to inform the Council on the civil defence/emergency management activities undertaken by the Council and Environment Canterbury from 1 July 2001 to 30 June 2002. Secondly, it is to accept a revised Canterbury Regional Civil Defence Plan (which incorporates Christchurch City).

BACKGROUND

A review of the civil defence arrangement for the city was undertaken early last year, which was the subject of a report to the Council in May 2001. As a result of that review the Council passed the following resolutions:

1. That Environment Canterbury continue to undertake the civil defence functions for Christchurch City Council as per the Civil Defence Act 1983, and as proposed in the Civil Defence Emergency Management Bill.
2. That the Christchurch City Council and Environment Canterbury develop a formal service level agreement for the delivery of the civil defence functions as required under the Civil Defence Act 1983 and Civil Defence Emergency Management Bill.
3. That the arrangements be reviewed again in 3 to 4 years' time when the Canterbury Civil Defence Emergency Management Group has been established and running for a reasonable period of time.

A formal Service Level Agreement (SLA) was developed between Environment Canterbury and the Council with the SLA being signed off by both parties in December 2001. The SLA is subject to review on an annual basis and requires that both organisations will work together to ensure that the city is able to function to the fullest possible extent during and after an emergency. Both organisations are to seek opportunities for continual improvements on how the civil defence functions are to be delivered. The SLA requires Environment Canterbury to produce an annual report suitable for presentation to this Committee meeting showing expenditure against budget and achievement against the performance measures. A copy of the report is tabled.

CIVIL DEFENCE EMERGENCY MANAGEMENT

The Civil Defence Emergency Management Bill, which will replace the 1983 Act, has been through the Select Committee process but unfortunately was not enacted prior to the general elections. The new Act will require that within six months after the date of commencement of the new Act every regional council and every territorial authority within that region must unite to establish a Civil Defence Emergency Management Group as a joint standing committee under section 114S of the Local Government Act 1974.

Within Canterbury a trial Civil Defence Emergency Management Group has been functioning over the past 18 months. The trial Civil Defence Emergency Management Group has established a number of working parties that focus on the four Rs of emergency management (i.e. reduction, readiness, response, and recovery). Each of the Working Parties reports to the Coordinating Executive Group. The working parties comprise representatives from Environment Canterbury, Canterbury territorial authorities, emergency services, and the business and rural sectors.

The draft Canterbury Civil Defence Emergency Management Group Constituting Agreement was the subject of a separate report to the Council in December 2001. The Council resolved that subject to the deletion of the words "or otherwise agreed by the group" in clause 16.2 of the Agreement, the Christchurch City Council accept the draft Constituting Agreement, and indicate that once the Act has been passed, it will agree to sign a Constituting Agreement along the lines of the draft submitted for consideration.

READINESS/RESPONSE

This Council is responsible for providing resources to task the Engineers Headquarters, Rescue Headquarters, and a Central City Area Headquarters. These headquarters will all be based in the Civic Offices during a civil defence emergency (with pre-determined alternate locations). Engineers Headquarters is responsible for maintaining all normal local authority engineering activities (i.e. water, waste, streets, etc) while Rescue Headquarters is responsible for the establishment and control of rescue activities, building inspections and demolition. Central City Area Headquarters is responsible for providing relief to those members of the public in the central city area. During the period cover by this report Council staff involved with these Headquarters participated in the annual regional civil defence exercise, "Exercise Pandora".

Following the October 2000 storm, it was decided that Engineers Headquarters should open during any adverse event, thus providing valuable training for those involved and testing preset procedures. Accordingly, Engineers Headquarters were operational when the city was affected by localised flooding as a result of heavy rainfall on 29 April 2002. Continual improvements are being made to the Council's Engineers and Rescue Headquarters' Emergency Management Plan as a result of exercises and operating during adverse events.

