

NZ hosts meeting for Pacific Island Disaster Managers

Disaster managers from 15 Pacific Island countries, and international delegates from Australia, Thailand, the United States of America, the United Nations, and New Zealand met in Auckland in September for the 10th Pacific Regional Disaster Management Meeting.

New Zealand hosted the South Pacific Applied Geoscience Commission's (SOPAC) Disaster Management Unit (DMU) meeting for Pacific disaster management personnel.

New Zealand contributes \$300,000 annually to the DMU through the New Zealand Official Development Assistance (NZODA) programme.

The annual meeting is a key event for disaster managers in the Pacific region, providing a high level forum for disaster planning and sharing of experiences and information. It is part of a programme that encourages governments to manage natural, environmental and technological disasters through improved mitigation and planning strategies.

The Ministry hosted the welcome function on 5 September which included a cultural welcome by the local iwi. The Minister of Civil Defence, Hon. George Hawkins, was present at the function to welcome the delegates.

He said that the emphasis on risk management is fundamental to the approach that we are taking with regard to emergency management in New Zealand. "Emergency management is much more than response. We can be far more effective if we take a risk management approach – assess the risks of emergencies happening, take steps to reduce them, and operate an effective network that copes with them when they happen", he said.

The Ministry's Director, John Norton, said that New Zealand has identified three main areas where we can assist with building partnerships within the Pacific Nations which make up SOPAC. These include:

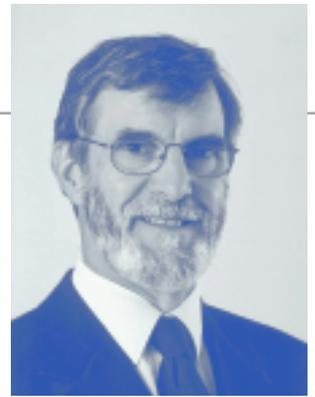


The Makaurau Marae Kapa Haka group from Manukau led by Dan Roberts welcomed the delegates.

- The Director of the Ministry becoming a member of the DMU administering board, along with the Director of SOPAC, and the Director General of Emergency Management Australia.
- The sharing of emergency management "best practice" with member nations.
- Providing disaster management "mentoring" arrangements with nations closely aligned to New Zealand.



"There are parts of this search dog lark that gets right up my nose." could be what's running through Tyro's mind as Christine Pounsford and vet Jenny Waters (in blue overalls) irrigate his nose with a saline solution to wash out any dust or foreign bodies at a recent rescue dog handlers course. [See story on page 9.](#)



Recognition of Volunteers

The International Year of Volunteers is timely recognition of the great contribution that volunteers make in so many aspects of life – not least in civil defence and emergency management. These are the people who commit time and energy to help their community when things go wrong. They are active in many areas – welfare, rescue, operational support – and we don't acknowledge their contribution often enough.

As our feature article on volunteering shows, civil defence capabilities around the country are vastly extended by volunteers. We rely on people in all walks of life and in every area of the country to volunteer their services. We are also very appreciative of the time, commitment, skills and energy that each volunteer brings.

As our article shows, each Civil Defence district approaches its task in its own way, from recruitment through to training. This is appropriate, because our districts have distinctly different needs.

As Wellington Training Co-ordinator Ron McAleese notes, volunteers are individuals themselves: unique in the skills and knowledge they bring. While giving much to our organisation, volunteers also gain: experience, knowledge and skills that increase personal capabilities and can add value to a CV.

How can we make volunteering more rewarding for those who

have already made a commitment to help us? How can we attract more volunteers, and remove any obstacles to volunteering? In the International Year of Volunteers it is timely to seek fresh answers to these questions, and I will be very interested in the results of the Volunteers and Volunteering Policy Project - a government-wide initiative to seek the way forward in encouraging and supporting volunteering.

I would urge you to read about the project – see the article in this issue of Impact – and also to have your say. As our volunteers, or people working with volunteers your views are important to the project and to us. By having your say through this project you will help us make our organisation more responsive to volunteers and ultimately more capable to manage whatever emergencies lie ahead.

Also in this issue are profiles on our two new managers - Peter Davey, Manager Policy and Mike O'Leary, Manager Readiness. Mike, Peter and our other new staff represent our commitment to supporting the implementation of the new legislation and to developing our own capability.

Finally I note the impact of September 11. It has changed the way we all view the world and reinforces what we are doing in New Zealand with our emergency management reforms.

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Worksafe at School

A guide to help schools manage health and safety is currently being trialled by 23 schools around the country.

The Worksafe at School/Mahi Pai i Te Kura Guide is a Ministry of Education initiative to provide the supporting tools to assist schools in addressing health and safety in practical ways that will both meet legislative requirements and create a healthy and safe school environment.

The project is being managed by Aon Risk Services (NZ) Ltd, which has formed a partnering relationship with education sector unions, and is working with other key stakeholders including the School Trustees Association, New Zealand Principals Federation and the Executive Officers Association.

The Guide will of course include emergency management processes and the developers are liaising with the Ministry of Civil Defence and Emergency Management in this regard. Aon Risk Services are therefore keen to hear from local authorities who believe their local school CD arrangements rank as "best practice". (Email: worksafe@aon.co.nz)

Development is on track to deliver the Worksafe material to schools in mid-April 2002.

For further information, call 0800 10 11 61, or visit the website at: www.minedu.govt.nz/goto/worksafe

APPOINTMENTS



Manager, Policy

Peter John Davey joined the Ministry as Manager Policy on 17 September 2001.

