



NOTICE OF MEETING

EMERGENCY SERVICES SPECIAL COMMITTEE

I hereby give notice that an Ordinary Meeting of the Emergency Services Special Committee will be held on:-

DATE: **Tuesday, 3 December 2002** **TIME:** **9.30 am**

VENUE: **Civic Centre, 6 Waipareira Avenue, Lincoln, Waitakere City**

to consider the business as set out herein and to take any necessary action connected therewith.

27 November 2002

Sharon Simiona
COMMITTEE SECRETARY

Telephone (09) 836 8000 extn 8820

MEMBERSHIP:

Councillors	DQ	Battersby, JP (Chairperson)
	VS	Neeson, JP (Deputy Chairperson)
	RP	Dallow, QPM, JP
	AC	Fenton
	GW	Russell

Mayor, Bob Harvey, QSO, JP (ex officio)
Deputy Mayor, Carolynne Stone (ex officio)

(Quorum 2 members)

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(The reports and recommendations contained in all agendas are reports and recommendations only and are not to be construed, in any way, as Council policy until adopted.)

**AGENDA FOR AN ORDINARY MEETING OF THE EMERGENCY SERVICES SPECIAL
COMMITTEE TO BE HELD IN THE CIVIC CENTRE, 6 WAIPAREIRA AVENUE,
LINCOLN, WAITAKERE CITY, ON TUESDAY, 3 DECEMBER 2002
COMMENCING AT 9.30 AM.**

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1 APOLOGIES



2 URGENT BUSINESS

Section 46A(7) and (7A) of the Local Government Official Information Act and Meetings Act 1987 provides that where an item of business is not on the agenda, it may only be dealt with at the meeting if:

- (i) the item is a minor matter; and
- (ii) the Chairperson has explained at the beginning of the meeting (when open to the public) that the item will be raised for discussion, why the item is not on the agenda, and why it cannot be delayed until a subsequent meeting; and
- (iii) the Committee resolves to deal with the item.

No resolution, decision, or recommendation may be made in respect of the item except to refer the item to a subsequent meeting for further discussion.

NOTE: Urgent Business need not be dealt with now and may be delayed until later in the meeting.



3 CONFIRMATION OF MINUTES

Ordinary - Tuesday, 1 October 2002

RECOMMENDATION

That the minutes of the Ordinary Meeting of the Emergency Services Special Committee held on Tuesday, 1 October 2002, as circulated, be taken as read and now be confirmed.



4 **CIVIL DEFENCE EMERGENCY MANAGEMENT GROUP WORK PROGRAMME AND BUDGET 2003/2004**

PURPOSE OF THE REPORT

The purpose of this report is to present to the Emergency Services Special Committee for consideration and comment the work programme and budget for the Auckland Region Civil Defence Emergency Management Group (CDEMG) for 2003/2004.

BACKGROUND

Under the new Civil Defence Emergency Management Act, an annual work plan and budget must be agreed upon for the Auckland Region Civil Defence Emergency Management Group each year. This has happened in the past but is now a requirement. A working group of the Coordinating Executive Group (CEG) has undertaken a preliminary assessment of the work required to i) meet Auckland Region Civil Defence Emergency Management Group outcomes (now specified in the Auckland Region Civil Defence Emergency Management Group Plan), and ii) fulfil statutory requirements. Coordinating Executive Group has now recommended these work plans and budgets to the Auckland Region Civil Defence Emergency Management Group Committee, which determines the work priorities for the year, and recommends to member councils the budget, work programme and funding contributions required to allow the work to be undertaken.

The Auckland Region Civil Defence Emergency Management Group has considered a draft programme and budget and resolved:

"That the Committee adopt the annual work plan and draft budget as draft for 2003/2004 for consultation with the region's councils and recommend this to the region's councils for funding through their annual planning processes."

STRATEGIC CONTEXT

Civil Defence Emergency Management is a responsibility of the Council, both under the Civil Defence Act 1983 (which is repealed on 1 December 2002) and under the new Civil Defence Emergency Management Act 2002 (hereafter the new Act). It forms part of Council's overall strategic framework in that it contributes to community wellbeing by: reducing the risk and likely impact of disasters and emergency events; readying and building community resilience to the impacts of such events; developing Council's capability to respond to emergency events; and developing the City's recovery capability. The new Act demands a regional approach to civil defence emergency management, while still compelling Councils to ensure that adequate provision to deal with local requirements is made by individual territorial local authorities.

