



WAIKATO CDEM GROUP EVACUATION PLAN 2012

Waikato CDEM Group Territorial Local Authorities



Photography: Thanks to the Ministry of Civil Defence & Emergency Management, KiwiRail (Veolia Transport), Auckland Council, Thames Valley Emergency Operating Area and Waikato Regional Council.

Chairman's foreword



There are many disaster scenarios where Waikato may have to either support a large number of its own residents evacuated within or out of the region, or evacuees from other areas coming into our region. This Waikato Group Evacuation Plan was developed in recognition of the wide range of hazards within the Waikato as well as those in our neighbouring regions. Exercise Ruamoko (Auckland volcano, 2008) and Exercise Tangaroa (regional tsunami, 2010) highlighted for us the critical role the Waikato region is likely to play in receiving evacuees from neighbouring regions in these types of events.

While evacuations may occur at many different scales, this plan is aimed at larger events that will be led by the Waikato Civil Defence Emergency Management Group (CDEM) Controller or the National Controller.

This plan is not intended as a document to guide the general public. It aims to provide a coordination framework for the key agencies involved in the evacuation and shelter phases of an emergency. These include local authorities, local and group emergency operating centres, neighbouring region CDEM groups, emergency services, lifeline utilities and welfare agencies. For these agencies, this plan outlines expectations in terms of their responsibilities and actions that they are expected to perform in a large scale evacuation.

These agencies now need to ensure they have the operational plans, procedures, resources and systems to perform those roles. The Group will continue to provide a monitoring and support role as these are developed.

I would like to thank the many people that provided their valuable time and knowledge to support the development of this plan. I believe it provides a sound platform for us to move forward and create a more resilient Waikato.

A handwritten signature in black ink, which appears to read "Hugh Vercoe". The signature is stylized with a long horizontal line extending from the end.

Hugh Vercoe

Waikato Joint Committee Chair

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Preliminary

ABBREVIATIONS USED IN THIS PLAN

CDEM	Civil Defence Emergency Management	NWCG	National Welfare Coordination Group
CDEMG	Civil Defence Emergency Management Group	PIM	Public Information Manager
CEG	Coordinating Executive Group	RCA	Road Controlling Authority (NZTA and TLAs)
CALD	Culturally and Linguistically Diverse	RST	Rural Support Trust
DC	District Council	SOP	Standard Operating Procedure
DHB	District Health Board, includes hospital, health and ambulance service	Sitrep	Situation Report
DWST	Disaster Welfare and Support Team	SPCA	Royal New Zealand Society for the Prevention of Cruelty to Animals
GERL	Government Emergency Reponse Line	TA or TLA	Territorial Authority (includes city, district and unitary authorities)
EMO	Emergency Management Office	TPK	Te Puni Kōkiri
EOA	Emergency Operating Area	TRT	Transport Response Team
EOC	Emergency Operations Centre	TWA	Tainui Waka Alliance
ES	Emergency Services	TVEOA	Thames Valley Emergency Operating Area
GECC	Group Emergency Coordination Centre	USAR	Urban Search and Rescue
IAP	Incident Action Plan	WAG	Welfare Advisory Group
LA	Local Authority (a regional council or territorial authority)	WELG	Waikato Engineering Lifelines Group
LUC	Lifelines Utility Coordinator	WRC	Waikato Regional Council
MCDEM	Ministry of Civil Defence and Emergency Management	WVEOA	Waikato Valley Emergency Operating Area
MOU	Memorandum of Understanding		
MSD	Ministry of Social Development		
MPS	Marae Preparedness Strategy		
NCMC	National Crisis Management Centre		
NECC	National Emergency Coordination Centre		

A full Glossary of Terms is included in Attachment D.

Acknowledgements

THE FOLLOWING AGENCIES WERE INVOLVED IN THE DEVELOPMENT OF THIS PLAN.

NATIONAL CDEM

MCDEM

WAIKATO CDEM

Waikato CDEM Group (GEMO)
Waikato Valley Emergency Operating Area
Thames Valley Emergency Operating Area
Taupō District Council
South Waikato District Council

EMERGENCY SERVICES/HEALTH

NZ Police
NZ Fire Service
Ministry of Health – Waikato DHB
St John Ambulance

WELFARE ADVISORY GROUP (WAG)

Ministry of Social Development (including CYF and Work and Income)
Ministry of Education
Housing New Zealand Corporation
Red Cross
Salvation Army
Rural Support Trust
SPCA
Te Puni Kōkiri
Victim Support
Hamilton City Council (Animal Control)
Waikato Regional Council (Tai-ranga-whenua unit)

LIFELINE UTILITIES

Waikato Engineering Lifelines Group (WELG)
NZTA
WRC Transport
KiwiRail

NEIGHBOURING CDEM GROUPS

Auckland CDEM Group
Bay of Plenty CDEM Group
Taranaki CDEM Group
Gisborne CDEM Group
Hawkes Bay CDEM Group
Horizons CDEM Group

OTHER

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Waikato CDEMG also acknowledge the significant amount of material that was drawn from the Mass Evacuation Planning (Directors Guide for CDEM) - a full list of reference documents is included in Attachment C.

Summary of the evacuation process

FIGURE 1 PROVIDES A SUMMARY OF THE KEY STEPS IN THE EVACUATION PROCESS.

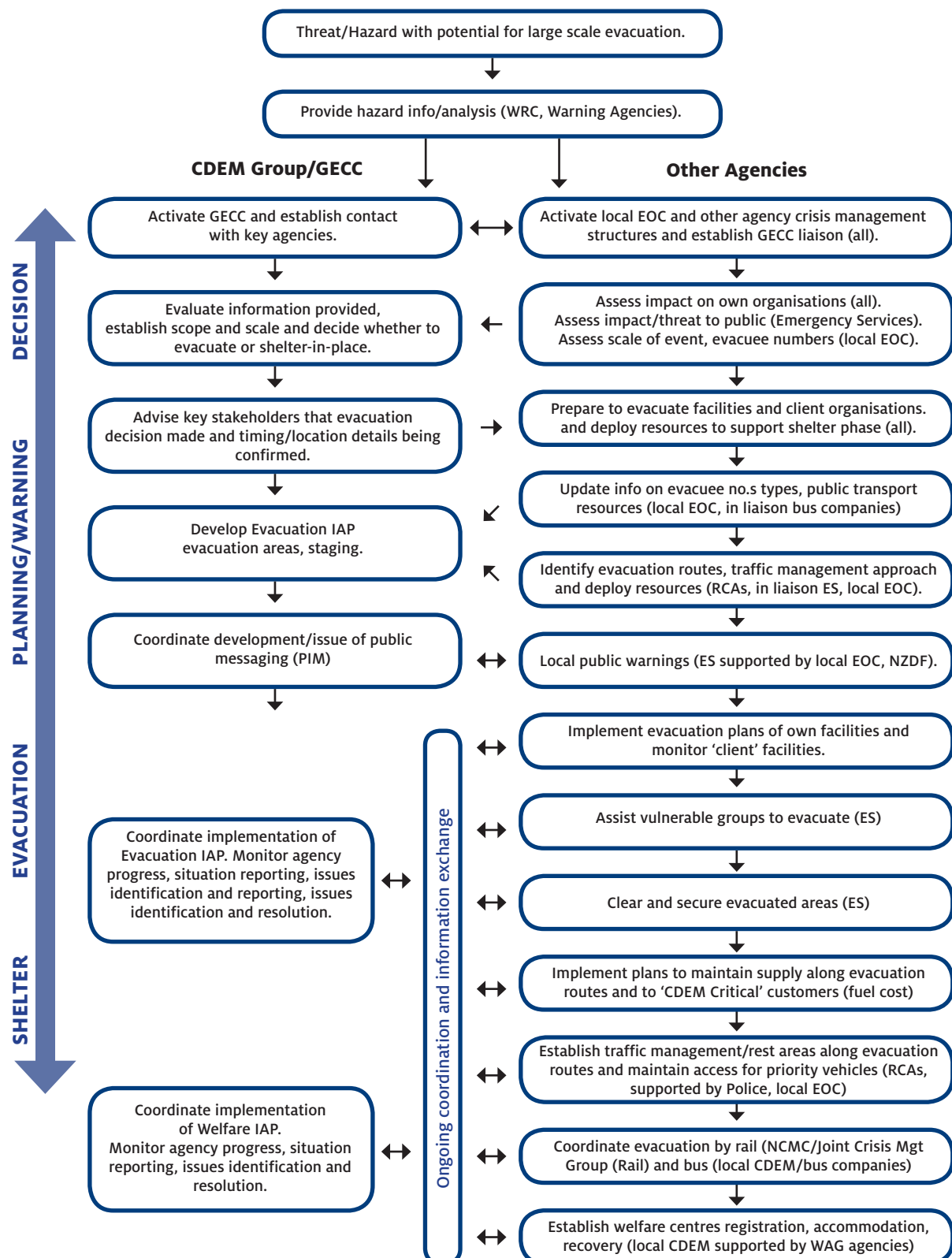


FIGURE 1: SUMMARY OF THE EVACUATION PROCESS

1. Introduction

1.1 OBJECTIVES

The purpose of this plan is to support a coordinated response with neighbouring regions, local EOCs and all supporting agencies when managing a large scale evacuation. This is achieved by confirming the:

- group arrangements for evacuation, including the overall framework, principles and assumptions
- communication processes between agencies
- roles and responsibilities of responding agencies, to allow them to effectively plan for and support large scale evacuations
- framework for formalising local CDEM and supporting agency plans and arrangements.

1.2 SCOPE

This plan provides the framework for agencies to coordinate a large scale evacuation. The detailed operational plans lie with the EOCs and the agencies supporting the evacuation.

The audiences for this plan are the key agencies involved in the evacuation and shelter phases of an emergency. These include local authorities, local and group emergency operating centres, neighbouring region CDEM groups, emergency services, lifeline utilities and welfare agencies.

Key terms:

Evacuation is the forced or voluntary movement of people away from the threat or actual occurrence of a hazard.

The evacuation of a particular area is necessary when a hazard, be it natural or technological, threatens and puts at risk the safety of those within an area, or following the impact of a hazard which has subsequently rendered the area uninhabitable. Evacuation becomes necessary when the benefits of leaving significantly outweigh the risk of sheltering-in-place.

Mass evacuation is a large scale evacuation that is led by a CDEM Group or National Crisis Management Centre. Factors that may determine that an event is a mass evacuation include:

- declaration has or is likely to be made
- local resources are unable to cope
- cross regional coordination is required to manage the movement of people.

In these guidelines we have adopted the term Group Evacuation as it is predominantly aimed at events that will be led by the Waikato CDEM Group Controller or National Controller.

