CHATHAM ISLANDS PANDEMIC PLAN

TABLE

HOW TO READ THIS DOCUMENT

For easy reading this document has been colour coded using the Alert Phases for Influenza Pandemic and the 4R's from emergency management; refer to the plans purpose. The attachments included are from various organisation, groups and agencies with specific internal actions over and above this Chatham Islands Pandemic Plan.

- White   (Reduction)
- Yellow   (Readiness)
- Red   (Response)
- Green   (Recovery)

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ABBREVIATIONS

A&M	Accident and Medical
ACC	Accident Compensation Corporation
AMF	Additional Mortuary Facilities
BNZ	Bio-security New Zealand
CCS	Critical Clinical Supplies
CDEM	Civil Defence Emergency Management
CDEMG	Civil Defence Emergency Management Groups
CEG	CDEM Executive Group
CIMS	Co-ordinated Incident Management System
DESC	Domestic and External Security Coordination
DESG	Domestic and External Security Group
DG	Director General (of Health)
DHB	District Health Board
DIA	Department of Internal Affairs
DoL	Department of Labour
DoPH	Director of Public Health
DPMC	Department of Prime Minister and Cabinet
EOC	Emergency Operations Centre
FMCG	Fast Moving Consumer Goods
HA	Health Act 1995
HIND	Health (Infectious and Notifiable Diseases) Regulations 1966
HPAI	Highly Pathogenic Avian Influenza
LGNZ	Local Government New Zealand
MAF	Ministry of Agriculture and Forestry
MCDEM	Ministry of Civil Defence and Emergency Management
MED	Ministry of Economic Development
MAFT	Ministry of Foreign Affairs and Trade
MoE	Ministry of Education
MoH	Ministry of Health
MoJ	Ministry of Justice
MSD	Ministry of Social Development
NCMC	National Crisis Management Centre
NHEP	National Health Emergency Plan
NZDF	New Zealand Defence Force
NZFS	New Zealand Fire Service
ODESC	Officials Committee for Domestic & External Security Coordination
SSC	State Services Commission
SOP	Standard Operation Procedure
TLA	Territorial Local Authority
TPK	Te Puni Kokiri
WHO	Wold Health Organisation
4R's	(Reduction, Readiness, Response and Recovery)

PANDEMIC PLAN

INTRODUCTION

The World Health Organisation (WHO) warning that the current risk from avian influenza becoming the next human influenza pandemic is high. The Chatham Islands Council are concerned at the potential for this accruing and have prepared an Action Plan in accordance with New Zealand Local Authority and CDEM Group Pandemic Planning Guide. A Pandemic Influenza would have a National impact and therefore Local level actions would have important implications. In conjunction with DHB, Local Authority and CDEM have key roles in preparing local communities for a pandemic. However the Chatham Islands have an advantage in responding to pandemic, because of our geography, and level of planning. Local Authority, CDEM, Partner Response Agencies, and the Community can take significant steps towards managing risks of pandemic influenza. It is equally important the DHB consider their individual circumstances in such an eventuality and determine how these will be addressed. It has been recommended that they set up protocols with Local Authorities to ensure that arrangements to deal with such a problem can be implemented quickly. A pandemic will likely be characterised with a level of absenteeism in the workforce as people become ill or stay home to care for the sick. Essential services such as police, fire, communications and emergency management need to be maintained during a pandemic. Services and supplies including food, electricity supplies, educational facilities, and postal services could also be affected. It is normal business activities, regardless of their nature, will suffer during a pandemic.

PURPOSE

The purpose of this Plan is to reduce the risks, by understanding them, and assessing the hazards of Pandemic Influenza. Identify any potential consequences on people, facilities or services. Including; identifying and implementing effective risk reduction, and planning for response and recovery. This Plan was prepared for Chatham Islands Community, Businesses and Organisations and should be read in conjunction with DHB, Partner Response Agencies, Lifeline Utilities, and any service providers, including Emergency Management Plans. The attachments include; specific action Council will follow in addition to the forward part of this plan.

AIMS AND OBJECTIVES OF THE PLAN

- The aim of this plan is to manage the impact of influenza pandemic within the Chatham Islands.
- Contain the disease by reducing the spread within Business facilities.
- Maintain essential services.
- Provide guidance over the 4R's (Reduction, Readiness, Response and Recovery).

Vision: "Working towards a sustainable future for our people and our Islands"

REDUCTION PART 1

Reduction as defined in emergency management are activities that reduce the degree of long-term risk to human life and property arising from natural and man made hazards. Identifying and analysing risks to human life and property from all hazards and taking steps to eliminate these risks, without reducing the likelihood and magnitude of their impact.

UNDERSTANDING THE THREAT

By identifying the nature of the disease, analysing, and evaluating associated hazards we can better understand the threat. Anyone can get the flu, being fit, active and healthy does not protect you from getting this virus. Anyone can die from the flu; it kills at least 100 New Zealanders every year, including young, fit people.

INFLUENZA

Influenza is an acute viral infection, which can produce a range of complications i.e. pneumonia. Influenza type (A) viruses are the most virulent and the only type capable of triggering an influenza pandemic.

AVIAN INFLUENZA (BIRD FLU)

Bird flu is a contagious viral infection that can affect all species of birds. The current outbreak of Bird Flu (H5N1) is causing concern for governments and health officials due to its potential to mutate into a virus that could easily spread between humans.

INFLUENZA PANDEMIC

An influenza pandemic is a widespread global flu. A pandemic can only start under certain conditions, such as a new strain of influenza virus emerges. It infects humans causing serious illness and it spreads easily and is sustainable from human to human. Some pandemics have comparatively mild effects, whilst others may have incredibly harsh impacts.

