

## 5 Response arrangements

### 5.1 Introduction

- a. The CDEM Group response arrangements have been established to ensure that all available resources are effectively applied to plan for, manage, and respond to the consequences of emergencies within the CDEM Group area.
- b. At the time this Plan was approved each local authority in Canterbury, including ECan, had "Civil Defence" plans, volunteer-based Civil Defence structures and Civil Defence Controllers in place, along with the capability to activate an EOC/ECC from where emergencies could be managed. Those plans and arrangements, prepared under the Civil Defence Act 1983, have been updated so to be consistent with the CDEM Act 2002 and Guide to the National CDEM Plan 2006, and now constitute the Canterbury CDEM Group Plan.
- c. The CDEM Group boundaries, location of CDEM ECC and EOCs and neighbouring territorial authorities are depicted in Figure 1.1.
- d. The relationships, structures and plans developed in the Group area in the past have provided the foundation on which this CDEM Group Plan is built. Canterbury's emergency services and several other emergency response agencies have been well integrated into these arrangements.
- e. The CDEM Act introduced a more comprehensive approach to planning for emergencies that requires more integrated and cooperative emergency management arrangements. The Act also introduced the need to establish a definitive CDEM Group emergency management capability, including the creation of a CDEM Group Controller position with a wider range of responsibilities than under the previous legislation.

### 5.2 Scope

- a. This section of the CDEM Group Plan provides a set of structures and processes by which all emergencies will be managed. These arrangements are intended to allow for a transition from pre-CDEM Act to a more comprehensive and robust set of arrangements as capabilities are enhanced over the life of the Plan.
- b. This Plan uses the term "Emergency Coordination Centre" or "ECC" for Group-level emergency coordination functions. This title helps to avoid confusion with local "Emergency Operations Centres" (EOCs) and provides a close fit with the CIMS "Response Coordination" function.

### 5.3 Overview of response to major incidents and emergencies

- a. An overview of how incidents and emergencies are responded to within the Group area is provided in Table 5.1. A detailed description of emergency response organisation activation and declaration arrangements is provided in s7 of this Plan.
- b. The important features of the table are:
  - the relationship of the emergency services and other response agencies with Local, Group and National Controllers;
  - the levels of activity within Local EOCs and Group ECC for the different levels of incident and emergency, and
  - an overview of how an escalating incident would be handled, including the various steps and considerations involved in preparing to declare a state of emergency.
- c. With reference to the Summary Hazard Register (section 2.3 to 2.6) many of the emergency events that Canterbury communities are likely to face will be able to be adequately managed as an “incident”, “adverse event” or “emergency”, without recourse to a declaration of a state of emergency. These events will be managed locally under the coordination of the appropriate lead agencies, with support provided locally, regionally and nationally consistent with Table 5.1.
- d. Response Goals:

The response goals of the Canterbury CDEM Group are to:

1. Provide for the safety and health of responders
2. Save lives
3. Reduce suffering
4. Protect public health
5. Protect critical infrastructure
6. Protect property
7. Protect the environment
8. Reduce economic and social losses

**Note:** Response operations are to be carried out in parallel with Recovery operations, as detailed in section 9 of this Plan.

