

# BAY OF PLENTY FLOODS May 2005

**By John Titmus, Emergency Management Advisor**

Not quite a year after major floods and landslides in the Eastern Bay of Plenty, extreme weather hit the region again. On Wednesday 18 May 2005, intense rain fell on the Western Bay of Plenty in a historic deluge that dumped 309 mm of water on Tauranga in 24 hours, more rain than the area usually receives in all of May.

The Western Bay of Plenty received around 30% of its annual rainfall over the next 36 hours. The resulting floods and landslides caused extensive damage to homes and infrastructure in Tauranga and the small town of Matata, 40 km northwest of Whakatane.

The 2004 floods were caused by a heavy band of rain that was blocked from moving by a large high-pressure weather system that was lying east of the Chathams. This time the cause was a massive 'low pressure generator' that covered the entire northern Tasman

Sea, reaching as far as New Caledonia. This system generated a complex low-pressure system that brought flooding to parts of the Coromandel before moving to the Bay of Plenty. At its peak the downpour reached an intensity of 58 mm an hour – a rate not experienced in the region since 1923.

## Tauranga and Matata worst affected

The Tauranga suburbs of Papamoa and Otumoetai and the small town of Matata were the worst affected, with extensive damage to homes and roading, both directly from flooding and from landslides as the ground destabilised.

The town of Edgecumbe also experienced surface flooding, but no homes were damaged and no civil defence emergency was declared. Contamination of the floodwater from sewage was the

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The deluge on 18 May resulted in a number of landslides and significant damage to properties on Landscape Road in Tauranga.

MESSAGE FROM  
**JOHN NORTON**



## Resources, Expectations and More Floods

Since our last issue of Impact in March the major development in our patch has been the allocation of resources to MCDEM for capability development and public awareness. This is a significant commitment from Government that the CDEM environment is important and is expected to be able to deliver. It is an acknowledgement from the experience of the 2004 floods that we have not had the capacity to provide for events of such magnitude. The two components of capability development and public awareness reflect, of course, the fact that the CDEM environment encompasses both those providing support and those in the community managing their own impacts.

The capacity development component will allow MCDEM to increase its permanent staff by 20 people from the current level of 26. With this we expect to increase our policy capability to develop robust public policy frameworks around risk reduction and Government's role in managing hazards and disasters. It will allow us to reinforce our ability to manage and coordinate support to local and regional events and to manage national level events. It will allow us to continue at an enhanced level the development of CDEM best practice, and to increase our commitment to professional development across the sector.

The public awareness component is a \$6.1 million provision for public education over the next four years and ongoing, which for the first time will allow us to engage in a meaningful way with individuals and groups within the community over their role in CDEM and what they can expect from it. There is a challenge in ensuring that this expenditure is effective and we will be consulting with you on that.

I have now been in this role for seven years and the CDEM frameworks are set. The Act and the National Strategy are in place and the first round of Group Plans have been completed. The National CDEM Plan will soon be ready for consultation. We continue to have major areas for development including the development of cluster groups for managing events. All Group Plans have substantial work programmes to complete over the next three years. Most agencies recognise they have a CDEM role and are responding to that.

So are we nearly there? In terms of the framework, we are well down the track. In terms of fulfilling the expectations that come from that framework, it is clear to me that we still have a long way to go.

The Plans are meaningless without relationships and practised skill sets. The relationships are evident in many areas and continue to grow. In other areas the partnerships would not sustain an overwhelming disaster – the test is self-evident, and some agencies still need to make the effort. The three flood events we have had in the last 15 months have brought this to a very clear focus. A lot has been learned and shared from these events. However, the new Group arrangements need to be tested before they can mature. Hopefully, that won't be through real events but they do keep happening.

It is clear that we will continue to experience intense rain and storm events, and we need to anticipate that localised impacts could become more frequent and severe. This means that in land use planning and management practices for stormwater and infrastructure, local authorities must look to the future, as property owners have high expectations when things go wrong. Property owners themselves need to be aware of the increasing likelihood of these events and the consequences they risk if they fail to insure or under-insure.

Finally, a word about the regeneration of the Matata community following the May 2005 floods – a community with 25% of its people significantly affected. It is the role of the local authorities to bring that regeneration about, and it is the role of Central Government to support them in making it happen. The Recovery Facilitator has been appointed to assist the Whakatane District Council (and other involved agencies) prepare a regeneration plan for the community and to develop an assistance package for consideration by Government. This is consistent with the new CDEM environment of seeking integrated outcomes and supporting communities in delivering them.

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# Identifying the Tsunami Risk

The Boxing Day Tsunami has prompted initiatives both internationally and within New Zealand to develop more comprehensive tsunami warning and preparedness systems.

New Zealand's response has included a Government-funded initiative to develop a national picture of the risk of tsunami for New Zealand, the consequences, and New Zealand's preparedness to deal with them. The project comprises two reports, a Science Report and a Preparedness Report, to be progressed by the Ministry of Civil Defence & Emergency Management (MCDEM) who have contracted the Institute of Geological and Nuclear Sciences (GNS).

The Tsunami Science Report is aimed at gathering and consolidating all of New Zealand's current and historic knowledge of distant, regional and local tsunami, and identifying the risk to communities. The report will also identify the areas in which there are significant limitations in current knowledge.

GNS is the lead agency in preparing the Science Report. The terms of reference for the project have required the Institute to consult widely within New Zealand (and to some extent internationally) to fully consolidate all current and historic knowledge. The National Institute of Water & Atmospheric Research, the University of Waikato and a number of other New Zealand experts are taking part. The Science Report will be peer reviewed internationally, and is due to be completed by 30 July 2005.

