

Strategic Issues

Part One

1.1 STRATEGIC ISSUES

GOALS OF THE CHATHAM ISLAND CDEM GROUP

1. A community where the potential effects of “all hazards” have been minimised.
2. People and a community that provide for their own safety and well-being.
3. A CDEM Group that enables the community to respond to and recover from emergency events in a timely and integrated manner.

OBJECTIVES OF THE CHATHAM ISLANDS CDEM GROUP

The following have been identified as the Group Objectives. They have been developed from the key emergency management principles.

1. A self-reliant community that have reduced vulnerabilities to emergency events and have the ability to respond and recover. ^(Goal 2)
2. Sustainable community that plan according to a long-term strategy consistent with known hazards and vulnerabilities. ^(Goal 1)
3. Appropriate co-operation and co-ordination within and across organisations involved in emergency management. ^(Goal 3)
4. Risk management is used as a key tool to ensure that social, economic and environmental issues are incorporated into planning processes where human activities interact with natural and technological hazards. ^(Goal 2)
5. Lifeline utilities able to operate to the fullest extent possible during an emergency. ^(Goal 3)
6. A community that has appropriate financial protection and economic sustainability to enable recovery from emergency events. ^(Goal 4)

Note*

Superscript notation ^(Goal 2) indicates how the Goals of the Chatham Islands CDEM Group relate to the 4R's of CDEM (Reduction, Readiness, Response, and Recover) and are be consistent with the National CDEM strategy.

2.2 outline's the CDEM Group's target's and actions, which are designed to meet the Groups Objectives.

Physical Environment of the CDEM Group

1.1.1 Introduction

The Chatham Islands is a unique community, isolated by 850 kilometres from New Zealand. They lie in the South Pacific Ocean 405 nautical miles east of Napier (44° S 176° 30° W) and consist of two main Islands. The Islands were formed by a volcanic up thrust. The Chatham Island group consists of 10 larger Islands and numerous smaller outlying rocks and islets. The total land area covered by the Islands is approximately 960 square kilometres. The two inhabited Islands are Chatham (Rekohu/Wharekauri) 90,038ha with the predominant geographical feature of the Island being Te Whanga, this covers 20,000 hectares, one fifth of the Islands size, Pitt Island (Rangiauria), (6,325 hectares) are 9kms southeast of the Chatham's. It has a population of 60. The landscape in the northern half is predominately rounded and undulating. The southern area of Pitt is a dissected plateau with several prominent hills of volcanic origin. The Chatham & Pitt Island form one of New Zealand's smaller local authorities, both in area and in population. They have importance because of their Farming, Crayfish and Paua Industries, and interest through richness in their plant and Bird life. The Chatham's has a high percentage of New Zealand's endangered and rare plant and bird life.

1.1.2 Geography

The area shall cover the Chatham Islands and shall include Pitt, Mangere and Rangatira Islands. The Island is low lying with remote communities, situated in the Southern Pacific Ocean; the climate is strongly controlled by the surrounding oceanic and prevailing westerly and south-westerly winds. Waitangi receives on average 895mm rainfall per year, although this is expected to be significantly higher in the southern tablelands. Peak rainfall occurs in Autumn/Winter, May (114mm), with an average of 16 rain days occurring in this period. Rainfall minimum is between, October to March with an average of about 55 – 60 mm rainfall per month.

1.1.3 Population

Chatham Islands have a total population of approximately 700. Waitangi 310, Kaingaroa 100, Owenga 100 and the rest of the Island 280. Chatham's economy is vulnerable to the external forces that influence the employment and the population bases of the community. There is a high dependency on the export markets for products, which are based on the natural resources of the Islands. The major source of wealth on the islands is generated through the Fishing and Farming industry.

Details of these hazards and their effects are contained in the hazard summary sheets in the attached annex C and other Council plans and reports.

1.2 Hazard scape

The potential exists in the Chatham Islands for the occurrence of the effects of some natural disasters. The major threats that may cause serious problems for a tier 1 response or lead to a declaration of civil defence emergency are contained in Hazard Summary Sheets in annex C.

A threat is defined as any event, either natural or person-made, that may occur and is capable of causing large-scale loss of life, casualties, widespread distress, social and economic disruption, and significant damage to property and services.