The 2003/2004 work plan and draft budget for the Auckland Region Civil Defence Emergency Management Group has been based upon:

- The targets and actions of the Strategic Section of the draft Auckland Region Civil Defence Emergency Management Group Plan (which is being developed by the Auckland Region Civil Defence Emergency Management Group in advance of legislative requirements).
- Statutory requirements of the Auckland Region Civil Defence Emergency Management Group Act.

The Strategic Section of the draft Auckland Region Civil Defence Emergency Management Group Plan outlines a series of actions for the next 5 years that, if implemented, shall help Auckland to become “a resilient Auckland region” (the vision for civil defence emergency management in the Auckland region). The strategic objectives and targets of the Auckland Region Civil Defence Emergency Management Group Plan were work-shopped with the Auckland Region Civil Defence Emergency Management Group Committee during May of this year.

Throughout the development of the 2003/2004 work plan, the strategic targets have been carefully considered to ensure the Auckland Region Civil Defence Emergency Management Group continues to make the desired progress towards a resilient Auckland, a region that bounces back from disaster, and is prepared for any eventuality. All of the targets and actions that have been planned to be undertaken in the 2003/2004 financial year are incorporated into the recommended work plan.

The Civil Defence Emergency Management Act specifies a number of requirements on Auckland Region Civil Defence Emergency Management Group’s. These have also been carefully considered during the construction of the 2003/2004 work plan.

The Auckland Region Civil Defence Emergency Management Group work plan and budget has been prepared on the basis that the Emergency Management Office is domiciled in the Auckland Regional Council. The Committee must be advised that as Auckland Regional Council is yet to prepare its budgets, with associated overhead costs, this budget is indicative only.

ISSUES

Draft Budget and Work Programme

The total cost of Auckland Region Civil Defence Emergency Management Group projects recommended for 2003/2004 is significantly reduced from the 2002/2003 Annual Plan (\$430,000 compared with approximately \$590,000 during 2002/2003). This reflects the significant advancements that have been made toward Auckland Region Civil Defence Emergency Management Group outcomes and toward the development of the Auckland Region Civil Defence Emergency Management Group Plan, a cost most other Auckland Region Civil Defence Emergency Management Group’s throughout New Zealand have only begun to consider since the third reading of the Auckland Region Civil Defence Emergency Management Group Bill.

Through consideration of the requirements of the Auckland Region Civil Defence Emergency Management Group Plan and the Auckland Region Civil Defence Emergency Management Group legislation, Coordinating Executive Group has prioritised the proposed work plans and budgets into three key categories:

- Category 1 = Non-discretionary projects: Projects that must be undertaken during 2003/2004.
- Category 2 = Projects that should be undertaken during 2003/2004 in order to meet the Auckland Region Civil Defence Emergency Management Group Plan specified targets and continue meaningful progress towards the desired Auckland Region Civil Defence Emergency Management Group outcomes.
- Category 3 = Projects that could potentially be deferred until 2004/2005 financial year.

In order to continue to undertake work at a rate that will enable all targets specified in the Auckland Region Civil Defence Emergency Management Group Plan to be met within the 5 year time frame, Coordinating Executive Group recommends that Category 1, 2 and 3 projects be undertaken during 2003/2004.

The work programme and budget summary for 2003/2004 for the Auckland Region Civil Defence Emergency Management Group is set out below:

Project		Cost	Cumulative Total	Category
CDEMG/0	Civil Defence Emergency Management Group Committee Administration	\$ 3,800	\$ 3,800	1
CDEMG/1	Emergency Management Office operating costs	\$ 58,900	\$ 62,700	1
CDEMG/3	Civil Defence Emergency Management Group Plan consultation and notification	\$107,678	\$170,378	1
CDEMG/2	Public Education Strategy implementation	\$ 82,086	\$252,464	2
CDEMG/4	Relationship Management Plan	\$ 60,345	\$312,809	2
CDEMG/5	Testing and Exercises	\$ 19,380	\$332,189	2
CDEMG/6	Implementation of Professional Development Strategy	\$ 23,605	\$355,794	2
CDEMG/7	Emergency Operations Centre capability	\$ 17,298	\$373,092	2
CDEMG/9	Response and recovery planning	\$ 17,159	\$390,251	2
CDEMG/8	Monitoring	\$ 6,020	\$396,271	3
CDEMG/10	Appointment of part time Group Controller	\$ 34,150	\$430,421	3
TOTAL		\$430,421		

A full summary of budgets and work programme items has been circulated separately to members.