WITHIN PLAN SCOPE	OUTSIDE PLAN SCOPE
• Processes to support external and internal regional evacuation and receipt of evacuees. • Relationships between agencies with a role in managing a Group evacuation and welfare. • Liaison arrangements between regions and between EOCs. • Processes from the point at which evacuation may need to be considered to when the decision has been made to evacuate until the decision to return. • Reference to resource requirements will be made in the plan.	• Plans, arrangements and operational processes of neighbouring regions, local EOCs and other agencies with a role in evacuation. • Arrangements of government agencies to evacuate their own and client facilities (e.g. Corrections, Health). • The recovery phase (after the decision to return has been made). • Evacuations that are within the capabilities of the local EOCs even if it is across TLAs or regions. • Detailed resource lists will be held in local CDEM Plans.

TABLE 1.1: PLAN SCOPE

1.3 PLAN FRAMEWORK

As illustrated in Figure 1.1, this plan is:

- guided by the National CDEM Plan and Guide, Director's Guidelines and the Waikato Group CDEM Plan
- consistent with neighbouring region's evacuation plans and other Waikato Group plans and procedures
- delivered through the operational plans of local EOCs and supporting agencies.

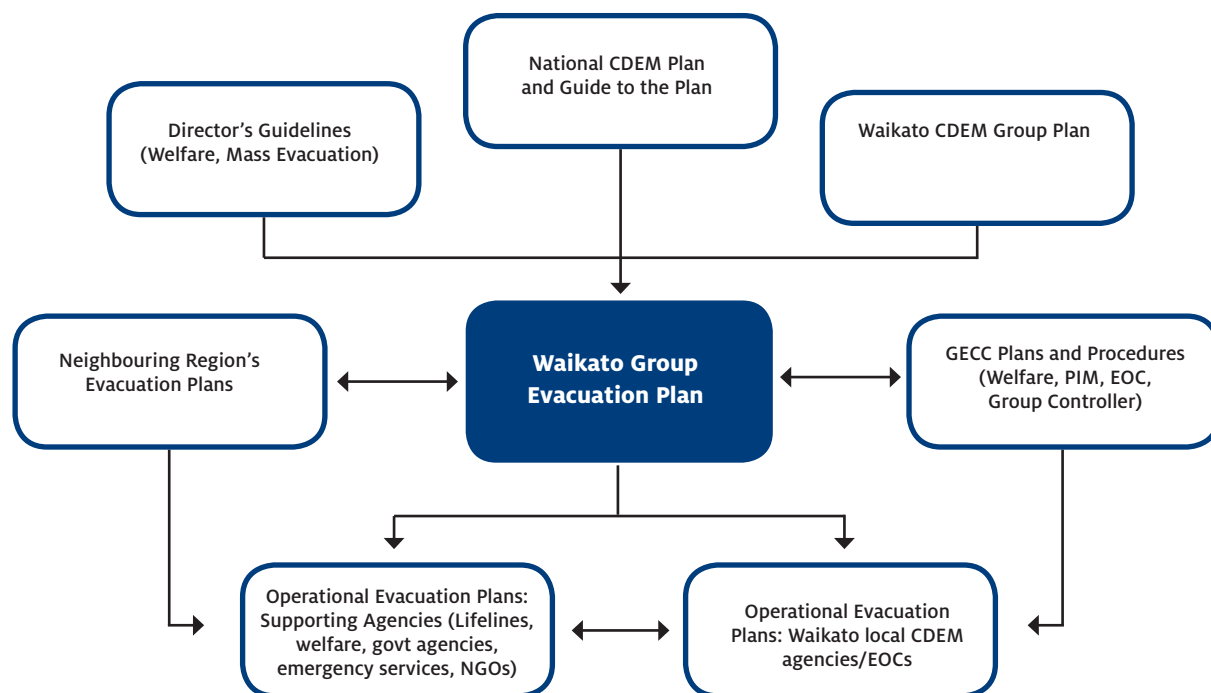


FIGURE 1.1: PLAN FRAMEWORK

1.4 ALIGNMENT WITH NATIONAL FRAMEWORKS

This plan is structured to align with the process outlined in the Director's Mass Evacuation Guidelines, as illustrated in Figure 1.2.

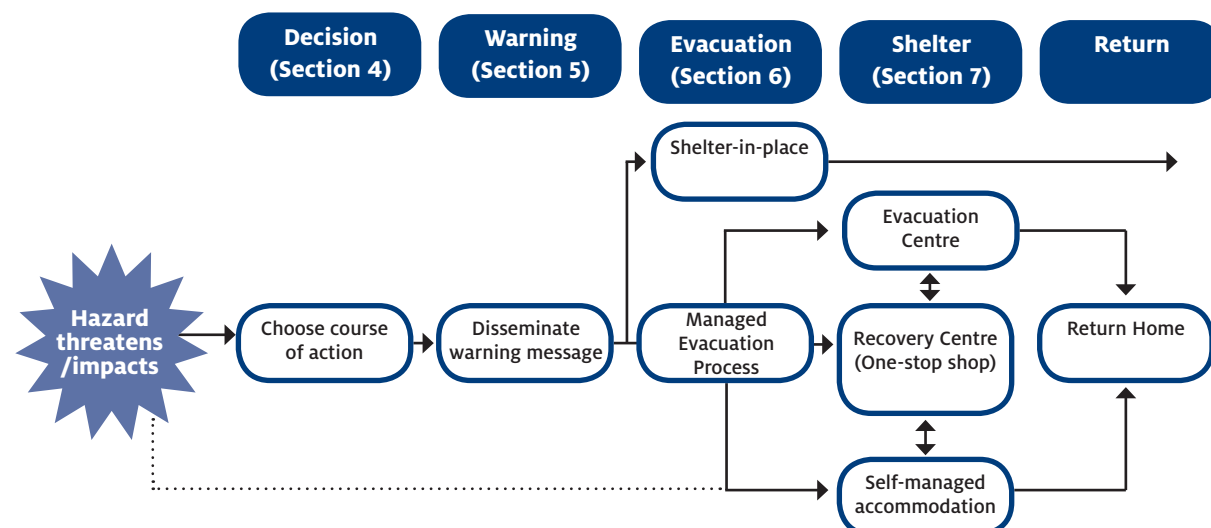


FIGURE 1.2: PLAN STRUCTURE

1.5 EVACUATION SCENARIOS

In order to understand the potential size and scale of events that may be managed under this plan, table 1.2 shows hazard scenarios that may cause large numbers of evacuees into, out of or within the region.

	AUCKLAND	WAIKATO	BAY OF PLENTY	HAWKES BAY	GISBORNE	MANAWATU-WANGANUI	TARANAKI
Auckland CBD volcanic eruption	100-300,000 evacuees. 150,000 evacuate within region (up to 50,000 of these needing support)	Up to 100,000 evacuees into region (30,000 needing support)	Up to 20,000 evacuees into region (5-10,000 needing support)	< 5,000 total (<1,000 needing support)	< 2,000 total (<500 needing support)	< 2,000 total (<500 needing support)	< 2,000 total (<500 needing support)
Major Central Island volcano	Up to 10,000 evacuees from regions to the south (2-5,000 needing support)	Up to 50,000 total evacuees (Ruapehu, Taupō and surrounds), 10,000 needing support within region	Up to 10,000 evacuees into region (2-5,000 needing support)	Will be managing their own populations impacted, unlikely to be able to also receive evacuees from other regions (except self-managing ones).			
Regional tsunami impacting East Coast	Each region is likely to be managing it's own evacuees if whole north island east coast impacted. Insufficient modelling has been carried out to be able to even roughly total evacuees, but could be total 100,000-200,000 across island?					<2,000 total (<500 needing support)	
Major flood, dam break, hazardous substance in Waikato.	<500 into region.	3,000 – 8,000 (depends on season). Most can be managed within region.	<500 into region.	<500 into region.	<500 into region.	<500 into region.	<500 into region.
Major Mt Taranaki eruption	<5,000 into region (<2,000 needing support).	<5,000 into region (<2,000 needing support).	<3,000 into region (<1,000 needing support).	<3,000 into region (<1,000 needing support)	<2,000 into region (<500 needing support)	5,000 – 10,000 into region (2-3,000 needing support)	Up to 50,000 total evacuees.
Rural fire in Waikato	<500 into region.	10,000 – 20,000 total evacuees. Most can be managed within region.	<500 into region.	<500 into region.	<500 into region.	<500 into region.	<500 into region.
Earthquake	Many different scenarios depending on the location of the earthquake.						

TABLE 1.2: EVACUATION SCENARIOS

Limitations and assumptions include:

- These figures are meant to be broadly indicative and are based on rough estimates at a workshop with regional Emergency Managers in February 2012. Each region has acknowledged that there has not been any detailed analysis or modelling of likely numbers and the likely social behaviours following an event. The table is therefore meant to enable regions to have a broad understanding of the potential scale of evacuations, rather than provide guidance as to expected numbers if an event occurs. The actual numbers will depend on many factors – season, public messaging (e.g. where people are being directed).
- It is estimated that up to 30 per cent of evacuees will need support at some stage – the actual number will depend on many factors.
- Evacuee numbers will fluctuate. The initial numbers may drop off quite quickly once the impacted area is understood and people return to their homes (e.g. people may evacuate from a tsunami/flood threat which ends up not impacting their homes). Conversely, if conditions for those sheltering-in-place are poor, welfare numbers may increase over time.

2. Regional context

2.1 THE HAZARDS

The Waikato region is subject to a wide range of natural hazards. The primary hazards of significance to the region include flooding, earthquakes, volcanic eruptions, tsunamis and coastal erosion. Figure 2.1 shows areas that are most vulnerable to different hazard types.

This section provides an overview of each hazard and how the hazard type may impact on the evacuation process.

» *More detailed hazard information is available in the Waikato CDEM Plan, the Regional Policy Statement and on the Waikato Regional Council website.*

Key terms:

- **Hazards** are a source of, or situation with the potential to cause, harm or loss within one or more of the four environments (social, economic, environmental, cultural)
- **Vulnerable Groups:** At-risk groups that may need special consideration in order to ensure that they can be taken care of in an evacuation.
- **Lifeline Utilities:** The essential infrastructure and services that support communities, including providers of energy, telecommunications, transportation and civil/water services.

Earthquakes

The Waikato region is located over the most seismically active area of New Zealand and has three significant active volcanic centres, as well as hundreds of active fault lines that give rise to earthquakes. In addition, the nature of the geology combined with the earthquake effects can lead to subsidence and liquefaction of soils. About 20 per cent of the region's population lives on soils prone to movement during earthquakes (Source: *Progress toward achievement of Environment Waikato's Regional Policy Statement objectives: Natural Hazards (2008)*).