While the Chatham Islands Council has in place, through physical works and regulations, mitigation activities, all of the described events in attached annex C have the potential to result in a civil defence emergency. The effects or consequences that is common to all the hazards.

- There is a lack of recognition of the appropriate levels of response and recovery planning required.
- The distance and time for aid/assistance to arrive from New Zealand.
- Shortage of trained personnel.
- Climate change has long term implications that are neither fully known, nor accepted, for many hazards, which prevent comprehensive and integrated planning for emergency events.
- There is a lack of knowledge and information about partner's roles, capabilities, and support that they may give to each other.
- There is little knowledge in the community of the risks and hazards and their impacts.
- Loss of services, such as power, water, fuel, and telecommunications.
- Loss of air, road, shipping services.
- Loss of accommodation.
- Over extension of the Emergency Services.

The impact of these effects on the social and economic well being of the Island communities, because of the potential time of their loss and the public's reliance upon them, will be significant, so hence the need for this Plan and its associated documents.

1.3 Statutory Framework for Civil Defence Emergency Management in the Chatham Islands

The Civil Defence Emergency Management Act 2002 requires the Chatham Islands Council to take the lead in identifying and reducing hazards, preparing for, responding to and recovering from emergencies. The Act does not however replace any legislation or responsibilities given under any other legislation, rather it provides the mechanisms for integration and co-ordination through the principle of Comprehensive Emergency Management.

1.4 Principles of Civil Defence Emergency Management

The CDEM Act 2002 is designed to provide a framework within which the activities of emergency management can operate effectively in order to contribute to community continuity. In order for this to occur, it is essential that emergency management be based on the following basic principles.

1.4.1 Resilience

Reduction needs to be a part of normal business and community planning, i.e. it is not something done just by the civil defence emergency management people, but is an integral part of core decision-making on where and how to construct businesses, communities, buildings and facilities.

There are two key elements to resilience

Reduction of Vulnerability

The plan includes the integration, as necessary, of all the resources of the area, including voluntary organisations therein. In this respect, attention is drawn to the need for liaison at all times to enable effective direction and control to be established. It Outlines the operational arrangements that have been made by the Chatham Islands (CDEM) Group to encompass the Operational 3R's. The following principles have been taken into consideration in the preparation of this Plan, and they reflect best practice rules for readiness, response and recovery.

Develop appropriate mechanisms, information and processes to enable both initial and ongoing education programs within the wider community.

Ability to Respond and Recover

Despite reduction in vulnerability, extreme events will occur. Communities need to be able to withstand these events and longer-term redevelopment plans are required, and should be in place before a disruptive event occurs.

- a. Local government agencies need well thought out plans for surviving a disruptive event with essential services intact, and a plan for returning to normality as soon as possible.
- b. Lifeline utilities able to restore essential services very quickly following a disruptive event, contingency plan required and to return to normality as soon as possible.
- c. A need for businesses to be able to recover and recommence operations as soon as possible following a disruptive event. This might include a contingency plan for short-term, and a medium term reconstruction plan.

1.4.2 Sustainability

It is important that any CDEM activities and decisions (particularly mitigation and recovery) are based on the principle of sustainability in the long-term. Planning of communities should be based on a long-term strategy that is consistent with the hazards and vulnerabilities present.

To undertake a transparent and robust program of community consultation to ensure that the members of the communities are aware, consulted and accept the level of residual risk they will be exposed to.

1.4.3 Community Management and Partnerships

1. Management of risk at the appropriate level. Communities, businesses, and individuals need to accept that they have responsibility for managing their risks. This includes communities (rather than "government" being responsible for consequences of their planning and other decisions, responsible for their own action or inaction).
2. A co-operative approach involving a partnership between all relevant stakeholders co-ordinated by local government agencies, via the CDEM Group and the Ministry of Civil Defence & Emergency Management at national level.
3. Informed decision-making. Communities will effectively be making decisions about which consequences they choose to eliminate and which they will accept. There needs to be full public disclosure of relevant information and decisions and opportunity for public input into decision-making at the community, local government level and the national level.

4. Comprehensive national and local planning should incorporate both emergency management and community/nationwide goals, taking into account hazards and associated vulnerabilities as well as wider social and economic issues when making, planning or development, decisions.
5. Emergency managers, planners, developers or others cannot make decisions that have implications for community design, development and ultimately continuity, in isolation.