The Committee should note that this budget is indicative only, for the following reasons:

- Each individual Council has to agree to contribute its share to Auckland Region Civil Defence Emergency Management Group expenditure.
- Part of Franklin District Council lies within both the Auckland and Waikato regions. Consequently this Council has the choice of participating in either the Waikato or Auckland Region Civil Defence Emergency Management Group's. Should the Franklin District Council choose to participate in the Waikato Auckland Region Civil Defence Emergency Management Group, the relative proportion that each Local Council will contribute, is likely to increase.
- The Auckland Region Civil Defence Emergency Management Group Committee may decide that the Emergency Management Office (EMO), which is currently domiciled within the Auckland Regional Council, be domiciled elsewhere. This will potentially alter the overhead costs associated with the Emergency Management Office staff. In addition, the Auckland Regional Council has yet to confirm the cost of 2003/2004 overheads.
- Each Council in the Auckland region needs to accept the draft budget and agree to provide sufficient funds through their annual planning process. It is possible that not all Councils will agree to fund the recommended amount.

Comment of the Programme and Budget

Overall the basis for the work programme is sound. The work done on preparing the Auckland Region Civil Defence Emergency Management Group Plan has provided a strategic framework for the preparation of work programmes that take the region forward in terms of meeting the requirements of the new Act and meeting stated emergency management goals.

In terms of specific areas in the programme, issues to consider are:

Appointment of Controller Costs – Neither Coordinating Executive Group nor the Auckland Region Civil Defence Emergency Management Group has yet to reach agreement on the nature of the Controller position (i.e. an adjunct to the Emergency Management Office Manager, a part time or additional duty for a Local Authority and Emergency Service appointee from around the region, or some other scenario). It may be possible to reduce or remove this resourcing from the work programme depending on the decision taken regarding the controller position.

Professional Development – the worth of this programme is yet to be proven. While training for capability is a key part of the region's emergency needs, care will need to be taken to ensure this programme is focussed in such a way to deliver on required outcomes. It is recommended that this programme component remain for 2003/2004 on the condition that its effectiveness be evaluated with some rigour to ensure it is meeting regional needs.

Administrative Costs – The Auckland Regional Council is to be the administering authority for the Auckland Region Civil Defence Emergency Management Group. While the costs are small, it may be that the Auckland Regional Council should meet the administrative costs outside of funding formula proposed below.

Overhead costs – while a minor issue, it would be useful to get some idea of how the overhead costs attributed by the Auckland Regional Council are made up. Perhaps the provision of input costing may assist with this. This will allow Auckland Region Civil Defence Emergency Management Group to overview value for money.

Committee members may have other issues they wish to raise. If further information is required, it would be helpful if members can advise the writer in advance of the meeting so that this can be sought from the Auckland Regional Council.

Once the Committee has considered the draft work programme and budget, it is appropriate that they make some form of recommendation to the Annual Plan Special Committee for consideration in the Annual Plan process for 2003/2004.

Funding

The funding formula for the Auckland Region Civil Defence Emergency Management Group being promoted by the Auckland Regional Council is:

Council	Population	Funding %
Auckland Regional Council	1,173,021	16%
Council	Population	Funding % (of Balance)
Rodney District Council	76,182	6.5
North Shore City Council	184,821	15.8
Waitakere City Council	168,750	14.4
Auckland City Council	367,734	31.3
Manukau City Council	283,200	24.1
Papakura District Council	40,665	3.5
Franklin District Council	51,669	4.4
	1,173,021	100.0

Council has yet to finally agree to this funding formula. The Council's position has been to seek a greater level of funding from the Auckland Regional Council, given the regional nature of this activity. This seems unlikely in 2003/2004, however it should be noted in support of Council's position that in the Canterbury region, the proposal is that Environment Canterbury (the Canterbury Regional Council) will fully fund Auckland Region Civil Defence Emergency Management Group activities, despite the Joint Committee structure required by the new Act.

