Exercise Ruaumoko! P6

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Communities are not defined in the national strategy or the legislation but if we look around, we can see the term can be applied to many groups and circumstances. Communities are complex. They vary in size and location, in their concerns and interests; in their focus, their demographic composition and structure and in the manner in which they respond to external influences.

For the sector to achieve its goal of making communities more resilient, we need to develop a thorough understanding of our communities and what makes them work. We need to work with them to put into place measures across the four Rs that will promote greater resilience.

Exercise Ruaumoko, the major emergency management exercise based on a volcanic scenario in the Auckland area and completed in March, serves to highlight the complexity of communities in their many guises and the challenge this complexity presents to emergency management planning and response. In the scenario, great uncertainty surrounded where, when and how big the eruption was going to be. Initial planning therefore tended to be quite general - particularly in the planning for the conduct of a mass evacuation. As the location of the volcano was refined during the exercise, the plans had to become more focussed and detailed. Nowhere is this requirement more apparent than in the infrastructure and lifelines sector.

Of fuel distribution, saying nothing of its subsequent affect on other critical sectors such as transport, emergency services, hospitals and the evacuation process itself. Other communities or sectors if you like, have similar characteristics.

The message this exercise provides to emergency management and our stakeholders is simple: get to know your community. Explore and analyse its make-up. Find out about its interdependencies. Above all, develop plans that can be instituted to get your community through the emergency, and which in the longer term, would make your community more resilient. Be prepared to answer the “what if” question!

We conduct exercises like Ruaumoko to learn and improve. But it is not the only way! We are all members of communities and being involved in emergency management and planning, the onus is on us to lead the way in the thinking. We should be setting the example by doing our thinking and planning ahead of the confusion and the trauma that comes with the actual emergency. In this game, preparation and planning count.
Ministry formalises relationship with GNS Science

The long-standing relationship between the Ministry of Civil Defence & Emergency Management and GNS Science was recently formalised by the signing of a Memorandum of Understanding (MOU).

Addressing staff from both organisations during the signing, GNS Science Chief Executive, Dr Alex Malahoff, reaffirmed the primary objective of GNS to serve the people of New Zealand stating that “the signing of this MOU is an important step in the fulfilment of this objective.”

Ministry Director, John Hamilton, acknowledged the vital role GNS Science plays in emergency management, reflected in the well-established relationships enjoyed between Ministry and GNS staff. The aim of the MOU is to identify how MCDEM and GNS Science will work together to maximise community safety from natural hazards, both through routine hazard monitoring and research and in crisis response to a major hazard event.

In the case of natural hazards, GNS Science undertakes collaborative research, predominantly funded by the Foundation for Research Science & Technology, into earthquakes, volcanoes, landslides and tsunami with the aim of better understanding physical process and hazard impacts on communities so that risk is better understood and impacts are mitigated.

Also of particular relevance in this context is the Earthquake Commission-funded GeoNet project which is being implemented by GNS Science. GeoNet aims to meet New Zealand’s on-going and long-term needs for geological hazard information through the provision of real-time monitoring and data collection. This enables rapid response to events as well as facilitates research into earthquake, volcano, landslide and tsunami hazards.

The MOU requires each organisation to have a clear understanding of the other’s needs and obligations through the active maintenance of good working relationships.

Taranaki CDEM Group mobilised for Patea fire

Fire at the disused Patea freezing works on Waitangi Day resulted in a partial mobilisation of the Taranaki CDEM Group.

Emergency Management Officers were notified of the fire at 1am because of the likelihood that citizens would have to be evacuated due to possible airborne asbestos contamination.

The Taranaki Response Team was activated and travelled with an Emergency Management Officer to Patea from New Plymouth.

Some Patea residents close to the fire were evacuated during the night but at dawn, the decision was made to advise up to 300 people to leave their homes. Under CDEM co-ordination, a welfare centre was opened in Hawera, some 25 km away, with bus transport arranged for those needing transport.

In total, 144 people registered at the welfare centre, the vast majority of whom made their own way from Patea and departed to visit family or friends after registering.

The number of evacuees arriving at the welfare centre was less than expected. The centre was staffed by local CDEM staff and volunteers.

Arrangements were made for possible accommodation of large groups at local marae overnight as well as and tentative motel bookings.