The second part of the project, the Tsunami Preparedness Report, will use the information from the Science Report to review New Zealand's national and regional preparedness for distant and local tsunami. It will look at the current national and regional arrangements for tsunami warnings against

internationally recognised standards and make recommendations for improvements. The Preparedness Report is expected to be completed by 30 August 2005. Both reports will be presented to Cabinet by 30 September.

"For the first time we will have a single integrated view of the risk of tsunami in New Zealand," says Mike O'Leary, MCDEM Readiness Manager. "This project will provide the basis for significant local, regional and national planning. It will enable us to identify the communities that are well prepared and those whose plans need further development."

There are a number of other national tsunami initiatives underway in New Zealand. MCDEM is a member of an interagency group coordinating New Zealand's response to the UNESCO proposal to set up a tsunami warning system for the Indian Ocean. This group is looking at issues such as New Zealand's international obligations, local monitoring and alerting, and the cooperative sharing of information. The Director of Civil Defence Emergency Management, John Norton, has attended two meetings of UNESCO's Intergovernmental Oceanographic Commission, representing New Zealand's interests. The Commission has announced that it expects to have an interim tsunami warning system for the Indian Ocean in place by October 2005.

"New Zealand supports the establishment of an integrated global tsunami warning system that is reliable, capable, sustainable, and built on a network of interconnected regional centres for monitoring, analysis and warning. We maintain strong links with the Pacific Tsunami Warning Centre based in Hawaii, which provides us with the best possible warning of a tsunami approaching across the Pacific." Mr O'Leary says.

## \$3 Million Boost to Geological Monitoring System

The Earthquake Commission's commitment of an extra \$3 million a year to GeoNet, New Zealand's geological hazard monitoring system, will improve the country's ability to recover from major natural disasters, says Commission Chairman Neville Young.

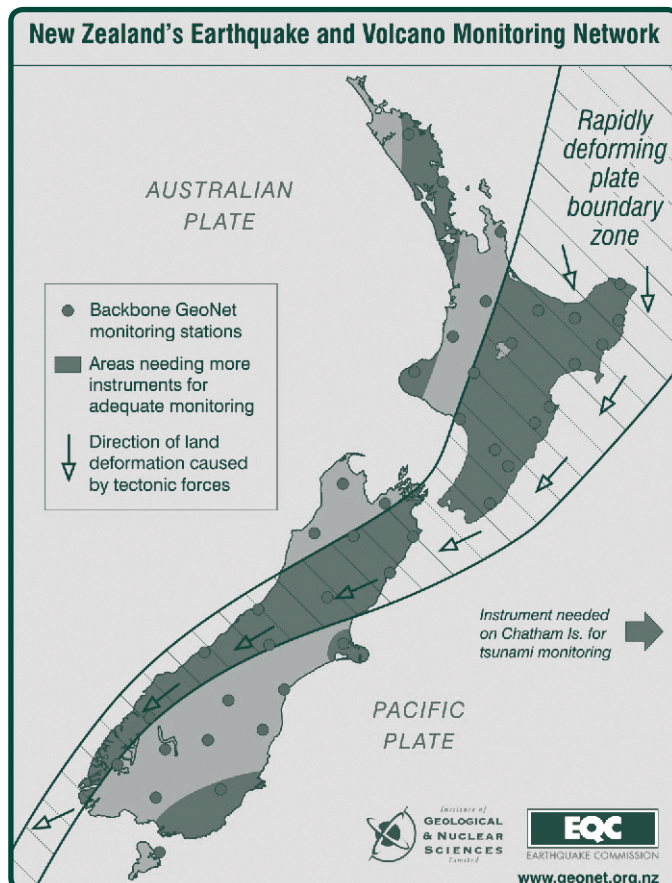
"The collaboration between the Commission and Geological and Nuclear Sciences (GNS), which runs the system, has been an excellent example of how two government organisations can work together for the benefit of the whole country," Mr Young said.

Since 2001, GeoNet has received \$5 million a year from the Commission and while this funding has greatly improved the ability of scientists to monitor and understand the nature of geological activity in New Zealand, there remain areas of the country which require greater coverage.

"A fully complete network of instruments and an enhanced modern data centre will provide planners, emergency managers and researchers with essential insights into New Zealand's geological hazards and risk while at the same time providing quick and accurate information during emergencies."

The Director of the Ministry of Civil Defence & Emergency Management, John Norton, says that the Ministry has been a strong advocate for the increased funding and has supported the GeoNet concept from its inception.

"The GeoNet information is critical both for real-time monitoring as an event occurs and for hazard information to inform risk reduction initiatives."





major concern. While very high levels of surface water affected the Western Bay of Plenty, particularly on the Rangitaiki Plains, reports of property damage and danger to people were minimal.

## First indications

First indications of a more serious event in Matata were on the morning of the 18th, when it was discovered that the 200 mm of rain that had fallen overnight had washed out part of the railway line and State Highway 2 north of the town. There was also concern that the rain, combined with the effect of the series of earthquakes in the area since March, might destabilise the cliffs behind the town. The Whakatane Emergency Operations Centre was activated to keep a watching brief.

River levels did not rise significantly, and flooding was not at first expected to be more than local and relatively minor. However, continuing heavy rain during the 18th escalated the situation rapidly. By the afternoon, massive slips in parts of Tauranga had caused houses to collapse and covered railway lines. Parts of Otumoetai were evacuated and vehicles were stranded in Welcome Bay. Emergency services, even with the assistance of equipment and around 25 personnel from the Army's Territorial Force, were stretched to the limit.