While the Waikato region has not had a major earthquake in the past 100 years, it is very difficult to predict when the next earthquake could be. The area between Taupō and Rotorua is the most vulnerable part of the region for earthquakes. It contains many active fault lines running in a north-east direction. There are three large active faults considered 'risky' in the Waikato region - the Kerepehi Fault (Thames Estuary/Hauraki Plains), Rangipo (eastern side of Mount Ruapehu and the Wairoa North Fault (Bombay Hills).

The factors relating to earthquakes which impact on evacuations include:

- They typically happen with little warning meaning evacuation is less able to be controlled and managed.
- Lifeline utility services and transport routes are likely to be impacted.
- Aftershocks and liquefaction could continue after the initial event resulting in more damage and uncertainty and prolonging the evacuation and shelter phase.

Volcanic eruptions

New Zealand has a number of active volcanoes including White Island and Taranaki and, in the Waikato region, Ruapehu, Tongariro and Ngāuruhoe. In particular, Ruapehu, Ngāuruhoe and White Island are considered very active compared with other volcanoes around the world. The Taupō Volcanic Zone (between White Island and Ruapehu) also includes two of the most explosive caldera volcanoes, Taupō and Okataina.

The factors relating to volcanic events which impact on evacuation eruption include:

- Neighbouring Auckland is located on a volcanic plateau and a volcanic eruption could displace a large number of people into neighbouring regions including the Waikato.
- There is usually some warning, between 1 day and 1 week for an Auckland field eruption, possibly much longer for central island eruptions, enabling more controlled evacuation.
- Lifeline utility services and transport routes are likely to be impacted.
- Volcanic ash can create hazardous driving conditions and increased vehicle breakdowns.
- Eruptions can continue for months or even years, creating long term welfare and re-location issues.

» *Volcanic ash posters providing guidance for lifeline utility agencies responding to volcanic events can be found at: <http://www.aelg.org.nz/aelg/index.cfm?F96A5BF4-1279-D5EC-EDA9-01B2268C93DE>*

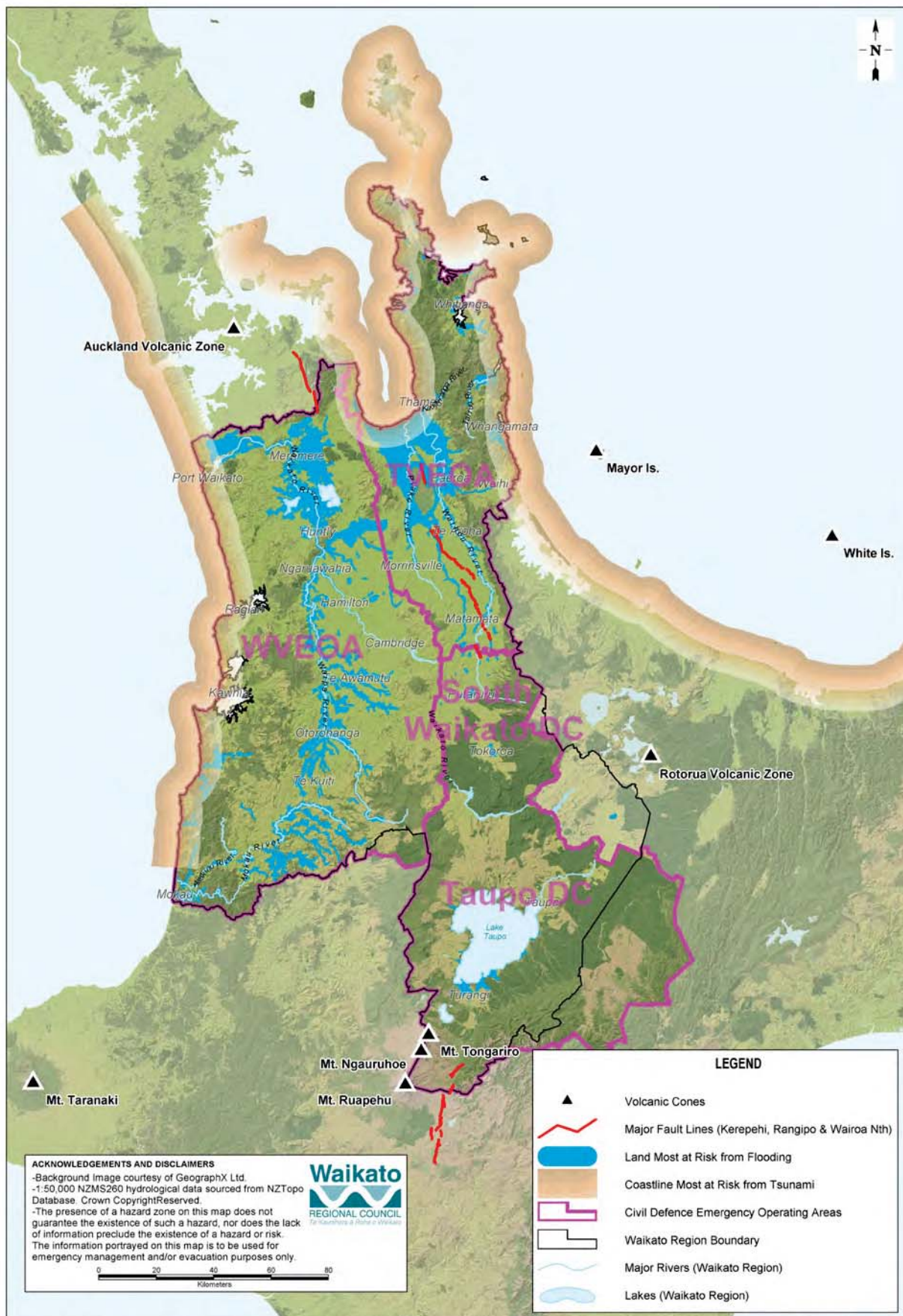


FIGURE 2.1: HAZARDS IN AND AROUND THE WAIKATO REGION

Tsunami

Tsunami can be generated from earthquakes, underwater landslides, large coastal cliff or lakeside landslides or underwater volcanic eruptions. The highly populated Waikato eastern coastline is most at risk from tsunami. The factors relating to tsunami which impact on evacuations include:

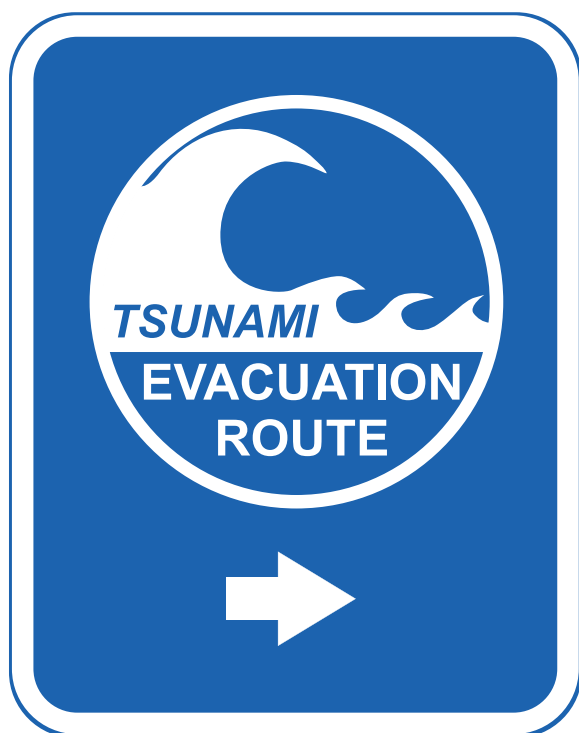
- Locally generated tsunami are likely to have very short warning times (compared to regional and distant tsunami which may have around 3-12 hours warning).
- Tsunami impacts can be widespread along the coast and devastating – many neighbouring regions may be using all their resources to manage their own issues and be unable to support Waikato.
- Some coastal towns in Waikato have constrained roading capacity to facilitate a rapid large scale evacuation from the area. 'Seek high ground' may be a better strategy than trying to move any distance.

Flooding

Flooding is frequent in the Waikato because of:

- susceptibility to tropical storms
- steep river catchments that get intense localised rainfall that are difficult to predict accurately
- large river systems
- large areas of low-lying flood plains near sea level that are intensely farmed
- large areas of land lack vegetation cover, increasing run off and erosion.

The main factor relating to storms which may impact on evacuation is that access routes may be closed due to flooding or slips.



2.2 THE POPULATION

This section provides an overview of vulnerable groups in the region – those that have particular needs to be considered in evacuation and which may require additional time or resource to evacuate.

» *Specific information on location and numbers of people in these groups will be in local CDEM plans.*

The wider population

Waikato Region is the 4th-largest region in the country in terms of both area and population. It has an area of 25,000 km² and a population of around 410,000 (June 2010 estimate). Hamilton is the largest city in the Waikato region with a population of 129,000. Major centres in neighbouring regions surrounding the Waikato includes Auckland with an estimated 1.5 million people (2012) and Tauranga with just over 100,000 people.

Māori community

The Waikato has a relatively high number of Māori (21% of Waikato people identify themselves as Māori compared to 14% nationally). Marae communities can offer shelter to their whānau if they are outside the affected area. A Marae Preparedness Strategy is currently in development (refer Section 7.2).

Vulnerable groups

Low socio-economic areas and homeless people

Towns with high levels of deprivation, such as Huntly and Tokoroa, may have higher percentages of the population without vehicles, money or fuel and may need transport and higher levels of welfare support. These include people that live in shelters or are homeless.

Elderly

The elderly are also more likely to be part of non-vehicle households. Eastern coastal towns have higher than average numbers of elderly residents. Rest home residents are likely to need assistance in evacuating (refer 'Healthcare Facilities').

Non-vehicle households

Communities or individuals that have limited access to vehicles are likely to need public transport assistance. Communities that could fall into this category might include the elderly living alone, people with disabilities and low income people. These people are also more likely to need shelter in evacuation centres due to their inability to leave the area on their own accord. In the 2006 Census, there were around 9,000 households in the Waikato recorded as having no vehicles.