Prior to taking up the position, Peter was a Principal Advisor with the Ministry of Transport, Safety and Environment Group where he had responsibility for the development of policy and legislation relating mostly to aviation safety issues. He has worked for the Ministry of Transport

since 1971 and has extensive experience and knowledge of aviation safety regulation and the principles and practice of safety risk management within a regulatory framework. Peter has formal qualifications in engineering and safety auditing, and in 1992 completed a masters degree in Public Policy at Victoria University.

In his role as Manager Policy, Peter's initial focus will be on the practical implementation of the new civil defence emergency legislation. He is looking forward to discussions with the groups involved in the implementation at local government level. Peter will also be seeking to ensure that central government agencies, who have a role to play in the event of a major disaster, have a good understanding of the legislation and the new directions in emergency management. The development of the National Civil Defence Emergency Management Strategy is also a priority for Peter and his Policy team.

Peter spent his early years in Essex, England and left school at 16 to join the Royal Navy's Fleet Air Arm. After seven years with the Navy, he moved to New Zealand in 1971. Peter and Jocelyn live in Lower Hutt and have two daughters, Rachael, 23 and Katherine, 21. He still loves the sea and can be found pottering around on, in (and sometimes under) his boat at weekends in his free time.



Manager, Readiness

Mike O'Leary took up the new position of Manager Readiness on 22 Aug 2001.

Mike joins us after 23 years with the Police in various roles. These include long periods in the CIB concentrating on homicide and drug investigation, and on the Armed Offenders Squad (AOS) and Anti Terrorist Squad (ATS).

Mike spent 5 years on the INCIS (Integrated National Crime Information System) application and was responsible for the business input and oversight of the application development. In the last couple of years he was based at the Royal NZ Police College as Manager of Strategic Projects and then Manager of Operations implementing projects relating to staff safety and tertiary education.

Mike's immediate priorities are to build the capability in the National Emergency Operations Centre (NEOC), and to review the technology supporting the response capability. He is working closely with the Department of Prime Minister and Cabinet (DPMC) in relation to restructuring the NEOC. As a result of the September 11 attack there is a strong move within government to have a National Crisis Management Centre capable of being used by various lead agencies for the full range of possible emergencies.

Mike's family and two boys, Casey, 3 and Flynn, 6 manage to keep him on his toes. Mike says he is taking a long (hopefully) and well deserved rest from home renovations and bach building, and would like to spend more time than he does on his mountain bike. He has the perfect excuse to watch sport on TV as he is a Citing Commissioner for the NZRFU.

Volunteers and Volunteering Policy Project

By Janine Kerr, Policy Analyst

The Volunteers and Volunteering Policy Project is a Government initiative in this International Year of Volunteers with the purpose of identifying barriers to volunteering across all sectors. The project is being coordinated through the Ministry of Social Policy with contribution by a wide range of government agencies and community representatives, including the Ministry of Civil Defence & Emergency Management.

The Ministry is keen to hear about issues faced by Civil Defence Emergency Management volunteers to ensure that views of the sector are represented. We realise there have been a lot of changes within the CDEM sector lately around the provision of support and training for volunteers. We would welcome your comments on all issues that you consider relevant, but we do ask that you focus particularly on how broader government initiatives could improve the environment

for all volunteers. The objectives of the project should serve as a guide:

Objectives of Project

- To identify any barriers to volunteering in government legislation, policy and practice and recommend appropriate changes
- To identify specific government actions to enhance the ability of people to volunteer
- To ensure government legislation, policy and practice enhances and supports the fulfilment of cultural obligation by: whanau, hapu, iwi, Maori; and Pacific peoples and other ethnic groups.

Specifically, we would like to hear your comments on the following:

- Any ways in which government legislation and policy makes it difficult to get involved in volunteering, or creates difficulties for people

who are already volunteering

- Policy changes or actions by government agencies that would enhance the ability of people to volunteer
- Policy changes or actions by government that would enhance the ability of community organisations and iwi/Maori organisations to effectively engage and support volunteers.

Issues identified so far, which may provide ideas for you to comment on, include:

Health and Safety, Criminal liability, Tax, Training, Benefits, Expenses, Funding, Time, Privacy, Human rights, Recognition, Good practice, Recruitment/selection, Transport, Immigration, Employment, Insurance, Maori, Pacific peoples, Ethnic communities, Codes of Practice.

Please forward any comments to janine.kerr@dia.govt.nz or contact Janine on (04) 495 6808.

International Year of Volunteers 2001



2001 has been designated the International Year of Volunteers to recognize the efforts of the many volunteers around the world who give freely of their time to help others. In recognition of the vital role that volunteers play, and provide a snapshot of civil defence volunteers around the country, we feature in this issue some candid interviews with the people who work closely with volunteers.

The International Year of Volunteers couldn't come soon enough and ends all too soon for "one old civil defence campaigner". Hastings' Senior Emergency Management Officer Paul Hawke says volunteer recognition and reward has been a long time coming.

Looking back over 29 eventful years in Civil Defence, he says awards



Paul Hawke

encourage and attract volunteers, while raising the profile of Civil Defence.

"There's been irregular and individual recognition, but this is the first blanket acknowledgement. I'd like to see it continue, with regular awards as other 'uniformed' services have."

