



*Photos courtesy of Horizons Regional Council*

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Impact is a quarterly magazine for the Civil Defence sector published, January, April, July and October.

Previous issues can be found on the Ministry's website

<http://www.civildefence.govt.nz>

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The Ministry of Civil Defence & Emergency Management

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## MESSAGE FROM John Hamilton



### Welcome to the first edition of Impact in its revised format!

This publication has long been an important conduit for communicating throughout the sector. The revision is not just cosmetic. In revising the

format I hope Impact will move away from being seen as the Ministry of Civil Defence & Emergency Management's "magazine" and become the vehicle through which the CDEM sector as a whole exchanges and highlights experiences, concepts and perhaps even opinion. I hope this approach will produce not only good communication but also lead to improvements in understandings, processes and commitment. Not surprisingly, Impact's success in this format depends on the generation of contributions from stakeholders throughout the sector! If the volume, range and standard of the articles submitted for this, the inaugural edition, is anything to go by, Impact's future looks bright.

There are many things about the CDEM sector that have made an impression on me. Foremost amongst them is the absolute necessity of establishing outstanding relationships and understandings across the sector. No one person or organisation involved in this work has all the answers or all the capabilities. So to be successful we have to work as a team. Nowhere was this more apparent than in the recent response to the Ruapehu lahar. This response involved a myriad of organisations and through thorough pre-planning and testing, each knew their roles and responsibilities, understood interactions and plans, and knew the personalities taking part. These relationships greatly assisted those managing the response. It created a team that had skill and knowledge, had great co-operation, and provided quietly efficient control and management over all aspects of the response. It was a superb effort!

My challenge is to foster the generation of similar teams throughout the country. It is a large task but an essential one through which I will be able to assure the Government and the public that our sector has the right people and the right processes available to manage hazards and risks, and respond to an emergency and cope with its aftermath. Impact plays an important role in this by helping to building relationships and teams through providing ideas and lessons. I look forward to your contribution to Impact and this sector, both as parts of a very important obligation we have to our communities. ▲

# Messages Getting Through

**The Get Ready Get Thru mass media campaign was launched by the Ministry of Civil Defence & Emergency Management in June 2006 to shift New Zealanders' level of awareness and preparedness for disasters.**

Before the launch of the campaign, research company Colmar Brunton was asked to carry out national benchmark research. The purpose of the benchmark study was to get baseline measures on the levels of awareness and preparedness in New Zealand and monitor the effectiveness of the campaign. The first benchmark study was carried out in April 2006 and will be repeated each year.

As it was the first year of the campaign we decided to undertake an interim survey after six months to track the effectiveness of the campaign and find areas for improvement. The interim survey explored two specific questions: has the campaign changed people's preparedness and is the advertising working.

Overall the results are encouraging and show our key messages are getting through, with key indicators such as awareness, understanding, commitment and preparedness moving in the right direction.

For the purposes of the research, preparedness is defined as people having an emergency survival plan, the essential emergency survival items and water for at least three days, and regularly updating these emergency items.

In April 06, 21 percent of respondents were prepared at home. In the six months since the campaign launch this has increased to 29 percent. This is a significant result in six months

At the same time, 7 percent of respondents were prepared both at home and in the workplace. This has increased slightly to 9 percent.

So how effective has the campaign been?

TV advertising has reached 68 percent of respondents. By comparison, average awareness of non-fast-moving consumer goods advertising in NZ is 43 percent.

Three-quarters of people who have seen the TV advertising have done something as a result of seeing the ads. This includes people who said they have started preparing an emergency plan and having survival items to those who have talked to family or friends about it.

People using low probability of a disaster happening as an excuse for not being prepared is down 15 percentage points from the benchmark. Lack of information as an excuse has also gone down by 7 points.

The study showed a very high level of unprompted advertising awareness. TV advertising recall is highest amongst the 20-39 year olds (85 percent) and the Yellow Pages has highest recall of where to go for information before a disaster.

Most people who have a survival plan have not included what to do when not at home. ▲



# South Island Minister's forum

The Minister of Civil Defence, Hon Rick Barker (pictured) met with the Chairs of the South Island and Chatham Islands CDEM Groups and the Co-ordinating Executive Groups (CEG) on Thursday, 1 March, in Christchurch. The forum provided the first chance for the Minister to meet with South Island officials face to face and to update them on developments in key areas at national level. The forum was also used to share knowledge, research and experience.