## Civil defence emergency declarations

A civil defence emergency was declared in Tauranga at 15:45 on 18 May, and for the Edgcumbe-Tarawera Ward (Matata township) at 18:43.

In both areas, damage was extensive and severe, to housing, roading and sewage and stormwater systems. At least 17 local roads in Tauranga and 10 in Matata were damaged, as well as SH2 and the railway line at Pikowai (Matata Straights) and the bridge at Hauone. Power, telephones and water supplies were disrupted.



Flood damage in Matata



Matata Edgcumbe intersection

Matata experienced not only flooding but landslides of mud, trees and huge boulders. One house – with four people in it – was picked up by surging floodwater and swept 300 metres. The streams at each end of the town broke their banks. Fourteen cars were swept into the lagoon and a house and several cars were washed on to the railway tracks. The town was closed to all but emergency services.



Slips and damaged properties in Karaka Road in Tauranga

The Prime Minister Helen Clark, Minister of Civil Defence, Hon George Hawkins, other Cabinet Ministers and Members of Parliament visited the affected areas.

A break in the weather made it possible to lift the state of emergency for Tauranga at 9 am on 20 May. In Matata, more rain on the 21st, necessitating further evacuations, and the sheer extent of the damage meant that the state of emergency was left in place until it was finally lifted at 15:00 on 30 May.

## Counting the cost

In Tauranga, 471 homes were damaged by flooding or landslide. Of these, 53 were assessed as needing substantial rebuilding, while 14 were condemned as beyond repair. Around 400 people were evacuated from the Otumoetai, Welcome Bay, Pillans Road/Vale Street and Papamoa areas.

In Matata and Edgcumbe, about 430 people were evacuated. In Matata, of the 121 homes inspected for damage (over a quarter of the houses in the town), 36 have been declared uninhabitable and two have been condemned. In Edgcumbe seven homes are currently uninhabitable and requiring repair.

Photos in this article courtesy of Tauranga City Council



Damage to properties in Tauranga

# National CDEM Plan – evolving the plan and the planning

## By Peter Wood, Emergency Management Planner

The national civil defence emergency management arrangements required for the readiness, response, recovery, and reduction before, during, and after an emergency are being developed for the National Civil Defence Emergency Management Plan (National CDEM Plan) that is to be in place by December 2005.

The format and delivery of the National CDEM Plan is being revised following clarification of section 39(4) of the Act. Clarification of this section showed that the Plan has to be published in the Statutory Regulation Series as a schedule after being made by Order-in-Council. This requires that the Parliamentary Counsel's Office complete the production of the Plan with associated constraints on the format and content. The new National CDEM Plan will now be a higher level document than the current National CD Plan. It will not be comparable in format with the current Plan nor with Group Plans.

This procedural clarification process has taken almost two months and has delayed planned consultation. Consequently we now have a new timetable. As soon as the draft Plan is available from the Parliamentary Counsel's Office copies will be sent to key

stakeholders. This is expected to be in the first week of July. The National CDEM Plan Working Group is being called to meet in mid July to discuss the content.

Distribution to, and consultation with, government departments and CDEM Groups will follow.

It is proposed that the Plan be supported by a National CDEM Plan guide that will provide comment and resources (templates) not appropriate for publication in the Plan itself.

Key CDEM staff, at both Group and National levels, should plan on reviewing, commenting on, and work-shopping, the National CDEM Plan and guide over July - September 2005.

The last opportunity for public consultation occurs in early October 2005, after the Plan has been presented to Parliament.

Contributions or submissions regarding the development of the National CDEM Plan can be made at anytime via a member of the Working Group or through Peter Wood, Emergency Planner, National CDEM Plan (Peter.Wood@dia.govt.nz). The formal publication of a draft and the call for public submissions on it will occur in 2005, as required by the CDEM Act 2002.

## New CDEM Cluster Proposed for Transport

### By Hans Brounts, Acting Manager Capability

A workshop to discuss the establishment of a CDEM cluster for the transport sector, initiated by the Ministry of Transport with the support of the Ministry of Civil Defence & Emergency Management (MCDEM), was held on 11 May 2005.

The meeting brought together the major government and allied agencies with an involvement in transport safety (land, air and sea) to explore the cluster concept, identify any areas of difficulty, and establish terms of reference, methods and priorities.

The idea of clusters grew out of the disaster management reviews conducted in the 1990s, which showed that, as in many other countries, New Zealand's disaster response and recovery efforts were diminished through poor communications, lack of agency coordination and misdirection of effort. The Civil Defence Emergency Management (CDEM) Act 2002 established a more integrated approach to emergency management, promoting stakeholder involvement and interagency coordination.

The cluster approach, advocated in the National CDEM Strategy, is one of the means of achieving these outcomes. It builds on and extends existing multi-agency relationships, where a group of agencies, either within or across sectors, with similar concerns and objectives is encouraged to work together to:

- clarify responsibilities and roles for disaster management
- identify gaps in capability and capacity

- address the gaps through action plans.

Some clusters are self-evident, and already well established; for example, our traditional Emergency Services (Police, Fire and Ambulance) who have successfully worked together on combined initiatives such as a common incident management system and integrated communications centres. Other clusters, such as the wider business community, may be less obvious or cohesive. Most will include agencies other than central government departments, including non-government organisations, local government and others.