Paul Hawke believes that the new millennium will hold little respite for emergency services and volunteers. He points to the recent terrorist events in New York as an example. "Terrorist threats and bombings show that locals must provide immediate basic rescue



Environment Canterbury Civil Defence officer Fraser Mackintosh at work with volunteers during the recent "Too Hard" exercise in Christchurch.

Volunteer medallions

Through the efforts of Dan Roper from the United Fire Brigades Association of New Zealand Inc, the United Nations gave permission for emergency service personnel in New Zealand and Australia to be awarded the medal or medallion during the International Year of Volunteers. As members of the emergency services, civil defence volunteers became eligible for the medal or medallion.

The medallions are made of solid brass with an antique bronze finish. A miniature lapel badge was also manufactured in the same format as the medals. The design, as can be seen from the drawing, symbolizes volunteers and the inscription and logo specifies the emergency service the recipient belongs to.

To facilitate the purchase of the medals or medallions, the Ministry of Civil Defence and Emergency Management contacted all the emergency managers around the country and coordinated the orders. By doing this the maximum number of medallions, medals and lapel badges could be ordered at the same time which helped the manufacturer keep the price as low as possible. It is expected that the medals will be delivered by the end of November or early December.



services – specialists come later. New Zealand has very limited professional resources, so volunteers are critical to the immediate containment of any disaster."

We've come a long way

Civil Defence has come a long way since the 1960s and Paul Hawke believes the times are changing for the better, with the emphasis shifting from military methodologies to practical technologies.

"Today our role is about communicating, coordinating and providing information. There's better use of kindred organisations such as Neighbourhood Support, Service Clubs, Rural Fire, and Federated Farmers to undertake specific tasks."

He recalls that Civil Defence had a reputation as a 'Dads Army' outfit.

"This was mainly because retired service volunteers were the only ones with the immediate skills that civil defence needed at the time. Many of the organisers were local Councillors, or retired Colonels who were prepared to do the job with little or no pay."

"Hand-me down equipment issued by the government after demobbing its war reserves didn't help our image either. We were a closet organisation, taken out on the day and dusted-off," he says.

"In drills, half the city were volunteers and the other half casualties. It became a numbers game and we basically accepted anyone who was breathing! Those days are now long gone, and high-calibre personnel are complemented by cutting-edge technology. For

example our old HQ used to flood every year, which didn't do the image any good. Now we have a purpose-built building, earthquake resistant to 8.2 on the Richter scale."

Paul says that the new Civil Defence empowers people, rather than simply throwing manpower at the problem.

"Unfortunately we live in a hand-out society where many have a dial 111 mentality. Civil

"The new Civil Defence empowers people, rather than simply throwing manpower at the problem".

Paul Hawke

Defence goes against the grain and says hold on, you've got to help yourself and be prepared to cope for 72 hours in a major disaster."

Training a priority for Canterbury's volunteers

In Christchurch and Banks Peninsula 1500-plus volunteers are essential to the operation of Civil Defence in their communities.

Environment Canterbury Civil Defence Officer, Deni King says that with only five fulltime staff, the organisation is totally reliant on the goodwill of volunteers.

"Without them we simply couldn't operate."

In Christchurch alone, Civil Defence is responsible for more than 300,000 people spread over nine areas with 84 sector posts. Environment Canterbury employs a vigorous recruiting scheme, running six annual introductory courses with 99% of those attending staying on in the service.

"We get a whole variety of people, from those at a semi-retirement stage, who want to make a contribution to their community, through to parents who have children

"The young professional person knows what they're worth and want volunteering to fit in with what they're doing".

Ron McAleese

attending schools that need people to run their sector posts."

To keep volunteers on their toes "Exercise Pandora" is run annually, using three shifts working over two Saturdays. This year more than 900 people took part in the exercise, which provides a valuable opportunity to give volunteers the next best experience to a real emergency.

Deni says that in return for being a Civil Defence volunteer, people get comprehensive training in emergency management.

"This includes useful skills in areas such as problem solving and decision making. One of the biggest benefits for volunteers is improved communication skills and self confidence. Throughout the training programme there are many opportunities to improve communication skills, be that talking to groups, learning about accurate note taking, or working with radios, telephones and faxes."

"Many of these skills are useful in work situations and can help people develop their careers," says Deni.

Managing volunteers in Manukau



Bill Braden, Manukau City CD Volunteer

In Manukau, CD Welfare Training Officer Judy Fowler says managing volunteers is an art form. She believes that while it is important to recognise and reward volunteers, that "you can't go favouring some over others".

Judy thinks long service medals are a good idea, but with 250 CD volunteers and patchy records finds it difficult to know exactly who started when.

Judy believes her crew have always been a bunch of happy campers and this year she's pulled a magician out of the hat for the annual Christmas party.

"My volunteers always get a small Christmas present and a letter of thanks each year. This year they are getting a CD baseball style



Judy Fowler

cap (more expensive than our normal outlay because of IYV). Plus we did a special mail out mid-year - a red "V" pin (the International symbol for volunteering) with a letter from the Mayor."

Judy also rewards Neighbourhood Support volunteers who have agreed to be Civil Defence Street Wardens in an emergency. She says they take the heat off the CD Welfare teams who don't have time to check

"Without them civil defence would struggle to be as efficient and as capable as it is today."

Les Pester

every "nook & cranny", by taking responsibility for their own little patch. In return they get a CD kit which includes a yellow CD jerkin, job description and CD contact details. Manukau City Civil Defence also coordinate and fund a bi-annual First Aid and CPR course for Neighbourhood Support Coordinators.