All the Groups were represented at the meeting and had provided MCDEM with a list of subjects they wanted to be briefed on and to discuss. These included: the Guiding documents for CDEM, Public Education and Public Awareness, Tsunami Risk Management, National Exercise Programme, Pandemic Planning, Emergency Expenditure claims and reimbursement and lessons learnt from last year's snow event

The Minister spoke on national progress, that we are at risk, that preparation works and that we are not yet prepared. He acknowledged progress to date and the achievements of the past year. He also acknowledged that the CDEM Act, National Strategy, National Plan and Guide are the guiding documents for the sector.

He stressed the importance of relationships, both internal and external along with examples from New Orleans and Hurricane Katrina, provided examples for New Zealand to adopt. In his closing comments the Minister emphasised his commitment to CDEM, the need for communities to understand and manage their risks and hazards, and strengthening the CDEM foundation and capabilities.

Those attending were briefed by the Canterbury CDEM Group on planning for their annual Group exercise this year, which is to be based on a major alpine fault earthquake affecting most of the South Island. All the South Island Groups have accepted the invitation to take part in the exercise to be run in September. MCDEM has confirmed its



support of the exercise with some financial assistance and staff, together with activating the NCMC.

After lunch a workshop was held where each CDEM Group presented their work programme for the upcoming year and identified their priorities, along with opportunities for sharing resources and creating parallel work-streams across the South Island. Opportunities identified included working collaboratively to update and review Group Plans, sharing documents and arrangements associated with EOC operations and standard operating procedures, supporting Lifelines projects, public information management, joint training and professional development initiatives and Controller forums for Groups and TAs.

All those attending were pleased with the concept of the forum and the ability to share CDEM matters with the Minister. Ministry of Civil Defence and Emergency Management Director John Hamilton also participated.

# Police Praise for Taupo Response Team

**Taupo Civil Defence Response and Urban Search and Rescue Team have been praised for finding the body of a man who went missing near Lake Taupo in February.**

Senior Constable Barry Shepherd, of Taupo Police, says it was because of their efforts in a challenging environment that the man's body was found a few metres offshore, about 500 metres from where he was last seen.

"This team waded in knee-deep water along the lake shore, from the Taupo Boat Harbour towards Acacia Bay," Senior Constable Shepherd said.

"All the volunteers are to be applauded for the commitment they made scouring some pretty gnarly countryside in the search area."

On the afternoon of Sunday, 11 February, 2007, Charlie Pick left a family gathering at Acacia Bay in Taupo to walk about 4km to his home in Acacia Bay Road. He never made it.

His family alerted Taupo Police about 9pm that night and a search was started.

A helicopter with night vision equipment searched the area Sunday night. Monday morning a Police search and the local SAR group also conducted an area search.

During Monday a kayak was also used to search the lakeshore, all to no avail.

When Mr Pick was still missing on Tuesday night, Phil Parker offered the Taupo Civil Defence response team NZ-RT6 to help in the search.

"This offer was taken up by Taupo Police. On Tuesday morning at 8am we were briefed and tasked with the Taupo coast guard to search the lake edge from Taupo harbour to Acacia Bay, which was a distance of around 5km," Phil says.

"The coast guard dropped the team off, which consisted of 8 team members, on the lake edge and we proceeded to search the area."

The team found Mr Pick's body about 11.30am in the lake.

"We then assisted the Police to recover Mr Pick," Phil says.

Senior Constable Shepherd, who said he has "seen a good number of volunteers in action over the years", was impressed and amazed at the commitment, enthusiasm and professionalism of all the volunteers involved in the search, including the Taupo Civil Defence response team. ▲



# Lahar Lahar



Photos courtesy  
of Ontrack

Left:  
Tangiwai Bridge before  
the lahar

Right:  
The landscape post lahar



**Forward planning and everyone knowing their roles were the key to the lahar event going according to plan, says Horizons Regional Council Emergency Management Controller Shane Bayley.**

“The response plans have been in place for several years and the event (on March 18) went very very well,” he said.

