

7 Activation arrangements

7.1 Pre-event

- a. Emergency events may be preceded by a lead-in period during which the need for notification of the public and/or a coordinated response may become apparent. This will provide an opportunity for warnings to be issued. See section 4.7
- b. On receipt of a warning, observations or receipt of other information, the agency or staff member who receives the warning or are aware of the developing situation will communicate the warning as detailed in their respective Plan, SOP, or Local CDEM Arrangements.

7.2 Level 1 – Single agency response

- a. Many of the emergencies that occur in our communities can be dealt with by a single responsible agency. However, even most single agency events require at least communication with other organisations. All too often initial response agencies find that their response could have been more effective if they had communicated the nature of the event to their partner emergency response organisations more clearly or in a more timely manner.
- b. To ensure that responses to events are as effective as possible, initial response agencies, whether on-site officers in charge, communications centres, or command/management elements will ensure that organisations that may have a role to play in responding to an emergency or its consequences are informed in a timely manner.
- c. Early and effective communication will not only enhance the quality and timeliness of responses, but it will also; reduce the likelihood of the particular event and its consequences escalating. Further, it will provide for a more effective response if it does escalate, as well as better informing those involved in recovery and reduction programmes.

7.3 Level 2 – Multi-agency incident

- a. All emergency response agencies in Canterbury are committed to applying CIMS to responses that involve more than one agency or organisation.
- b. A multi-agency Incident Control Point (ICP) will be established for all multi-agency events, as outlined in CIMS, according to the needs of the event. All agencies will share operational and intelligence information within the ICP to ensure that the response is coordinated across the response partners.
- c. Regular Situation Reports (SITREPS) will be communicated to the command/management elements of contributing agencies or organisations. This will enable potential higher-level coordination and resource needs to be identified, planned for and responded to in a timely manner. SITREPS will also be shared with other organisations that may need to be involved in response and/or recovery later.

- d. The CIMS Incident Action Plan (IAP) process will be applied to all multi-agency incidents, and will include the active input of all agencies involved in the response.
- e. Agencies who have responsibilities to coordinate multi-agency responses, particularly Police, Fire Service, and local authorities, in their CDEM capacity, will be notified if there is any likelihood that a higher level of coordination may be required – irrespective of the likelihood of the need for the declaration of a state of emergency.

7.4 Level 3 – Multi-agency emergency

- a. An EOC will be activated when an event requires the active coordination of several agencies, or several sections or business units within one organisation. The Group ECC will also be activated at this level, with staffing appropriate to the situation.
- b. The EOC facility will, in most instances, be provided by the lead agency for the type of event being responded to. However, where more appropriate facilities are readily available and/or the lead agency does not have an appropriate facility immediately available, EOCs established by other CDEM partner agencies may be activated. Although it is preferable that there be only one EOC for each emergency, when more than one EOC is established the Controllers will reach agreement as to which aspects of the emergency that they will be responsible for, identify consequence and operational overlaps. Controllers will also make mutual arrangements for SITREPS and IAPs to be shared on a regular basis.
- c. Each local authority in Canterbury has established a primary EOC facility and alternate sites to which EOCs may be deployed. Those facilities will be made available to other agencies should local coordination of events be desirable and other, more suitable, sites are not available.
- d. The structure of EOCs will be based on the CIMS Multi-agency ICP model. ICPs will also be established for multi-agency incidents within the larger event, according to the needs of the event. The CIMS multi-incident structure will be applied to events at this level and above, with an ICP co-located with the Response Coordinator elements if that is appropriate.
- e. Agencies that work together within these structures during Level 3 events will apply the Joint-Coordination operational principle, working as an interdependent team, under the coordination of the Operations Manager and Incident Controller.
- f. All agencies will share operational and intelligence information with partner organisations within the ICP and their respective EOC in a timely manner, to ensure that the response is coordinated across all agencies involved.
- g. Regular SITREPS will be communicated to the EOC/ECC and command/management elements of contributing agencies or organisations. This will enable potential higher-level coordination and resource needs to be identified, planned for and responded to proactively.
- h. Requests for urgent information, advice, resources, etc, will be made via-the respective EOC or ECC as the need arises.
- i. When significant or potentially significant incidents (or developments to existing incidents) arise, the CIMS SITREPS form shall be used to communicate the new circumstances, needs and implications, as soon as practically possible, to all organisations and EOCs/ECC that may require that information.

- j. SITREPS will be developed and communicated to a timetable agreed between the respective Controllers. Planning periods will also be agreed between Controllers, with suggested EOC planning periods being 12 hours and ECC planning periods being 24 hours, although shorter or longer periods may be adopted depending on the needs of particular responses.
- k. The CIMS IAP process will be applied at incident and EOC/ECC level, and will include the active input of all agencies involved in the response.
- l. The respective Controllers will be notified of all emergency events that will potentially require a higher level of coordination irrespective of the likelihood of the need for the declaration of a state of emergency.
- m. Early notification will give Controllers and lead agencies advance warning of the potential or need for the response to be escalated to a higher-level of coordination. It will also enable suitably trained and competent personnel from partner agencies to be warned, mobilised and deployed to assist with the response if necessary.
- n. The Group ECC may be activated by the Group Controller or EMO, with a level of staffing and resources appropriate to meet the potential needs of the event.