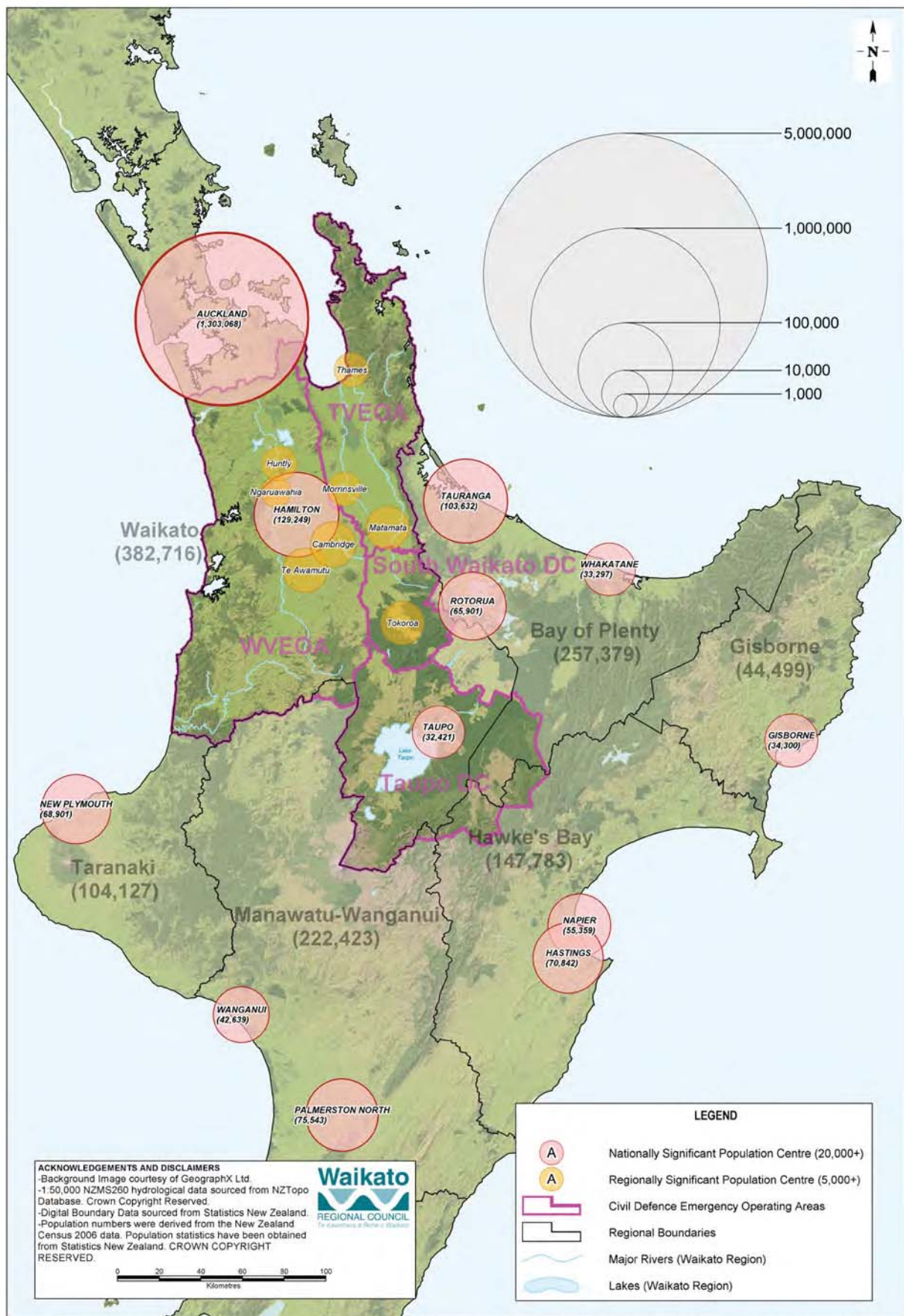


FIGURE 2.2: POPULATIONS IN AND AROUND WAIKATO REGION (STATS NZ 2006).

The 2011 Census was postponed due to the Christchurch earthquake. It is recognised that these statistics are therefore out of date. For example, the Auckland population is around 1.5 million and Waikato region around 0.4 million.

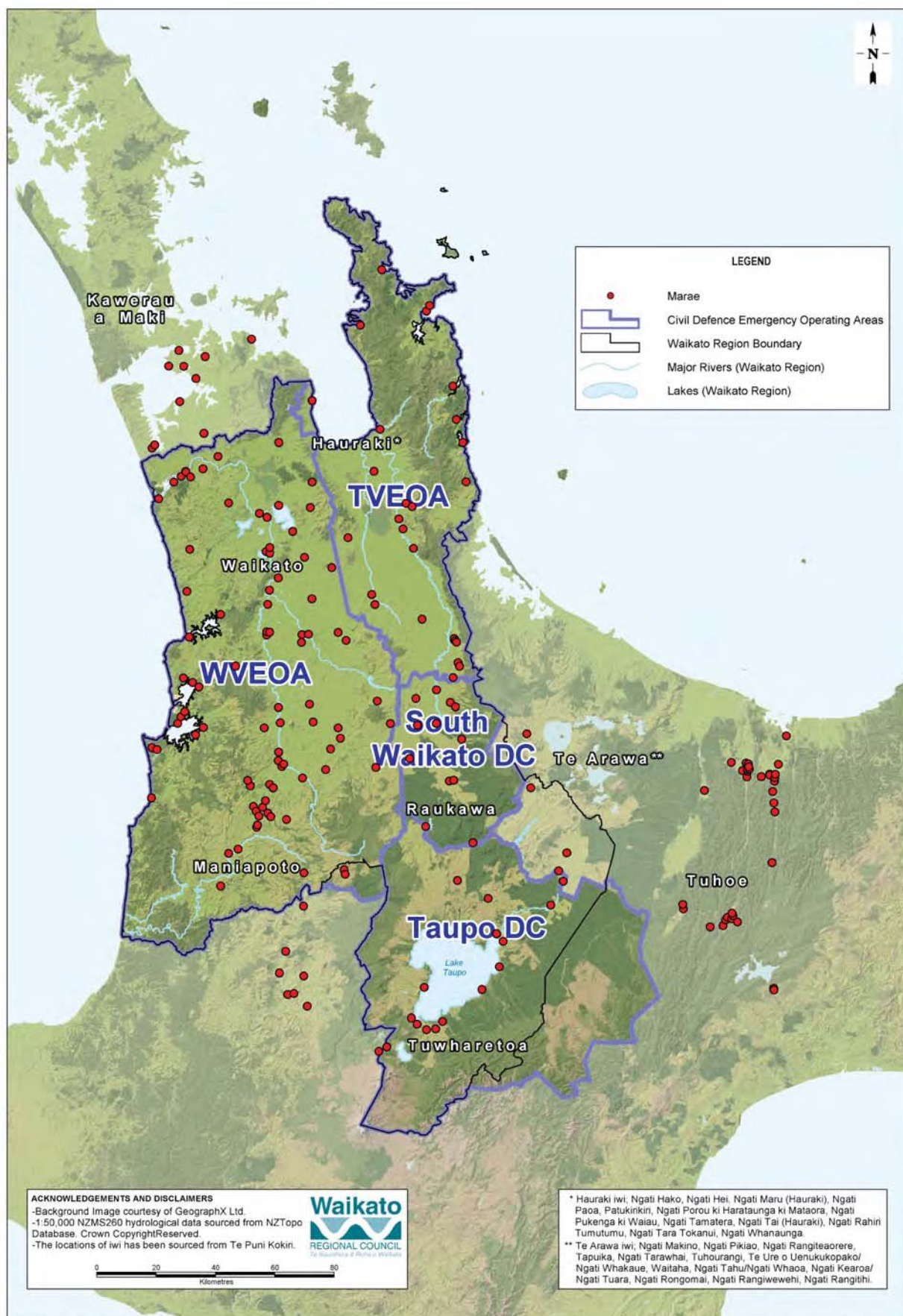


FIGURE 2.3: MARAE IN THE WAIKATO CDEM REGION

There are an estimated 185 marae in the Waikato CDEM region and 7 iwi groups (refer Figure 2.3, Section 7.2).

Educational facilities

Evacuation plans for primary and secondary educational facilities need to consider the need for re-uniting students with their parents as soon as possible. Ministry of Education (MoE) is responsible for ensuring education facilities have evacuation plans in place. Large tertiary institutes are shown in Figure 2.4.

Remote/isolated areas

Some areas can get cut off by road and need assistance evacuating or welfare support flown in. In the Waikato, examples include Kawhia and Raglan on the west coast and towns along the Coromandel Peninsula and Mangakino.

Culturally and linguistically diverse (CALD) populations

The CALD population may have limited English proficiency and need translated warning messages or translation assistance at evacuation centres. The diversity of cultures is increasing in the Waikato, and this may require cultural issues to be considered at registration and evacuation centres. There is a large refugee group in Hamilton.

People with disabilities

Agencies that support people with disabilities will need additional support to deal with individuals to promote the principles of individual/family preparedness and how to deal with receiving warning messages and evacuation orders. Special transport and accommodation facilities may need to be considered for people with disabilities and carers.

Healthcare facilities

Public and private hospitals, nursing homes, rest homes, hospices and private medical practices will all need additional support in evacuation. It is the role of the DHB to plan for and coordinate these evacuations. Larger facilities are shown in Figure 2.4.

As at March 2012, there were approximately 73 rest homes in the Waikato (59 Waikato DHB and 14 Lakes DHB). Details of rest home numbers can be found through the DHB.

Correctional institutes

Evacuation of correctional institutes needs to be carefully managed. This is the role of the Department of Corrections, which has specific evacuation plans for all prisons. Prison locations are shown in Figure 2.4.

Pet owners

People will usually take their pets with them when evacuating, wherever possible. This may create additional requirements at evacuation centres for safely housing pets.

Livestock

The farming industry is critical to the Waikato region and there are a large number of dairy farms in the region. While there are animal welfare issues in leaving livestock untended, the practicalities of a rapid evacuation means this may need to be considered. In addition, the Waikato region (especially the area around Cambridge) is well-

known for its horse breeding. Dairy farms, horse owners and all large animal owners should have their own contingency planning in place.

» *Guidance for farm owners on disaster and recovery planning is available at <http://www.maf.govt.nz/environment-natural-resources/funding-programmes/natural-disaster-recovery/on-farm-adverse-events-recovery-plan.aspx>*

2.3 THE INFRASTRUCTURE

Figure 2.4 illustrates the major community facilities in the Waikato region. Each of these facilities is expected to have evacuation plans by the owning agency. Figure 2.5 illustrates some key lifeline utilities in the Waikato region. There are some significant, nationally significant infrastructure sites including major electricity generation and key transmission/highways that supply Auckland and connect it to the rest of the country. The Waikato Engineering Lifelines Group *Utility Vulnerability Study Report* has further information on critical infrastructure in the Waikato region.

Some specific infrastructure constraints that may impact evacuation processes are shown in Table 2.1. (Further information on lifeline utility constraints and issues is included in Section 5.2 and 6.4).