“We had rehearsed it at least a half dozen times and the response agencies meet regularly. Everyone understood their roles and everyone just got on and did what they had to do.”

Shane said, “In event management terms, the lahar couldn’t have happened at a better time. The weather was not so good so there were no people mucking around in the river and there were few people out and about.”

Another advantage was that the lahar happened during the day and went through relatively quickly, meaning the state highways and rail line were not closed for very long.

“We had a conference call with the major players, apart from DOC who were monitoring the mountain, around 3pm and all was going according to plan,” Shane said.



Two response plans – the Southern and Northern Ruapehu Lahar Response Plans – were in place for the areas that could be affected by lahars. Both plans combined risk controls and response

arrangements, aimed to lessen the lahar’s effects and cut response time as the Crater Lake level increased.

The Southern Ruapehu Lahar Response Plan dealt with the highly likely event that the lahar occurred from the collapse of the Crater Lake tephra dam and affected the Whangaehu Valley and Tangiwai road and rail bridges.

The Northern Ruapehu Response Plan was to manage the unlikely event that the lahar overtopped the bund and spilled into the upper catchment of the Tongariro River.

The Southern Ruapehu Lahar Planning Group, comprising Ruapehu District Council, MCDEM, New Zealand Police and Manawatu-Wanganui CDEM Group, and the Department of Conservation were well prepared for Sunday’s event, having regularly held exercises in preparation for the anticipated “dam break” lahar.

The largest and most extensive response training exercise to date was held on 25 October last year and involved more than 100 people from the Southern Ruapehu Lahar Planning Group and other key agencies, with Ruapehu District Council being the lead agency. This paid off on Sunday with everything going to plan.

MCDEM’s role was to activate the NCMC in support of the responding agencies for the duration of the event.

First indication that something was happening was some high sensor levels recorded from one of the geophones at just after 10am Sunday morning. It is thought the lahar began later as the dam collapsed over a period of about 45 minutes between 11am and noon.

The Emergency Response Plan was put into operation immediately with the Incident



Control Centre at Ohakune directing operations. State Highways 1 and 49 were closed by barriers, gates and lights and a helicopter dispatched to visually confirm that a lahar had occurred.

Dr Harry Keys, Conservancy Advisory Scientist with DOC, was in the helicopter and while bad weather prevented flying to the Crater Lake he confirmed the lahar.

Dr Keys said the lahar generated a standing wave of about 3-4 metres in height as it passed down the Whangaehu River.

The Whangaehu river level at the time of activation was 1.2 metres. It later peaked at approx 6.5 metres (recorded at the Railway Lahar Sensor Tower north of Tangiwai).

Early Monday morning Dr Keys and other scientists were able to fly into the Crater Lake, although conditions were described as atrocious with very high winds and icy conditions. The party had to walk out from the crater because weather conditions prevented them being flown out.

They were able to confirm that the tephra dam had had eroded back down to the hard rim and the pre-1995 lake outlet.

“The breach was about 50-60 metres wide at the top and 40m at the hard rock rim and this was wider than we initially thought. The dam itself was 80 metres long prior to Sunday’s collapse,” Dr Keys said.

“The lake level was 2529.4m asl, which was a drop of 6.3m as predicted.

“One misconception we heard is that now the lahar has happened there is no longer a Crater Lake! We have now reverted back to pre-1995 conditions with a Crater Lake of about 10 million cubic metres that is emptying over its

natural outlet on the crater rim into the Whangaehu River.”

The Tangiwai area was the scene of one of New Zealand’s worst rail disasters – the 1953 Christmas Eve tragedy.

Eruptions in 1945 built up rubble around Ruapehu’s Crater Lake and on Christmas Eve 1953 the rubble collapsed. The lake burst its banks and the flow of water and rocks that went down the mountain knocked one concrete support of the rail bridge at Tangiwai. The driver of Wellington-to-Auckland express couldn’t stop the train in time and the engine and several carriages tumbled into the river below.

Of the 285 people on the train that night, 134 survived and 151 died, most drowned in the floodwaters.