Section 31 of the Civil Defence Act 1983 states:

"Any regional council, by agreement with the territorial authority concerned may undertake civil defence on behalf of any territorial authority within its region and where it does so, the regional council shall include in its regional civil defence plan, civil defence organisation, civil defence arrangements, the civil defence planning, civil defence organisation, and civil defence arrangements for the territorial authority."

Accordingly, Environment Canterbury produces a Regional Civil Defence Plan that also applies to the city, has set in place a civil defence organisation throughout the city, and provides the necessary training for the volunteers required maintain the civil defence organisation. The Civil Defence training school, run by Environment Canterbury, was relocated from the Old Grandstand building at QEII to a building located in the former works yard at Sockburn (i.e. behind the Sockburn Service Centre). Training of the city's network of volunteers is undertaken at this facility. Furthermore, this building will be used as the Rescue Report Centre during a civil defence emergency with builder and like reporting there.

Approximately 25 staff have been active members of the Council's light rescue teams and participated in exercises and ongoing training. An Urban Search & Rescue (USAR) team has recently been established in Christchurch. This team will be one of three specialist teams that will eventually be established throughout the country. An existing team is based in Palmerston North and a further team will be based in Auckland, subject to central government funding.

The following civil defence objectives were included the Council's 2001/02 Corporate Plan:

- Participate as required in reviews of emergency management.
- Ensure the City Wide Recovery Plan is an active and living document.
- Participate in exercises to test readiness.
- To have a fully trained and active Light Rescue Team.

All the above objectives were meet during the 2001/02 with the exception of the production of a disaster recovery plan for the city. Work has commenced on the development of the city's Disaster Recovery Plan and should be completed by the end of this financial year.

REDUCTION

Reduction refers to work that can be done in advance of an event to prevent or mitigate the damage that might occur. This was the focus of the Lifeline study carried out for Christchurch some years ago and the Council's asset units are now implementing programmes of mitigation work through their asset management plans. Examples for the 2001/02 year are:

City Streets

- Completion of abutment strengthening on Opawa Road Bridge and investigations on the twin bridges on Fitzgerald Avenue, (part of a long term bridge strengthening programme);

Water Supply

- The final 10 watering points ("saw horse" with six taps for connecting to artesian well heads or reservoirs for filling buckets in a worst case scenario) were constructed, a third and final motorised valve was added to Takahe reservoir (to enable remote isolation in an earthquake) and a programme of installing back flow prevention on diesel cooling water systems was commenced.

Liquid Wastes

- The tying down of Pump Station 57 (McCormicks Bay Road) to protect against liquefaction
- Pump Station 20 valvebox tied to station
- backflow prevention fitted to water supply at some 60 sewage pumping stations

Liquid Waste Investigations completed 2001/02 (by City Solutions)

Structural checking of Pumping Stations identified by Kingston Morrison Ltd:

PS's 2, 26, 27, 28 okay

PS's 5, 6, 7, 9, 12, 18, 20 warrant strengthening of their pump houses

Pump Station Pipeline Flexibility Checks and Improvement Options

Gravity and pressure pipelines entering and exiting important pumping stations and their associated structures (valve boxes, bifurcation chambers) in liquefaction prone areas were investigated for flexibility. Flexibility improvement works have been recommended for 12 stations (1, 6, 15, 18, 20, 28, 31,34,35, 36, 37,42 39), total cost \$800,000, including \$470,000 for PS1.

RECOVERY

Recovery is that part of emergency management which deals with recovering and rebuilding the city or parts of the city that have been damaged by an emergency event. While dealing with the response phase of an emergency can be traumatic and utilise a lot of resources, the recovery phase, depending on the event, can be quite long, expensive and require huge resources. If we have a major earthquake in Christchurch, then there will be serious issues about how we rebuilt parts of the city, how we get our industry, commerce and community going again and how we dealt with the social impacts of the event and its aftermath.

Traditionally, most preparation in the emergency management area has gone into readiness for response, and into reduction, with much less effort into thinking about the recovery phase.