SYMPTOMS (TABLE 1)

Symptom	Influenza	Common cold
Fever	Usual, sudden onset and lasts 3-4 days	Rare
Headache	Usual and cam be severe	Rare
Aches and pains	Usual and can be severe	Rare
Fatigue and weakness	Usual and can last 2-3 weeks or more after the acute illness	Sometimes, but mild
Debilitating fatigue	Usual, early onset, can be severe	Rare
Nausea, vomiting, diarrhoea	In children < 5 years old	Rare
Watering of the eyes	Rare	Usual
Runny, stuffy nose	Rare	Usual
Sneezing	Rare in early stages	Usual
Sore throat	Usual	Usual
Chest discomfort	Usual and can't be severe	Sometimes, but mild to moderate
Complications	Respiratory failure, can worsen a current chronic condition, can be life threatening	Congestion or ear ache
Fatalities	Well recognised	Not reported
Prevention	Influenza vaccine, frequent hand washing cover your cough	Frequent hand washing, cover your cough

PUBLIC HEALTH EFFECTS

Estimate impacts on population	Unknown
Number expected outpatients	None
Number seeking hospital care	None
Estimate population	638-650 population on the Chatham Islands
Number of expected to care for them at home	All Chatham Island population
Number of estimated dead	Unknown
Number requiring welfare support	50% of the population

HAZARD ANALYSIS (TABLE 2)

The World Health Organisation (WHO) and Ministry of Health (MoH) seem certain there will be influenza pandemic at some time in the future, but no one can say when, however, do consider the risk of the current H5N1 bird flu changing to become the next pandemic virus to be very high. However it is common for management to be aware of potential weaknesses, but for some reason not manage them. Risk management is a tool for identifying and proactively managing risks in advance in order to reduce the likelihood and magnitude of the event.

Hazard	4360			Seriousness							Manageability													Urgency	Growth	Total
	Likelihood	Impact	Level	Human	Economic	Social	Infrastructure	Geographic	Total	Average	Reduction	Difficulty - Effort (D)	Difficulty - Effort (E)	Readiness	Difficulty - Effort (D)	Difficulty - Effort (E)	Response	Difficulty - Effort (D)	Difficulty - Effort (E)	Recovery	Difficulty - Effort (D)	Difficulty - Effort (E)	Total 4Rs			
Influenza Pandemic	C	A	E	4	2	3	1	2	12	2.4	3	1	2.0	3	1	2.0	2	2	0.0	2	2	0.0	4.0	2	3	11.4
										0.0			0.0			0.0			0.0			0.0	0.0			0.0
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Likelihood   –   The likelihood of an Influenza Pandemic is possible
Impact   –   The Impact on the Island would be major
Level   –   The level of consequences would be extreme
Seriousness   –   Relative impact on each aspect of society would be moderate
Manageability   –   The manageability of this hazard is Low
Urgency   –   The urgency of this impact is moderate
Growth   –   The growth risk is high. Both increase in probability of an extreme event occurring and an increase in exposure of the community would be high

PUBLIC AWARENESS

People are empowered when they understand a threat and know how to protect themselves and their families. The public will be informed of the situation via the communications personnel based at the emergency office. By informing the public about the health aspect of a pandemic Health agencies and Local Authorities can help communities reduce non health and social disruption.

IMPACT ON WORKPLACES

Interruption to the workforce can have significant impact on essential services and threat to the continuity of business. Identify the number of staff that could be affected in your business.

WORKING FROM HOME

- What are the requirements you may need in order to enable employees to work from home if possible,
- If unable to work from home does your business have a contingency plan?
- This could also include increases in cost due to replacement staff or sick leave, or having to close down for a period of time.

COMMUNICATION

The purpose of a central location for communication is to provide interagency communication and co-ordination allowing for better management of emergency response. Having systems and processes in place to ensure that all organisations responding to the emergency are working together and understand one another's mission and responsibilities.

- Implement Emergency Management communication SOP (see attachment)
- Emergency Management communications will still come via the EOC communications office and information passed on to the appropriate emergency staff.
- Provide clear and accurate information to the public; remember panic is fuelled when information is concealed.

BUSINESS/SERVICES IMPACT ON COMMUNITY

- Identified type of business/services that could have an impact on the community, includes;
- Food suppliers
- Air transport
- Shipping
- Electricity
- Fuel suppliers
- Food outlets

- ▪ Liquor outlets
- ▪ Accommodation facilities

PROVIDING PUBLIC SERVICES

By identifying the potential risks, to people, facilities and services steps can be taken to reduce the magnitude and severity of potential consequences. Members of the public in contact with infected people, spreading the infection to other members of the Public or becoming ill themselves. Local Authority services such as water supply, wastewater, have contingencies Plans for an emergency event.

COMMUNITY BUILDING/FACILITIES TO BE CLOSED

- ▪ Chatham Islands Council Offices
- ▪ Waitangi Hall
- ▪ Waitangi Play Ground
- ▪ Scout Den
- ▪ Norman Kirk Memorial Reserve/Grounds and Building
- ▪ Marae's

SCHOOLS, PLAYGROUPS, RUNANGA THAT MAY BE CLOSED

- ▪ Kaingaroa School
- ▪ All Early Childhood Learning Centres
- ▪ Te One School
- ▪ Pitt Island School

IDENTIFY ECONOMIC IMPACTS TO THE COMMUNITY

Refer to the economic review 2002 report by Taylor Baines and Associates.

FOOD SUPPLY CONTINUITY

Once a declaration is made, the Emergency Operating Centre may need to requisition food supplies for Island distribution during the pandemic.

INFORM THE COMMUNITY ABOUT THE RISKS

Inform the public of the alert status and keep them informed as the situation changes. Remind them what this alert stage involves as some member of the public may not understand what to do and what affect this will have on the community.

Readiness activities are those activities that are done to get ready to respond to an emergency. Being prepared for an influenza pandemic or any pandemic and how to respond reduces the impact on staff and the community. It is the responsibility of the Local Authority to prepare it's employee's and community for a pandemic, by providing clear and precise information, have systems in place in the event of a pandemic and provide the opportunity for employee's and community to learn the systems. It is employee's and communities responsibility to be aware of and take the opportunity to understand the systems and procedures in place and adhere to them. Health officials may seek some guidance from the Local authority or CDEM Group to provide non medical support, facilities and coordination to support health objectives.