7.5 Level 4 – State of local emergency

- a. This Plan identifies situations that are likely to require consideration to be given to the declaration of a state of local emergency. In doing so it also recognises that many issues need to be considered before deciding to declare. This includes a thorough and well-informed risk evaluation at the time of the emergency.
- b. The CIMS multi-incident structure will be used in all incidents at this level. The Local Controller will assume the “Incident Controller” role within local EOCs, while the Group Controller will perform the “Response Coordinator” function. Smaller-scale ICPs will also be established for specific incidents within the affected area.
- c. Agencies that may work together within these structures during Level 4 and above events will apply the Joint-Coordination operational principle, working as an interdependent team, under the coordination and direction of the relevant Local Controller or Group Controller.
- e. The Group ECC will be activated by the Group Controller or EMO, with a level of staffing and resources appropriate to meet the potential needs of the event.

7.6 Level 5 – State of national emergency

- a. The arrangements and processes for the declaration of a State of National Emergency are detailed in the National Civil Defence Plan.
- b. The National Controller and NCMC are responsible for the delivery of support and coordination of national and international responses. National responses, whether during a state of national emergency or otherwise, will be assisted by the regular and timely reporting of local situations and potential developments and needs. The Group ECC will provide this communication function, but will rely on regular and timely communication with participating response organisations and EOCs.

7.7 Activation process for local EOC

Phase 1 - Gather, monitor and disseminate information

- a. Upon receipt of warnings, SITREPS or other information CDEM staff will continue to monitor and record incoming information and inform:
 - appropriate Council staff, Group ECC and other relevant organisations;
 - relevant emergency response agencies, lifeline utility providers, etc;
 - elected members with CDEM responsibilities – where appropriate;
 - neighbouring territorial authorities.

Phase 2 - EOC activation

- a. Set-up EOC. The decision, as to whether the EOC should be activated will be made by the most senior staff member, with the delegated authority to do so.
- b. If the situation has reached a point where there appears to be a need for a more coordinated response, the CDEM Officer or Local Controller will initiate a meeting of the EOC Emergency Management Team. This would include representatives from the lead agency and other relevant organisations.
- c. From an operational point of view, it would be desirable to manage the emergency from the primary EOC. However, the situation may well dictate that the EOC be located in a more secure position, or closer to the actual event.
- d. Primary and alternate EOCs sites, key appointments and communications arrangements, are listed in the Local CDEM Arrangements for each territory authority in the CDEM Group area.

7.8 Declaration arrangements

7.8.1 Introduction

- a. An Emergency is defined in the CDEM Act s4 as “a situation that:
 - (a.) is the result of any happening, whether natural or otherwise, including, without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act; and
 - (b.) causes or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property in New Zealand or any part of New Zealand; and
 - (c.) cannot be dealt with by emergency services, or otherwise requires a significant and coordinated response under this Act.”
- b. Situations that could lead to a declared emergency have been identified in Table 2.3.

7.8.2 Declaration guidelines

- a. The decision to make a declaration will be taken by the person appointed to do so. However, the decision to declare should not be made until after consultation, where possible, either in person or by telecommunication, with:
 - Group and Local Controller (or Alternate);
 - Local CDEM Manager/Officer;
 - Regional MCDEM Staff;
 - NZ Police - at local or Police District level, as appropriate;
 - NZ Fire Service- at local or Fire District level, as appropriate;
 - other agencies - at local or regional level as appropriate;
 - Local authority CEO and/or senior staff (when appropriate).
- b. As part of the consultation process the person considering the making of a declaration has a number of questions that need to be considered:
 - Are the emergency response organisations able to manage the event and respond effectively without the powers, coordination and direction that a declaration can provide?
 - Will a declaration be likely to improve the situation?
 - Do the Group Controller and respective Local Controller(s) recommend a declaration?
 - Will the declaration be for one or more wards of a territorial authority, the entire territorial authority area, more than one territorial authority area or the entire CDEM Group area?
 - If there is to be a declaration for the entire Group area or for more than one territorial authority area, when and how can the Mayors / persons appointed to make a local declaration / senior staff of the affected authorities reasonably be contacted.
- c. Once the decision to declare has been made, the person making the declaration should complete the Declaration form (Appendix 4 to this Plan) as soon as possible.