1.5 Operating Principles

There are 3 key concepts or principles that provide the basis for how the Group will function:

- Comprehensive Emergency Management.
- Risk Management.
- Integrated Emergency Management.

1.5.1 Comprehensive Emergency Management (CEM)

This is the key operating principle for the new legislation. It describes the activities of emergency management (consistent with the principles and contributing to the purpose). Comprehensive emergency management is a system for co-ordination of an organisation, communities, or nation's responsibilities and capabilities for managing emergencies and disasters.

The emphasis is on taking measures for reduction of the incidence and severity of potential disaster impacts, and effective planning and preparation of emergency response and recovery in the event that an emergency does occur.

The four phases ("the four R's) of emergency management are:

- **Reduction** - activities that reduce the degree of long-term risk to human life and property arising from natural and man made hazards; taking steps to eliminate these risks where practicable, and where not reducing the likelihood and magnitude of their impact.
- **Readiness** - Activities that develop operational capabilities for responding to an emergency.
- **Response** - Activities taken immediately before, during or directly after an emergency that can save lives, minimise property damage, or improve recovery.
- **Recovery** - Activities that stabilise the affected communities, and ensure that life support systems are operational, and longer term actions, for community rehabilitation and restoration. This restoration needs to have a Reduction focus, it is important that the same hazard vulnerable community is not rebuilt.

1.5.2 Risk Management

Risk management is a process for ensuring that decisions about risk enable individuals, organisations, communities, and the nation to minimise loss and maximise opportunities.

- a. Identifying and considering all aspects of risk, social, political, economic, and physical from all hazards.
- b. Determining acceptable risk levels.

- c. Balancing costs and benefits of options to address risks.
- d. Developing, agreeing on, and implementing ways to minimise potential damage and disruption.
- e. This is achieved through a logical and systematic process of identifying, analysing, assessing, treating, monitoring and communicating risks arising out of natural and man-made hazards.

1.5.3 Integrated Emergency Management

Integrated emergency management is horizontal integration, co-operation and co-ordination, between relevant agencies and vertical integration within those agencies to ensure the effective and efficient use of resources. Relevant agencies are central government, local government, emergency services, lifeline utilities and relevant voluntary and private sector groups.

1.6 Community Plan

This plan contains the basic details of arrangements for the establishment of a Civil Defence Organization in the Chatham Islands, the provision of a Controlling Authority to establish and maintain a emergency management office to implement the principles of emergency management, and endeavour to develop a safe and sustainable environment where the public and infrastructure of the Chatham Islands are best able to co-exist with the natural and technological hazards.

Respond and recover from the effects of emergency events in a timely and integrated manner is a community issue. The Chatham Islands need to be aware of the hazards that may affect us, and the potential consequences of them. Only then will the community have the ability to plan appropriately to respond and recover from a hazard event.

This will require the CDEM Group to undertake a transparent and robust program of community consultation to ensure that the members of the communities are aware, consulted and accept the level of residual risk they will be exposed to.

The development of programs to allow appropriate consultation with the communities relies on Council having a sound understanding of the hazards and their impacts. This understanding is currently not as complete as it should be and will have to be developed further.

1.7 Members of the CDEM Group and their Objectives

The following are identified as having an obligation to participate in contributing to the development of a safe and sustainable environment.

Chatham Island Council

To ensure that the services it provides to the public of the Chatham Islands and visitors to it, are developed and maintained to provide a safe sustainable environment. Those services being Emergency Management, Rural Fire, Airport, Planning, Building Inspections, Water, Waste, Sewage and Roothing.

NZ Police

The New Zealand Police have primary responsibility for maintaining law and order and where practical the provision of services identified in this Plan.

NZ Fire Service

The Fire Service has the primary responsibility for fire response and where practical the provision of services identified in this Plan.

Health Service

The Health Service has the responsibility for the provision of primary, secondary and mental health care through the hospital and where practical the provision of services identified in this Plan.

St John

To contribute to the health services of the Chatham Island by the provision of a medical transport capability and trained first aid volunteers.

Lifeline Utility Organisations

Plan and work co-operatively across sectors in order to be able to function at the fullest possible extent during and after an emergency (ref. 57 Civil Defence Emergency Management Act 2002).