BUSINESS CONTINUITY

There is no way to determine how long a pandemic may last; in fact there may be more than one wave of infection during a pandemic period to contend with lasting 8 weeks – 6 months or more. Ensuring business continuity in a pandemic, short term planning, with a health focus, is paramount with succession and back up planning also. Emergency management and overall national recovery is greatly facilitated if essential services are available without significant interruption. MoH will widely publicise any changes to the '"alert codes" which are designed to alert government agencies to action, and may signify the need to activate business continuity plans.

Action

- Meet with business leaders regarding the need for mutual support.
- Inform and support vulnerable private facilities.

COMMUNITY FACILITIES TO SUPPORT HEALTH EFFORT

The community will be encouraged to stay at home, there will be no treatment centres set up and for the purpose of Pandemic no welfare centres.

LEGISLATION

Statutory requirements relating to the employment relationship (Employment Relations Act 2000, Holidays Act 2003, Wages protection Act 1983) and any specific requirements of employment agreements will not be affected by workplace closure in a pandemic. In the event that the employer decides, or are required to, suspend business during a pandemic, it is important that the employment conditions during the business suspension are discussed and made clear to, employees. Contractors for services will be subject to their contracts, and contract law generally.

SOCIAL DISTANCING

- Avoid holding meetings, postpone or cancel.
- Avoid large gatherings at the work place.
- Avoid meeting people face to face use alternate methods.
- Wherever possible, work shifts by going off duty and leaving the workplace before the next shift enters. i.e. 2 staff in the office at any one time.
- Bring lunch to avoid having to eat out.
- Do not congregate in areas.
- Encourage staff to avoid recreational or other leisure, meetings where they might come in contact with infectious people.
- Allow only public in if they are following the safe social distancing and are using disposable surgical masks.
- A distance of at least one metre should be maintained between persons wherever possible. Larger distances are more effective.
- Visiting of or contact with, unwell people should be avoided wherever practicable.

ALTERNATE METHODS

- Phone, fax, emails.
- Notice to be sent out to the public advising the use of social distancing, use of masks and that no coming in to the work place with influenza symptoms.
- List the symptoms.

TRAVELLING

- Any person travelling at this time should make other arrangements, travelling would be unwise and could be placing other members of the public at risk of infection upon return.
- People coming back from NZ during this Alert status may need to remain at home until advised otherwise, by Medical personnel.
- If unsure call the Medical Officer first.
- The Ministry of Foreign Affairs and Trade, in conjunction with MoH, will publish appropriate travel advisories for NZ travelling to other countries infected by the pandemic.
- Once a pandemic is recognised, the New Zealand borders may immediately be closed to all incoming passengers and aircrew, it is possible that all returning people from over seas will be required to complete at least 8 days quarantine.

PROTECTIVE BARRIERS

- Remove all paper/brochures from the reception areas. If an infected person coughs on or near paper or hard services, the virus can remain up to 2 days.

- Disposable surgical masks and surgical gloves should be used to help prevent exposing others to respiratory secretions.

EMPLOYEE AWARENESS

It is likely people will be concerned regarding a pandemic and this can contribute to increased work absence and distress to staff. After identifying the core people and skills to keep the essential parts of your business operating.

- Advise staff of the change in Alert Status.

- Activate business contingency protocols.

- Prepare staff for alternate ways in which to, either work from office or home.

- Discuss with staff possible health and safety issues, potential for stand down, and leave arrangements if they are ill or need to look after those who are ill.

- Ensure that communication system is understood during the pandemic.

- Provide clear, timely and pro active communications to staff, on how we intend to deal with the situation.

- Emergency Management will be liaising and communicating with other government agencies.

PUBLIC AWARENESS

- Keeping the public fully informed will stop any unnecessary panic and make coordination smoother. Understanding what and why pandemic planning is necessary also reduces stress on the community when a pandemic event happens.

- Advise the public to stockpile groceries, water and medications.

- Advise the public what the Local Authority is doing to prepare.

- Advise the community of the public facilities that will be closed during a pandemic and why.

UN-WELL EMPLOYEES SUSPECTED OF INFLUENZA

If a person feels ill, or if someone observes that another person is exhibiting symptoms of influenza at work, they are to contact the Manager by telephone if possible.

- Avoid visiting this person; manage the process over the phone.

- Check if the employee has any of the symptoms outlined in the flowchart.

- The suspected case should leave work immediately and be advised to contact the Medical Advisor by phone.

- If a person is suspected with influenza and has left the workplace it is important that their work area/office along with any other know places they have been are thoroughly cleaned and disinfected.

ABSENTEES FROM THE WORK PLACE

- Advise employees how long to remain home.
- Decide on leave and cover arrangements.
- Check on staff that are ill.
- Ensure that employee's are well before they return to work and have confirmation from the Medical Advisor prior to their return to work.

GOOD HYGIENE PRACTICES

- Hand washing with soap and water, alcohol based hand rub or antiseptic hand wash should be performed regularly.
- Hands should be thoroughly dried, preferable using disposable tissues or towels.
- Use this disposable towel to open the door, turn off taps etc.
- Hand washing and drying should always be done after coughing, sneezing or handling tissues or after touching object, materials or hard surfaces that may have been contaminated by someone else with the flu.
- Hand to face contact such as can occur during eating, normal grooming or smoking presents significant risks because of the potential to transfer the flu from surfaces contaminated with wet respiratory droplets.
- Hand washing should always be carried out before eating, smoking, grooming or any other activity that involves hand to face contact.
- Ensure there are adequate supplies of tissues, medical and hand hygiene products as well as marks for people who become ill at work.

RESPIRATORY HYGIENE

- Cover the nose and mouth when sneezing and coughing with a disposable tissue.
- Immediately dispose of tissue.
- Wash hands after coughing, sneezing or using tissue.
- Keep hands away from the mucous membranes of the eyes, mouth, and nose.

