

REVIEW OF THE RESPONSE TO THE 22 FEBRUARY 2011 CHRISTCHURCH EARTHQUAKE

TERMS OF REFERENCE

Background

1. A magnitude 6.3 earthquake occurred at 1251hrs on 22 February 2011 in the vicinity of Christchurch at a depth of 10 kilometres. The earthquake caused widespread and significant damage to Christchurch. A total of 181 people lost their lives and there were numerous casualties. The earthquake caused damage to buildings and residential houses, extensive liquefaction, significant rock falls in areas of the Port Hills as well as considerable disruptions to road and rail networks, airports and port, electricity supplies and water and wastewater systems.
2. Christchurch City declared a state of local emergency on 22 February 2011 and an Emergency Operations Centre was activated in the City's Art Gallery to manage the response. The Group Emergency Coordination Centre (ECC) was established at the University of Canterbury's Ilam campus. The National Crisis Management Centre (NCMC) was activated in the basement of the Executive Wing of Parliament.
3. Given the severity of the consequences of the earthquake, the Government declared a state of national emergency for Christchurch City at 1030 hrs on 23 February 2011. The state of national emergency remained in force until 30 April 2011 and the establishment of the Canterbury Earthquake Recovery Authority.
4. A process of organisational de-briefings and workshops within agencies and with those who participated in the response at local, regional and national levels has commenced to catalogue strengths and weaknesses and issues in the response that could inform enhancements. There is a need for a formal independent review to report on the management of the response during the period of the declaration of the state of national emergency to inform the continuing development of New Zealand's Civil Defence Emergency Management (CDEM) arrangements. The review will invite submissions from interested parties and those involved in the response.

Objective

5. The objective is to undertake an independent review of the response to the 22 February 2011 Christchurch earthquake from an emergency management perspective, to identify the practices that should be reinforced, and identify the processes and policies that warrant improvements.
6. This is not a whole of government review, but focuses on the Civil Defence Emergency Management response and how well the National Civil Defence Emergency Management plan worked. The outcomes of the review will be used to identify any changes that need to be made to Civil Defence Emergency Management arrangements.
7. The review is to address the period from the time of the initial earthquake on 22 February 2011 through to 30 April 2011 when the state of national emergency was terminated and the responsibility for recovery activities was transferred to the Canterbury Earthquake Recovery Authority.

8. The review will consider the management of the overall response across the range of agencies and organisations that were involved. It will focus on Civil Defence Emergency Management aspects of the response, coordinated by local level Civil Defence Emergency Management, the Christchurch Response Centre, and the National Crisis Management Centre. Other agencies and organisations will be part of the review only to the extent that their activities contributed to the Civil Defence Emergency Management led response.

9. The review is not to duplicate or interfere with the Royal Commission established to investigate the collapse and loss of life in the Pyne Gould Corporation (PGC) building and the Canterbury Television (CTV) building, or with any other official reviews in relation to the 22 February 2011 Christchurch earthquake. The review is also not to address recovery issues, including the establishment and activities of the Canterbury Earthquake Recovery Commission. Although not part of the response, the review team will consult with the Canterbury Earthquake Recovery Authority, particularly with respect to item 10(m) below.

Terms of Reference

10. The review will deal with the following:

- a. The mobilisation and management of the initial response in Christchurch during the period from the onset of the earthquake until the establishment of the CRC.
- b. The declaration of the state of national emergency.
- c. Roles and responsibilities in the response under a state of national emergency.
- d. The co-ordination of response activities in Christchurch, via the Canterbury Response Centre or otherwise, of:
 - The emergency services, including Urban Search and Rescue;
 - Welfare agencies and services;
 - Medical and health services;
 - Lifeline utilities and restoration of services;
 - The New Zealand Defence Force; and,
 - Managing spontaneous volunteers.
- e. The co-ordination of national support by the NCMC in Wellington.
- f. Management of the international dimension and offers of support.
- g. Management of logistics, in terms of procurement and distribution as well as co-ordination between the Christchurch Response Centre and the National Crisis Management Centre.
- h. Management of building safety evaluations. This will include the effectiveness of the colour based building classification system, public understanding of these classifications, the collection of assessment data and how this data was used for the purpose of needs assessment and welfare support. It will not include how this data related to the recovery process, nor any aspects related to land zone classifications or re-building in any areas.

- i. Management of building demolitions and cordoned areas. This will include the process for the deconstruction and demolition of buildings, the establishment and management of cordons, including public safety issues. It will not include the longer term planning for the recovery of the red zone.
- j. Information management.
- k. Management of information to the public and businesses during the response.
- l. Co-ordination of public messages between the National Controller, NCMC, departments and their Ministers.
- m. The restoration of commercial activity as part of the response, including managing the impact from closure of the Red Zone and damaged buildings, and managing support and reestablishment to affected businesses.
- n. CDEM arrangements at the community level including preparedness and business continuity.
- o. Provision and co-ordination of science advice.

Review Team Membership

- 11. The review is to be conducted under a Ministry of Civil Defence and Emergency Management (MCDEM) contract. Secretarial support and accommodation for the review team will be arranged by MCDEM. The cost of conducting the review will be met by MCDEM.
- 12. The final report is to be provided to the Director MCDEM no later than 30 June 2012.