**Table 5.1 Event types and status**

Event Type	Event Status / Procedures	CDEM EOC/ECC Role	CDEM Controllers' Roles
<p><b>Level 1</b></p> <p>Local Incident for which a declaration is not required or appropriate</p> <ul style="list-style-type: none"> <li>• Can be dealt with by Emergency Services and/or Local Authority resources alone.</li> <li>• Specialists may be required for specific circumstances</li> </ul>	<p><b>No Declaration</b></p> <ul style="list-style-type: none"> <li>• The incident is dealt with using CIMS Multi-Agency Event structures and processes.</li> <li>• Nature of the incident will usually determine the Lead Agency</li> <li>• Immediate joint decision as to Lead Agency/Incident Controller necessary if Lead Agency is unclear.</li> </ul>	<p>Local Coordination Centres / Lead Agency/TA EOCs may be alerted or be partially operative in support of the Multi-Agency Response.</p>	<p>Local Controller and Group EMO notified if Local EOC is likely to be involved</p>
<p><b>Level 2</b></p> <p>Local Incident for which a declaration is not required or appropriate</p> <ul style="list-style-type: none"> <li>• Can be dealt with by Emergency Services and/or Local Authority resources alone.</li> <li>• Higher level of inter-agency coordination required.</li> <li>• Specialists may be required for specific circumstances</li> </ul>	<p><b>No Declaration</b></p> <ul style="list-style-type: none"> <li>• The incident is dealt with using CIMS and Joint Coordination through Lead Agency EOC.</li> <li>• Nature of the incident will dictate the Lead Agency</li> <li>• CDEM Welfare needs likely driver for TA CDEM involvement</li> <li>• TA may become a Key Support Agency in terms of coordinating support/management functions designated on the day.</li> </ul>	<p>Lead Agency EOC / Communications Centre / commanders communicating event and response intelligence/ information to Local EOC.</p> <p>Local EOC partially or fully activated and coordinating functions in support of joint-response and Lead Agency.</p> <p>Local EOC collecting and analysing event and response intelligence/ information to assist with Joint Coordination and potential transition/escalation to Level 3.</p> <p>Group ECC in monitoring role.</p>	<p>Local Controller (or delegated staff = EMO):</p> <ul style="list-style-type: none"> <li>• Coordination of Local Authority functions.</li> <li>• Coordination / delivery of designated functions.</li> <li>• Notify and inform Group Controller</li> <li>• Inform MCDEM</li> </ul>