The initial meeting to set up the Transport Cluster brought together representatives from the Ministry of Transport, MCDEM, the Maritime Safety Authority, Civil Aviation Authority, Land Transport New Zealand, Local Government New Zealand, NZ Engineering Lifelines, the Transport Accident Investigation Commission, and ONTRACK (formerly the New Zealand Railways Corporation).

The critical importance of transport arrangements for responding to and recovering from civil defence emergencies has been repeatedly demonstrated in the last few years. CDEM arrangements agreed by the cluster will be incorporated into the new National CDEM Plan.

Other clusters are already functioning in the areas of health and welfare. Currently MCDEM is exploring with Treasury the possibility of establishing an economic cluster for the business sector.



# CDEM in Schools tender awarded

**By Chandrika Kumaran, Communications Manager**

The development of resources that are curriculum appropriate, interesting to children, and inspires "practical action that children can take to promote preparedness" is well underway with the awarding of the tender for the CDEM in Schools project.

Educating New Zealand has been awarded the tender for the development of civil defence emergency management (CDEM) resources for schools. This is a significant development for CDEM to progress one of the key initiatives in the National Public Education Strategy which is to get the message into homes through kids at school. Funding that is now available for public education will enable us to develop online and physical resources appropriate for the target audience.

Educating New Zealand is awarded the tender to:

- Develop appropriate support resources for teachers and CDEM offices to meet the objectives identified in the strategy
- Develop programmes best suited for target groups and consider options for computer interactive, web-based resources
- scope the development of national level resources for children, working with the appropriate agencies including the Ministry of Education to include CDEM/ All Hazards (4 R's) information in the curriculum.

A key component to this approach is to break the production and dispersion of the resources into a series of phases over several years, allowing for fine tuning and ongoing development as each phase is implemented.

The planned resources are likely to include a revamped school education section of the [www.civildefence.govt.nz](http://www.civildefence.govt.nz) website that will better meet the needs and interests of students and include a teachers' section; teaching materials comprising handbooks with curricular based information, lessons and ideas, CD-Rom (interactive games and activities) and posters; and Teacher Workshops to build confidence and utilise materials.

## CDEM in Schools project team

The Ministry would like to thank the members of the CDEM in Schools project team for all the work that has gone into this project since it began in early 2004. The project team comprises Sandy Pederson, Wellington Emergency Management Office (Chair); Shawn Hollister, MCDEM; Tanya Jenkins, ECAN; Jane Lodge, Auckland City; Tom Shaw, Southland District; and Bill Obers, Invercargill City.

The project team has held a number of workshops to define the needs for CDEM and schools and developed the brief for the tender which was called earlier this year. The project deliverables will be managed by the Ministry in consultation with the CDEM in Schools project team.

The Ministry will also ensure that the wider sector is kept informed of progress on the project and will be seeking opportunities over the coming months to present and discuss the progress on the project with CDEM staff.

Further details on the CDEM in Schools project and the tender can be viewed on the [www.civildefence.govt.nz](http://www.civildefence.govt.nz) website under the Public Education section.

## *Mark your diaries please*

# 9-15 October 2005 2005 Disaster Reduction Week

The second Wednesday in October of each year is the UN International Disaster Reduction Day. Over the last two years the Ministry has promoted a series of CDEM public awareness activities focused during the second week in October.

As identified in the National Public Education Strategy, it was noted that there is value in having a concerted series of awareness activities during the week, with local and regional activities reinforced at a national level.

The new funding available for public education will allow for national media advertising which will include radio, and possibly, print advertising. Planning is in progress to develop the campaign for the week and input will be sought from CDEM Groups by August 05.

Information on activities undertaken last year by the Ministry and the various councils can be viewed on the Ministry website under the Public Education heading. For further information please contact [chandrika.kumaran@dia.govt.nz](mailto:chandrika.kumaran@dia.govt.nz)

## Boost in volunteer numbers

**By Josie McNee, Environment Canterbury**

Civil Defence emergency management training in Christchurch and Banks Peninsula is attracting double the usual number of volunteers, which Civil Defence Officer Wayne Rissman is attributing to heightened awareness of tsunami risk.

"The Boxing Day tsunami has certainly made people think about their own communities and how they can be involved in helping out during a major event," he says.

Introductory "This is CD" nights are held four times a year and are attracting around 50 prospective volunteers. Over 80% of these people are then signing up for further training via the Responder Course.

This course trains volunteers to fill positions in sector posts and is run over ten Tuesday evenings or five whole-day courses. It is also being run at weekends to catch different demographics. The trainers are finding that while the weekday courses are attracting predominately retired people, the evening and weekend courses have a much greater variety of ages, with people aged from the late 20s through to the 60s.

At the end of the course participants can choose to take on a role in a sector post, or they can continue with further training in rescue.

All of the courses are run by the Canterbury Regional Civil Defence Private Training Establishment and are accredited through the New Zealand Qualifications Authority.

# NCMC Skills Programme

In May 2005 the Ministry implemented a project to update its skills programme for the National Crisis Management Centre (NCMC).

This training project is both the Ministry's 'business as usual' ongoing programme of skill development and monitoring, and a specific response to the findings of the debriefs following the 2004 flood events.

Project sponsor David Coetzee, of the Ministry's Readiness Unit, says: "just prior to the February floods of last year we were looking at ways to improve our monthly NCMC training regime. During the flood event we learned valuable new lessons, as staff and systems were significantly tested in relatively long, continuous NCMC activations. These lessons assisted in pointing the way forward, and we are now back on track with reshaping our NCMC training approach."