This was recognised by the Council approximately two years ago, and we began work on preparing a Disaster Recovery Plan. This work coincided with the setting up of the trial Civil Defence Emergency Management Group, and as part of that group, a Recovery Working Party. The combined effort of Christchurch City and a number of people from other councils and agencies around Christchurch led to the preparation of an Outline Disaster Recovery Plan. This is a guide to help councils prepare their Disaster Recovery Plan. That outline plan has now been adopted by the trial Civil Defence Emergency Management Group, and Council staff are now working on the preparation of a Disaster Recovery Plan for Christchurch City Council. That work is still at a relatively early stage, and the availability of a key person to carry out that work has been delayed because of other projects, but we are hopeful now that a concerted effort during the balance of this year will see a Disaster Recovery Plan prepared and submitted to the Council for adoption. The Disaster Recovery Plan will require the appointment of a Disaster Recovery Manager who will work closely with the Civil Defence Controller to help ensure a smooth transition from the response phase to the recovery phase. The Disaster Recovery Manager's duties during the recovery phase will include:

- the establishment of a co-ordination centre from which disaster recovery activities can be managed;
- co-ordinate the speedy restoration of essential lifeline services;
- assemble specialist personnel to form a recovery management group;
- determine the recovery needs of the community;
- keep the public informed of all relevant matters;
- maintain awareness of legislative requirement;
- be ultimately responsible for authorising and accounting for expenditure incurred during the recovery phase.

CANTERBURY REGIONAL CIVIL DEFENCE PLAN

Under the provisions of Section 31 of the Civil Defence Act where a regional authority undertakes civil defence on behalf of a territorial authority, the regional authority shall include in its regional plan the civil defence arrangement for the territorial authority. Regional civil defence plans cease to be operative on the date three years after the date on which it becomes operative. A new plan is required to be prepared to replace the existing plan.

In Canterbury, the Canterbury Regional Civil Defence Committee reviews the new Regional Plan and recommends it to the Civil Defence Commissioner for approval. Councillors Sue Wells and Carole Evans are the Council's representatives on the Canterbury Regional Civil Defence Committee.

The Canterbury Regional Civil Defence Plan, which incorporates the civil defence arrangements for Christchurch City, ceases to be operative on 18 November 2002. A new plan has been prepared, which essentially carries over the existing plan, with some tidy up changes. A copy of the revised Plan will be tabled at the Committee meeting. Because of the new plans that will need to be prepared under the new Civil Defence Emergency Management legislation, it is not considered appropriate to undertake significant changes to the current plan.

One area of change in the new plan is a change to the persons authorised to declare a Christchurch civil defence emergency. In the existing Plan it is the Chairman of Environment Canterbury that would declare a Christchurch civil defence emergency. Under the new Plan it is proposed that the Mayor will be responsible for declaring a Christchurch civil defence emergency. If the Mayor is unavailable then the Deputy Mayor may declare a civil defence emergency.

Also, in the revised Plan the Regional Controller is to be appointed to act as the Regional Recovery Manager. Each territorial authority is to appoint a Recovery Manager for its district, as discussed in the section above on recovery, and this appointment is to be included in the new Plan. Accordingly, the Christchurch City Council needs to appoint a suitable person to be its Recovery Manager. It has been intended, as part of the preparation of our Recovery Plan, to recommend the appointment of Ken Lawn, Director of Operations, to that role. It is therefore appropriate to make that appointment now, and include it in the revised Canterbury Regional Civil Defence Plan.

- Recommendation:**
1. That the reports on civil defence/emergency management activities for the 2001/2002 year be received.
 2. That the revised Canterbury Regional Civil Defence Plan be accepted (noting that its approval is through the Canterbury Regional Civil Defence Committee).
 3. That the Director of Operations (currently Ken Lawn) be appointed as the Council's Disaster Recovery Manager.