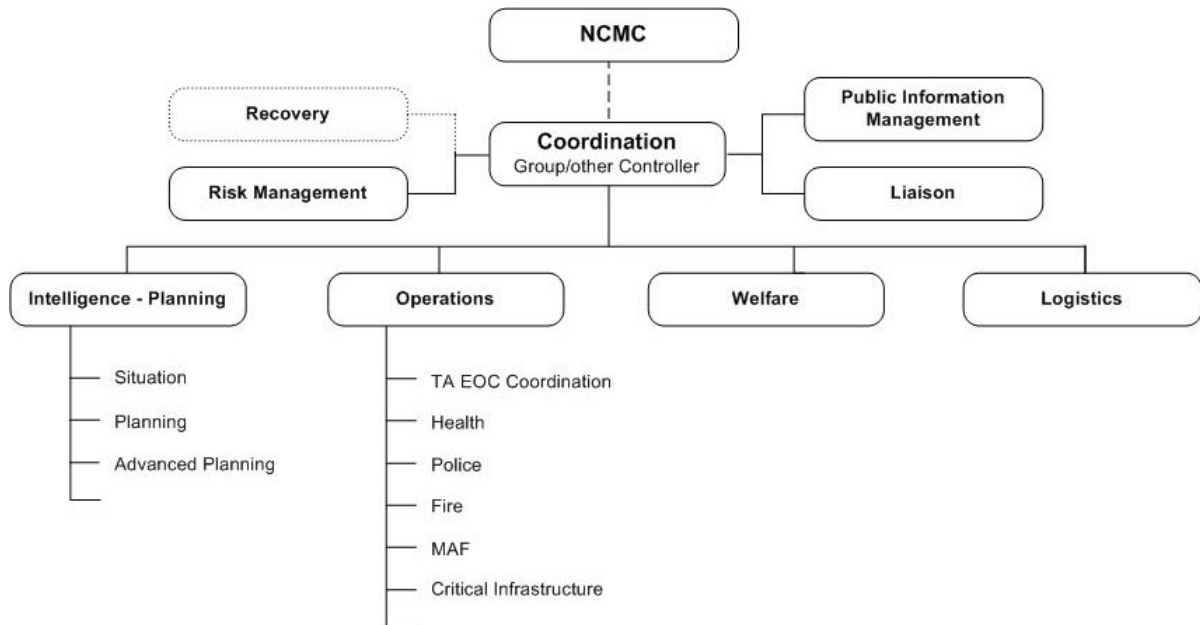
Event Type	Event Status / Procedures	CDEM EOC/ECC Role	CDEM Controllers' Roles
<p><b>Level 3</b></p> <p>Imminent or State of Local Emergency involving a single TA</p> <ul style="list-style-type: none"> <li>Escalates from Level 1 or 2 event, or a warning of a major event is received, that may not be able to be managed without the adoption of emergency powers Or</li> <li>Immediately recognisable as an event that cannot be managed without the adoption of emergency powers.</li> </ul>	<p><u><b>Declaration</b></u> of state of local emergency is <u>being considered</u>, or has been <u>deemed necessary</u> involving a single TA</p> <p>Declaration can be for an entire district or one or more wards.</p> <p>Plan and manage transition from Lead Agency EOC coordination to Local EOC coordination.</p>	<p>Local <b>EOC fully activated</b> and is coordinating response and management of the emergency.</p> <p>Group ECC and adjacent EOCs alerted or partially activated to monitor the situation and prepare to respond if the situation deteriorates.</p> <p>Group ECC collecting and analysing event and response intelligence/ information to assist with Joint Coordination and potential transition/escalation to Level 4.</p>	<p>Local Controller:</p> <ul style="list-style-type: none"> <li>Coordination of local response</li> <li>Notify and inform Group Controller</li> </ul> <p>Group Controller:</p> <ul style="list-style-type: none"> <li>Support Local Response</li> <li>Inform MCDEM</li> <li>Consideration of escalation.</li> <li>Notify adjacent / partner CDEM Groups</li> </ul>
<p><b>Level 4</b></p> <p>Imminent or State of Local Emergency that is regionally significant</p> <ul style="list-style-type: none"> <li>Due to the magnitude or geographic spread of the emergency, actual or predicted, a higher level or remote coordination of local responses and/or resources is required Or</li> <li>A warning of a significant event that will have a significant impact has been received Or</li> <li>Coordinated assistance is required to support other CDEM Group(s)</li> </ul>	<p><u><b>Declaration</b></u> of state of local emergency in the CDEM Group Area being considered, or deemed necessary, that involves the entire Group area, or one or more districts require external assistance.</p> <p style="text-align: center;">Or</p> <p>Adjacent or partner CDEM Group(s) require assistance</p>	<p>Group ECC and affected Local EOCs fully activated</p> <p>National Crisis Management Centre (NCMC) and adjacent Group EOCs may be alerted or partially activated to monitor the situation and be ready to respond if the situation deteriorates.</p>	<p>Local Controller:</p> <ul style="list-style-type: none"> <li>Coordination of local response</li> <li>Respond to priorities set by the Group Controller</li> </ul> <p>Group Controller:</p> <ul style="list-style-type: none"> <li>Set Group Priorities</li> <li>Coordination of Group response</li> <li>Support Local Responses</li> </ul> <p>National Controller:</p> <ul style="list-style-type: none"> <li>Support Group response(s)</li> <li>Consideration of escalation.</li> </ul>

Event Type	Event Status / Procedures	CDEM EOC/ECC Role	CDEM Controllers' Roles
<p><b>Level 5</b></p> <p>Imminent or State of National Emergency</p>	<p>Declaration of State of National Emergency is being considered, or has been deemed necessary</p>	<p>NCMC, Group ECC and affected Local EOC(s) fully activated</p>	<p>Local Controller:</p> <ul style="list-style-type: none"> <li>• Coordination of Local response</li> <li>• Respond to priorities set by National and Group Controller.</li> </ul> <p>Group Controller:</p> <ul style="list-style-type: none"> <li>• Coordination of Group and Local responses</li> <li>• Respond to priorities set by the National Controller</li> </ul> <p>National Controller:</p> <ul style="list-style-type: none"> <li>• Coordination of national level-response</li> <li>• Support Group response(s)</li> </ul>