Judy is taking a different tack with recruiting this year, tapping into like-minded organisations "to keep the new blood flowing in".

"I'm looking to forge partnerships with groups like RSA, Lions, and Rotary which would each nominate two representatives to work with us. It's not a big commitment for them and I believe the idea would go down well."

Judy says the advantage of seconding volunteers from such groups is that they are likely to be long-term residents with good contacts in the community. Also, with their experience it wouldn't be difficult for them to slot into the team and if they ever left, the onus would be on the group to replace them.

Thinking outside the square in Hamilton

In Hamilton, they're thinking outside the square when it comes to employing volunteers - outside the City Council square



Drina Fletcher

anyway. Like their Dunedin counterparts the Hamilton City Council "conscripts" volunteers through its own employment contract: HCC workers double-up as Civil Defence staff.

Emergency Management Officer Graeme Cleaver explains that keeping volunteers in-house and on-hand has advantages.

"Under the old system people used to come and go or lose interest. However there is always a place for traditional volunteers. If I need a volunteer, I'll contact Volunteer Waikato with the job specs and they'll send us candidates that meet our needs."

Screening in this way lets him pick and choose to get the right skill sets for every job. "Take for instance, Drina Fletcher," he says. "She's a mum coming back into the workforce. She's perfect as the presenter of our intermediate schools programme and it's a workload she can handle."

Graeme Cleaver's pet project is designed to work in with the schools' Social Studies curriculum and uses the boundless enthusiasm of the children as a foothold into the family home.

"Drina's presence guarantees some outcomes for us, controlling our resources and making sure every student formulates a specific household emergency plan. At that age they're highly motivated and rope the whole family in."

While the Hamilton public are most concerned about natural catastrophes such as earthquakes, floods, volcanoes and hurricanes, Graeme Cleaver believes that the Fountain City is more prone to man-made disasters and that's the message he takes to the children.

"The reality in Hamilton is a tsunami will never hit here, but technological and chemical incidents could very well happen. Y2K was a wake-up call, and issues surrounding the World Trade Center are another example of how far-reaching the ramifications of man-made disasters can be – gas leaks, power cuts, storm-water pollution."

Looking after Wellington's 300 volunteers



Ron McAleese at a recent exercise, with Marion Burgess in the foreground.

He may not know all 300 names, but Wellington City's Emergency Management Training Coordinator, Ron McAleese is glad they're all getting a medal.

Over 300 Civil Defence volunteers are in the Wellington area and it is one of Ron's tasks to appoint and liaise

with about 30 local coordinators who have specific functions to carry out in conjunction with other community volunteers. Each cluster of volunteers throughout Wellington is semi-autonomous and responsible for generating their own solutions to local emergency situations within their own areas wherever possible.

"That's why volunteers are so important. Whilst they receive a certain amount of training, knowledge and information about natural hazards and reporting emergency situations, it is the local person who knows their community best. Involved residents actively build up over time a picture of what resources they have and who holds them so that skills or equipment can be harnessed when the need arises. So whilst Wellington City Council has a Civil Defence Plan for the city it is the local who will know the ins and out of their patch. It is common sense

that they prepare their own local community plans," he says.

This year, Civil Defence in Wellington City plans to upscale the traditional Christmas Party to coincide with the official end of the International Year of Volunteers on 5 December. The party will be hosted by the Deputy Mayor who will be presenting the official medallion and thanking every volunteer present for their input and commitment.

So what kind of person volunteers in Wellington?

"We get all types of personalities and people with a wide range of skills and interests. It's also important to try and establish natural leaders and they in turn mix planners with practical people. Nowadays, if volunteers' interest wanes or their needs are not being met they vote with their feet. More than ever, people realise how precious their free time is and they want to use it wisely and usefully."

"A recent survey of volunteers revealed consensus amongst those aged 50 who when asked why they volunteered, over and over they came up with one word: "duty". That's why they volunteered, out of a sense of duty"

Ron notes that the young volunteers aged under 30 are a new breed altogether. "The young professional person knows what they're worth and want volunteering to fit in with what they're doing. They come to us and say they're available for a specific timeframe and with a certain project in mind and some tell us they wish to gain people experience, others to work in a group for communal benefit.

Overall, it's a win-win exchange for Civil Defence and the volunteer, regardless of their reason for wishing to be involved. Most new volunteers bring fresh approaches and ideas and in return they gain life-skills and practical skills that they can also put on their CVs for future employers.

"Wellington's frequent earthquakes invariably turn locals' thoughts to Civil Defence. After the Capital shakes, the phones run hot, so we use such situations to run our stand-by radio ads to publicise the need to be prepared and quite a few residents and businesses take advantage of the free material available from Council on these."

Community spirit alive and well in Waimakariri

Waimakariri Emergency Management and Civil Defence Officer Leslie Pester believes that volunteers keep our smaller communities alive. "Without them civil defence would struggle to be as efficient and as capable as it is today."

Waimakariri is divided into four Wards, and each week Leslie visits one to hold a training session in a school. He says the turnouts on his monthly tour are good. Each session starts by setting up a CD Sector Post, followed up with a tabletop exercise. For variety, Leslie will often organise workshops, seminars or guest speakers.

Overall, Waimakariri District has 175 registered CD volunteers, but could always use more. So who volunteers? Leslie says it's a case of all the 'usual suspects' filling the bill.

"It's the same people wearing a number of hats," he says. "They've got great community spirit and invariably show-up on every other committee or school board in the area as well."