In terms of the draft work programme and budget the allocation via the formula proposed is:

Council	Population	Population %	Share of costs	Comment
Auckland Regional Council	1173021	100	\$68,867	16% Total
Rodney District Council	76,182	6.5	\$23,481	84% balance of Civil Defence Emergency Management Group costs apportioned per-capita across councils
North Shore City Council	184,821	15.8	\$56,966	
Waitakere City Council	168,750	14.4	\$52,013	
Auckland City Council	367,734	31.3	\$113,345	
Manukau City Council	283,200	24.1	\$87,289	
Papakura District Council	40,665	3.5	\$12,534	
Franklin District Council	51,669	4.4	\$15,926	
	1,173,021	100.0	\$430,421	

Due to the reduced level of the budget requirement from 2002/2003 the proposed financial impact on Waitakere is not overly large in magnitude. In 2002/2003, Council provided \$20,000 for this project (based on a greater level of funding by the Auckland Regional Council), and in 2001/2002, \$40,000 (although only \$15,000 was called on).

The level of funding proposed seems affordable for Waitakere. Efforts will be made to endeavour to absorb this impact within existing budgets for emergency management, although this may not be possible given other requirements that are still being identified.

It would seem acceptable for Council, subject to Annual Plan approval of budget provision, to agree to the funding formula as an interim arrangement for the next two years, with a review to be held once the impacts of the formula can be assessed over time. It needs to be noted that Council participation in the Auckland Region Civil Defence Emergency Management Group is compulsory, meaning that some funding agreement needs to be reached between the Councils, and some funding contribution made by this Council, save for the Auckland Regional Council providing full funding.

RESOURCES

Resources for the Auckland Region Civil Defence Emergency Management Group programme and budget will need to be provided for in the 2003/2004 Annual Plan. Staff resource for supporting the Auckland Region Civil Defence Emergency Management Group and Council's participation in it are provided for this year and will be provided for in subsequent years.

CONCLUSION

The work programme and budget for the Auckland Region Civil Defence Emergency Management Group for 2003/2004 is presented to the Committee for consideration and comment. It is proposed that comment be provided back to the Auckland Region Civil Defence Emergency Management Group via Councillor Battersby and that a recommendation on the work programme and budget be made to the Annual Plan Special Committee.

RECOMMENDATIONS

1. That the information be received.
2. That it be recommended to the Annual Plan Special Committee that the work programme and budget for 2003/2004 for the Civil Defence Emergency Management Group be considered for inclusion in the 2003/2004 Draft Annual Plan alongside comments from the committee.
3. That the Emergency Services Special Committee provide any comments or enquiries to the Auckland Region Civil Defence Emergency Management Group through Councillor Battersby.

Report prepared by: Ross McLeod, Director: Corporate and Civic Services.



5 CIVIL DEFENCE EMERGENCY MANAGEMENT ACT 2002

PURPOSE OF THE REPORT

The purpose of this report is to notify the Emergency Services Special Committee of the passing into law of the Civil Defence Emergency Management Act 2002 (hereafter the “new Act”) that came into force on 1 December 2002. The report also outlines implications of the new Act.

BACKGROUND

The process of revising the Civil Defence Act 1983 began early in the 1990s with the Justice Law Reform findings of gaps and overlaps between Emergency Services and Civil Defence organisations. The new Act was the culmination of many years of conferences, seminars and “Accords” in which this Council played a strong role. This legislation passed through Parliament and was given Royal Assent on 17 October 2002. It commenced on 1 December 2002.

STRATEGIC CONTEXT

Civil Defence Emergency Management is a responsibility of the Council, both under the Civil Defence Act 1983 (which was replaced on 1 December 2002), and now under the new Civil Defence Emergency Management Act 2002 (hereafter the new Act). Civil Defence Emergency Management forms part of Council’s overall strategic framework in that it contributes to community wellbeing and building strong communities by: reducing the risk and likely impact of disasters and emergency events; readying and building community resilience to the impacts of such events; developing Council’s capability to respond to emergency events; and developing the City’s recovery capability. The new Act demands a regional approach to civil defence emergency management with the establishment of regional Civil Defence Emergency Management Groups (CDEMG’s), while still compelling Councils to ensure that adequate provision to deal with local requirements is made by individual territorial local authorities.