AREA	INFRASTRUCTURE CONSTRAINT
All areas:	• If the event causes prolonged power outages, this will have knock-on impacts on other lifelines. • During initial response, telecommunications systems are typically overloaded. • SH1 and SH2 are significant travel routes where alternative routes have much less capacity.
Waikato Valley	• During National Fieldays, Hamilton city and Cambridge are at full capacity. • Traffic management through Hamilton city, Huntly and Cambridge will be an issue until completion of the Eastern Bypass.
Thames Valley	• Coromandel has only two access routes that service the area. • During holiday season the Thames and Coromandel area, water and wastewater schemes are at full capacity.
South Waikato District	• Tokoroa is serviced by only one power line into the town.

TABLE 2.1: INFRASTRUCTURE CONSTRAINTS IN WAIKATO

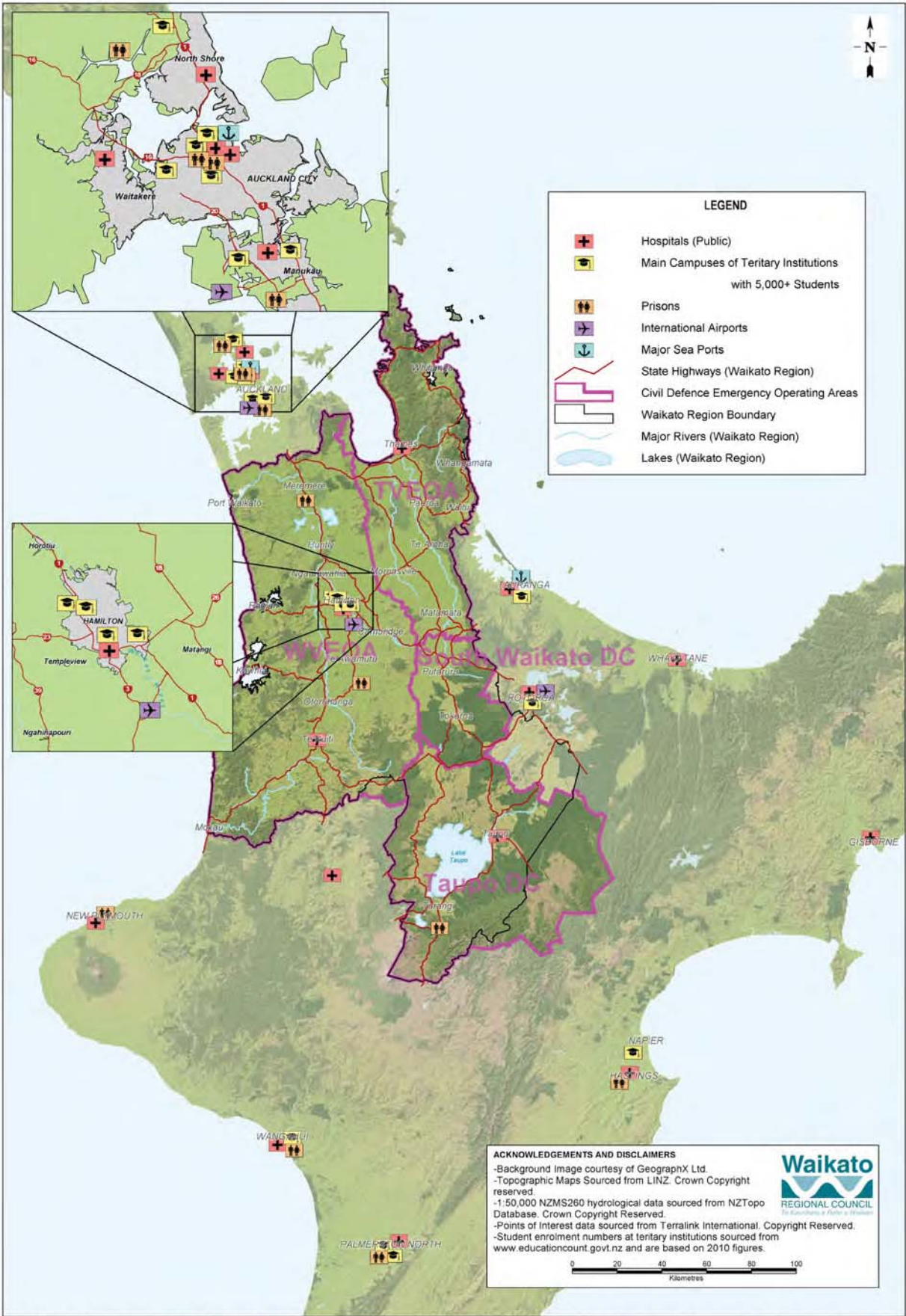


FIGURE 2.4: COMMUNITY INFRASTRUCTURE IN AND NEAR THE WAIKATO REGION



FIGURE 2.5: LIFELINE UTILITY INFRASTRUCTURE IN THE WAIKATO REGION

2.4 THE NEIGHBOURING REGIONS

Some of the factors that may impact on the ability of neighbouring regions to accommodate evacuees from Waikato (or conversely that may impact their ability to evacuate their own populations to Waikato) include:

REGION	REGIONAL CONTEXT
All areas:	- Many events could have multi-regional impacts, such as a major Central Island eruption and tsunami. Each region may be stretched to capacity managing their own response and evacuees and may be unable to offer support to other regions. - There is a limited understanding of each region's capacity to a) support evacuees, b) the likely timescales and numbers of people to evacuate under various hazards and c) understand the vulnerable groups in the region. All regions are currently underway or planning on doing further work in this area.
Taranaki	- Accommodation is often at or near capacity during large events hosted in the region. - Road access to the region is limited – there are only two main roads north and one south so if these are impacted by the event there will be restricted access into/out of the region. - There are many of their own regional hazards to deal with. Notably Mt Taranaki could cause evacuation of a large portion of New Plymouth and surrounding areas.
Gisborne	- Accommodation is often near or at capacity during summer months. - Infrastructure capacity is not sufficient for large additional numbers of people for an extended period. - Roads into and out of the region are vulnerable to floods/slips.
Bay of Plenty	- Accommodation is often near or at capacity during summer months. - Infrastructure capacity is not sufficient for large additional numbers of people for an extended period. - Roads into and out of the region are vulnerable to floods/slips. - A higher than average percentage of the population is elderly.
Hawkes Bay	- Road access is limited with only two routes into the region (no through routes). - Accommodation is often near or at capacity in peak tourist season and during major events. - Water management in summer may be an issue in dealing with an influx of large numbers.
Manawatu-Wanganui	- Regional access could get disrupted – limited road access into/out of the region (SH1, SH3). - One rail main trunk line through region.
Auckland	- The geography (narrow strip of land through the south of the region), and network vulnerabilities as a result, limit the range of evacuation options and routes for the region. - A volcanic eruption could cause a major outflow of both voluntary and mandatory evacuees into other regions. - Auckland has a much larger capacity than other regions to support evacuees.

TABLE 2.2: THE NEIGHBOURING REGIONS

3. Roles and responsibilities

The key responsibilities listed in this section have specific reference to responsibilities during the response phase of an evacuation. For a complete list of agency responsibilities refer to the Waikato Civil Defence Emergency Management Group Plan, 2011-2015.

3.1 ALL AGENCIES

Key responsibilities

- Deploy and manage support resources from unaffected areas, where practicable.
- Coordinate with CDEM to provide information and advice relevant to their organisation/sector and to ensure the response is consistent with overall CDEM priorities and that public messaging is consistent.
- Coordinate with CDEM and other agencies to share resources, where practicable, and where this will improve the rate of overall community recovery.

Limitations

- The type and scale of event will determine the availability of resources to manage the evacuation.
- All agencies need access to resources to support their own staff (food, shelter, transport).
- All agencies are dependent to some extent on other agencies and the ability to respond will be impacted by the status of these other agencies.

3.2 EMERGENCY SERVICES

New Zealand Police

Key responsibilities

- Maintain law and order.
- Take all measures within their power and authority to protect life and property.
- Evacuate immediate disaster area (with the support of St John and Fire Service).
- Coordinate movement over land to assist the movement of rescue and other essential services.
- Assist with dissemination of warning messages.
- Provide security of evacuated areas, including the establishment of cordons.
- Trace missing persons and notify their next of kin.
- Assist the Coroner.
- Maintain a presence in the community to engender trust and confidence.
- Work with Road Controlling Authorities (RCAs) in support of traffic management (noting that the first priority will be removing people from imminent danger).

New Zealand Fire Services

Key responsibilities

- Coordinate fire and rescue response to affected areas.
- Containment of releases and spillages of hazardous substances.
- Command all urban search and rescue response activity.
- Evacuate people away from the immediate danger of the event (in liaison with St John and NZ Police).
- Contain immediate risks resulting from the event.
- Provide public fire safety messages (e.g. turn off stove and gas).

New Zealand Defence Force

Key responsibilities

Requests for support from the NZDF beyond local levels of commitment should be made through the National Controller in accordance with the agreement between MCDEM and the NZDF.¹

Ministry of Health – Waikato DHB

Key responsibilities

- Provide health services for patients that need medical care while maintaining a response capability for significant incidents and emergencies.
- Provide health related advice relevant to the response to the Public Information Manager (PIM).
- Evacuate vulnerable populations such as hospitals, patient care centres and people with disabilities in conjunction with other CDEM and Emergency Service agencies.
- Support local medical facilities at evacuation centres.
- Assist Police with mortuary management.

Limitations

- In large scale events, elective surgery and out-patient services will be prioritised.
- Ability to move large groups of dependant parties in a timely manner.
- Inability to source essential resources such as food and clinical supplies.

St John Ambulance

Key responsibilities

- Provide ambulance services for the DHB to move vulnerable evacuees from the immediate disaster area and, if required, to other regions.

¹ The Guide to the National Civil Defence Emergency Management Plan 2006, Section 6.1

- Support delivery of emergency medical support along evacuation route (and evacuation centres where practicable).

Limitations

- Reliance on a large number of volunteer staff.

3.3 WELFARE ADVISORY GROUP AGENCIES

The Salvation Army

Key responsibilities

- Assist with the provision of meals as required either by self catering or contracting.
- Provide physical and emotional support at shelters, including 'Meet and Greet' units, pastoral welfare support units and Critical Incident Stress Support Teams (trained).
- Assist with welfare needs assessment units.
- Assist with managing spontaneous volunteers and donated goods.

Limitations

- Limited resources/welfare goods in stock (all donated).

New Zealand Red Cross (NZRC)

Key responsibilities

- Assist TLAs registering evacuees at welfare centres ('welfare centres' are defined in Section 7.1).
- Assist Police with family tracing of next of kin if requested.
- Support TLAs with welfare centre staff and management, community outreach, triage.
- Assist with the provision of bed packages, non-food items (e.g. water treatment equipment, tarpaulins, kitchen sets, tents).
- Provide expertise in shelter management, water/sanitation and information technology.
- International RC/RC Federation communication.
- Assist with recovery planning.