David explains that the Ministry wasn't keen to 'band-aid' the issue with a quick fix. "The whole question of staff capability in a crisis situation needs to be seen alongside the Ministry's other work and therefore the wider professional development requirements of its staff. We want our staff operational skills to fit into and be part of their individual professional development paths. So we are working more closely with the staff development project team. In the mean time, valuable work in respect of operational skills development is also being done under the Project RAPID banner. While aimed at the wider CDEM sector, Project RAPID offers us the opportunity to explore ways to apply its contents and concepts in the Ministry where they are applicable to us."

Ministry staff member and project leader Barbara Gladding sees this as an ideal opportunity to change the focus of the wider staff development and learn from actual events.

"The Ministry staff all learned valuable lessons last year, and it makes sense to reflect on that and incorporate it into a new approach. The project will result in a revised format for the Ministry's NCMC standard operating procedures, a revised strategic plan for NCMC skill development, and a more robust programme for staff development and training," says Barbara.

"People who have experienced changes in thinking about staff skills and systems as a result of an actual event may be looking at how to update their training programmes and SOPs as a result. If we can help from our experience here at the Ministry, we're keen to do that."

Anyone responsible for professional development in their own region who is interested in trying this kind of approach should contact David at [david.coetzee@dia.govt.nz](mailto:david.coetzee@dia.govt.nz) or Barbara at [barbara.gladding@dia.govt.nz](mailto:barbara.gladding@dia.govt.nz).

## Victim Support New Zealand

**By Sara Williams, Project Coordinator**

The Ministry is pleased to announce a strengthening of the relationship between Victim Support New Zealand and the civil defence emergency management sector.

Over the last 15 months, Victim Support New Zealand has been involved in the response and recovery to a number of emergency events, including the February 2004 and July 2004 floods, flooding events on the Kapiti Coast, and the Greymouth tornado.

Victim Support New Zealand is a nationwide organisation providing ongoing emotional and practical support and information to people who are affected by emergencies.

The purpose of Victim Support's intervention is to assist survivors, the bereaved and people traumatised by an emergency to restore and regain control of their lives.

Victim Support has expertise in supporting communities in the short and long term. In situations where there has been disruption to community life through evacuation, Victim Support will assist in keeping members of the community connected by supporting and encouraging opportunities for interaction.

In the immediate aftermath of the February and July 2004 floods, Victim Support assisted with organising the welfare response in evacuation centres, with staffing the one-stop-shops and with providing information and comfort. Furthermore, staff and fieldworkers have liaised closely with the District and Regional Councils, providing support for the Mayoral Relief application processes and attending meetings for the planning and future development of CDEM welfare arrangements.

Over time, and in particular in the last 15 months, Victim Support has taken on an important role in New Zealand in the provision of welfare following disasters. It is well recognised that providing for people's psychological well-being in coping with trauma is a central part of the recovery process, both short and long term. Victim Support has taken on this role increasingly over time to become the primary body for delivering services to enable recovery from the psychological impact of the trauma of emergency events. The role of Victim Support is documented in the National Civil Defence Emergency Management Plan (under development), which will become current in January 2006. The National CDEM Plan is a legislatively binding document under the CDEM Act 2002.

Further information on Victim Support and how they work can be viewed on the Ministry website under Recovery. If you have any enquiries about the role of Victim Support in CDEM, please contact Sara Williams ([sara.williams@dia.govt.nz](mailto:sara.williams@dia.govt.nz)).

## New Zealand Recovery Network

Following the success of the Recovery Symposium in 2004 and the ongoing recovery activity from the floods in 2004, the New Zealand Recovery Network was established in December 2004. Network members include recovery managers (regional and local) as well as the representatives from government agencies involved in recovery.

The Network is an electronic information exchange that disseminates relevant recovery information (articles, reports, etc.) received from members as well as training or professional development initiatives. If you would like to join the NZ Recovery Network, please email your contact details to [kirsty.winchester@dia.govt.nz](mailto:kirsty.winchester@dia.govt.nz).

An International Recovery Network is being established during 2005 on a similar basis, as a number of international practitioners and academics are keen to be involved in the exchange of information and news. If you would like to be included in the mailing list for the International Recovery Network, please email [sarah.stuart-black@dia.govt.nz](mailto:sarah.stuart-black@dia.govt.nz).

# CDEM Controllers' Courses

## By Tom Roche, Emergency Management Advisor Education

In the last twelve months the CDEM sector has witnessed a flurry of activity as CDEM Groups 'dry the ink' on new Group Plans before submitting them for the final seal of approval.

For all CDEM Groups the plan is but a single stage in establishing effective comprehensive emergency management. After the Minister's sign-off comes the awesome reality of implementing the range of initiatives identified in the plans and achieving targets set for the next 2-5 years.

The Professional Development Unit at the Ministry has already noted a significant demand from Groups for guidance and support on matters related to education and training.

The most urgent demand has been for training programmes and courses for group and local controllers. A demand driven by the key provisions of the CDEM Act 2002:

A Civil Defence Emergency Management Group must appoint, either by name or by reference to the holder of an office, a suitably qualified and experienced person to be Group Controller for its area.  
(Section 26(1))

take all steps necessary on an ongoing basis to maintain and provide, or to arrange the provision of, or to otherwise make available suitably trained and competent personnel, including volunteers, and an appropriate organisational structure for those personnel, for effective civil defence management in its area  
(Section 17(b))

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## RAPID Update

Development of the training modules that form RAPID is now well under way, with approximately half of the total number of packages due for completion by the end of June 2005. The remaining material will be developed over the second half of the year.