ISSUES

Requirements of the new Act include:

1. A National Civil Defence Emergency Management (CDEM) Strategy is to be issued by the Ministry by 1 December 2003.
2. All Civil Defence Emergency Management Groups (regional groupings) are to complete a Group Plan to replace the existing local Civil Defence Plans, within 2 years of the Group’s formation.
3. Existing Civil Defence arrangements will remain in place until the Group plans required under the new Act take effect. Local Councils need to maintain their current Civil Defence arrangements, including being able to declare and manage a Civil Defence Emergency, until ready to implement the new arrangements under their Civil Defence Emergency Management Group (another item on the agenda for this meeting deals with the approval of Waitakere City Council’s Plan, as our current plan expires on 24 December 2002.
4. Nothing in the Civil Defence Emergency Management Act 2002 affects the rights of any party to any proceedings commenced in any court, before the commencement of the Act.
5. All local territorial authorities throughout NZ must be a member of a regional Civil Defence Emergency Management Groups. Fortunately the Auckland Civil Defence Emergency Management Groups, having been one of the “pilot” trials of the new Civil Defence Emergency Management concept, is already established and is well-advanced in preparing its core-document, the Auckland Civil Defence Emergency Management Plan.

6. The Civil Defence Emergency Management Group must be established as a Joint Standing Committee under Section 114S of the Local Government Act 1974, within 6 months of the commencement of the Act. The joint committee will replace the current committee, which is a committee of the Auckland Regional Council, by 1 June 2003.

This work is underway and a report will come to the committee early in the new year.

CONCLUSION

The Auckland region is fortunate in that it already has a Civil Defence Emergency Management Groups Committee, even though this is currently a committee of the Auckland Regional Council. With all councils represented and working in much the same way as the Joint committee will work, the region is already unified in its dealings with civil defence emergency management. Much progress has already been made compared with many other regions that need to start from scratch. From this basis the Auckland region will have a smooth transition to the new arrangements.

RECOMMENDATION

That the information be received.

Report prepared by: Heather E. Smith, Manager, Emergency Management.



6 WAITAKERE CITY CIVIL DEFENCE PLAN 2002/2005

PURPOSE OF THE REPORT

The purpose of the report is to present the Waitakere City Civil Defence Plan 2002/2005 for approval as the operative plan for civil defence emergency management response to cover the transitional period before full implementation of the Civil Defence Emergency Management Act 2002 (hereafter the new Act).

BACKGROUND

The new Act commenced on 1 December 2002. The Act provides for Region based Group Plans to replace local plan. These must be in place within two years of the Groups' formation.

Until the Group Plans become operative, territorial authorities must maintain transitional arrangements. The Waitakere City Plan becomes inoperative of 24 December 2002. It is therefore advisable that Council puts in place a new plan to see it through the transition period.

STRATEGIC CONTEXT

Civil Defence Emergency Management is a responsibility of the Council, both under the Civil Defence Act 1983 (which is repealed on 1 December 2002) and under the new Civil Defence Emergency Management Act 2002. It forms part of Council's overall strategic framework in that it contributes to community wellbeing and strong communities by: reducing the risk and likely impact of disasters and emergency events; readying and building community resilience to the impacts of such events; developing Council's capability to respond to emergency events; and developing the City's recovery capability. The new Act demands a regional approach to civil defence emergency management, while still compelling Councils to ensure that adequate provision to deal with local requirements is made by individual territorial local authorities.

ISSUES

The Civil Defence Plan 1999/2002 was only operative until 24 December 2002, that is 3 years from the date of authorisation by the Auckland Regional Council. It has therefore been revised and up-dated to become a transitional plan under the Civil Defence Emergency Management Group Plan 2002. It takes account of the provisions of both the new Act and the previous Civil Defence Act 1983. The revisions have been checked and approved by the Ministry of Civil Defence Emergency Management, Auckland Manager and by the Auckland Regional Council's Emergency Management Officer.

It is now presented to this committee for approval and signature by the Chairperson. Following this it will be sent to the Auckland Regional Council for signature by the Chairperson at which time it will become the legal document directing this council's civil defence activities in emergency events.

The Waitakere City Civil Defence Transitional Plan 2002/2005 will provide the structure for local civil defence response for the period prior to the implementation of the first Auckland Civil Defence Emergency Management Plan.

CONCLUSION

This Plan will direct and authorise the Readiness, Response and Recovery activities of Council in regard to managing emergencies.