The Salvation Army provided catering using the hangi which had originally been intended for a large Waitangi Day celebration in Patea, cancelled because of the fire.

Meanwhile, more CDEM personnel were called in to the Taranaki Emergency Management Office in New Plymouth, to keep a watching brief and to assist with, at times, many media inquiries. Four news releases and one media advisory notice were issued during the day.

A decision was made to hold off declaring a civil defence emergency unless a more widespread and enforced evacuation was deemed necessary. In the event, fire and health officials met at 6pm and declared it was safe for the evacuated people to return to their homes. No emergency was declared. Air and ash tests at Patea have indicated no asbestos contamination.

Some useful lessons, particularly around communications, have been discussed at a debriefing session.

Ministry Director, John Hamilton and GNS Science Chief Executive, Dr Alex Malahoff seal the inter-agency relationship.
There was a definite art deco tinge in the air, as guests enjoyed the opening of the new 1931 Earthquake exhibition “Living on the Edge” at Hawke’s Bay Museum and Art Gallery (HBMAG) in Napier on 15 February. Several guests were dressed in 1930’s style ready for the Art Deco Weekend – the annual celebration of the towns that rose from the devastation of the earthquake and fires that followed.

The Minister of Civil Defence Rick Barker, officially opened the new permanent exhibition. He said that regional initiatives such as this display complement the national public education programme and commended other government agencies for being involved.

The Museum has long had an earthquake display which has always been a highlight for visitors, locals and school children – but it was in need of updating. Regional Council Chairman Rex McIntyre told the guests that the late Jeremy Dwyer, when he was a Regional Councillor, encouraged the Council to support the museum “reasoning that we needed to keep this display relevant and interesting, so new generations understand they need to learn from the past and be prepared for the future.”

The Earthquake Commission also provided funding and General Manager David Middleton was another speaker at the opening. GNS Science provided advice, material and a new “GEOSK” which brings up-to-the-minute information on earthquakes right into the museum.

Above: Living on the Edge: the 1931 Earthquake – the new permanent exhibition space at HBMAG

Below: Cutting through the ‘Caution’ tape to open the 1931 earthquake exhibition were Rex McIntyre (Chairman of Hawke’s Bay Regional Council), Hon Rick Barker (Minister of CDEM), Barbara Arnott (Mayor of Napier), Lawrence Yule (Mayor of Hastings), Trish Giddens (Mayor of Central Hawke’s Bay) and David Middleton (General Manager of the Earthquake Commission).

The exhibition shows the impact of the earthquake on residents through sound, stories and artefacts. The Museum has retained Gaylene Preston’s ‘Survivors stories’, the highly-regarded documentary of real life interviews, and now it has a special central focus in a tent, manufactured by the same Ahuriri company that made the tents that housed the survivors in 1931.
Lisa Pearse, Emergency Management Coordinator, and Susan Wylie, Communications Coordinator at Hawke’s Bay Regional Council, developed the geophysical aspect of the exhibition, working with GNS Science, Ministry of Civil Defence & Emergency Management and HBMAG staff.

“We begin the display at that moment at 10:47am on a sunny Tuesday morning, the 3rd of February 1931, and the first day of school, when people were over the holidays and going about their ordinary, daily business. Their world changed dramatically in 2 1/2 minutes and we wanted to show the causes and geological results of those few minutes,” said Lisa.

“The earthquake came with no warning and was the first rupture on the fault for at least 1800 years. The exhibition shows that Hawke’s Bay has at least 22 known active faults on land and offshore, with 5 capable of producing the levels of earthquake shaking experienced in 1931.”

Lisa says the 1931 earthquake exhibition is a focal point for visitors to the region, but it has clear messages for locals. “We hope that the new style of exhibit, with more interactive media content, means more local people will visit.

We will certainly do our best to keep up the profile of this exhibition so local people can not only learn about their history, and the source of the fabulously popular Art Deco Weekend, but also understand why they need to prepare for when it happens again.”
On 12 March 2008, following days of escalating volcanic activity reported in regular scientific alerts from GNS Science, the Auckland Civil Defence Emergency Management Group declared a state of emergency and Exercise Ruaumoko moved into its final stage.