Limitations

- Disaster Welfare and Support Team (DWST) volunteers available for 3-4 weeks only.
- Probable DWST/Red Cross non-food item resources supplied to disaster area (hence limited available resources may be available for areas where evacuees are sheltered).

Work and Income

Key responsibilities

- Provide financial support to affected people.
- Support TLAs in the opening and running of Welfare Centres.
- Provide income to employees and businesses affected as directed by Government.

- Public messaging and information via Government Emergency Response Line (GERL) the government HelpLine.

- Activate Emergency Task Force Green for recovery phase.

Child Youth and Family (CYF)

Key responsibilities

- Support the evacuation of children in care of the state.
- Identify families that have foster children in their care and support authorities with evacuation process.

Victim Support

Key responsibilities

- Provision of psychosocial support for evacuees.

Te Puni Kōkiri

Key responsibilities

- Provide staff for welfare centre where possible.
- Working with local Iwi to assess the need required.
- Link with Iwi providers who can provide support.
- Assist to communicate key messages to Māori communities.
- Provide updates on the status of Māori communities.
- Identify resource requirements for affected communities.

Housing New Zealand Corporation

Key responsibilities

- Support with emergency short term accommodation where available, and coordinate temporary and long-term accommodation for people displaced from their normal dwellings.
- Liaise between HNZ, other welfare providers, and health services, to ensure the health of those in temporary accommodation.

Ministry of Education

Key responsibilities

- Access to facilities for welfare.
- Communication with agencies/parents.
- Supervision of students.
- Alternative schooling arrangements and tracking student enrolments.
- Provision of school transport.

Rural Support Trust (RST)

Key responsibilities

- Support farmers in evacuation - safety of people is first priority, then evacuation of animals if practicable (farmers are to have their own evacuation plan for their animals).

Limitations

- May not be able to move livestock out of the hazardous area.

SPCA

Key responsibilities

Where possible:

- Activate appropriate support teams and locally appointed personnel.
- Organise the collection of companion animals (in consultation with CDEM personnel) in or near the evacuation area, or from a selected area, for relocation at a temporary animal shelter. Tag SPCA uplifted animals with owner identification to ease eventual collection by owners.
- In conjunction with other agencies arrange emergency care and feeding of all animals at collection points including long term care involving long term evacuees.

There are a number of other welfare agencies which might have a role in an evacuation, this role is likely to be minor and is discussed in more detail in the operational plans.

OTHER AGENCIES

Department of Corrections

Key responsibilities

- Manage evacuation of correctional facilities.
- Support including catering for welfare facilities, transport and general staff where practicable.

Iwi Authorities

Key responsibilities

- Provide assistance to CDEM to facilitate engagement with their marae communities and support the implementation of the CDEM marae preparedness strategy, however this is not a response role and it is covered further in Section 7.2.

3.4 LIFELINES

New Zealand Transport Agency (NZTA)

Key responsibilities

- Manage state highways (other roads are the responsibility of TLAs) including traffic management.
- Liaise with TLAs and NZ Police over traffic management.
- Advise Controller on the traffic management plan.
- Identify alternative routes for event in consultation with TLAs and NZ Police.

Limitations

- Sufficient contractors available for traffic management (however would support with contracting resources from other unaffected areas).

All Lifelines

Key responsibilities

- Restore services as quickly as possible, with consideration of CDEM priorities for service restoration such as emergency operating centres, critical sites of other lifelines and critical community sites (Figure 2.5).

3.5 CDEM GROUP EMERGENCY COORDINATING CENTRE

Key responsibilities

- Provide response coordination support between local and group CDEM and MCDEM.
- Support local EOCs.
- Provide assistance to other CDEM Groups as required.
- Coordinate agencies in support of evacuation.
- Coordinate and acquire resources as requested by EOC.
- Coordinate the sharing of information about the number of evacuees expected to evacuate.
- Coordinate the movement of evacuees within the Waikato Group and maintain an overview of evacuees moving into or beyond the borders of the Waikato Group. (Noting that the coordination of the movement of evacuees between CDEM Groups is likely to be managed by the NCMC).
- Assess the effect on infrastructure that could worsen the disaster or affect the evacuation process.

3.6 TERRITORIAL LOCAL AUTHORITIES (TLA)

Key responsibilities - CDEM

- Monitor events and issue warnings to local communities.
- Assess local response resources required for emergencies and activate those resources.
- Provide response coordination for local emergencies within TLA boundaries.
- Provide response support and assistance to the Waikato and other CDEM Groups as required.
- Establish and manage welfare centres (with the support of volunteer agencies).
- Register evacuees, with the support of the Red Cross.
- Identify and coordinate the evacuation of isolated and vulnerable groups.
- Assess the effect on local infrastructure that could worsen the disaster or affect the evacuation process.

Key responsibilities - Road

- Manage local roads, including traffic management.
- Alternative route planning in consultation with NZTA, the Group LUC and NZ Police.
- Advise Controller on the traffic management plan.

4. Evacuation decision

4.1 OVERVIEW OF THE EVACUATION DECISION PHASE

The *Evacuation Decision* phase runs from when an actual or potential need for evacuation is identified through to the decision as to whether evacuation or shelter-in-place is the preferred option. Figure 4.1 outlines the broad process in making the evacuation decision.

If a decision is made to activate the GECC to monitor or manage a potential evacuation with CDEM Group as lead agency, agencies will take the following actions during the *Evacuation Decision* phase (step 4 below).

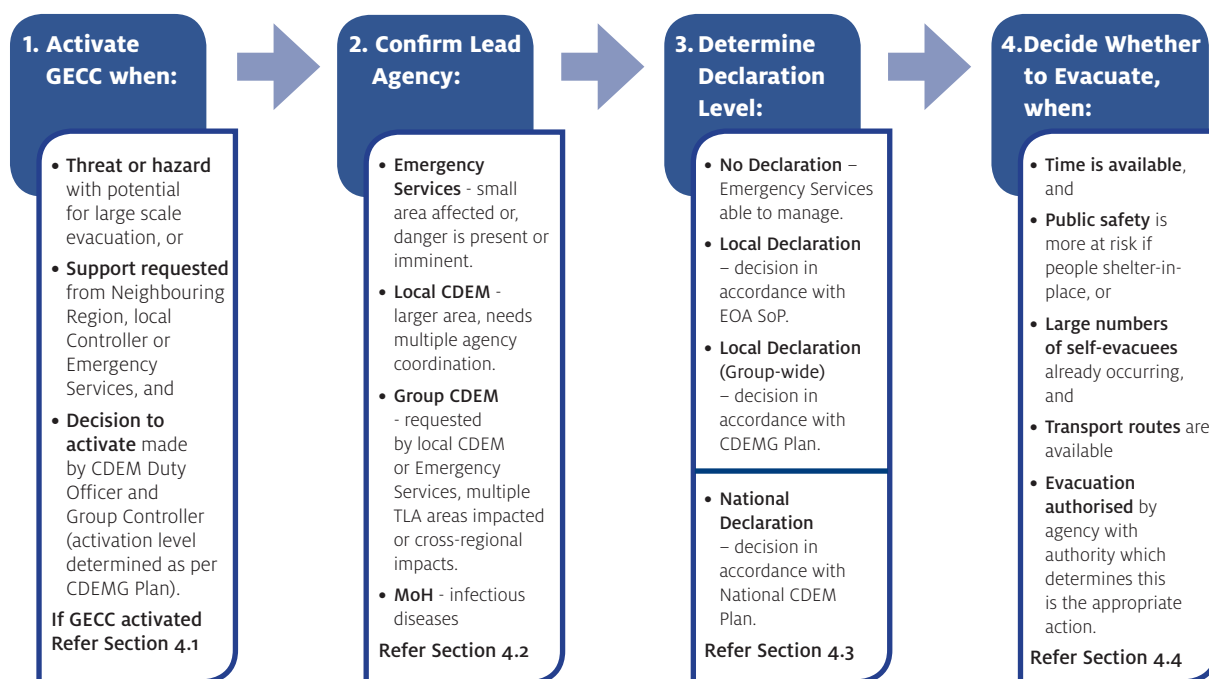


FIGURE 4.1: PROCESS FOR DECISION TO EVACUATION

AGENCY	ACTIONS
All key agencies	• Assess actual/potential impact on own organisations and advise Group Controller. • Prepare to activate crisis management structures and deploy resources. • Establish GECC and local EOC liaison.
Warning Agencies	• Provision of prompt and accurate information related to the hazard (refer Section 5 of Waikato CDEMG Plan).
WRC Hazards	• Analysis of hazard information and advice on hazard threat to the Group Controller.
CDEM Group	• Activate GECC. • Liaise with key agencies (Emergency Services, WRC Hazards, Local EOCs) to establish scale and collate and analyse information (typically via conference call initially). • Notify all agencies (defined in section 3) of decision pending and to be on standby. • Decide whether to order an evacuation or advise people to shelter-in-place.
Local EOC	• Activate local EOC. • Gather and provide information to Group Controller on size and scale of event, threat to life, potential evacuee numbers and other factors effecting the decision to evacuate (refer Section 4.4).
Emergency Services	• Provide information to the Group Controller on risk/threat assessment to the public and to Emergency Services staff in managing an evacuation.

TABLE 4.1: AGENCY ACTIONS IN THE DECISION TO EVACUATE

4.2 CONFIRM LEAD AGENCY

The lead agency in an emergency response is the agency that has the legislative or agreed authority for control of the incident or emergency. Legislative powers to lead response activities are provided as follows:

- CDEM – all hazards.
- New Zealand Fire Services – fires and hazardous substances, urban search and rescue.
- Territorial Authorities – rural fires.
- New Zealand Police – deaths, criminal activities and to maintain public order.
- Ministry of Health – controlling infectious diseases.

If a declaration is made (as per section 4.3) the Controller becomes responsible for coordinating the event with the support of the original Lead Agency.

4.3 DETERMINE DECLARATION LEVEL OF A STATE OF EMERGENCY

Authority to declare

Prior to a declaration of emergency:

- NZ Police (under Common Law) has the legal authority to order an evacuation and use reasonable force as necessary. However, this only applies when danger is imminent. People cannot be ordered to move as a precaution if danger is expected (as per NZ Police Operating Procedures).
- The New Zealand Fire Service is similarly able to order an evacuation if life or property is in danger.
- Medical Officer of Health – if required to protect public health.

Following a declaration of a state of emergency:

- The Police or a CDEM Controller (CDEM Act 2002, Section 86) may authorise the evacuation and exclusion from any premises or place. This can be affected pre or post event.

Type of declaration

No declaration

- Emergency services are the lead agency in managing local immediate evacuations where they are within the capabilities of the local emergency services and other supporting agencies.
- Local EOC is in support and monitoring role at the appropriate level.