The Whangaehu is the most active lahar path in the world. Since the Tangiwai disaster more than 45 lahars have travelled it, at least 30 during the 1995 eruptions. However tangata whenua knew lahars were a normal part of Mt Ruapehu’s behaviour. Whanga means large body of water and ehu means turbid, muddy. ▲



*Aqueduct crossing Whangaehu River*

# Quake remembered

The 1987 Edgecumbe earthquake was the first since the 1968 Inangahua quake to cause major damage. Although not of an exceptional magnitude, it was damaging because it was very shallow.

Kawerau District Council Civil Defence officer Tony Moller (pictured) experienced it firsthand.

“At the time of the quake I was in a large cutting in a police vehicle in the Tarawera Forest,” he says.

“The earthquake loosened the cutting and pumice, dirt and large pine trees were coming down around our ears. The debris completely filled the cutting with about 10 metres of debris.

“We only just managed to get out of the cutting in time otherwise we would have been covered in the debris and died.”

Although he managed to get out unscathed, the vehicle he was in wasn't so lucky.

“We actually wrecked the auto transmission of the police car getting out of the cutting,” he says.

No one was killed in the quake, but several dozen people suffered serious injuries. One woman was hurt by a falling piano in her home and another was hit by a bull thrown out of its pen at a stockyard.



Industrial sites were badly affected. At the Tasman Pulp and Paper Mill in Kawerau a loaded logging truck toppled onto its side. Mill workers escaped from falling debris through a maze of twisted stairs and walkways. One man was thrown over the rail of a catwalk to the concrete floor 3 metres below. Another was trapped under 11 huge circular saws, each of them 2 metres in diameter. Following the main shock, an engineer checking for structural damage fell 5 metres from a platform.

At Bay Milk Products in Edgecumbe, huge stainless steel milk silos collapsed, spilling thousands of litres of milk. Two milk tankers were thrown on their sides. At the NZ Distillery Company, tanks of spirits collapsed, saturating the ground with vodka and gin.

In Kawerau 40 houses were evacuated because of an unstable hill above them. A major worry was the large earthfill hydro dam at Matahina on the Rangitaiki River. Staff found minor cracks in the roadway and concrete abutments. They opened the floodgates to lower the lake level, but controlled the flow to ensure the river would not overtop its stopbanks downstream. Below the dam, the residents of Te Mahoe were evacuated as a precaution. The dam was repaired in 1988 and subsequently strengthened in the late 1990s to withstand earthquake motion.

Some roads cracked or acquired “judder bars” as the ground buckled. Railway tracks were twisted and bent and a diesel-electric locomotive toppled over.

The most spectacular effect of the Edgecumbe earthquake was the 7-kilometre-long rift that appeared across the Rangitaiki Plains – the Edgecumbe Fault. A fissure up to 3 metres wide and 3–4 metres deep opened up along much of the fault, although just zones of cracks marked some sections.

The earthquake had been caused by movement along the fault; the land to the north-west had dropped by up to 2 metres. The region which sank downward is now more prone to flooding. ▲

# CDEM Specialist Services

The creation of the CDEM Specialist Services Unit within the Ministry was based on the need for a team with strong skills and expertise to act as “domain knowledge specialists in relation to CDEM”.

This highly specialised team is focused on providing leadership and support to CDEM stakeholders in the following areas:

- Hazards & Risks
- Research
- Professional Development
- Recovery framework
- United Nations / International Liaison

Following a recruitment phase between October and December 2006, five new staff joined the Unit in January 2007 (profiles on these staff are in the E-Bulletin), with only one position remaining to be filled.

The CDEM Specialist Services Unit has a role to set the strategic direction for building capability in the areas listed above by working collaboratively within MCDEM and across CDEM stakeholders. The Unit’s aim is to provide the highest quality products and support to enable CDEM stakeholders to fulfil their responsibilities under the CDEM Act.

In addition to completing the final round of recruitment, the Unit’s priorities in this financial year are primarily around fulfilling existing commitments and completing key deliverables. I visited a number of stakeholders between October and December 2006, including stakeholders from CDEM Groups (generally professional development committees and EMO meetings), the North and South Island CDO Conferences and others about the creation and purpose of the CDEM Specialist Services Unit. These discussions and presentations were an important part of developing our understanding of key issues and priorities of our CDEM stakeholders.