VENTILATION

- There is scientific and medical evidence that influenza can spread in inadequately ventilated internal spaces.

- All internal spaces should be well ventilated, preferable with fresh air, by opening windows.

CLEANING

- Influenza viruses are inactivated by alcohol and by chlorine.
- Cleaning of environmental surfaces with a neutral detergent followed by a disinfectant solution is recommended.
- Surfaces that are frequently touched with hands should be cleaned often, preferably daily including telephone sets.
- Anti bacteria solutions should be applied to all common area, counters railings, washbasins etc.
- Ensure there are adequate supplies of cleaning supplies.

CLEANING SOLUTIONS (TABLE 3)

Disinfectants	Recommended Use	Precautions
Sodium Hypochlorite 1000 parts per million of available chlorine, usually achieved by a 1 in 5 dilution of hospital grade bleach.	Disinfection of material contaminated with blood and body fluids.	Should be used in well ventilated areas. Protective clothing required while handling and using undiluted bleach. Do not mix with strong acids to avoid release of chlorine gas. Corrosive to metals.
Granular Chlorine Det-Sol 5000 or Diversol, to be diluted as per manufacturers instructions.	May be used in place of liquid bleach, if it is unavailable.	Same as above.
Alcohol Lospropyl 70% ethyl alcohol 60%	Smooth metal surfaces, tabletops and other surfaces on which bleach cannot be used.	Flammable and toxic. To be used in well ventilated areas. Avoid inhalation. Keep away from heat sources, electrical equipment, flames and hot surfaces. Allow it to dry completely, particularly when using diathermy, as this can cause diathermy burns.

SUPPLIES

Identified need to work with Welfare agencies and volunteer organisations on grocery and fuel continuity plans.

ALERT PHASE

Phase 1 Reduction White (Information/Advisory)	▪ Advise Community of emerging situation and potential developments. ▪ Provide public information. ▪ Advise all service providers of situation. ▪ Review emergency plans. ▪ Prepare your staff. ▪ No evidence of consistent human to human transmission at this stage.
Phase 2 Readiness Yellow (Standby)	▪ Inform community that we are now moving from White to Yellow. ▪ Advise first human case in NZ (H5N1) confirmed. ▪ Activate your business contingency protocols. ▪ Liaison and communication with other government agencies, i.e. Hospital. ▪ Practice Social Distancing. ▪ CDEM Group has been placed on standby.
Phase 3 Response Red (Activation)	▪ Inform Community that we are now moving from Yellow to Red. ▪ CDEM Group has been activated. ▪ Activate business contingency protocols. ▪ Advise first human case in Chatham Islands confirmed. ▪ Human to human transmission confirmed. ▪ Cluster occurring in NZ. ▪ Stop all staff travel as outlined in Staff Travelling.
Phase 4 Recovery Green (Stand Down)	▪ Inform Community that we are now moving from Red to Green. ▪ Resume normal functions. ▪ Post stand down return to business as usual. ▪ Evaluate and review business contingency protocols. ▪ Emergency Management to work through recovery phase in conjunction with Health agency.

RESPONSE Part 3

Prepare the community for response; our community will be confronted with a significant event, which leads to a Civil Defence Emergency. The severity of an incident will determine whether or not an emergency is declared. If authorised by the Minister when an emergency has been declared under the CDEM Act 2002, s70 (1) g HA. In addition to supporting health objectives there are statutory responsibilities and community expectations that Local Authorities and CDEM Group will provide support, coordination and community leadership in all multi agency response to major threats. The EOC (Emergency Operation Centre) may be required to support and co-ordinate over a long period of time.

CONTACT MANAGEMENT

MoH defines pandemic influenza contact as people who have had close physical (less than one metre) or confined airspace contact with an infected person, within four days of that person developing symptoms. These are likely to include family members or other living companions, workmates and some recreational companions. Under the Health Act 1956, both highly pathogenic avian influenza (HPA) and influenza are classed as infectious diseases. HPAI is also an identifiable disease, meaning that some additional provisions of the Health Act apply to it, over and above the provisions that apply to influenza.

ACTIVATE EMERGENCY MANAGEMENT RESPONSE PLANS

The first part of any emergency is to implement existing response plans. For the purpose of declaring an emergency under the CDEM Act, the CEG (CDEM Executive Group) would need to come together to make the declaration under the strict guidelines as outlined in social distancing and with the use of masks for a short period of time only.

- Activation of the CEG and advise Area Co-ordinators and personnel, to prepare for a declaration.

- Emergency Management will monitor the offshore situation.

- Issue "Don't Travel Warning's".

- Follow emergency management response procedures as outlined in Emergency SOP's.

- Initiation of information sharing could commence to support and allow for future escalation.

- Assist Police in the provision of security to essential services.

- Enforce/assist the closure/restriction of public facilities, quarantine and isolation.

- Provide and co-ordinate house to house welfare services, including food, medicines, educational material etc.

- If required under the direction of Health, and in coordination with the Police, use the powers of CDEM Controller to manage the movement of people and resources in and out of the community.

- The implementation of the Emergency Welfare Plan if needed.

- Actively encourage maintenance of business activities, particularly those related to health, welfare, food, fuel, essential infrastructure and other commerce deemed necessary for effective response and recovery.
- Co-ordinate the use of appropriately trained volunteers if necessary (taking into account the use of masks and social distancing).
- Keep the public informed.
- Monitor the health status of employees and volunteers.
- Maintain records on new and cumulative cases among employees and their families.
- Activate staff to work from home or in isolation to avoid exposure as long as possible.

EMPLOYEE PROTECTION IMMUNISATION

Once the virus has entered New Zealand, it would be difficult to halt the spread; however there are options to slow the transmission until a vaccine becomes available.