## 5.4 Group Emergency Coordination Centre (ECC)

- a. While Table 5.1 outlines how the Group ECC and Local EOCs will inter-relate and operate for the different levels of incident or emergency, Figure 5.1 provides an overview of the linkages between the Group ECC and Local EOCs.
- b. The Group ECC and Local EOCs provide facilities to manage and support the overall response to an emergency event. The distinction between the Group ECC and Local EOCs is that the Group ECC provides a higher level of response coordination, with a focus on prioritising and coordinating the use of scarce response resources. Being one step removed from the actual management of local responses, the Group ECC will also be able to take a broader and longer-term approach to response and recovery planning – with particular responsibility for setting response and recovery priorities.
- c. The ECC shall have sufficient suitably trained and experienced personnel to provide for two full shifts. ECan staff, augmented by members of partner organisations and CDEM volunteers, shall provide the core of these personnel.
- d. The role of the CDEM Group ECC is to:
  - coordinate and/or support activated Local EOCs;
  - receive, assess and disseminate information for emergency response agencies;
  - where possible, provide logistical support when requested by a Local EOC or agencies responding at a regional-level;
  - ensure major emergency response agencies are involved in the Group response, that the major support agencies have liaison officers available in the ECC, and that regional-level decision makers are involved and integrated into response planning and delivery;
  - ensure communications are in place with key regional response agencies and provide a link from those agencies to Local EOCs;
  - receive, assess and disseminate information about lifeline utility services through a Lifelines Coordination Centre within the ECC;
  - coordinate public information, media liaison and public inquiry services across the response;
  - initiate disaster recovery processes, with particular emphasis on engaging the participation of regional and central government organisations with recovery responsibilities and/or resources;
  - report to and act as a conduit for information to and from Central Government, via-the NCMC;
  - coordinate and manage international assistance to responses locally or elsewhere in New Zealand;
  - coordinate the systematic planning, collection, analysis and communication of impact assessment information from member authorities, partner organisations and by other means as appropriate to the event.

Figure 5.1 Group Emergency Coordination Centre Structure



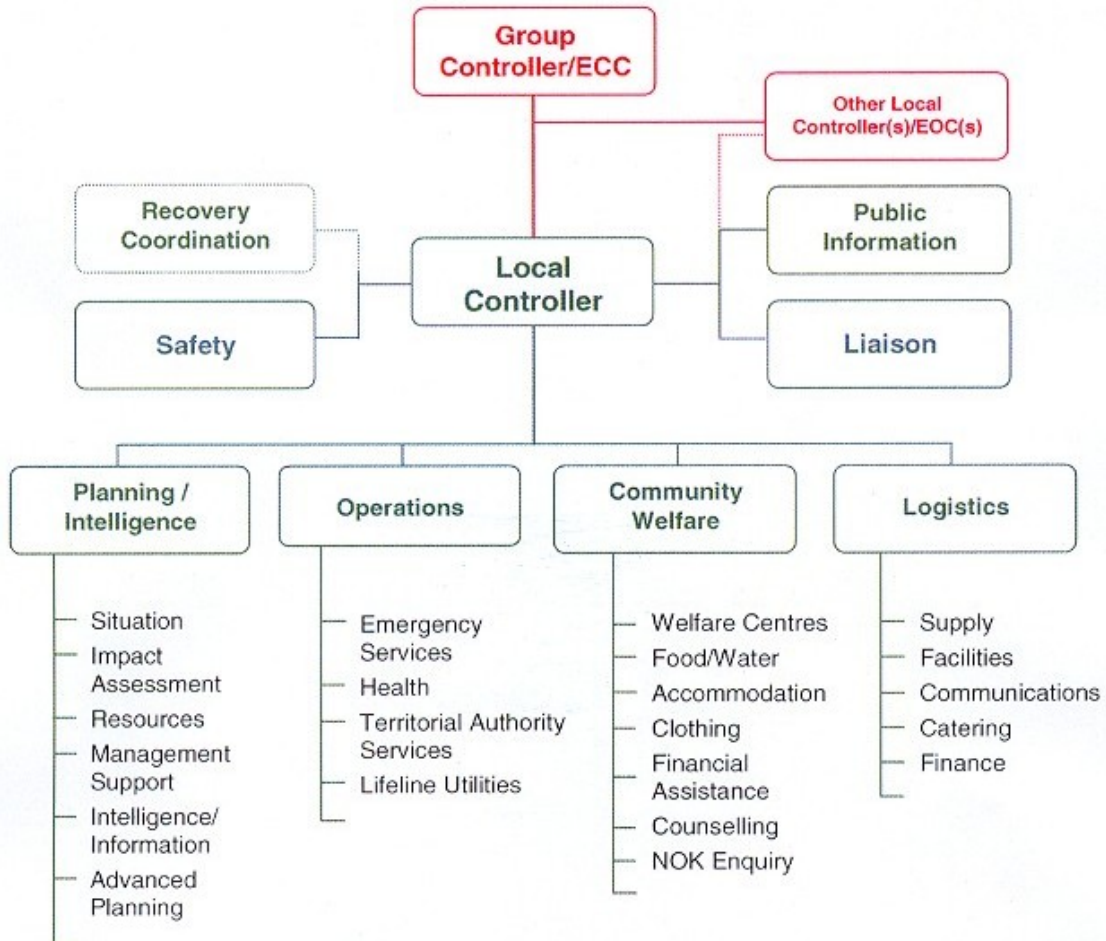
- e. Although the ECC does not generally include direct operational command elements, it does require the involvement of and regular communication with regional-level managers of organisations involved in or supporting emergency responses. This will also require emergency response organisations to identify the regional and local management elements that will be involved in the Group ECC and local EOCs, respectively.
- f. The Primary Group ECC location is the ECan offices at 58 Kilmore Street, Christchurch.
- g. The Alternate Group ECC is to be established at the Christchurch Art Gallery, Montreal Street, Christchurch.
- h. The ECC will continue to be co-located and share human and communications resources with the Christchurch City/Banks Peninsula EOC, but will become increasingly independent from the EOC as the respective roles are more clearly defined and key personnel are recruited and trained for the respective centres.
- i. Further alternate ECC arrangements will be developed as part of the CDEM Group Work Programme (Res04/03).
- j. Standard Operating Procedures (SOPs) will be developed and maintained for the ECC in close consultation with Group-level emergency response partners. This will provide for the integration of senior staff and the effective and timely sharing of information between organisations. These SOPs will form part of the Group CDEM arrangements, but will not be available to the public and do not constitute part of the Group Plan.