As the only fulltime Civil Defence Officer in the widespread Waimakariri District (population 36,000) 'General Leslie' would be an army of one without his volunteer troops. He believes the International Year of Volunteers celebrations and awards are considerably better than the usual "cuppa tea and a chocolate bikkie".

Rural Fire Field Day

By Bill Morley

Waitakere City and North Shore Civil Defence IRU team volunteers recently broadened their skill levels at an Auckland Regional Rural Fire Field Day.

Organised by the Waitakere City's Principal Rural Fire Officer Peter Barber, the event was held at Muriwai on Auckland's West Coast on Saturday 29 September. Some 90 Rural Fire and New Zealand Fire Service personnel plus 15 Civil Defence IRU volunteers took part in the event.

Activities included helicopter safety, monsoon bucket operations, relay pumping, fire line construction CIMS (Coordinated Incident Management Systems) training and radio communications procedures.

The NZFS Fire Police mobile canteen provided lunch for the participants and ensured a constant flow of liquid refreshments during the day's activities.

The CD volunteers agreed the day was a great learning experience. "Being able to work with the fire personnel helped us gain a better understanding of the work they carry out particularly for rural fire type operations. This type of cross training activity is a bonus for us as we never know when we may have to work



North Shore IRU member Lisa Dabrowski receives instruction on hose control during the field day activity.

together," said Waitakere CD IRU member Robyn Butler-Larsen.

Peter Barber said the day was a huge success and that he was glad to see the interaction between the fire and CD agencies involved.

"Because of the multi-agency involvement of the field day, the opportunity to further CIMS training was an important part of the day's activity. The more that we can practice the principles, the better the ultimate response," said Mr Barber.

Natural Hazards Conference 2002

"From Science to Practice" is the theme of the 5th New Zealand Natural Hazards Conference 2002 which will be held in Wellington from 14-15 August 2002.

Aimed at emergency managers, planners, risk assessors, utility managers, natural hazards researchers and scientists, the conference will provide a forum to discuss the integration of hazard information into effective risk management. It will feature keynote addresses, case studies, formal presentations and poster sessions.

The conference is organized by the Institute of Geological and Nuclear Sciences in conjunction with the National Institute of Water and Atmospheric Research (NIWA), the Ministry of Civil Defence & Emergency Management, Wellington City Emergency Management Office, Wellington Regional Council and the Earthquake Commission. For more information visit their website www.gns.cri.nz/news/conferences or contact Diane Tilyard, 07 374 8211 (email d.tilyard@gns.cri.nz)



Mr Hawkins and Beryl Booth, Private Secretary Civil Defence in the Minister's Office, being briefed by Kevin Deacon, Hastings District Council's Regulatory Services Manager.

Minister at Exercise

Minister of Civil Defence Hon. George Hawkins was a welcome observer at a civil defence exercise held in Hastings in early October.

The exercise is part of an ongoing programme by the Hastings emergency management team to test their ability to cope with large scale flooding. In this exercise, which was managed from the dedicated emergency management building, rivers burst their banks with resulting disruption to communities in the affected areas.

Meet our new planners

Simon Chambers, Emergency Management Planner, Christchurch



Simon has a background in corporate risk management gained over the last 12 years. He has worked as an IT Risk Manager in Telecom before becoming an associate director for KPMG, working primarily within the public sector. In the last 4 years Simon has worked as

a specialist in revenue risk management in the energy sector in both Australia and New Zealand.

His primary expertise is in Risk Analysis and Business Continuity Planning. He is a member of the Business Continuity Institute and holds diplomas in Risk Management and Industrial Security from Monash University.

Jim Begg, Emergency Management Planner, Wellington



Jim has a background in police and latterly general management. He worked for New Zealand Post for the last ten years as the National Security and Investigation Manager with an 18 month spell as General Manager for the Security and Investigation Services and Revenue Protection on the South

African contract. One of his responsibilities was business continuity planning and disaster recovery and he was part of the Risk Management Group which developed New Zealand Post's Blue Print for Risk Management. He holds a Diploma in Business Administration from Victoria University.

James Gee, Emergency Management Planner, Auckland

Having married a NZ national last year, James emigrated to New Zealand from the UK in April 01. He spent the last 18 years with the UK Ministry of Defence, mostly in media operations and for much of

that time was involved in planning for, or handling emergencies such as the Air India Jumbo crash off Southern Ireland in 1983, the sinking of the Herald of Free Enterprise on leaving Zeebrugge in Belgium and the Army's involvement in helping MAFF deal with foot & mouth disease.



Exercise Phoenix III

**By Kevin O'Kane,
Emergency Management Adviser**

Exercise Phoenix III is a cooperative venture between the Auckland and Wellington regional Councils, and the Ministry. It expands on previous Phoenix activities, which have discussed the demands for support that a major Wellington earthquake may produce.

In 'Tabletop' format, Exercise Phoenix I explored Auckland's ability to contribute to Wellington, whilst Phoenix II is currently reviewing Wellington's logistics requirements. Exercise Phoenix III will be a limited test of the regions' joint and national capability.

The overall aim of Exercise Phoenix III is :

To progress the planning required to manage the national response to a major earthquake in Wellington and exercise some discrete elements of those plans.

In addition, the exercise will act as the catalyst for developing some planning documents, such as a Memorandum of Understanding between Wellington and Auckland regions, setting out the basis by which mutual disaster aid will be planned and provided for.

In Wellington, the emphasis will be on three urgent response tasks:

- Urban Search and Rescue.
- Treatment of the injured
- Provision of portable water.