March 13-14 saw the new Auckland Group Emergency Operations Centre team of volunteers from the Auckland Regional Council coming together for the first time in an exercise and dealing with a large and difficult task – to manage the Auckland response to a volcanic eruption!

The team from the Auckland Regional Council performed extremely well completing all tasks assigned to them and most importantly maintaining their sense of humour.

During the exercise the Auckland Group maintained liaison with its neighbouring groups and with central government through the National Crisis Management Centre (NCMC) and was very well supported throughout.

The exercise tested all of the Auckland Group’s procedures, processes and organisational structures. While generally a success, those problems that were encountered are being noted in the exercise evaluation. The overall feeling in Auckland is that we worked hard to prepare for this exercise and our preparation paid off because we have had this great test of our capability.

This has been a very positive learning experience for a new team. We will learn from our mistakes and be better equipped to deal with a real event. I hope we will never have to put our knowledge into practice; however the results from this exercise clearly indicate that we have robust processes in all facets of our operations including the dedicated staff to ensure the community of Auckland can be certain we are well prepared to ensure its safety.

Eva McLaren, Planning and Intelligence Manager, directs the flow while Phil Lee, GIS analyst from the Planning and Intelligence team, images vital statistics for Inspector Mark Hall from the New Zealand Police. Planning and Intelligence team members Phil Barlow (Left), Wendy Gomwe (Right) and Vivienne Cole (obscured) provided vital support during exercise Ruaumoko in Auckland. Photo: ARC.
EXERCISE RUAUMOKO:
National Controller’s perspective by David Coetzee, Ministry of Civil Defence & Emergency Management

At the completion of Exercise Ruaumoko, I was left with a deep sense of satisfaction.

This exercise, more than any other, represented the culmination of the collective hard work of the Ministry of Civil Defence & Emergency Management, Department of Internal Affairs, the CDEM Groups and national CDEM support agencies towards achieving the intent of the 2002 CDEM Act. I could sense a plan coming together. Let me put this comment into context.

Following the passing of the CDEM Act, and spurred on by the central North Island floods of February 2004, MCDEM was the subject of review and adjustment – part of which involved comprehensive restructuring. Restructuring is now finally over and MCDEM has started to blossom under its new identity.

Striving to continue improving, one of the last significant interventions was a review of our processes in the National Crisis Management Centre (NCMC).

MCDEM staff have been re-assigned to functions that best-suited their skills and preferences. They were also made responsible for the development of new standard operating procedures (SOPs). As this process was aimed at completion pre-Exercise Ruaumoko, MCDEM staff worked with a sense of dedicated purpose over the last couple of months to complete this task.

The outcome of this review, the acceptance of change, as well as the dedicated preparation by all MCDEM staff towards Exercise Ruaumoko, no doubt contributed to more effective business in the NCMC during the exercise. They were subjected to many hours of orientation and training.

The interest shown by Department staff and their unconditional release by managers to participate in the exercise is indicative of an integrated organisation with a shared purpose. I trust that these staff have found the exercise a stimulating experience and I hope they remain involved in future NCMC training and real activations.

As ‘cluster’ leaders, the Ministries of Social Development, Health and Transport committed to the exercise at an early stage. The way in which they assimilated in the NCMC environment during the exercise was evidence that they have succeeded in embracing their roles in CDEM.

Similarly, our science partners organised themselves into an effective repository of advice and have set new precedents in their integration within CDEM structures. The NZ Fire Service GIS specialists have again underlined their value in what has now become a permanent role in the NCMC through the provision of an even faster and better mapping service. On their part, the NZ Fire Service, NZ Police and NZ Defence Force were, as always, present and ready to support where required.

And finally, there was the massive task to develop and deliver the exercise. The way in which MCDEM and the Auckland CDEM Group formed a partnership to deliver the exercise with such great effectiveness and success has set new standards. It also confirmed the value of the National Exercise Programme in augmenting collective planning and response at national and local levels.

But let us not be complacent by our sense of achievement. Now is the time for constructive reflection and correction. Certainly not all things were perfect. Certainly there were areas that proved to be in need of more reflection and review. My hope is that all the participants in this exercise will now implement dedicated programmes of debriefing, evaluation and adjustment. The extent to which we put what we have learned into action will be our real test of achievement.
Out of the ashes
Photo exhibition showcases village reconstruction

A photographic exhibition was recently opened by North Shore City Council to showcase the humanitarian work undertaken by Operation Phoenix in Sri Lanka following the 2004 tsunami.