- k. The ECC shall be available to other agencies during emergencies covered by legislation other than the CDEM Act. Examples of such emergencies are oil spills, major rural fire events, agricultural emergencies, etc.

## 5.5 Local emergency operations centres

- a. Each Canterbury territorial authority will maintain a primary EOC from which local emergency events will be able to be coordinated and directed. Each territorial authority will also have arrangements in place to be able to relocate their EOC to an alternate site, either within the territorial authority area or nearby. These alternate sites may be 'tiered' with regard to their size, resources, communication modes etc. EOCs shall be available to other agencies during emergencies covered by legislation other than the CDEM Act. Examples of such emergencies are oil spills, agricultural emergencies, etc.
- b. The EOC shall have sufficient suitably trained and experienced personnel to provide for two full shifts. Staff of the respective territorial authorities, augmented by members of partner organisations and CDEM volunteers, shall provide the core of these personnel.
- c. The role of each EOC is to:
- coordinate the response of local emergency response agencies within the area of the EOC;
  - arrange, coordinate and systematically manage logistics;
  - systematically monitor events and escalate/de-escalate response as required;
  - ensure local emergency response agencies are involved in the local response, and emergency response agency liaison officers are available and supported in the EOC;
  - ensure communications are in place with key local response agencies;
  - arrange for community welfare and support facilities and services;
  - receive, assess and disseminate information for local emergency response agencies;
  - coordinate, with partner organisations, the provision of information about the event and the local response to the public and media;
  - communicate and coordinate with other EOCs and partner organisations;
  - coordinate the initiation of Disaster Recovery arrangements and maintain close communication with the Recovery Office once established;
  - communicate regularly with the Group Controller and ECC;
  - coordinate the systematic planning, collection, analysis and communication of local impact assessment information.
- d. A model EOC structure is provided in Figure 5.2. The model is intended to represent key relationships and functions, rather than the definitive structure of local EOCs, which may differ from Figure 5.2 to meet local organisational and response needs.