Lifeline Utility Organisations on the Chathams Islands are:

- Works Infrastructure
- Chatham Islands Council
- Chatham Islands Enterprise Trust
- Telecom

1.8 Role and Legal Requirements of CDEM Group

The Act requires CDEM planning to take an “all hazards approach” to improve and promote the sustainable management of hazards, to enable communities to achieve acceptable levels of risk and plan and prepare for emergency response and recovery.

All natural and technological hazards that have the potential to be beyond the ability of emergency services to cope with, or may require a significant and co-ordinated response, must be planned for by the CDEM Group. The Act requires that the various members of the CDEM Group shall work together to achieve comprehensive emergency management within the Chatham Islands.

The CDEM Act requires the establishment of a CDEM Group. The Chatham Islands Group is a consortium of Council, working in partnership with emergency services (Police, Fire, Health) lifeline utilities and the wider community to deliver at local level. The CDEM Group is responsible for the preparation of this Plan and its final approval and implementation.

Because of the size of the Chatham Islands organisation it has been decided to combine both the Group and the Co-ordination and Executive Group (CEG). Critical decisions relating to strategic direction, financial issues, etc will be decided by those members who represent the Group, e.g. the Mayor and two elected Councillors.

The preparation of this Plan is mandatory in accordance with the Act. The Act requires that each Civil Defence Emergency Management Group prepare and approve a CDEM plan. This plan fulfils the requirements of the Act and is one of the most significant tools to ensure that hazard management within the Island occurs in an integrated and co-ordinated way.

The CDEM Group is required by the Act too.

- a. In relation to relevant hazards and risks identify, assess, and manage those hazards and risks, consult and communicate about risks, and identify and implement cost effective risk reduction.
- b. Take all steps necessary on an ongoing basis to maintain and provide, or to arrange the provision of, or to otherwise make available suitably trained and competent personnel, (including volunteers) and an appropriate organisational structure for those personnel, for effective civil defence emergency management in its area.
- c. Take all steps necessary on an ongoing basis to maintain and provided, or to arrange the provision of, or otherwise to make available material, services, information, and any other resources for effective Civil Defence emergency management in its area.
- d. Respond to and manage the adverse effects of emergencies in its area.
- e. Carry out recovery activities.
- f. Within its area, promote and raise public awareness of, and compliance with, this Act and legislative provisions relevant to the purpose of this Act.
- g. Monitor and report on compliance within its area with this Act and legislative provisions relevant to the purpose of this Act.
- h. Develop, approve, implement and monitor a Civil Defence Emergency Management group plan and regularly review the plan.
- i. Participate in the development of the National Civil Defence Emergency Management strategy and the National Civil Defence Emergency Management Plan.
- j. Promote Civil Defence Emergency Management in its area that is consistent with the purpose of this Act.

The Group also has any other functions that are conferred or imposed by or under this Act or any other enactment.

Provisions in the following Acts are also relevant to emergency management

Bio-security Act 1993
Building Act 2004
Fire Service Act 1975
Forest and Rural Fires Act 1977
Hazardous Substances and New Organisms Act 1996
Health Act 1956
Health and Safety in Employment Act 1992
Local Government Act 2003
Maritime Transport Act 1994
Resource Management Act 1991

Organisations to have Emergency Plan

Organisations that have responsibility for other people, such as, childcare, schools, are required to have an emergency plan and to undertake civil defence emergency management, see Section 59, of the Act.

Organisations include

- a. Any Board of Trustees constituted under Part IX of the Education Act 1989.
- b. The governing body of any institution within the meaning of section 159 of the Education Act 1989.
- c. Any Early Childhood Development Board, section 43(1) of the Education Act 1989.
- d. Any specialist Education Services Board, section 37(1) of the Education Act 1989.
- e. The Earthquake and War Damage Commission constituted under the Earthquake and War Damage Act 1944.
- f. Any District Health Board established by or under section 19 of the NZ Public Health and Disability Act 2000.
- g. The NZ Fire Service Commission constituted under the Fire Service Act 1975.
- h. The Accident Compensation Corporation continued by section 259 of the Injury Prevention, Rehabilitation, and Compensation Act 2001.
- i. The Health & Safety and Employment Act 1992.

Therefore, each organisation is expected to

- Assess the impacts of an event on its own assets.
- Activate own emergency plan.
- Maintain or restore the services it provides.
- Communicate with appropriate CDEM authority.

1.9 Plan Relationships