Participants recognise that the bulk of the benefit to the CDEM community will be gained through exercise pre-planning work. This will assess the ability of key agencies to respond to an event of such magnitude, determining shortfalls in processes and resources and developing plans to address these deficiencies. The 'exercise' as such will include table-top reviews, activation of operations centres, and practical field exercises over the reserved three day period of 23-25 July 2002.

The final shape of the exercise will be decided in a planning conference in Wellington on 20-21 November. The intention is then to issue the Coordinating Instruction in December, so that the wider sector can be fully informed of what activities are planned. Contact people are:

- Auckland Region, Graham McKean
- Wellington Region, Rian van Schalkwyk.
- Ministry of Civil Defence & Emergency Management, Kevin O'Kane

Meet Chris Webb

Professional Development Manager

Chris comes from a teaching and human resources background. He taught in a number of primary schools throughout the North Island before becoming Principal of Pinehaven School in Upper Hutt. Chris then took



up opportunities at Wellington College of Education and was involved in the business management section at The Open Polytechnic of NZ, before moving into the human resources area at Inland Revenue and more recently Department for Courts. While at Inland Revenue and Courts, Chris's role was focused on capability development and organisational performance. Chris holds a degree in education and has just completed a Graduate Diploma in Business Studies (HR Management).

Update - Urban Search and Rescue

By Lynda Angus,
Manager, Capability

A lot has been happening on the Urban Search and Rescue front.

The second report of the USAR Steering Committee, "*Urban Search and Rescue in New Zealand: Establishing an Integrated Capability*" was completed in August 2001 and presents recommendations for a multi-agency operational framework for urban search and rescue in New Zealand. The full report can be viewed on the Ministry's website www.civildefence.govt.nz

The Steering Committee was set up 18 months ago to develop New Zealand's urban search and rescue capability. It comprises representatives from the Ministry of Civil Defence & Emergency Management, NZ Fire Service, Police, Ambulance and local government. For further information, please contact any of the Steering Committee members listed below.

Positive Outcomes!

The Ministry and NZ Fire Service as major funders of the project have accepted the Steering Committee's recommendations and approved the proposed next steps towards



the development of an integrated national capability. The report made recommendations on requirements to develop a minimum capability in New Zealand. A number of initiatives are occurring this year:

- Completion of the Category 1 training package development for local volunteer rescue teams, initial Instructors' courses run and delivery of two Category 1 training courses in Christchurch and Auckland.
- Completion of the re-establishment of the Palmerston North USAR Unit – appropriately trained and equipped.
- Commencement of the establishment of a second USAR Unit in Christchurch.

Other recent activities and developments.

Category 1 – USAR Awareness

A pilot course was held in Wellington in July to trial the recently prepared *Category 1* –

USAR Awareness unit standard. This 10-hour course involved more than 30 rescuers from a range of volunteer teams and professional agencies. The course was organised and led by Steve Glassey of the NZ Fire Service and Ian Craig of Environment Canterbury, and was fully sponsored by the Ministry of Civil Defence and Emergency Management, with logistical support from the Victoria University Rescue Team.

The course received excellent reviews from all involved, with the benefits of a multi-agency course being readily apparent. Improvements to the packaging and presentation of the course material are currently being incorporated. It is intended that the course will next be presented in Christchurch and in Auckland early next year (watch the Ministry's website for details).

Category 2 – USAR Technician

A successful *Category 2 USAR Technician* course was held in Palmerston North from 8 to 26 October, involving personnel from the Fire Service, Police, Ambulance, Defence, Local Government, search dogs, and an engineer. This course is the first step in re-establishing the Palmerston North USAR Unit up to fully functional status. The lessons learnt from this first Cat 2 course will be used to develop further courses, initially in Christchurch in the first half of next year.



TV3 crews capturing the action at the exercise which was held at the end of the Category 2 USAR technician course in October.



Under the watchful eyes of USAR Task Force members Bernie Rush and Royce Tatham, students conduct a line and hail search at the C & D Landfill in Wellington during the USAR Awareness pilot course.

International Liaison

The South Pacific Asia Region of the International Search and Rescue Advisory Group (INSARAG) is meeting in Christchurch from 28 to 30 November. John Lovell currently chairs this region, and it is an exciting opportunity to have international USAR leaders in New Zealand.

A meeting of agencies involved in New Zealand's border control was held in Wellington on 14 August. There is a strong desire amongst all agencies to simplify and cut through the red tape.

Urban Search and Rescue Steering Committee members

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The Nisqually Earthquake

Lessons for New Zealand

By Denzil Duncan,
Ministry of Civil Defence &
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In this final article on the findings of the Reconnaissance Team which travelled to Washington State in the USA earlier this year, we look at the public information function within Emergency Operations Centres and just how they operated following the Nisqually earthquake event.

We will also take the opportunity to summarise the major lessons learned – and those which we trust will benefit the emergency management community in New Zealand.

Public Information Sections as Joint Information Centres

At the State level, Washington's Emergency Management Division handled the public information function internally utilising existing (and very adequate) resources. At County and City level the arrangements were necessarily different. Their Emergency Operations Centres (EOCs) drew public information staff from a wider pool of PI or public relations personnel within the various business units and utilities that made up the City or County organisation. This pool resource operated as a Joint Information Centre (JIC).