Figure 5.2 Local Emergency Operations Centre Structure



e. Primary and alternate EOCs will have the following features:

- sufficient space and furniture to comfortably accommodate representatives of all contributing organisations;
- ability to be used as an EOC for a protracted period of time without compromising other business;
- sufficient telephone, including satellite phones where appropriate, fax, radio and information communication technology (ICT) capability to communicate with local response partners and the Group ECC. Paper and, where possible, electronic maps of topography, infrastructure, hazards, etc;
- paper-based and electronic recording and planning systems to effectively and efficiently manage and communicate emergency situation and response-related information within and from the EOC<sup>1</sup>;

<sup>1</sup> See CDEM Group Work Programme.

- a separate room appropriately designed and equipped to provide media briefings;
  - logistics and expenditure management systems and documentation to accurately control and record resource acquisition/requisition decisions and costs during emergency events;
  - located in a structure sufficiently resilient to major hazards, particularly earthquake and flooding, relevant to the community in which they are located;
  - current published SOPs (see f. below);
  - back-up electricity generation for continued EOC operations;
  - an emergency water supply sufficient for a fully staffed EOC.
- f. SOPs will be developed or updated and maintained for all EOCs, in close consultation with local emergency response partners. This will provide for the integration of senior staff and the effective and timely sharing of information between organisations. The SOPs are to be consistent with agreed Group operating procedures. These SOPs will not be available to the public and do not constitute part of the Group Plan or Local CDEM Arrangements.

## 5.6 Control of Emergency Resources (Logistics)

### 5.6.1 Introduction

- a. In most emergencies (declared or otherwise) requests for resources or assistance will probably exceed those that are available in the local authority and/or CDEM Group area. Accordingly ECC/EOC staff, based on priorities set by the respective Controller, will need to carefully allocate and monitor resources against requests received.
- b. To enhance their capabilities to respond to emergencies ECC/EOC need to establish logistics protocols for managing personnel and equipment.
- c. When allocating resources ECC/EOC staff should consider grouping tasks to a common area to save both valuable time and the excessive movement of the resources within the affected area.
- d. Before any allocation of resources occurs and/or commences the applicable ECC/EOC staff should ensure that both those supplying and receiving a particular service and/or resource are clearly aware of and agree on the terms of supply and use.

### 5.6.2 Procurement

- a. The respective Controller shall direct procurement priorities. In general, priority will be given to the procurement of essential supplies needed to:
- save/protect life and property;
  - optimise the utilization of resources;
  - provide support to emergency response organisations, including ECC/EOC; and
  - at the earliest possible opportunity restore essential services and systems.

- b. ECC/EOC staff will arrange urgent procurement by direct contact and negotiation with the nearest available supplier on the normal basis of purchase and payment for the required goods or services.
- c. During a declared state of emergency, there may be occasions where it is necessary, that essential stores and equipment be obtained by "requisition" in terms of CDEM Act s90. Authority to requisition is vested in the Controller or any person authorized by the Controller.

### **5.6.3 Conservation of essential resources**

- a. The demand/need for and supply of essential resources will need to be carefully monitored. ECC/EOC staff will inform their Controller of any circumstances, which may require rationing to be considered and will institute a system of rationing if so directed by the Controller.

## **5.7 External support**

- a. The CDEM Group has a limited capability to maintain a sustained operation involving specialist skills and capabilities, such as Urban Search and Rescue. The rapid reinforcement of local capability has been pre-planned for by the signing of Memorandums of Understanding with neighbouring CDEM Groups, supported by procedures in place at national level through the MCDEM .
- b. In a major event, the Group Controller will evaluate the need to request additional support. Any requests for assistance will be to the National Controller or MCDEM who, in consultation with national agencies, will determine whether the support requested will be provided from within New Zealand or internationally.
- c. Christchurch International Airport has been designated as an arrival point for international assistance into New Zealand. In this situation, the Group, acting under the direction of the Director and National Controller, has agreed to assist with the establishment and running of a Reception/Departure Centre at the airport. The Centre will brief incoming teams and support their deployment into the effected area by arranging transport, fuel and other necessary support facilities. These arrangements will be needed until the last international team departs through the airport.
- d. If the disaster is within the Group area, the arriving teams will operate within the established CDEM Group arrangements.
- e. A CDEM Group SOP for Reception and Management of International Search and Rescue Teams arriving through Christchurch Airport has been produced. This document does not constitute part of the CDEM Group Plan.