RECOMMENDATIONS

1. That the information be received.
2. That the Waitakere City Civil Defence Plan 2002/2005 (Transitional) be approved and submitted to the Auckland Regional Council and the Ministry of Civil Defence Emergency Management for approval.
3. That the Waitakere City Civil Defence Plan 2002/2005 (Transitional) remain in force for the period 2002/2005 or until such time as the Auckland Civil Defence Emergency Management Group Plan becomes operative.

Report prepared by: Heather E Smith, Manager, Emergency Management.



7 NATIONAL EXERCISE “PHOENIX”

PURPOSE OF THE REPORT

The purpose of this report is to provide the Emergency Services Special Committee with an overview of national civil defence “Exercise PHOENIX III”, and to bring to their notice the conclusions and recommendations of this exercise which was held over the period 27 to 29 July 2002. The full report entitled “Compiled Report October 2002, of Exercise Phoenix III” will be tabled at this meeting.

BACKGROUND

This is the first national exercise since the late 1980’s. It was based on the effects on Wellington region, of a major earthquake and required other regions (mainly Auckland) to provide assistance. This scenario is a very real probability, not only because of the vulnerability of the Wellington region with its five fault-lines, but also because the new region-based Civil Defence Emergency Management structure, increases the likelihood of the Auckland region (and as a part of that, Waitakere), becoming a major provider of support to the rest of New Zealand in Emergency Management situations.

STRATEGIC CONTEXT

Civil Defence Emergency Management is a statutory requirement of Council, and forms part of the Council’s strategy in terms of community wellbeing and building strong communities. In Emergency Management situations, the first approach is to try to provide support locally. However, the more severe the emergency event, the more likely the need to seek support nationally, and even internationally. Phoenix was an exercise aimed at testing national level resilience, and the ability of other regions to respond to an emergency event affecting the capital. It had the other benefit of allowing the Auckland region to test regional capability in terms of response in the new Civil Defence Emergency Management Group environment.

ISSUES

1. Aim of Exercise Phoenix

The aim of Phoenix was to improve planning for management of the initial logistics support required in response to a major earthquake in Wellington. Despite this seemingly narrow aim, the response activities carried out during the exercise period actually covered Logistics, national and international Urban Search and Rescue (USAR), Medical, Welfare and Public information projects. In Auckland, it allowed testing of the new Group Emergency Operations Centre.

2. Shared Objective

A shared objective from the exercise was to develop a Memorandum of Understanding between Wellington and Auckland regions, setting out the basis by which mutual disaster aid will be planned and provided.

3. Key Findings of the final Report

Planning shortfalls were that key players are not aware of existing planning arrangements, and that the existing planning did not satisfactorily address the functions required

- Communications deficiencies – it was noted that the required volume of traffic would overwhelm alternate modes of communication, and that the current arrangements for the collection, collation and transfer of information in an emergency are inadequate
- Inadequate coordination – it was noted that the Agencies involved act in isolation, and are unsure about co-ordination processes.

4. Recommendations set out in the Final Report of Exercise Phoenix.

Recommendations on key findings of the report identify the following as priorities:

- Business Plans must describe how emergency plans are to be implemented
- The identified planning shortfalls must be addressed
- Identified inadequacies in inter- and intra- regional co-ordination need to be addressed
- The provision of alternate means of communication must be reviewed
- The requirements for information within and between agencies must be defined
- Additional resources are to be set aside for the development of future exercises

There appears to be a strong commitment at the national level to addressing these issues. It is also important that the Auckland region learn from its experiences during Phoenix.

5. Involvement of Waitakere City's staff in Exercise Phoenix

The Manager: Emergency Management and one of the Civil Defence Officers were directly involved in the Logistics, Public Information and Medical exercise phases, and all Emergency Management staff and some of the volunteers, were involved indirectly through the planning activities of committees such as the regional civil defence officers group, and the North-west Emergency Services Co-ordinating Committee.

CONCLUSION

There appears to be a strong national commitment to follow up on the key findings and to meet the recommendations which arose out of these. The actual carrying out of this national exercise, the first in more than ten years, is in itself worthy of commendation and the follow-up activities should be strongly supported by this council as one of the five largest cities in New Zealand, and a leader in response capability.

RECOMMENDATIONS

1. That the information be received.
2. That the Ministry of Civil Defence and Emergency Management be congratulated on the carrying out of Exercise Phoenix and offered suitable assistance in addressing the key findings and recommendations.