Local declaration

- Event is contained within the local EOC jurisdiction and support is not required from outside the area.
- Emergency services are able to support EOC with the evacuation under local declaration.
- Waikato GECC is in supporting and monitoring role.

Local declaration (Group-wide)

- Local EOC and/or capacity of local area is overwhelmed and unable to cope with evacuation.
- Group coordination will improve response and evacuation is within the capabilities of the GECC.
- Emergency services are able to coordinate regional supported evacuation under declaration.
- NCMC is in supporting and monitoring role.

National declaration (needs to be requested by NCMC)

- Waikato GECC is overwhelmed and unable to cope with evacuation with regional resources.
- Multi regional event or nationally significant event.
- NCMC coordinates the support from neighbouring regions and countries.
- Emergency Services are able to coordinate NZ-wide supported evacuation under National declaration.

» *Further guidance on the Declaration Decision and Lead Agency Roles are in the Waikato CDEMG Plan, Section 5.*

4.4 DECISION TO EVACUATE

Mandatory evacuation places a great demand on resources and a duty of responsibility on authorities to ensure that people who are evacuated are cared for.

The general preference is for people to shelter-in-place, unless it is considered that mandatory evacuation provides less risk to public health and safety and will potentially save more lives.

However there are no specific rules as to when to order a mandatory evacuation and this Plan deliberately leaves the parameters flexible to allow the Group Controller to consider the unique circumstances of the event and make a decision based on the best information available.

The following factors should be considered in making the decision whether to advise shelter-in-place or order a mandatory evacuation.

Where self evacuation is occurring

Voluntary evacuation can be helpful if evacuees are actually threatened by an event, as they reduce the number of people needing to be warned and assisted to evacuate. However, unnecessary voluntary-evacuees and shadow-evacuees can lead to more pressures on transport, infrastructure, evacuation area security and welfare facilities. Furthermore, in the case of severe weather, those who voluntarily evacuate can put themselves in greater danger than if they remain in their homes or place of business.

The potentially negative consequences of people voluntarily evacuating can be minimised by effective public information management. However, if it is still evident that self-evacuation is or could be occurring, ordering evacuation of the at-risk area and advising others outside the area to shelter-in-place may be the best option.

Impact on vulnerable groups

Some communities may be more difficult to evacuate or may be more vulnerable if sheltering-in-place. For example, the difficulties and risks associated with evacuating a prison or intensive care hospital may affect the decision as to whether evacuation or shelter-in-place provides the least risk to occupants and others. Consideration needs to be given to the mixing of the general population with some of these special groups.

» *Section 2.2 outlines the vulnerable groups in the Waikato region that should be considered.*

Time available

The time available and the preparedness of the community before a hazard strikes will determine whether immediate evacuation is required or if a staged evacuation is a more suitable option. Consider:

- Most populated areas need 1-4 hours to effect a managed evacuation from the area (depending on size).
- If there is less than an hour's warning, people might be more at risk of being stalled in traffic congestion if access roads are restricted.
- If there is more than 4 hour's warning a staged evacuation (zone by zone) may prevent serious traffic congestion impeding the evacuation. While compliance with staged evacuation directions may not be high, they can improve the flow of traffic.

Community preparedness

The preparedness of the community will impact on how quickly they will be able to mobilise to evacuate (for example, communities with neighbourhood response plans may be easier to evacuate, lessening the risks associated with evacuation).

Time of the day

The time of the day will influence the approach to warning people and will have an impact on the availability and access to resources and personnel.

- Warning people during the night will be more challenging than during the day.
- An initial decision to shelter-in-place under darkness and then evacuate at first light could be an option.

Availability of transport and transport routes

Shelter-in-place may be preferred if there has been a significant disruption to transport and/or where driving conditions are assessed as risky. Evacuation routes may be gridlocked, damaged or unsafe due to the hazard.

Public transport availability may also impact on the decision to evacuate.

Key terms:

A state of emergency is a government declaration that may suspend some normal functions of the executive, legislative and judicial powers, alert citizens to change their normal behaviours, or order government agencies to implement emergency preparedness plans. Such declarations usually come during a time of natural or man-made disaster, during periods of civil unrest, or following a declaration of war or situation of international or internal armed conflict.

Mandatory-evacuation is where residents are directed to leave because it is believed that the risk is too great to allow them to remain where they are.

Voluntary-evacuees are those that leave their current location because of actual or perceived risk without being directed to do so.

Shadow-Evacuees. Occupants of areas outside the evacuation zone that leave despite not being threatened by the hazard.

Safety of evacuees and staff

Consider the risk to:

- emergency workers supporting the evacuation process (for example, whether there is sufficient time to send emergency services into an area where a tsunami is imminent and ensure they can get to a safe area).
- people if they are left to shelter-in-place – for example, whether personal safety or health is at threat, properties are unsafe or unsanitary and whether food and water is available. It may be that caring for people in the area is a far greater risk than if they were evacuated.

Resources available

Consider whether supporting agencies have the resources and capability to support an evacuation and provide shelter support in the context of the unfolding event.

Planning expectations

To enable the effective implementation of the 'Evacuation Decision' phase, the following is required:

1. **All agencies** shall have operational plans that enable them to undertake the actions described in Section 4.1.
2. **Local CDEM plans** shall provide the detail that supports this section at a local level. This should include:
 - hazard analysis to identify the potential impacts and numbers of evacuees hazard scenarios in each town (may be part of neighbourhood response planning)
 - pre-determined evacuation triggers for the hazards that provide a risk to their areas. These may include river or flood levels at certain locations, tsunami evacuation areas for different threat sizes (e.g. expected wave heights), evacuation areas for different volcanic hazard threat levels, etc.
 - necessary warning times to evacuate areas, as this will impact on how long a decision can be left before the expected hazard arrives
 - specific locations and types of vulnerable groups and the level of preparedness (and level of support required to evacuate)
 - identification of infrastructure constraints that may impede or direct evacuation from each town/area.
3. **Waikato Regional Council** shall provide hazard information to support the above analysis.



5. Evacuation planning and warning

5.1 OVERVIEW OF THE EVACUATION PLANNING AND WARNING PHASE

The *Planning and Warning Phase* covers the period of time from when the decision to evacuate has been made through to the issuing of the initial public messages to evacuate (noting that public messaging will evolve and continue through the evacuation phase as well).

Figure 5.1 outlines the *Planning and Warning* process. Table 5.1 summarises the agency actions to be taken (under the overall coordination of the GECC) during this phase. This assumes that a decision has been made to activate the GECC to monitor or coordinate a potential evacuation with CDEM as lead agency.

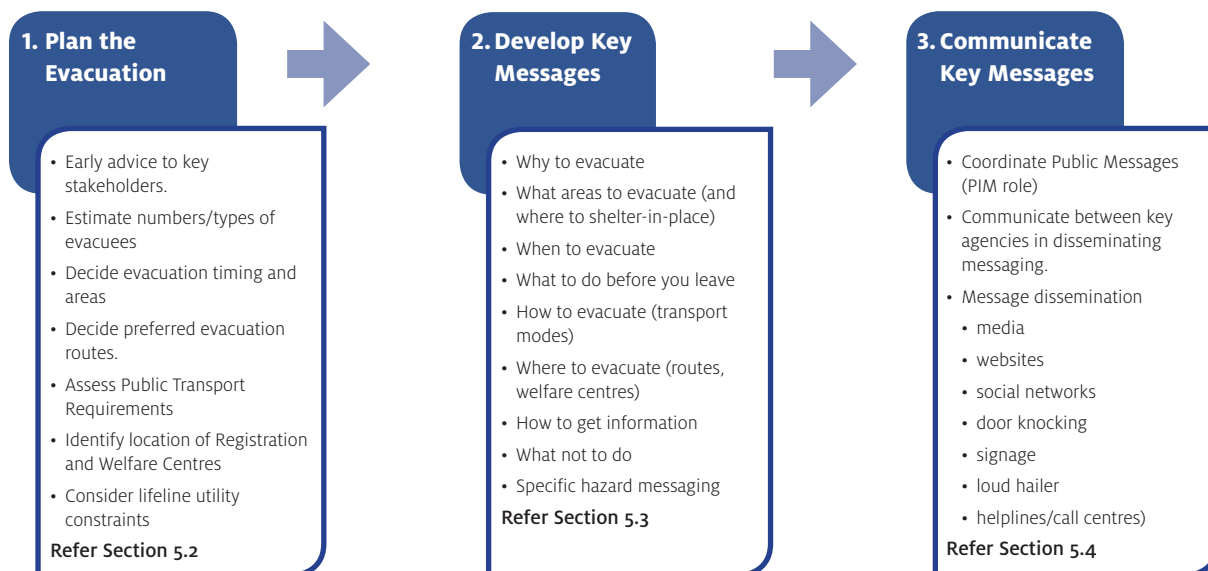


FIGURE 5.1: PROCESS FOR EVACUATION WARNING AND PLANNING

AGENCY	ACTIONS
All key agencies	• Assess impact on own infrastructure/organisations and advise Controller. • Activate crisis management structures and evacuation plans – deploy resources.
CDEM Group	• Activate GECC (if not already). • Advise key agencies of decision to evacuate (section 5.2). • Liaise with neighbouring Groups and NCMC about ability to receive and support evacuees and make formal request to direct evacuees to regions (if applicable). • Coordinate the development of the initial Group Evacuation Incident Action Plan (IAP). • Coordinate development and dissemination of public messages (see PIM role).
Welfare Manager	• Activate the WAG in consultation with the WAG Chair and the CDEM Group Controller.
PIM (refer Group and Local PIM plans for further detail)	• Media liaison: Organise media conferences, arrange for media access to affected areas. • Liaise with TLA, emergency services and other agencies PIM. • Public information (through techniques such as advertising, internet and call centres). • Liaise with other agencies to establish a facility to handle public inquiries. • Assess what other message delivery mechanisms are required. • Coordinate VIP visits.
Local EOC	• Activate local EOC (if not already). • Continue to update and provide information to Group Controller on numbers and types of evacuees, preferred evacuation routes, public transport resources and other factors affecting the evacuation process (refer Section 5.2). • Assist Emergency Services with local messaging, if required (e.g. door knocking).

AGENCY	ACTIONS
Emergency Services	- Assist people requiring support in evacuating from area. - Local messaging (door knocking, loud hailer), if required. - Prepare to secure evacuated area.
NZDF	Where possible provide personnel to support with public messaging via NCMC.
DHB	Provide health related messages to PIM and public.
WRC	Policy and Transport coordinate with Group and Local Controller on the availability of buses and/or drivers from neighbouring TLAs and regions.
Bus/Rail Companies	Liaise with Local Controller/EOC on the availability of resources.
Neighbouring Groups	Support with public messaging in own regions.
RCAs	- Provide advice on suitable evacuation routes and traffic management mechanisms. - Deploy traffic management resources.