## 5.8 Rescue function

### 5.8.1 Introduction

- a. In a major event affecting the Group area, it can be expected that a large number of buildings will be damaged resulting in persons being injured or trapped. There are also many other circumstances from which people may require assistance where Rescue teams may be able to provide this capability. The normal emergency services will usually be fully committed so may not be able to meet immediate needs of affected people. This necessitates having well-trained and equipped volunteers who are multi-trained in Urban Search and Rescue (USAR), general rescue, communications, first aid, operations and welfare to provide additional assistance.

### 5.8.2 Role and aim of the rescue function

- a. The role of the rescue function is, in conjunction with the emergency services, to co-ordinate and conduct rescue related activities, including reconnaissance, flood response, storm damage control, and any other activities that the rescue teams are trained to perform.
- b. The aim of the rescue function is to save the greatest number of lives in the shortest possible time and to minimise further injury and distress to people and damage to property.

### 5.8.3 Organisation

- a. The Group ECC would coordinate and supports local Rescue activities within its Operations Section. Each Local EOC needs to include a designated Rescue Manager function, to co-ordinate rescue activities within the District in conjunction with the emergency agencies.

### 5.8.4 Rescue teams

- a. There are four tiers to the rescue function in Canterbury. These are as follows:
- b. **USAR Taskforce (TF2)**
  - This is a multi-agency team comprising of thirty paid and volunteer rescue technicians and further support staff. It is managed and deployed by the New Zealand Fire Service. The USAR Taskforce's have the responsibility of conducting search and rescue of trapped persons, normally after a structural collapse. USAR TF 2 is based at the Woolston Fire Training Centre in Christchurch.
  - There are two other USAR Taskforces, USAR TF 1 in Palmerston North and USAR TF 3 in Auckland. Support from these may be sought through the MCDEM. In a major event, further assistance from overseas based USAR Taskforces may be sought by Government.
- c. **USAR Response Teams (RT's)**

- USAR RT's are volunteer teams consisting of up to thirty team members. These teams are trained to a minimum national standard and have minimum levels of equipment to meet the requirements of the USAR Best Practice Guideline – Response Team Registration. The teams are locally based but registered by the Group. USAR RT's will generally be used for reconnaissance, primary search, and removal of surface casualties. Some USAR RT's undergo specialist training for specific rescue environments.
- There are five registered USAR RT's in Canterbury. These are:

<b>RT</b>	<b>Name</b>	<b>Location</b>	<b>Specialty</b>
NZ RT 1	Rescue and Technical Support (RATS)	Christchurch	Rope Rescue and Search dogs
NZ RT 10	Christchurch City Council	Christchurch	Nil
NZ RT 11	Christchurch USAR Support And Rescue (CURSAR)	Christchurch	Nil
NZ RT 14	Christchurch Urban Rescue Team (CURT)	Christchurch	Nil
NZ RT 12	Waimakariri Emergency Response Team	Kaiapoi	Nil

**d. Community Emergency Response Teams (CERTs)**

CERTs are teams of normally 8 to 10 volunteers. Though trained in USAR and General Rescue their focus is more on reconnaissance and helping in emergency events, as and where they can, as a disciplined unit e.g. assisting with sandbagging. There are currently four or five of these teams in the Group area at different levels of training. There is an expectation that more of these teams will be formed through out Canterbury.

**e. Other Teams**

There are other organisations outside the emergency services such as Coast Guard and Private Business Teams that, depending on the event, may be able to provide personnel and other resources to assist with rescue activities. It is Group policy that liaison be established and maintained with these organisations at a local level, and training assistance provided where applicable, so that their capabilities can be effectively used and co-ordinated during emergency events.