- When influenza breaks out the first response of any business, organisation agency, Local Authority and Emergency Management will be to protect its employees.
- Undertake internal surveillance, this includes monitoring the health status of employees and their families.
- Implement infection control measures, set up prominent notices at entry points to the facility, advising staff and visitors not to enter.
- Ensure there are adequate supplies of tissues, medical and hand hygiene products, cleaning supplies as well as masks for people who become ill at work.
- Advise staff to work from home if possible or use social distancing methods.

PUBLIC PROTECTION IMMUNISATION

Because a vaccine that will protect against the pandemic strain won't be able to be produced until that strain is actually identified, there will be a delay between declaration of the pandemic and the arrival of the vaccine in New Zealand. The vaccine strategy is to immunise all New Zealanders once supplies are available. Check with Medical Officer.

FACILITY CLOSURE AND PUBLIC GATHERINGS

Once an emergency has been declared under the CDEM Act, ss70 (1) (m) and (n) HA restriction of public gatherings can be enforced.

- Some facilities may be closed or restricted to assist in controlling the spread of infection.
- Closure of Council office to all public and council members, only authorised staff will be permitted.

FACILITIES TO BE CLOSED

- Chatham Islands Council Offices
- Waitangi Hall
- Waitangi Play Ground
- Scout Den
- Norman Kirk Memorial Reserve/Grounds and Building
- Marae

SCHOOLS, PLAYGROUPS, KOHUNGA TO BE CLOSED

- Kaingaroa School
- All Early Childhood Learning Centres
- Te One School
- Pitt Island School

PUBLIC INFORMATION

Due to the high rates of infection during a pandemic influenza, all non–essential services should remain closed.

- Follow steps for Business Continuity.
- Defer non-essential services according to Business Continuity.
- Inform the public of any relevant events and actions throughout the pandemic.

RECOVERY Part 4

Recovery is defined as "the co-ordinated efforts and processes to effect the immediate, medium, and long-term holistic regeneration of a community following a disaster" and encompasses the four R's, Reduction, Readiness, Response and Recovery. There is also a process of psychosocial recovery which involves easing the physical and psychological difficulties for individuals and communities, building and bolstering social and psychological well-being. Recent changes in legislation for civil defence and emergency management has resulted in an outcomes-focused emergency management planning structure which is the basis for effective psychosocial planning and delivery. This will not be delivered by the health and disability structure, but by individuals, families, organisations, welfare agencies or other groups for recovery purposes under the umbrella of the Civil Defence Emergency Management Group. Evidence indicates that most people will recover without the need for specific psychosocial interventions, but with a mandate for psychosocial recovery we will need to plan for access to outreach services, psychological first aid, screening and referral to assist those who may need other interventions to assist in their recovery.

NATIONAL LEADERSHIP OF RECOVERY

Recovery on a National level will be consistent with the planning and response phases under the NZ Influenza Pandemic Action Plan. The recovery phase will be lead by central government in line with national interests, but delivered by a combination of national and community activities.

INTERNAL ORGANISATIONAL RECOVERY

Basic forms of support and normalising the recovery process is preferred over providing intensive forms of assistance, particularly in the immediate aftermath of an emergency event. While a pandemic is ongoing the Recovery Management Team will be actively involved in the recovery process in accordance with the Chatham Island Emergency Management Recovery Plan 2006-2010. Businesses need to be actively involved in the internal recovery processes for their organisation.

RECOVERY BETWEEN WAVES

Health officials warn that pandemic illness may occur in two or more waves, arriving between 3 and 12 months apart. Local Authorities may be required to undertake aspects of recovery during and between each outbreak wave. Overall a pandemic wave may last about 8 weeks and may come in waves of varying severity over time.

RECOVERY OF SOCIAL ENVIRONMENT

The Recovery Management Team may call upon multi agencies to help co-ordinate the social and economic support and recovery of the community, including the safety, wellbeing, health and welfare of the community.

RECOVERY OF ECONOMIC ENVIRONMENT

Community businesses may suffer substantial losses; these consequences have implications for future sustainability of aspects of the community. The community may look to local authority for additional leadership and support in response to these consequences, and strategic analysis and direction for economic recovery; however it is unlikely that economic impact information is immediately available.

RECOVERY OF NATURAL ENVIRONMENT

Services for Natural Environment are provided by Environment Canterbury and as such the recovery stage would be included in their business contingence plan.

RECOVERY OF BUILT ENVIRONMENT

Works Infrastructure will provide for recovery in their Contingence Plan. Council's responsibilities are included within the Recovery Management Plan 2006-2010.

WELFARE

It can be expected that some people will be affected in some way by the pandemic, directly or indirectly. Expect psychosocial reactions. Some people may exhibit short term reactions, however most people will recover from an emergency event with time and basic support. A range of transitory reactions are common. Emergency management and recovery need to be mindful of the fundamental principles as it reinforces the need to be aware of potential reactions and promote basic forms of support and self help strategies in the immediate post incident phase.

Depending on the situation associated with this illness, there may be impacts on the remaining employees which may require support. Therefore staff debriefing of the situation and any issues that may arise needs to follow the event along with, discussions on health and safety, providing counselling for staff where required. There are also relationships between the psychosocial element of recovery and other elements of recovery these may need to be discussed as well as acknowledgement of staff/family fatalities.

COMMUNICATIONS

Ensure all relevant agencies and community receive updates of recovery situations.

ABSENTEES

- Employers may need to recruit new staff to fill temporary or permanent positions.
- Advise staff of return to work.

DEBRIEFING

- Debriefing is common practice following emergency events.
- Collect lessons identified from the experience and provide an opportunity to improve reduction, readiness, response and recovery for future pandemics.
- Review, evaluate and assess impact on the workplace.
- Assess ability to resume normal services.
- Report findings to management/CDEM Group/Council.

Roles & Responsibilities of Lead Government Agencies

Appendix A

The following is an overview of lead government agencies roles and responsibilities.