Report prepared by: Heather E Smith, Manager, Emergency Management and Bill Morley, Civil Defence Officer.



8 REPORT ON EXERCISE "SWANSONG"

PURPOSE OF THE REPORT

The purpose of this report is to provide the Emergency Services Special Committee with an overview of this major bi-ennial civil defence activity, "Exercise SWANSONG", and to bring to their notice the outcomes of this exercise which was held in the Civil Defence Emergency Operating Centre on Friday, 18 October 2002 between 0800 and 1700 hours.

BACKGROUND

In keeping with the Waitakere City Civil Defence Annual Training Plan, a full scale Emergency Operating Centre exercise is held every two years. In this respect, Exercise Swansong was designed to exercise the Waitakere Civil Defence Emergency Management Organisation's readiness and response capability to cope with an event occurring within the city requiring a civil defence activation.

As well as exercising the local organisation, this type of activity has benefits for emergency management throughout the Region. Being one of four dedicated Emergency Operations Centre's within the Region, we could be expected to act as, or in support of, a Group Emergency Operating Centre in a widespread disaster. Staff from other Emergency Operating Centre's as well as from Emergency Services are invited to participate.

Terminology used during the exercise was based on the nationally adopted Co-ordinated Incident Management System which was an Agenda item at the June 2002 meeting. For many exercise participants this was their first exposure to what is now the common inter-agency system of incident management.

STRATEGIC CONTEXT

Civil Defence Emergency Management is a responsibility of the Council, both under the Civil Defence Act 1983 (which was replaced on 1 December 2002), and now under the new Civil Defence Emergency Management Act 2002 (hereafter the new Act). Civil Defence Emergency Management forms part of Council's overall strategic framework in that it contributes to community wellbeing and building strong communities by: reducing the risk and likely impact of disasters and emergency events; readying and building community resilience to the impacts of such events; developing Council's capability to respond to emergency events; and developing the City's recovery capability. Exercise such as Swansong are key in helping to maintain organisational readiness and in ensuring the response capability of the Council is at an acceptable level.

ISSUES

The Scenario

Exercise Swansong was a nine-hour activity involving three shifts of council staff, volunteers and emergency services liaison staff. In excess of 80 people participated in the exercise.

The exercise scenario was based upon a collision between a fuel tanker and its trailer, and a chemical courier truck. The accident occurred on Lincoln Road at 0730 and resulted in the spillage of a large quantity of fuel into storm water drains. The chemical courier added the extra problem of its own cocktail of hazardous substances.

A1 - A2

The exercise "General Instructions" and events are attached at pages A1 to A2 to this report.

Exercise Flow

The immediate (first-shift) actions were: establishment of a “hot zone”, immediate evacuation of that area, and an outer area designated as an in-place protection zone. As the Council buildings at Moselle and Waipareira Avenues were within the “hot-zone” this meant that these buildings were evacuated and Councils Business Continuity Plan was followed in establishing the alternate Waitakere City Council Call centre at the Kelston Community Centre.

Within the in-place protection zone there are five schools and the Waitakere Hospital. As the scenario unfolded (second and third shifts) these schools, the hospital and a significant number of local residents had to be moved to safety. This involved a considerable welfare and public/media information consideration by the respective Emergency Operating Centre staff participating in the exercise.

Other issues were the severe traffic congestion in the roads immediately around the incident, the inability of the Emergency Services to access the emergency site in large numbers, environmental pollution, the impact of fuel (and associated fumes) infiltrating drainage systems, and the concerns of the affected public. These all added to the complexities of the decisions required from the Emergency Operations Centre.

Outcome of the Exercise

A1 - A2

The aims of the exercise as shown in the General Instructions attached at pages A1 to A2 were met. The scenario was realistic in its content and had been developed with the support of both the Fire Service and Police.

As with any exercise of this nature, it is often difficult for headquarters staff to appreciate the difficulties and the elapsed time in actually carrying out the decisions they had made. Such exercises also highlight areas where improvements can be made and this exercise was no different in this regard.