Operation Phoenix is the brainchild of former Kiwi Air entrepreneur Ewan Wilson. When the disaster occurred, Ewan, then a sitting Hamilton City Councillor, raised funds from the Hamilton community and visited Sri Lanka to assist in the rebuilding programme. Ewan formed Operation Phoenix, the name symbolising new life ‘rising from the ashes’, as the practical response to work assisting the people of Sri Lanka in recovery.

At the same time, North Shore City Council was mustering its own response in conjunction with the Auckland Sri Lankan community, a number of who were employed by the Council. North Shore Civil Defence Alternate Controller, David Kaey, then visited Sri Lanka to establish where the city could best invest in a rebuilding programme.

Several months after beginning its emergency response, North Shore realised that it should be working together with Hamilton City, given the similarities of the rebuilding work. Ewan was invited to address North Shore staff and volunteers and so North Shore adopted the Operation Phoenix concept.

Funding for rebuilding has come solely from community donations. To date six houses have been rebuilt with more under construction in the adopted Sri Lankan village of Thalpitiya. It seems especially appropriate that Thalpitiya be adopted as North Shore City is also at risk from tsunami. By continuing support and friendship it is hoped that a lot can be learned about how people can be prepared and how to cope after such an event.

Many North Shore people gave generously at the time of the tsunami but have little idea where their money went. This photographic exhibition is therefore a unique opportunity to catch a glimpse of life in a Sri Lankan village and to see how the money was used to great effect. The exhibition also acknowledges the donations made by many organizations, groups and individuals for the village rebuilding project which is still ongoing.

Earlier this year secondary school teacher Lyn Potter, was awarded a fellowship from the Royal Society of New Zealand which enabled her to travel to Sri Lanka to visit Thalpitiya. She reported that the new housing was hugely appreciated and was well cared for. The occupiers were very proud to have their houses carry the plaques which recorded the support provided by the council and people of North Shore City.

Lyn has prepared oral histories of the people involved in Operation Phoenix North Shore and has arranged displays in Takapuna Library. She was also closely involved in the organisation of the photo exhibition. Lyn is taking every opportunity to spread the word about the importance of civil defence preparedness by contributing to a heritage website, www.livingheritage.org

Operation Phoenix is continuing to fundraise for Thalpitiya.
village. Although the homes have been rebuilt the villagers lead a hand-to-mouth existence. Many rely on casual work to support their families.

Operation Phoenix hopes to raise $27,000 to build a community centre where villagers can meet and rebuild supportive community relationships. Donations can be sent to Operation Phoenix North Shore, North Shore City Council, Private Bag 93 500, Takapuna.

Above: As well as helping coordinate the Operation Phoenix photographic exhibition, secondary school teacher Lyn Potter also organized a poster competition for local school children as a means of further raising public awareness. Capitalising on the Get Ready Get Thru national campaign slogan, Lyn encouraged children to design posters with the theme: “Get Ready Get Thru. Kids know what to do. So can you!” Letters were sent to all local school principals outlining details of the exhibition and inviting children to participate reminding them that what happened in Sri Lanka could also happen in New Zealand, so we need to be prepared.

Above left: Surveying damage shortly after the tsunami. Initial reconnaissance trips were undertaken to establish how North City Council could practically assist the rebuilding programme.

Left: A father and child photographed in front of a home nearing completion.

Below left: The immensely rewarding experience of introducing a family to their new home.

NORTH SHORE TSUNAMI WARNING UPDATE

In the July 2007 issue of Impact we reported on the telephone-based tsunami early warning system adopted by North Shore City Council. The initial public direct mail to more than 14,000 homes and businesses resulted in an uptake to the scheme of more than 500 within the first week.

Since then, more than 50% of businesses and individuals have opted in to the system. Disaster preparedness information packs have been sent out to all participants. A live test is being planned involving 1,000 participants and feedback from the test will used to refine messaging.