The Cities and Counties have very good reason for operating in this manner. In the first instance it gives them a pool of experienced, media savvy and well-connected staff. Secondly they have learnt from past events that there is a need to coordinate the information provided to the public in order to avoid potentially conflicting messages from not only politicians but also spokespeople representing the various utilities and response departments. The JIC provides a vehicle for maintaining consistency of messages. It also provides a centre from which the media response to the event can be monitored and inaccuracies and potentially alarmist reports countered quickly and effectively.

The Cities and States have also learned that the PI function cannot be switched off once the immediate response is over and the remainder of the EOC has closed down. The nature of the public information task changes as the event moves from response to recovery. The messages themselves change in focus over time from reporting the impact of the event, public safety and emergency management messages to those of workplace safety, updates on the restoration of services and general information for citizens involved in recovering from the event.

The needs of a diverse multi-cultural community can also be better addressed from such an organisational arrangement. And the need to communicate in the languages of the community was also recognised.



Methods of Communication

Not surprisingly, television played a significant role in keeping the public informed. Television crews, in the course of their day's work, covered the event as it occurred and carried on filming the impact and public response.

Clearly the networks are independent and the response agencies could only monitor their reports for accuracy. Where the cities and counties do have a significant advantage over their New Zealand counterparts however is that they operate their own TV channels. Thus as the earthquake drifted out of the national headline news these channels could still carry messages to the community affected. In this event they were assisted by the fact that there was no significant loss of electricity and hence television was able to play an important role for the impacted community as well as for its wider "news" audience.

The Internet came into its own in this event – in fact the Nisqually earthquake was widely referred to as "a web event". Websites, email and Internet chatrooms conveyed the word as effectively as other broadcast medium.

Even with overload on telecommunication lines the Internet appeared to be more effective than hard-line or mobile communication for the public at large.

The City and County joint information centres typically include a webmaster amongst their number and all press releases and public information bulletins were posted to the participants' websites to ensure the widest possible uptake. In the recovery period the websites continued to convey important public information messages, including warnings about scams operating within affected areas that may pose a risk to residents commencing the repair or rebuilding process.

The print media also played an important role. The event was widely reported and the quality of reporting could be largely attributed to organisational arrangements mentioned above which facilitated the flow of information to journalists.

We were interested to note that at a community level there appeared to be no attempt to develop or deliver flyers containing information for affected homeowners within the impact areas. There was an underlying assumption that the community owned or had access to televisions and computers. Given the range of socio-economic groups affected this may have been too sweeping an assumption.

Summary of Lessons Learned:

- Pre-planning is the key to emergency response success.
- Emergency response must be a "whole of government" activity.
- New Zealand should continue to promote the mitigation rationale that every dollar spent in damage prevention saves two in repairs.
- New Zealand emergency management would benefit from the development of a generic and nationwide loss-estimation software package.
- Rapid Impact Assessment arrangements need to be pre-planned with primary and back-up responsibility assigned and accepted.
- The building inspection process needs to be planned in detail at local government level. Involvement of the engineering fraternity should be actively sought.
- The NZ National Society for Earthquake Engineering Post-Earthquake Building Safety Evaluation Procedures must be actively promoted - Internet web access would be a starting point.
- Regular Civil Defence Emergency Management exercising benefits real-event response.

- Every agency participating in emergency response must ensure that the emergency response tasks and activities expected of staff are as familiar and commonplace as their day-to-day routine. The emergency response tasks should be an extension of the daily work routine and not something totally alien.
- Privatisation of ownership of utilities within New Zealand means that there is an even greater need for coordination in the planning of response. Contractual assignment of responsibility and written agreements defining service delivery expectations in emergency situations are mechanisms that Councils must utilise in order to ensure a smooth restoration of essential services.
- Pooling public affairs staff from the various government departments within a Joint Information Centre has manifold benefits. Existing expertise and networks are exploited. Consistency, continuity

and accuracy of message are guaranteed.

- Maintaining the joint public information centre as the emergency moves from *response* to *recovery* is essential. The need remains after the immediate response period ends, to coordinate messages to the public, avoiding duplication and inconsistencies.
- Monitoring of all forms of media – print, electronic and broadcast – is essential. Taking early corrective action to counter inaccurate or misleading reporting is part of effective media management.
- Public information messages should be promulgated through *every* mechanism available in order to keep the community informed on public safety issues. The Internet is now an integral part of the news media and should be utilised where possible.
- Public information managers need to take into account the diversity of their

community and pitch their messages accordingly.

Having identified these lessons as useful to the civil defence emergency management community in New Zealand, the Ministry will endeavour to not only share these observations but to also promote the adoption of such lessons by including them in best practice guidelines where appropriate. The Nisqually earthquake, because of its depth and because of drought conditions prevailing in the Puget Sounds area at the time, did not cause the devastation that may otherwise have resulted from an earthquake of this magnitude. The Emergency Management agencies in the Washington state were thus not fully tested but it was clear to the team that they did perform well. We would be pleased if we could assume we would do as well in a similar event.

Taranaki Restructure their EOC By Kevin O’Kane

In two exercises at the end of October, the Taranaki EOC (Emergency Operations Centre) was tested in an entirely new configuration. The emphasis has moved from a conventional layout to one based closely on CIMS (Coordinated Incident Management System) principles. CIMS is designed to help response agencies cooperate at the scene of an emergency event, but can be applied in a wider context. Taranaki CDEM staff were closely involved in providing CIMS training for emergency services throughout the province, and considered how they might align their EOC structure with those principles. The Taranaki solution is a very close match to the principles and functions outlined in the CIMS booklets and manuals.