RAPID will be rolled out to subscribing CDEM Groups in three phases, allowing Groups to begin using this material without being overwhelmed by the volume of content available. The delivery material will be given to training staff attending RAPID Provider Workshops in late August 2005, with the second and third instalments expected in January and May 2006 respectively.

RAPID Provider Workshops will be run in Auckland, Wellington, Christchurch and Dunedin during the two weeks from 29 August to 9 September. Attendance at these workshops is required for staff from each CDEM Group, or private provider wishing to deliver RAPID. Application forms to attend the workshops will be sent to each CDEM group training committee and will be posted on the RAPID website.

The RAPID website contains information on the project progress and pdf files of all the printed material completed so far. It also includes a link to the website of the Learning Design Group (LDG), who have been contracted to write and assemble the training material. Those interested in reviewing and providing comment on the content of the training modules may do so by following the link from the RAPID website – [www.rapid.org.nz](http://www.rapid.org.nz).

In March and April 2005, the Ministry supported three regionally based Controllers' Initial Courses, in Auckland, Wellington and Christchurch, each over two days. All were very well attended. While there were a number of familiar faces in the course groups, there were also a significant number of new faces – individuals who had discovered only quite recently that they were identified in the new CDEM Group Plans as Group Controllers or alternates. Attendance at the course was recognition at last that some form of training is necessary to prepare appointees for their key role in the complex environment of emergencies and disasters. The role of controller is critical. It is certainly not for the faint-hearted!

The two-day Controllers' Initial Course is not designed as the benchmark for competence in the role. It is an introduction to the role of the Controller in the four phases of comprehensive emergency management: Reduction, Readiness, Response and Recovery.

The involvement of Diane Turner (Local Controller, Whakatane) and Peter Davies (Group Controller, Manawatu-Wanganui) added credibility to the courses. Their ability to speak from the heart about their experiences added the key dimension – reality. Both endorsed the two-day programme as a sound starting point for any newly-appointed Controller.

In response to an increase in demand for the initial programme, the Ministry is currently in negotiation with both the Auckland and the Waikato CDEM Groups regarding the delivery of two further courses in the latter half of 2005.

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## Australian Emergency Management Volunteers Summit 2005

Australia has 500,000 volunteers that form the backbone of its emergency management and emergency services capability. The Emergency Management Volunteers Summit 'Value your Volunteers' held in April 2005 aimed at strengthening the volunteer sector and acknowledging volunteers' crucial contribution in this area.

MCDEM supported attendees were: Sara Williams, Volunteer Programme Coordinator, MCDEM; Sarah Holland, Nelson Tasman Emergency Response Team; Gavin Wallace, Wainuiomata Bushfire Force; and Mel Day, Rotorua Civil Defence Volunteers Manager. Other New Zealand attendees included representatives from the Order of St John, NZ Police, the NZ Fire Service and Local Government.

The summit provided a valuable opportunity to strengthen links between New Zealand and Australian emergency management agencies and to encourage the development of strategies and programmes to support emergency management volunteering. It was also a chance to share New Zealand best practice with the Australian volunteering sector.

A report detailing the initial outcomes of the summit that are of relevance and interest to the CDEM sector is available on the Ministry website in the Volunteering section. For further information contact [sara.williams@dia.govt.nz](mailto:sara.williams@dia.govt.nz).



# New CDEM Group Plans signed

The concept of Civil Defence Emergency Management (CDEM) Groups was introduced by the Civil Defence Emergency Management Act 2002. This legislation established a new CDEM framework built on the concepts of risk management and community resilience. CDEM Groups – consortia of local authorities working in partnership with emergency services, lifeline utilities, government departments and others within regional boundaries – became the key structures for implementing the new approach. The Act also required that Group Plans be written within two years of a Group's formation.



From right to left: Councillor from Manukau City Council Neil Morrison, Chair of Auckland CDEMG; the Minister Civil Defence George Hawkins; and Chairman of Auckland Regional Council Mike Lee.

## Auckland Region CDEM Group

The Auckland Region CDEM Plan was given the final seal of approval by the Minister of Civil Defence, Hon George Hawkins, on 6 May.

The plan provides the framework that will guide the multiple agencies involved in managing hazards and risks, planning for emergencies and managing one when it occurs. Its adoption signals the beginning of a new era in civil defence for the region.

Mr Hawkins said that he was impressed by the overall standard of the Auckland Plan and acknowledged the work of the CDEM Group in developing it.

"The plan and its supporting documents are of a high quality and I am confident that the arrangements the group has developed will address the welfare of Aucklanders in the event of an emergency.

"This plan, plus local council plans and operating procedures, will serve Auckland's diverse communities well," the Minister said.

Chair of the Auckland Region CDEM Group Committee, Neil Morrison, said that the adoption of the plan was a major achievement

for the many agencies involved in its development.

"We have spent nearly five years developing this plan, and the contribution and commitment by everyone involved clearly demonstrates the region's ability to work together. It is a real achievement to have a plan that the Ministry and regional agencies all have confidence in.

"The overall success of implementing this plan lies in us all working together, so that we are collectively much better equipped to handle any type of emergency should one occur," Mr Morrison said.

## Bay of Plenty CDEM Group

A civil defence plan that will help make the Bay of Plenty "an even safer place to be in an emergency" was officially signed on 16 May.

Six of the region's mayors and Environment Bay of Plenty chairman John Cronin marked the occasion with a signing ceremony at the Western Bay of Plenty District Council in Tauranga. It was also attended by the Director of the Ministry of Civil Defence & Emergency Management, John Norton.