ACCIDENT COMPENSATION CORPORATION

- ACC's primary responsibility will be to maintain its activities in accordance with the Injury Prevention, Rehabilitation, and Compensation Act 2001.
- ACC's Influenza Pandemic Business Continuity Plan defines the activities from first notification of human to human transmission of pandemic influenza through to closure of ACC's businesses because staff are unable to continue their work.
- Communications with claimants.
- Payments to claimants.
- Management of the critically injured/high needs claimants.
- Payments to staff.
- Payments to providers and or suppliers.
- ACC will form a pandemic response team to ensure all activities and available resources are co-ordinated and engaged to meet the defined goals.

DEPARTMENT OF INTERNAL AFFAIRS

- Executive government support – continued support to members of the Executive, the Gazette translation service and VCO.
- Identity services, births, deaths and marriages, passports and citizenship in support of passports, if required.
- Policy support for Local Government and Community and Regulation and compliance, if required.

DEPARTMENT OF CORRECTIONS

- Ensure the safe and secure containment of New Zealand's prisons during an influenza pandemic.

HOUSING NEW ZEALAND CORPORATION

- Identify spare accommodation at local levels and support the interagency regional recovery groups with accommodation supply.

LOCAL GOVERNMENT NEW ZEALAND

- As the agency responsible for promoting the national interests of local government, the role of Local Government New Zealand in the response phase will be to co-ordinate advice and support to territorial local authorities to help them discharge their dual roles of maintaining local government and community leadership capability, and providing local civil defence emergency management response to a pandemic influenza.

LOCAL AUTHORITIES

- Local authorities in the response phase will be to provide local leadership, maintain essential local government services, and support the activities of their CDEM Group to address the community consequences of pandemic influenza.

MINISTRY OF HEALTH

- Initiation, activation, escalation and stand down of a national emergency response.
- National intelligence and planning, including liaison with WHO and the other international bodies responsible for high level advice or recommendations to national authorities.
- Convening the Technical Advisory Group and other advisory groups, and national dissemination of clinical and public health advice.
- Information and advice to Ministers.
- National liaison with, and advice to, other government agencies.
- Advising Domestic and External Security Coordination to activate the National Crisis Management Centre if necessary.
- Collating information for use and dissemination in New Zealand with the support of the best expert advice available.
- National oversight of the health sector response.
- Provision of public information, including 0800 advice lines and website information, and providing access to travel advisories produced by border control agencies.
- Instigation and stand down of universal or targeted public health assessments.

DISTRICT HEALTH BOARDS

- DHB's are the lead agencies for planning for, or responding to, a pandemic on a local or regional scale.
- Liaison with the medical officers of health and CDEM controllers in their region.
- Implementation of their major incident and emergency plan, or pandemic plan, as necessary, and contributing to the implementation of the regional incident coordination plan for their region.
- Implementation of any advice and guidelines issued by the Ministry of Health via the Regional Coordination Team.
- Ensuring hospitals and health services are ready to function to the fullest possible extent during and after the emergency.
- Communication with and support of primary health care providers within the DHB region.
- Liaising with other agencies at a local level, as appropriate, including local government, local civil defence emergency management, local education providers, local welfare and border agencies, and national health groups with local representation.
- Contributing to the regional coordination team and local implementation of decisions reached at a regional level.

PUBLIC HEALTH SERVICES

- Develop plans specific to public health emergencies.
- Integrate public health planning and response with DHB planning and responses.
- Advise local agencies and lifeline utilities about public health aspects of their planning and response.
- Respond to emergencies involving risk to public health.
- Use the statutory powers available to them in order to mitigate the impact of an outbreak.

AMBULANCE PROVIDERS

- Ambulance providers will be responsible for continuation of their service and appropriate management of any increased demand during a pandemic.
- Ambulance providers will also provide representatives for DHB regional groups and CDEM Groups, as required.

ENVIRONMENTAL SCIENCE AND RESEARCH LTD

- Co-ordinating national notifiable disease surveillance, and will be responsible for the analysis of data from case report forms to monitor transmission patterns and the spread of disease throughout New Zealand.

- ESR is one of the five pandemic influenza referral laboratories in New Zealand.

MINISTRY OF JUSTICE

- During an influenza pandemic the Ministry of Justice has a role to provide services to support law and order. The Ministry of Justice is responsible for providing essential court services, support to the judiciary and policy advice.
- The Ministry also has a role to advise and inform the Ministers for Courts and Justice on the provision of essential services and other matters that may arise during an influenza pandemic.

MINISTRY OF PACIFIC ISLAND AFFAIRS

- The Ministry of Pacific Island Affairs role in the response phase will be to provide communications advice and support to ensure key messages reach Pacific communities around New Zealand in a culturally responsive manner.

MINISTRY OF FOREIGN AFFAIRS AND TRADE (MFAT)

- Report on international influenza developments and liaise with other countries on pandemic response measures.
- Provide pandemic influenza related information to New Zealanders abroad.
- Provide consular assistance to New Zealanders abroad affected by the pandemic.
- Provide foreign missions in New Zealand information to help them provide consular assistance to their nationals during a pandemic.
- Facilitate New Zealand's contribution to international efforts to prepare for and respond to pandemic influenza.

MINISTRY OF SOCIAL DEVELOPMENT

- Convening and chairing the National Welfare Recovery Coordination Group.
- Continuing payments and other essential services to existing clients.
- Providing emergency financial assistance to new clients.
- Working with other government agencies to provide a co-ordinated welfare response.

MINISTRY OF AGRICULTURE AND FORESTRY

- The response phase of human pandemic influenza will be carried by Bio-security New Zealand as the business unit within MAF with responsibility to monitor avian populations for influenza and stamp out any outbreaks of avian disease.

- Bio-security New Zealand will also report to the World Organisation for Animal Health as the international veterinary agency responsible for international animal health issues.

MINISTRY OF TRANSPORT

- In the event of a pandemic, the Ministry of Transport will be among those agencies assisting the Ministry of Health and Ministry of Civil Defence and Emergency Management in the border, CDEM and Infrastructure work streams, through liaison with the transport sector.