Three functional groups are the core of the new EOC arrangements:

- *Intelligence/ planning* collects and sorts information about the situation, and writes the action plan that guides all response efforts;
- *Operations* allocates tasks, within the framework of the action plan, such as the activation of Centres and the work of field teams;
- *Logistics* locates and allocates resources, including people, which are needed to carry out response tasks.

In addition, there are the usual management/ control roles and the necessary support functions (in the Taranaki case, including a call centre) to make the EOC function efficiently.

The recent exercises were deliberately small-scale incidents – a vehicle accident that triggered a major petrol spill was the scenario used. CDEM involvement followed the evacuation of residents around the spill site. The intention was to distinguish between the tasks undertaken by the Incident Controller (such as calling for specialist resources at the scene) and the wider coordination of welfare responsibilities allocated to the Taranaki EOC. Participants were trying out these new arrangements for the first time, and the exercises started with more questions than answers – as was expected. The usual exercise problems (such as ‘should this request have come here?’) prompted questions about how to improve the flow of information about the situation. The need to provide outline procedures, that help staff find their feet, but not make the system too complex, also attracted some

discussion at the debrief.

Taranaki is also expanding its use of computer resources, and considering how new technology (such as wider options on the telephone switchboard) can be used to advantage. Key staff in the EOC, for example, carry remote phones so that their DDI connection is never left unattended.

People who have an interest in how Taranaki has restructured its EOC and response systems should contact Shane (shane.bayley@trc.govt.nz).



Bev Raine and Don McGuire move about the EOC. Don sees the equipment as entirely necessary: “I was not festooned – I only had on the bare minimum.”

Earth's Fury Unleashed!

An earthquake, tornado, tsunami and lightning will strike simultaneously at the Science Alive centre in Christchurch in December but fortunately there will be no loss of life or damage to surrounding buildings. **Earth's Fury** may cause flutters for the faint-hearted but otherwise will have no lasting catastrophic effects on those visiting the interactive science centre.

Earth's Fury has been designed to provide an informative and exciting look at natural disaster events; and the impact of such events on people, places and property. Many of the exhibits are dramatically experiential, offering visitors the chance to experience the visual, auditory and physical effects of natural disasters – without dire consequences.

The Ministry of Civil Defence & Emergency Management is the main sponsor of the interactive exhibition which has been developed by the Science Alive Centre. Other sponsors include Environment Canterbury, NIWA and the Earthquake Commission.

Following its debut in Christchurch, the exhibition will tour the country over the next two years. The Earth's Fury organisers are currently finalising arrangements with venues around the country to host the event. The tentative programme at this stage has the exhibition at Discovery World in Dunedin (Feb-March 2002); Science Centre & Manawatu Museum, Palmerston North (Apr-Sept 2002); Hawkes Bay Cultural Centre (Sept-Dec 2002); Exscite, Hamilton (Jan 2003). A venue in Auckland is being negotiated for early 2003. Updates on the exhibition will be available at:

- www.sciencealive.co.nz
- www.civildefence.govt.nz

Ministry Director John Norton said that the exhibition provides an invaluable opportunity to improve public understanding of the hazards we face in New Zealand, and recognition that simple steps can substantially reduce the impact of disasters.

"The Ministry is delighted to sponsor this initiative which aims to provide information on many historical, geographical and scientific phenomena, and at the same time offers practical information on how to respond to disasters. And what is particularly appealing is that it delivers this by providing a balance of education and informative entertainment for the whole family," he said.

He added that the exhibition, as it tours the country, will provide an invaluable opportunity for CDEM offices around the

country to promote their public education initiatives for emergency preparedness.

Interactive fun for the whole family

The exhibition comprises highly interactive, completely self contained interactives, designed such that visitors can easily progress from topic to topic and gain a complete picture of naturally caused emergencies, and how to manage in a crisis situation. Visitors will gain an understanding of what causes these hazards, particularly in New Zealand.

An earthquake simulator installed in a kiwi garden shed may shake more than the tools off the walls, and a glass cubicle will provide a gale force wind blast for those brave enough to step inside. A fluidised sand bed effectively demonstrates the effects of movement on a seemingly "secure" building and a tectonic plate jigsaw of the world graphically indicates the locations of global seismic activity.

Science Alive! opens to the public on 8 December. Entry is free for children up to two years, \$3 for children two to five years, \$5 for children five to 16, and \$7 for adults.



General Rescue Manual on CD-Rom and online

Councils all over New Zealand have recently received a 'first' from the Ministry: a new publication that has only been issued electronically. The General Rescue Manual has been sent out as a CD-ROM and is also available on the Ministry's web site. It replaces a conventional printed manual in use for almost ten years as the basis for general rescue training.

The revised manual supplements the work being done to improve our specialised Urban Search and Rescue capability, and outlines the skills and procedures that company or local rescue teams need to perfect. The revision was undertaken by a team of people with rescue expertise: Bill Obers Invercargill, Ian Craig Environment Canterbury, and Alan Gamble Thames Valley Combined, with John Lovell acting as the Ministry's coordinator. The Ministry's Kevin O'Kane had the task of publishing the material in both formats. Any comments about its content should be directed to John Lovell in the Ministry's Christchurch office.

The Ministry is currently considering the revision of a number of other reference documents, such as the previous Headquarters (EOC) Manual. Feedback and experience gained in publishing the General Rescue Manual will be valuable in helping us produce a better product.