7.8.3 Persons appointed to declare State of Local Emergency for the CDEM Group Area

- a. Under s25 of the CDEM Act, elected members shall be appointed to declare a state of local emergency for the CDEM Group area or part of that area.
- b. The following appointment has been made in accordance with s25 of the CDEM Act:

Chairperson, CDEM Group Joint Committee
- c. In the absence of the above named person, the following is authorised, to undertake this function:

Deputy Chairperson, CDEM Group Joint Committee
- d. If the Chair or Deputy Chair of the CDEM Group Joint Committee are not available, any of the elected member representatives to the CDEM Group Joint Committee may, under s25(5) of the CDEM Act, declare a state of emergency for the CDEM Group area or part thereof.
- e. Should no elected members appointed or empowered by sub-sections a. to d. be available, such as after a local election and prior to the swearing-in of newly elected members, the CEO of ECan shall have delegated authority, pursuant to s18(1) of the

CDEM Act, to declare a state of emergency for the CDEM Group area or part thereof. Similar contingent arrangements shall be provided for in the Local CDEM Arrangements for each territorial authority.

7.8.4 Persons appointed to declare State of Local Emergency for a Territorial Authority Area or part of that area

- a. The Mayor of each CDEM Group Joint Committee member authority, or an elected member designated to act on behalf of the Mayor if the Mayor is absent, may declare a state of local emergency for the area of that territorial authority or a ward or wards of that area (CDEM Act s25(5)). Those elected members so designated shall be listed in the respective Local CDEM Arrangements.

7.8.5 Review of persons appointed to declare State of Local Emergency

- a. Each review of the CDEM Group Plan will include a review of the appointment of persons to declare a state of local emergency at both Group and territorial authority level.

7.8.6 Declaration procedure outline

- a. The form for the declaration of a state of local emergency in accordance with Schedule 2 of the CDEM Regulations 2003 is included at Appendix 4 to this Plan.
- b. The decision to declare a state of local emergency shall be immediately communicated to:
 - the public, using all reasonably available means;
 - the Group and Local CDEM Controller;
 - emergency response organisation;
 - local authority members of the CDEM Group Joint Committee;
 - MCDEM;
 - neighbouring CDEM Groups.
- c. The declaration of a state of local emergency will be publicised in accordance with the CDEM Group's Public Information Plan.
- d. The Group EMO will ensure that all declarations are gazetted.

7.8.7 Extension of State of Emergency

- a. A declared state of emergency automatically expires with the commencement of the seventh day after the date on which the declaration was declared, or at any earlier time and date that may be stated in the declaration of the state of emergency (CDEM Act s70(2)).
- b. The declaration of a state of emergency may be extended by declaration by a person authorised in the Plan to declare a state of local emergency for the area concerned (CDEM Act s71(2)).
- c. Every extension of a state of emergency expires with the commencement of the seventh day after the date on which it was extended, or at an earlier time and date that may be stated in the declaration form of the extension. (CDEM Act s71(3)).
- d. A form for the extension of a state of local emergency in accordance with Schedule 2 of the CDEM Regulations 2003 is included at Appendix 4 to this Plan.

7.8.8 Process to increase the Area covered by a Declaration

- a. If, at a later time, it is decided to increase the size of the Area covered by a declared state of emergency the following process is to occur:
 - The person authorized to declare for the increased Area is to complete a 'new' Declaration form.
 - The person who authorized the original Declaration or subsequent Extension should terminate it using the Termination form at Appendix 4 to this Plan.
 - The decision to declare should be communicated as detailed in section 7.8.6 b.
- b. Any subsequent decision(s) to further increase the Area covered by a Declaration should follow the above procedure.

7.8.9 Process to decrease the Area covered by a Declaration

- a. If, at a later time, it is decided to decrease the size of the Area covered by a declared state of emergency the following process is to occur:
 - The person authorized to declare for the decreased Area is to complete a 'new' Declaration form.
 - The person who authorized the original Declaration or subsequent Extension should terminate it using the Termination form at Appendix 4 to this Plan.
 - The decision to terminate and declare for another Area should be communicated as detailed in section 7.8.6 b.
- b. Any subsequent decision(s) to further decrease the Area covered by a Declaration should follow the above procedure.

7.8.10 Termination of a State of Emergency

- a. A person who is authorised to declare a state of emergency may, by declaration, terminate a state of emergency whether or not the state of emergency or any extension of it was made by that person (CDEM Act s72(1)).
- b. Termination of a declaration is a significant event because it marks:
 - the formal end of the execution of the statutory powers of the Group and/or Local Controller;
 - a key point in the financial recording of expenditure by central and local government;
 - a key point for rehabilitation (emotional, societal and physical) of the affected community by signalling that the recovery has formally commenced.
- c. Termination of a state of emergency anywhere within the CDEM Group area will not occur unless:
 - the reasons for the declaration no longer remains in effect;
 - the threat of a significant consequent or subsequent hazard event, likely to require emergency powers or a significant level of coordination, is low;
 - agreement has been reached that sufficient recovery arrangements have been made, and
 - a formal hand-over from response to recovery has occurred.
- d. A form for the termination of a state of local emergency in accordance with Schedule 2 of the CDEM Regulations 2003 is included at Appendix 4 to this Plan.