Detailed below is a brief overview of staff portfolios within the Unit:

- Brett Jones Team Leader Professional Development, along with Professional

Development Advisors, Alex Tait and Jonny McKenzie are currently focused on a number of reviews (including the RAPID packages with LGITO and MCDEM led professional development activities such as Public



By Sarah (Norm) Stuart-Black

Information Management), supporting CDEM Groups with a process for needs analysis and developing a programme of MCDEM staff development for 2007-2008 for operating in the National Crisis Management Centre.

- In the research area, Richard Smith is working with a range of stakeholders to establish and build relationships around CDEM-related areas of research and tertiary education. Richard is also leading the review of the CDEM Library Collection, currently housed in the Royal New Zealand Police College at Porirua and is keen to hear about research initiatives your organisation or Group may be undertaking.
- In the hazards and risks area, Peter Kingsbury and Peter Wood are working on the National Hazardscape Report, a number of initiatives with government agencies such as Ministry for the Environment (Urban Design Protocol), Department of Building and Housing and the Earthquake Commission and support for CDEM Groups.

I am working with Sara Williams, Jo Guard, Simon Chambers, Greg Gallop and Ian Wilson on a number of recovery initiatives. A key area of focus for the remainder of this financial year is the recovery component of the Cruickshank exercise on 23 May and 30 May, supporting CDEM Group recovery activities and reviewing the Group Recovery Managers course.

The CDEM Specialist Services Unit look forward to building strong relationships with CDEM stakeholders. Please do not hesitate to contact the team if you want to discuss your views, needs or areas of support. ▲

# National Public Education Group Meets

**The national public education reference group (NPERG), comprising representatives from the civil defence emergency management group, held their first meeting in Wellington on 1 March. 2007.**

Late last year the Ministry wrote to each of the CDEM Groups seeking nominations for people who have an interest in, and who are involved with coordination of public education initiatives for their Groups.

The NPERG will play a key role in working with the Ministry to develop the ongoing national Get Ready Get Thru programme, and also identify how regional public education initiatives can be supported.

MCDEM Director John Hamilton who is the Chair of the Reference group said that the ultimate objective of the public education programme is to promote a change in behaviour in the majority of the population.

“We want them to take actions which will make individuals, families, communities and workplaces prepared to cope with an

emergency. The logic behind the current “Get Ready Get Thru” programme is to move people along the path from awareness, to understanding, to commitment and to a state of preparedness”.

He said that the initial Government financial commitment for four years is, in reality, only the beginning of a much longer programme.

“The Ministry is committed to working with the CDEM Groups to identify how we can improve and sustain preparedness at the community level. I want the Reference Group to develop the way ahead for the programme and show how best to move from awareness to commitment and action.”

It is expected that the reference group will meet about three times a year. Anyone with suggestions or ideas for public education programmes should contact the representative for your CDEM Group.

Current updates on activities in the public education area can be viewed on the Ministry website at [www.civildefence.govt.nz/Public Education](http://www.civildefence.govt.nz/Public_Education). ▲

# National Contingency Plans

**MCDEM is currently developing a number of major national Contingency Plans that will be released to the CDEM Sector shortly for comment.**

The Guide to the National CDEM Plan discusses specific event contingency plans and makes provision for their inclusion once developed.

The National CDEM Plan and supporting Guide are functionally based plans, in that the actions required in response are stated in terms of generic task sets such as welfare and evacuation.

This differs from the previous National Plan that was a contingency-based plan in that it related all activities to such events as a metropolitan earthquake or volcanic eruption.

Contingency plans are intended to use the functional arrangements of the National CDEM Plan and supplement those with other arrangements.

The need for a contingency plan may be driven by the scope, duration, intensity or extent of

the risk or the special requirements required in response or recovery. For example the tsunami response is very predictable but has to occur within a limited timeframe.

MCDEM is currently developing two National Contingency Plans – a Distant-source Tsunami Contingency Plan and a Pandemic Support Plan. ▲

## Vacancy to become a New Zealand member of the United Nations Disaster Assessment & Coordination (UNDAC) Team

The Ministry of Civil Defence & Emergency Management on behalf of the New Zealand Government, is seeking to strengthen its international disaster contribution to United Nations by appointing a new United Nations Disaster Assessment and Coordination (UNDAC) Team member. The selected candidate will undertake UNDAC Induction training in October 2007. Applications forms and information about the selection process will be available on the ‘situations vacant’ page of the MCDEM website [www.civildefence.govt.nz](http://www.civildefence.govt.nz) in May 2007.