NEW ZEALAND CUSTOMS

- Customs Service is one of a number of agencies responsible for developing a series of border management options able to be used during a pandemic influenza threat. These range from enhanced screening through to restrictions on trade and travel.
- In the response phase, the Customs Service would be one of the agencies involved in implementing such measures at airports and seaports. Many of the responses will be at the direction of health officials under Ministry of Health legislation, but certain powers under the Customs and Excise Act 1996 may be used to assist with these border management strategies.

NEW ZEALAND DEFENCE FORCE

- During a health emergency Defence will offer aid to the civil agencies to the greatest extent possible. However, in addition to reduction through illness of available personnel, Defence has extensive commitments overseas that reduce resources in New Zealand and responsibilities for other government directed contingency tasking which may further reduce the availability of personnel and resources for direct support of pandemic health management activities.

NEW ZEALAND FIRE SERVICE

- Fire-fighting to control, contain and extinguish fires.
- Containment of releases and spillages of hazardous substances.
- Urban search and rescue.
- Redistribution of water for specific needs (preservation of health and hygiene in stricken areas).

MINISTRY OF EDUCATION

- To co-ordinate the response for the education sector, including early childhood education services, schools, tertiary education organisations, education agencies, Ministry of Education, Education Review Office, NZ Qualifications Authority, Career Services, NZ Teachers Council, Tertiary Education Commission.

NEW ZEALAND POLICE

- Maintain law and order.
- Respond to requests from the medical officer of health.
- Take all measures within their power and authority to protect life and property, and to assist with the movement of rescue, medical, fire and other essential services.
- Assist the coroner as required by the Coroners Act 1988.
- Co-ordinate movement control over land, including communications and traffic control.

MINISTRY OF CIVIL DEFENCE AND EMERGENCY MANAGEMENT

- Supports CDEM Groups and local government; to meet their expected consequences of a pandemic influenza on their communities.
- Facilitate local CDEM support to the Fast Moving Consumer Goods sector to enable the sector to maintain sufficient food and grocery supplies during a pandemic.

CIVIL DEFENCE EMERGENCY MANAGEMENT GROUPS

- The role of CDEM Groups in the response phase is to prioritise and co-ordinate the regional CDEM interagency responses to the consequences of pandemic influenza necessary to support communities.
- Providing, or arranging the provision of, suitabley trained and competent personnel, including volunteers, and an organisational structure for civil defence emergency management in its area.
- Providing, arranging the provision of, or making available materials, services, information and any other resources necessary to support the health led response to pandemic influenza.
- Responding to and managing the non health adverse effects of pandemic influenza in its area.

TREASURY

- Treasury is the government's primary economic and financial advisor. The Treasury is leading the work looking at measures to mitigate the economic shock from a pandemic and encourage a rapid recovery. The Treasury is contributing to a number of working groups looking at more specific issues with significant economic implications.
- Treasury's primary role in the response phase will include the continued running of the government financial system and providing advice on measures to mitigate economic impacts.

MINISTRY OF ECONOMIC DEVELOPMENT

- The Ministry of Economic Development is leading work across infrastructure sectors to help ensure that key services continue to be provided during an influenza pandemic, with the risk of service disruption minimised. MED is also encouraging the business community at large to undertake pandemic business continuity planning.

DEPARTMENT OF LABOUR

- Department of Labour in consultation with key government agencies and stakeholder groups (in particular Business NZ and the NZ Council of Trade Unions), is preparing employment relations and health and safety guidance material for workplace participants to help them plan, prepare for, respond to, and recovery from a pandemic event.

- In the response phase, the Department of Labour will be responsible for reviewing and maintaining the currency of the key messages to employer's o responding to a pandemic, and responding to enquiries and complaints from workplace participants.

DEPARTMENT OF PRIME MINISTER AND CABINET

- The Department of the Prime Minister and Cabinet services the Governor General, the Prime Minister and the Cabinet, and also helps to co-ordinate the work of core public service departments and ministries. Its role in pandemic influenza planning and response is to assist in coordinating the whole of government activities.

INLAND REVENUE DEPARTMENT

- Inland Revenue has a key role in the economic and social wellbeing of all New Zealanders, by ensuring revenue is available to fund government programmes and ensuring people receive the payments they are entitled to.

- Normal compliance and information services may need to be suspended during a pandemic. However as much as practicable, Inland Revenue will ensure that revenue collection services are maintained and that customers r

STATE SERVICES COMMISSION

- Attendance in the workplace, the issues that relate to an employees refusal to do so and utilisation of remote working (usually working from home).

- Salary payments during pandemic and related issues of additional paid leave over and above an employees accrued entitlements.

- The ability to require staff to provide wider support during a pandemic by undertaking additional duties that are not in the employee's job description.

- Approaches to take if there is a workplace closure by the medical officer of health.

TE PUNI KOKIRI

- Engage with whanau, hapu, iwi, Maori individuals, Maori organisations and Maori communities to ensure their needs are being met.

- Work, as required, with the relevant government agencies to facilitate and co-ordinate support to Maori requiring assistance.

- Assist with the preparation and distribution of key communication messages to whanau, hapu, iwi, Maori individuals, Maori organisations and Maori communities.

Decision Making Ethical Values
Appendix B

ETHICAL VALUES INFORMING HOW TO MAKE DECISIONS

We act on our values even when we have little time, and even when our values are pulled in more than one direction, therefore good planning when we have time can help us respond later when there may be little time. By understanding the ethical values we use to make our decisions and what decision we make in the planning stage leads to less conflict during the response stage. There are five key characteristics of ethical processes for decision making identified in this document however there needs to be further consideration for values which are not ethical values, such as decision making to be timely, and practical as they are important also, but not if it compromises ethical values.