It is anticipated that the database will be used as a basis for a generic civil defence early warning system, rather than being limited to tsunami.
Chatham Islands Civil Defence Emergency Managers Conference

October 29-31 2008

The South Island Civil Defence Emergency Managers Conference is to be held on the Chatham Islands during October 2008. The conference themes are tsunami, rural fire and coping with isolation during an event. There will be interaction with the CDEM Group, Response Teams, Area Co-ordinators and members from the Chatham Islands Council. Guest speakers come from the science community, local government, iwi, Rural Fire and the Department of Conservation.

Chatham Islands key facts

Chatham and Pitt Islands (Rekohu and Rangiauria) lie 800km south east of Napier, New Zealand.

The Chatham Islands are the most eastern region of New Zealand and are renowned for abundant seafood an easy going lifestyle. New Zealand laws and currency apply. There are two main Islands, Chatham and Pitt, and a number of smaller islands within the radius of about 50km, including important nature reserves. The population is approximately 700.

There is no cell phone coverage but there is landline, facsimile and internet communication around the island. The Chatham Islands is 45 minutes ahead of mainland New Zealand. There is one bank which doubles as the post office. The bank is open 10am-2pm except Wednesday. Eftpos is available at most service outlets. There are no ATM machines so bring cash with you. There is no public transport service available on the island however transportation can be arranged.

Photos: Rana Solomon

History

The Chatham Islands (Rekohu) were settled between 800 and 1000 years ago. The Islands are the ancestral home of Moriori. The spirit of Moriori culture is peace, referred to as “Nunuku’s Law” which originates from an ancient covenant involving the rejection of warfare and killing passed down to each generation for over five hundred years. In 1835 and the years that followed the invasion of Rekohu, Moriori made the ultimate sacrifice for their beliefs.
Certified Emergency Manager® application now available for free

The International Association of Emergency Managers (IAEM) Board of Directors voted to eliminate the enrollment fee that used to be required before making the application available for the Certified Emergency Manager (CEM) programme. This move allows anyone to download the CEM application booklet electronically without first paying an enrollment fee.

IAEM’s new certification programme procedure will allow interested emergency managers to see the application in order to self-assess and determine their qualifications without first paying a fee. This provides a more streamlined and transparent application process. IAEM believes this will encourage more emergency managers decide to begin the certification process.

For more information on the CEM®, visit www.iaem.com/certification/generalinfo/intro.htm

Southland launch multi-agency response team NZRT-19

On 2 March 2008, many years of hard work was rewarded with the official launch of the Southland multi-agency response team (SMART).

Work had commenced in 2003 on the establishment of a joint emergency services and civil defence response team for the Southland region, over and above the rescue and response team Invercargill City Council had been operating since the 1970s.

Planning meetings attended by CDEM and emergency services staff resulted in the development of a memorandum of understanding which spelt out the rights and responsibilities of each of the contributing agencies, along with the formation of the SMART Trust.

There are currently eight members; three ambulance officers from Winton and five CDEM personnel from Invercargill. Training has focused on general rescue, USAR, and first aid. Added to this was swift-water responder and technician training. This year sees the focus shifting to ensure all team members have pre-hospital emergency first aid skills by the end of the year, as well as refresher training and exercises for all previous training.

It’s planned for team membership to increase to 26, comprising three squads of eight with two reserves. It’s also hoped that NZ Fire Service will be represented in SMART in the near future as there has been some interest from personnel. The intention of SMART is to support rather than duplicate existing resources.

CDEM Specialist Services

These first few months after the Christmas break have been very busy in the lead up to, and involvement in, Exercise Ruaumoko. Those of you who took part in this month’s exercise will now no doubt be taking some well-earned time to recover.

The CDEM Specialist Services Unit has continued working on a range of projects and initiatives since the December edition of Impact.

There will be many opportunities to work together in the coming months, but please do not hesitate to contact the CDEM Specialist Services team with questions or comments at any time.

Development of a CDEM Competency Framework

Preliminary work has been progressing well. This is a new project involving Ministry staff working with stakeholders to develop a national CDEM Competencies Framework.

The framework will list roles within the CDEM sector, detailing the agreed tasks, skills and knowledge of each for these roles. It will be based on what is currently occurring within the CDEM sector as well as being informed by international best practice.

It will also provide general assurance that there exist for those working in CDEM, standardised competencies along with access to professional development to build capability in the future. The framework will support career pathways, work planning, recruitment and professional development for the whole of the CDEM sector.