Specific areas that need further consideration

Areas that the exercise has highlighted for attention include:

- Given the high level of public/media information required to be released from the Emergency Operating Centre, the relative lack of computerised information resources severely hampered the delivery of information to be released to the public. Despite a recent computer upgrade following the exercise, further consideration needs to be given to this aspect of emergency response. Resource priorities are being examined to allow this to be addressed.
- The complex issues relating to evacuating the Waitakere Hospital were highlighted during the exercise. With the expansion of the hospital taking place in the next few years, the need for closer liaison between hospital and Civil Defence staff is all the more important. The hospitals Director of Nursing and Midwifery Manager Doctor Jocelyn Peach was in attendance for the duration of the exercise and was very committed to the demonstrated need for closer liaison and joint planning.
- Council is very fortunate in having a experienced core group of staff in response roles. The exercise highlighted however the need to ensure new staff are trained to maintain and enhance existing response capability, and that they can be released for exercise commitments.

As previously mentioned, Co-ordinated Incident Management System terminology (now common to all emergency agencies) was used during the exercise. A small example of this is that we now call the Waitakere City Council site at Elcoat Avenue, the Emergency Operations Centre instead of the Headquarters. Further to this move to common terminology and procedures at inter-agency operations, a programme of Introductory Co-ordinated Incident Management System (four hour courses) which until now has been for the emergency services and associated agencies, will be made available in the new year to council staff with a role in the Council's Emergency Operating Centre.

CONCLUSIONS

All of the areas for improvement, which were recognised in the exercise de-brief, are matters that can be rectified as part of an ongoing process of liaison and co-ordination. The success of Exercise Swansong emphasises the already recognised ability of the City's Civil Defence Emergency Management Response capability.

RECOMMENDATION

That the information be received.

Report prepared by: Bill Morley, Civil Defence Emergency Management Officer



WAITAKERE CITY CIVIL DEFENCE
EXERCISE SWANSONG – 18 OCTOBER 2002

GENERAL INSTRUCTIONS

4 October 2002

Aim

To exercise all elements of the Waitakere City Civil Defence Emergency Operating Centre (EOC) Organisation in response to a Civil Defence Emergency.

Objectives

The primary objectives of the exercise are:

- a. To prove the Civil Defence Plan and associated Standing Operating Procedures.
- b. To exercise designated council staff in EOC operational response procedures.
- c. To exercise EOC liaison and Emergency Services representatives in civil defence response liaison.
- d. To prove the operational readiness response capability of the EOC communications network.
- e. To identify disaster recovery implications as determined by the scope of the exercise.
- f. To incorporate CIMS procedures and terminology within the exercise scope.

Scope

The exercise will commence with a Declaration of Civil Defence Emergency for the Waitakere City followed by the management of response and recovery activities relating to a large-scale hazardous substances event.

The activation phase of the exercise will be conducted over a nine hour period commencing at 0800 Friday 21 October 2002. Council staff will operate in three shifts as follows:

Shift one - 0800 – 1130

Shift two - 1100 – 1430

Shift three - 1400 – 1730

Note: Each shift will incorporate a half hour change over period.

Conduct

Exercise Swansong is a free flowing activity designed to invoke emergency management decision making by the EOC and liaison staff within the following framework:

- a. A fully activated EOC
- b. Incident and activity information being provided through Directing Staff (DS), liaison and emergency services representatives.
- c. Active involvement in information gathering, display, processing and monitoring.
- d. A co-ordinated response to all exercise incidents

Participation

Waitakere city Council Staff

- a. Emergency Operating Centre (EOC) and communications staff as listed in the Civil Defence EOC call out lists.

Liaison and Emergency Services Representatives

- a. District Emergency Services are requested to provide liaison officers within the EOC during the period of the exercise.
- b. District Health, Eco-water and Techscape representatives are invited to attend the exercise to assist with professional input and decision-making relating to the exercise events.

Volunteers

- a. Volunteers from the Initial Response Unit, Welfare Advisory Group, CB Radio and the Amateur Radio emergency corps are invited to participate in the exercise.

Meals

Lunch and an evening snack will be provided for all participants. Morning and afternoon tea service will be provided throughout.

Transport

Participants are requested to provide their own transport to and from the EOC. Participants are asked to park in Elcoat Avenue as the EOC parking is reserved for Civil Defence and Directing Staff.

Media

The Council Public Affairs Manager is requested to arrange appropriate media releases to local media advertising the exercise including an invitation to attend for a photograph opportunity and interview opportunity.

Heather Smith
Emergency Services Manager