- Inclusive
- Open
- Reasonable
- Responsive
- Responsible

INCLUSIVE

Identifying a inclusive decision making process that everyone can agree on before focusing on the decision to be made, however time constraints during a pandemic may limit the extent to which decision making can be inclusive. Every person has the right to be provided with services that take into account the needs, values, and belief of different cultural, religious, social, and ethnic groups.

- Including those who will be affected.
- Including people from all cultures and communities.
- Taking everyone's contribution seriously.
- Striving for acceptance of an agreed decision process, even by those who might not agree with the particular decision made.

OPEN

Open and transparent decision making processes help to show that decisions have been done well. When people understand what decisions are based on promotes compliance with difficult measures such as quarantine and restricted social interaction. Informing the public what is being done to protect against pandemic and the reason for this is consistent with showing respect for people.

- Letting others know what decisions need to be made, how they will be made and on what basis.
- Letting others know what decisions have been made, and why.
- Letting others know what will come next.
- Being seen to be fair.

REASONABLE

It is important that the rationale behind decision making is clear, explicit reasons avoid perceptions that decisions have been based on the decision makers own views and opinions. Often there are a range of potential responses to a given problem and alternative courses of action considered are also identified and reasons are given for the course of action chosen.

- Working with alternative options and ways of thinking.
- Working with and reflecting cultural diversity.
- Using a fair process to make decisions.
- Basing our decisions on shared values, and on the best evidence available.

RESPONSIVE

Decisions are likely to change and it is important to be aware of changes and new information, to evaluate the outcome of decisions as this information comes to hand. In some situations it is important to provide mechanisms for addressing concerns where people may feel that they have been unfairly treated or disadvantaged.

- Being willing to make changes and be innovative.
- Changing when relevant information or context change.
- Enabling others to contribute wherever we can.
- Enabling others to challenge our decisions and actions.

RESPONSIBLE

It is important to have mechanisms to ensure that decisions are being made and made well, but it is also necessary to monitor whether decisions are being properly implemented, i.e. monitoring whether quarantine orders are being adhered to. Responsible decision making also involves being aware of the decision of others and how this affects the outcome of decisions that have been made.

- Acting on our responsibility to others for our decisions and actions.
- Helping others to take responsibility for their decisions and actions.

WHAT DECISIONS TO MAKE

Pandemic planning involves making a wide range of advance decisions about pandemic, some decisions will not be able to be made until the nature of a pandemic is known, however it is practical to identify the ethical values that might inform such decisions to enable advance discussion and debate to ensure these values are widely shared among all those who are potentially affected.

- Minimising Harm
- Respect
- Fairness
- Neighbourliness
- Reciprocity
- Unity

MINIMISING HARM

Protection of the public is the primary goal of pandemic planning and response which involves reducing the amount of illness and death caused by a pandemic. Some strategies for pandemic management could carry risks to the public so it is important to consider any potential harm arising from control strategies. All community members may potentially have an important role to play in minimising harm in a pandemic.

- Not harming others.
- Protecting one another from harm.
- Accepting restrictions on our freedom where needed to protect others.

RESPECT

Influenza is spread from person to person, so limiting social interaction and individual travel may help to contain the disease, this can create potential conflict between the need to respect individual freedom and the need to protect the public by taking such restrictive measures. Therefore the use of restrictive measures should follow principles of effectiveness, necessity, proportionality and fairness. During a pandemic, people with disability would be vulnerable to being further disadvantaged by policies and interventions, unless particular considerations were given to avoiding such an outcome.

- Recognising that every person matters.
- Supporting others to make their own decisions wherever possible.
- Supporting those best placed to make decisions for people who can't make their own decisions.
- Restricting freedom as little as possible, and as fairly as possible, if freedom must be restricted for public good.

FAIRNESS

Several aspects of fairness that are important in pandemic planning, with particular emphasis on Maori and on the prioritisation of resources in pandemic planning and response. Health care workers would also be at higher risk of infection due to contact with infected patients, fair treatment requires that they receive additional protective measures.

- Ensuring that everyone gets a fair go.
- Prioritising fairly when there are not enough resources for all to get the services they seek.
- Supporting others to get what they are entitled to minimising inequalities.

NEIGHBOURLINESS

Encouraging people to act in a neighbourly way towards each other during a pandemic would be one of the most effective tools we have to manage the effects of a pandemic. We would need many different carers in addition to health care workers for society to continue to function. This means that approaches that support and enable such "helping behaviour" may be important ways to ensure the best outcome from any pandemic, those who accepted extra responsibilities through helping other community members during a pandemic would need to be supported in what they do, including ensuring that people are aware of how to help their neighbours safely or acknowledging the great importance of such neighbourly behaviour.

- Helping and caring for our neighbours and relations.
- Working together where there is need to be met.

RECIPROCITY

Reciprocity is an important part of people trusting and helping one another and is also the basis for providing additional support for those who accept extra responsibilities during a pandemic. This may apply to those who put themselves at high risk during a pandemic and those who are affected by restrictive measures designed to limit pandemic spread. "For example, during quarantine either voluntarily or compulsorily people are thus required to bear an extra burden in the interests of others, reciprocity can be expressed by ensuring that people who are quarantined are given extra support and are well looked after, in keeping with the extra burden they carry in the name of protecting others".

- Helping one another.
- Acting in accordance with any special responsibilities or social standing we may have, such as those associated with professionalism.
- Agreeing to extra support for those who have extra responsibilities to care for others.

UNITY

During a pandemic possible atmosphere of anxiety and fear could have a divisive effect and unity between community, patients, care works, organisations, government agencies etc could be affected. However being holistic in nature and employing a unified approach shows unity, working

together and gives reassurance to the community. Public compliance with restrictive measures may be influenced by the degree of goodwill towards policy makers and care workers so it is important to maintain commitment to managing our way through any pandemic together. Trust is an important component and may become strained during a pandemic, so good communication and transparency in decision making, may enhance public trust.

- Being committed to seeing this through together.
- Showing our commitment to strengthening individuals and communities.