Two years in the making, the Bay of Plenty Civil Defence and Emergency Management Plan was developed under the guidance of the CDEM Group, led by mayors and the chairman of the regional council.

"Coordination between local authorities in the Bay of Plenty has been fundamental in developing the plan and will continue to be crucial if the plan is to work. It is imperative that civil defence controllers at district level use it as a tool to plan and, if needed, respond to the needs of those affected by a large scale emergency," said Graeme Weld, Group Chair and mayor of the Western Bay of Plenty District.

Project manager John Thurston said the plan had strong community components. "We must encourage local communities to become more aware of, and committed to, effective civil defence emergency management," he said.



Signing a plan to make the region safer in an emergency are (standing, from left) Environment Bay of Plenty's Chairman John Cronin and mayors Colin Holmes (Whakatane), John Forbes (Opotiki), Malcolm Campbell (Kawerau), Stuart Crosby (Tauranga City) and Kevin Winters (Rotorua). Seated: Western Bay of Plenty District mayor Graeme Weld.

# Flood Risk Management Review

A two-year work programme is underway to improve how New Zealand manages its flood risk.

The various flood events that have hit New Zealand in the last two years have shown that the risks and impacts of flooding are changing. The review project will look at what is being done to manage flood risk and where the gaps are.

"The review will ensure we have a robust approach to managing flood risk and controlling rivers that works for local communities. It will provide a good picture of this country's current and future flood risk situation. It will also address what the role of local and central government should be in managing flood risk," said Marian Hobbs, Minister for the Environment, announcing the review.

The Manawatu and Bay of Plenty floods of 2004–2005 have highlighted the vulnerability that communities face when a major flood hits. About 100 New Zealand cities and towns, along with some of our most productive farmland, are located on floodplains.

The review is wide ranging and will cover:

- the adequacy of the current approach to flood risk management
- understanding current and future flood risk and what mitigation is required
- best practice for flood risk management
- funding and affordability

- the legislation covering managing flood risk and river control
- how to get good information on flood risk and how this information is communicated
- the respective roles of local and central government.

The Ministry for the Environment is leading the review, working closely with local government and other government agencies. Other agencies involved include the Ministry of Civil Defence and Emergency Management (MCDEM), the Ministry of Agriculture and Forestry, and the Ministry of Economic Development

"MCDEM is developing its hazard assessment and risk reduction capability, and this review provides an ideal opportunity to promote the integration of emergency management concepts with floodplain management planning," says Peter Kingsbury, Emergency Management Planner (Hazards) and MCDEM's representative on the review working group.

"Two key areas that MCDEM will provide input on are: the appropriateness and adequacy of the existing legislation for local authorities to control development in flood prone areas; and improving the understanding of at risk communities to flood hazards and associated risks."

The CDEM sector will receive periodic updates on progress with the review through CDEM Group meetings and associated activities.

## Thames Valley Combined District Welfare Management Course

A very successful course on welfare centre management was held in the Thames area on 12–14 May. Careful planning of the course and participation from numerous groups (including Te Puru School, who provided the 'bodies' to care for in the welfare centre) ensured that the 40 participants (from Work and Income, Victim Support and local government) learned a huge amount about the practical provision of welfare in an emergency situation.

The aim of the course was to create a trained team of professionals who would be able to make the most of the 'volunteer on the day' resource to provide emergency welfare services within the Thames Valley area and, on request, throughout the Waikato CDEM Group. The course was developed by the Thames Valley Combined District Emergency Planning Unit.

The course was limited to participants who had already completed Unit Standards 'Introduction to CDEM' and 'Introduction to CIMS'. It covered the basic welfare functions and the considerable administration difficulties in 'managing' welfare centres under less than ideal conditions, as well as Personal Readiness, Health and Safety, Stress Management, Radio Use, Acting as a Welfare Staff Member and Aircraft Safety. A highlight for many participants was a ride in a helicopter as part of aircraft safety training.

The focus of the course was the 'Welfare Centre Operation' exercise, in which participants had to establish a welfare centre and receive, process, register, assist and feed 140 primary school students, their teachers and helpers. Te Puru School took the opportunity to practice

site-evacuation, in conjunction with the local fire service and with planning assistance from the Emergency Planning Unit. The exercise was a valuable learning experience for all – participants, course directors, and the school.

Any enquires about the course should be directed to Ron White, Thames Valley Combined District (07) 868 6025, or Sara Williams at MCDEM ([sara.williams@dia.govt.nz](mailto:sara.williams@dia.govt.nz)).



Students at the TePuru School took part in the exercise



# New CDEM Appointments

## Greg Gallop

Emergency Management Planner (Auckland), Ministry of Civil Defence & Emergency Management

Greg Gallop was appointed in April 2005 as Emergency Management Planner (Auckland).

Originally from the UK, Greg came to New Zealand in 1998. He joins the Ministry from the Manukau City Council, where he was Manager, Building Maintenance and Consultancy. He also acted as the Y2K coordinator for the city. Greg brings to his new role a strong background in risk management and mitigation, business continuation and emergency management planning.



## Nigel Simpson

Coordinator, Hawke's Bay CDEM Group

Nigel Simpson has been appointed to the position of Hawke's Bay Civil Defence Emergency Management (CDEM) Group Coordinator. Nigel, Civil Defence Manager for Napier City Council, takes on the new role in late June.