We are aware that a lot of work has already been undertaken within CDEM Groups and a number of government agencies around competency formulation for a range of roles, as well as training needs analyses. Rather than reinvent the wheel, we are keen to hear if your CDEM Group, agency or organisation has already undertaken either competency development for any CDEM roles or undertaken any needs analysis.

Any work you may have undertaken in these areas would be greatly appreciated and hugely informative. The development of the framework will be widely consulted and you will certainly have the opportunity to contribute during the process.

Look out for information on how to contribute to the CDEM competency framework in upcoming E-bulletins. Any documents and information you think would be useful in informing this process can be emailed to us at CDEMPProfDev@dia.govt.nz

Exercise Ruaumoko

This was the first Mode 4 exercise we have been engaged in at national level since Capital Quake, and it was a great
CDEM Specialist Services continued

opportunity to train a number of MCDEM’s new staff, as well as twenty staff from across the Department of Internal Affairs who provided support to the Ministry in the NCMC.

April courses

April 2008 sees the second round of pilot courses for Controllers, Recovery Managers and Public Information Managers (PIMs). Feedback from the October/November 2007 courses was very positive and minor tweaking has occurred to ensure that participants get the maximum value from these courses.

The CDEM Groups have nominated participants and the courses are nearly full. One of the very positive things about these courses has been the use of real-life case studies and experienced people to draw from.

A panel of highly experienced Recovery Managers has been assembled for the Recovery Managers’ course. We’ll hear from Graeme McDonald (Recovery Manager during the July 2007 Northland flood) and will also be welcoming back John Clarke (former Mayor of Gisborne and Recovery Manager for the December 2007 Gisborne earthquake) and Diane Turner (Chief Executive of Whakatane District Council) who is highly experienced in acting both as Recovery Manager and Controller.

The Controllers’ course participants will be hearing about the experiences of Mark Harrison and Ged Shirley during of the 2004 Manawatu floods. Peter Higgs, who will also be on the panel, was a participant on the 2007 Controllers’ course – fortunately, as he was required to put his learning into practice during the December 2007 earthquake in Gisborne.

Public Information Management course participants will hear from Jason Dawson (July 2007 Northland Flood) and Vance Walker (December 2007 Gisborne Earthquake), for a comparative look at the issues they encountered in their roles as Public Information Managers during two very different types of events. The courses are being held in Wellington on 7 April (PIMs), 9-11 April (Controllers) and 14-15 April (Recovery Managers).

Draft Guide for Controllers

The draft Guide for Controllers has been in a period of consultation across the CDEM sector since February 2008, and is now drawing to a close. Its content is based on a workshop that was held in Auckland with a group of experienced Controllers from the CDEM sector, where the skills and knowledge needed to act in the role of Controller were agreed. Visit the Professional Development page on www.civildefence.govt.nz to download a copy and for details on how to provide feedback.

Rob Gordon Seminar

On the 25 February, Rob Gordon, an experienced clinical psychologist from Australia, presented at a one-day seminar in Wellington as part of MCDEM’s continuing education programme. Rob spoke to a group of more than fifty emergency management professionals about his experiences working with individuals and communities affected by disasters.

Rob used various pictures, individual accounts and past experiences of events to convey technical psychological concepts. His simplified, practical strategies to deal with communities post-event (particularly during the recovery period) were a great aid to those in attendance.

One person commented “these are things I know already but was not able to describe or illustrate; Rob has showed me how I can do this”, while another said “I am going to be able to take this back and articulate it to my Welfare Advisory Group”. Keep an eye on E-bulletin for more continuing education opportunities. For further information contact professional development using the following email address CDEMProfDev@dia.govt.nz

Changes in staffing

It is with great regret that we announce the departure of Peter Kingsbury from the Ministry in February. Peter’s contribution to the Ministry has been significant. His involvement in the development and publishing of the National Hazardscape Report on behalf of the New Zealand Government in 2007 was a significant achievement.

His dedication to the organisation’s work programme, particularly in establishing the Regional Hazard Management Group, becoming the Ministry’s the Urban Design Protocol champion and addressing actions from the Reid Report, ensures that his contribution to the Ministry will have a lasting impact. All at MCDEM wish Peter the best for the future.