# Recruiting Search Dog Handlers

The New Zealand USAR Search Dog Association is currently recruiting handlers. The President, Matthew Dodd (NZ-RT2) and Senior Handler, Sue Chesterfield (NZ-RT8) were recently on Radio New Zealand explaining the association's goal to support 24 operational dog teams by 2010.

Sue says that no specific breeds are required, with the main attributes of a good search dog being one that is teachable, agile and obedient. A good attitude is the most important characteristic for a potential handler.

The association is interested to hear from potential hardworking dog teams, with a goal of having 50 teams in training by 2010. In order to find out more, contact [searchdogs@usar.org.nz](mailto:searchdogs@usar.org.nz).

The podcast of the

interview is available at [http://podcast.radionz.co.nz/aft/aft-20070227-1415-Story\\_2\\_-\\_Search\\_Dogs-064.mp3](http://podcast.radionz.co.nz/aft/aft-20070227-1415-Story_2_-_Search_Dogs-064.mp3) and the NZUSAR Search Dog Association's website is [www.usardogs.org.nz](http://www.usardogs.org.nz) ▲



## National CDEM Strategy 2007 Update

The proposed National Civil Defence Emergency Management Strategy 2007 is currently in the process of sector consultation. The document has been sent to the 16 CDEM Co-ordinating Executive Group chairs, the National Engineering Lifelines Committee and relevant government agencies.

The Strategy details how we achieve the vision for CDEM in New Zealand - "Resilient New Zealand: communities understanding and managing their hazards".

As the new CDEM arrangements for New Zealand were in their infancy at the time, the first strategy was given the time period of 2003-2006, with the intent that it be reviewed in 2006.

However as Government direction for CDEM has not changed, the vision, goals and objectives is essentially unchanged from the 2003-2006 version.

The Strategy is focused at a high level and does not include a work plan or action items. There is also greater emphasis on this being a strategy for all New Zealanders and the need for all to participate in creating a resilient New Zealand.

To ensure the new Strategy can be measured, a monitoring and evaluation framework is currently being developed, which will look at how the Strategy outcomes are being achieved.

Initial feedback is very important and provides another opportunity for the sector to have input on the proposed content before a public consultation document is released. ▲

# Rescue Just the Start

With the numbers of registered response teams moving to 17 (NZ-RT17 from Whakatane pictured), the capability of the network is raising the interest of Controllers and officers of other emergency services. A survey completed in February indicates that more than 300 responders across the country are able to assist when required. Each CDEM Group with a registered team has provided an assurance that the team can deploy within two hours of accepting a request and that they are open to requests from outside their area. Some teams have their protocols so well established that this response time is reduced to less than 30 minutes.



“We’re in a phase now that all of the response teams are very aware of the fact that rescue is only one element of CDEM response. In fact, teams are more than willing to provide assistance wherever they can including several authorities offering their team at no cost,” says Tim McNamara, Project Officer at MCDEM. “This system provides a reliable way to provide recognition to volunteers, as well as participating in mutually beneficial agreements with other CDEM Groups.”

With a mixture of local initiatives and Ministry

support, such as the RAPID® (Response And Preparedness In Disasters), most teams are able to provide a wide-range of functions, including responding to severe weather, checking on remote families, providing communications, EOC staffing, reconnaissance information, medical care and also rescue.

CDEM Groups are advised to contact MCDEM’s regional emergency management advisors to discuss how the teams may fit their response arrangements and whether an activation procedure may be appropriate to add into an EOC’s standard operating procedures. ▲

## National CDEM Planning Poster

A poster outlining National CDEM Planning in relation to Risk Reduction, Readiness, Response and Recovery has been developed in support of the Plan and Guide. The poster aims to act as a reference to the arrangements outlined in the Plan and Guide, and to make them visible and accessible. Copies of the poster are being circulated to key national agencies and CDEM Groups.