In announcing the appointment Mike Adye, Group Manager Asset Management, said that Nigel brings to the position "a sound knowledge of civil defence and emergency management, familiarity with the Hawke's Bay region and key personnel involved in CDEM throughout the region and nationally, and an ability to develop the necessary strategic direction for the Group to enable it to implement the Civil Defence Emergency Management Group Plan over the next five years."

## John Foley

Emergency Services Officer, Marlborough District Council

John Foley has been appointed to the position of Emergency Services Officer for the Marlborough District Council. Currently Deputy Principal Rural Fire Officer for the Council, John has a strong background in rural fire issues.

In taking up his new appointment John is looking forward to a change of direction and new challenges.

"Training is a high priority," he says. "Members need to feel they are part of a team, but also have the confidence to carry out their roles; this can only be achieved through ongoing training."



# New Recovery Publications

By Sarah Stuart-Black, Emergency Management Planner

Work on recovery is being undertaken to promote the participation of CDEM stakeholders in all aspects of recovery. The aim is to increase the capability of organisations to undertake short, medium, and long-term recovery activities, enabling a timely and effective response to the recovery of affected communities. Two documents have recently been published by MCDEM to support CDEM stakeholders involved in recovery planning and management.

## Focus on Recovery: A Holistic Framework for Recovery in New Zealand [IS5/05]

Focus on Recovery provides a framework for recovery planning and management in New Zealand for local government, Civil Defence Emergency Management (CDEM) Groups and government departments. This document represents a Ministry position on recovery and has been developed with input from the International Recovery Symposium held in Napier in July 2004. It outlines the context and the direction of future work for recovery as part of the 4Rs (Reduction, Readiness, Response and Recovery) approach to CDEM. Focus on Recovery addresses the National CDEM Strategy by providing principles and a framework for Recovery Management.

## Recovery Management: Director's Guideline for CDEM Groups [DG4/05]

Focus on Recovery, in combination with lessons identified from CDEM emergencies in 2004 and the International Recovery Symposium held in Napier in July 2004, provided an opportunity to develop a guideline for recovery management in New Zealand. For the first time, a comprehensive attempt has been made to identify the various components of recovery (and the elements within each component) to provide a basis for recovery planning at the national, CDEM Group and local level. This guideline provides a framework for coordinated recovery planning across New Zealand while allowing CDEM Groups to reflect their regional priorities and characteristics.

Electronic copies of these documents are available to download from [www.civildefence.govt.nz](http://www.civildefence.govt.nz). Alternatively, if you would like a hardcopy of either document, please email your postal address and document details to [sarah.stuart-black@dia.govt.nz](mailto:sarah.stuart-black@dia.govt.nz).

## Award for Jim Burrows

Jim Burrows, Emergency Management Officer for Nelson-Tasman, has been awarded the Nelson City Council's Chief Executive's Award for 2005. The award is in recognition of his outstanding vision, initiative, commitment and leadership, both within the Council and with communities in Nelson and Tasman.

"Jim has taken the initiative in meeting the requirements of the new Civil Defence Emergency Management Act and in developing a very clear Emergency Management Plan," said Viesturs Altmants, Chief Executive of Nelson City Council, when presenting the award. "Jim is respected and highly regarded by elected representatives and staff from both Councils and looked to by the people in the communities which he serves."

Despite being one of the smaller CDEM Groups, Nelson-Tasman was one of the first to obtain ministerial approval for and to adopt its emergency plan.

# Tornado in Greymouth

## – a few seconds of mayhem

At 1 pm on 10 March a tornado passed across parts of Greymouth, cutting power, lifting roofs off buildings, and causing widespread damage.

It came straight in from the sea and tore through the town in a matter of seconds before disappearing into the hills beyond. The speed of the devastation made the shock even greater. Miraculously, only three people were injured.

The Blaketown residential area was the worst affected. Three houses were totally destroyed and 24 were damaged. Many commercial properties lost their roofs.

At 1.50 pm Grey District Council CDEM officer Albie Rose was able to report that no one was trapped, some power was restored, traffic was flowing along the main streets, and work had started to clear the debris. No declaration of emergency was necessary, he said.

By 6.30 pm an advance party of 5 USAR people arrived to assess the structural damage to buildings. NZ USAR Taskforce 2 based in Christchurch sent a team of 24 to assist. Once on site they worked all night, stabilising damaged buildings and removing major hazards. Police resources were stretched. Ten additional staff from Nelson were sent to assist with security overnight. Three outlying fire brigades were brought in to assist.

A total of 16 houses were badly damaged or destroyed. Ten families needed accommodation. One wing of an old persons' home lost



The frontage of the Video Ezy store in the main part of the town was just one of the many to be blown in.

its roof and some glass, so that 22 residents had to be relocated. Power was restored to most areas by 5.30 pm.

Civil defence emergency management staff were alerted and partially activated. Staff monitored the work going on and used CDEM processes to gather information.



The last phase of tidying up the iron roofing on the north face of the historic Dispatch and Garlick building.



The tornado picked up this Atahuna Transport truck and flung it on its side.

### Tornado forecasting – how feasible is it?

Not very, according to the New Zealand Meteorological Service. The problem with predicting the path of tornadoes in New Zealand is that here they are usually shortlived, generally lasting less than 10 minutes. Successful tracking also requires a powerful weather radar network. At present the more feasible approach is to identify the areas where tornadoes may occur and watch for the weather patterns, particularly thunderstorms, that may cause them.



The roof of the TransWest Transport Loading Bay was extensively damaged.



The west wall of the Grey Foundry, where the tornado entered the building.