TABLE 5.1: AGENCY ROLES AND ACTIONS DURING THE PLANNING AND WARNING PHASE

5.2 PLAN THE EVACUATION

Once a decision has been made to evacuate, where time permits, this should be undertaken in a controlled manner with designated evacuation routes and welfare centres established. This will enable numbers to be more easily tracked and registration and receipt of evacuees to be better managed with resources placed to support evacuees.

Also, where time permits, the following planning should be undertaken before the decision to evacuate (details should be covered in relevant agency plans, rather than trying to do this planning during the event):

- Preferred evacuation routes (and alternates if these become damaged/congested).
- Timing issues (how much warning is required to safely evacuate an area, where the hazard is imminent).
- Location of temporary rest areas where people can be diverted if traffic becomes overly congested.
- Public transport available/required to support the evacuation.
- Traffic management arrangements (signage, road closures/diversions).
- Location of registration and welfare centres.

In making these decisions, the following factors should be considered:

Early advice to key stakeholders

It is important to engage and communicate with key stakeholders at the initial planning stages (i.e. before the evacuation order is issued, if possible). These agencies are those that:

- Will support the evacuation and need to mobilise resources (emergency services, transport agencies, neighbouring groups, WAG agencies).
- Have special considerations and may take longer to evacuate (complex infrastructure sites, hospitals, prisons).

Figure 5.4 in Section 5.4 illustrates how these stakeholders will be communicated with.

Evaluate number and type of evacuees

Local EOCs shall continue to assess and advise Local and Group Controllers over the likely numbers of people evacuating and the likely support requirements for vulnerable groups. Consider seasonal populations and the impact of any organised event. Plan for those people who will start evacuating early.

Decide evacuation timing and areas

Where there is uncertainty as to the impact or extent of the hazard, and there is some warning time for this to be further assessed, CDEM agencies need to consider when to order the evacuation. Consider:

- vulnerable groups (section 2.2), who will typically take longer to evacuate
- road capacity – areas with single roads in or out will quickly become congested
- the certainty around the timing of the hazard arriving.

Preferred evacuation routes

In deciding preferred and alternate evacuation routes for different scenarios, road agencies should consider:

- ability to resupply fuel along evacuation route
- traffic flow capacity
- ability to recover/remove broken down vehicles and responds to accidents and emergencies
- access to the evacuation area and collection points
- route destination to safe areas that can cope with a large number of evacuees
- the capabilities and capacity of the means of transport that uses the route
- route safety/vulnerability of the route to hazards
- network of routes feeding into and out of evacuation routes
- the ability to provide welfare centres/rest areas along route.

While the preferred and alternate evacuation routes should be contained in RCA evacuation plans, also consider the impact of the hazard as to how this might affect preferred routes. For example:

- routes may be damaged by the hazard
- routes may need to change to ensure people have access to welfare centres
- if there is limited warning time to evacuate populated areas, it may be necessary to send people to temporary rest areas until road congestion eases.

In the Waikato region, particular road network vulnerabilities include:

- SH3 which is prone to slipping and, if closed off, has a 200km detour. It is not easy to clear.
- Karangahape Gorge and Kaimai Road are also vulnerable routes, in terms of slip potential and length of detours.
- Exit from Auckland (Bombay) would be critical.
- Rangiriri flood could cut off SH1 Waikato leaving SH2 and 27 as the only through-region roads.

Figure 5.2 shows the significant road hazards in the Waikato region and Figure 5.3 illustrates detour routes for key roads that are vulnerable to closure.

» *Section 6.2 covers traffic management processes during the evacuation process.*

Public transport requirements

The Local and Group Controller, in liaison with Police and WAG, should consider the likely need for coordinated public transport resources to support the evacuation. The factors to consider include:

- The time required to deploy the vehicles to the evacuated areas (how far away is the fleet from the area, what time of day is it?).
- The dependency of the population on public transport (section 2.2 discusses which community groups are less likely to have vehicles and need support in evacuation).
- The risks or impacts of taking vehicles from their normal operational routes.
- The risks to vehicle drivers in entering the evacuation zone.
- How many vehicles can be deployed (consider likelihood that drivers will be available).
- Whether transport hubs (main rail stations, bus stations, airports) and tracks are operational.
- The status of the roads and the availability of fuel along the evacuation route.
- Crowd control and security requirements to support the public transport operation.

» *Section 6.3 details how public transport resources will be managed during the Evacuation Process.*

Location of registration and welfare centres

Factors to consider in determining the location of registration centres and welfare centres include:

- numbers and types of evacuees requiring support
- welfare centre capacity and likely impact of event on the centre
- logistical resources to support welfare centres.

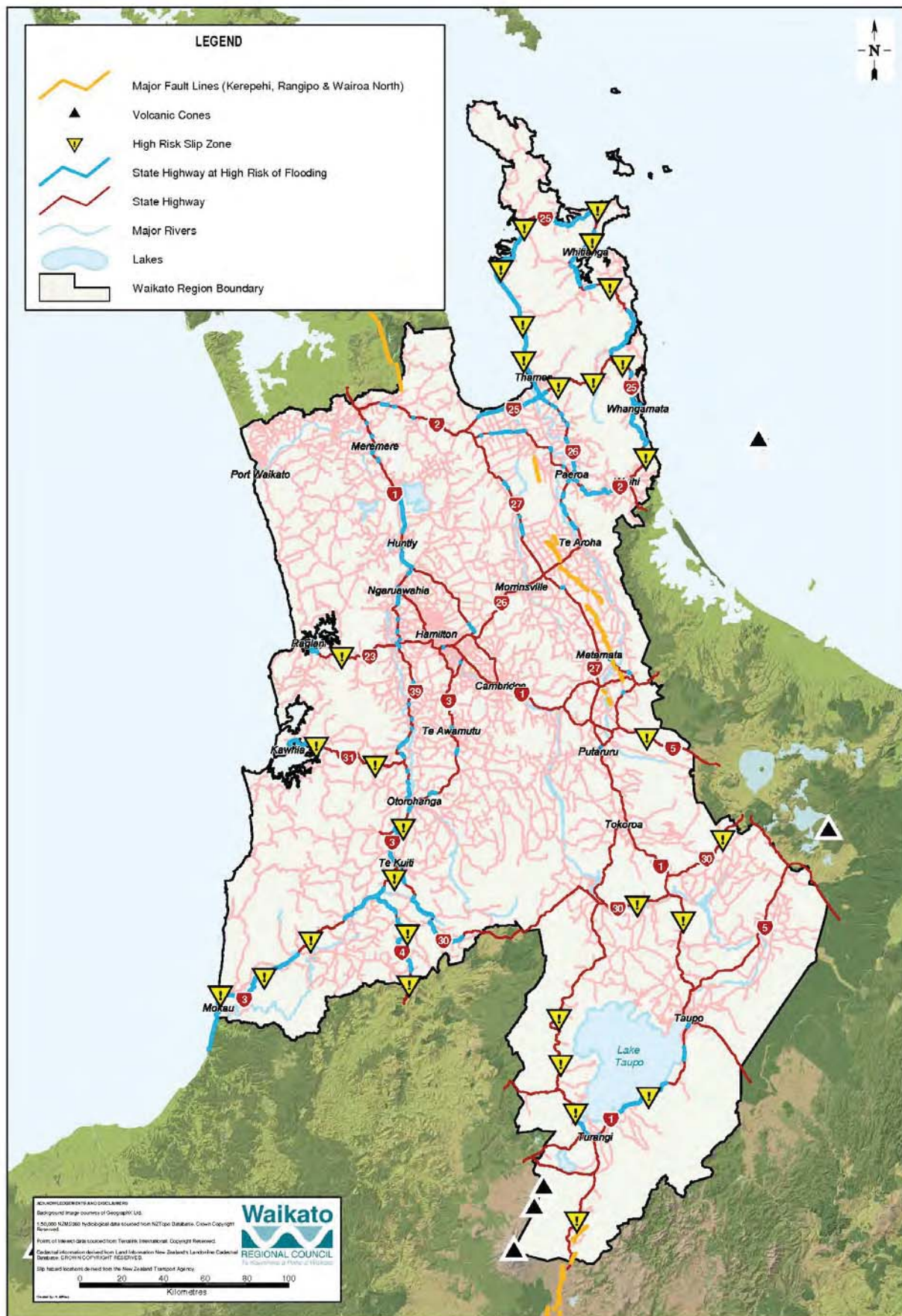
» *Section 7.2 covers in more detail the selection of Registration and Welfare Centre sites.*

Lifeline utility considerations

The status of lifeline services is likely to impact on where and how people evacuate, as follows:

Along evacuation routes:

- Availability of fuel supply along the evacuation routes, particularly for emergency services, rescue vehicles and other critical community agencies, and to minimise 'empty tank' breakdowns. Fuel companies will be challenged to keep fuel stations along main evacuation routes supplied with fuel, and panic buying may well result in fuel stations on route 'running dry'. Fuel shortages in these cases are not long term (unless the event has impacted the bulk fuel supply) but a result of short term logistical issues in the distribution network. If the event causes a major power outage, the issue will be compounded by an inability at most fuel stations to pump fuel (coming out of Auckland to the south, only the Bombay fuel station has a generator).



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FIGURE 5.2: MAJOR ROAD HAZARDS



FIGURE 5.3: MAJOR ROAD DETOUR ROUTES AND TIMES

- If power is out, traffic signals and railway crossing lights will not function and manual traffic control would be necessary – therefore routes that still have power supply are preferred. Electric trains from Auckland would not be able to operate.
- Traffic bottlenecks should be avoided – e.g. road obstructions/closures due to flooding/damage, dual carriageways merging, major intersections.

At the destination:

- Registration and welfare centres need to have good access to water, wastewater, electricity, telecommunications, fuel.
- Even 'self managing' evacuees should ideally not be directed to areas where electricity and water services are impacted as food supply and hygiene may be affected.

A further consideration in determining the area for the receipt of evacuees is the impact that lack of access to critical lifeline facilities will have on services in the region. In no particular order, the Waikato Engineering Lifelines Group (WELG) has identified the top 10 critical lifeline facilities as:

DESCRIPTION	LOCATION
Regional fuel supplies	Service stations
Taupō Control Gates	Taupō (headwaters of the Waikato River)
Little Waihi	South end of Lake Taupō on SH41
Hamilton Telephone Exchange	Cnr Caro & Anglesea Streets
Vector Gas	Taranaki to Auckland
State Highway No 1	Auckland to Hamilton (Mercer is a key area)
State Highway No 2	Auckland to Hauraki Plains (Mercer is a key area)
Thomas/Gordonton Road Intersection	Hamilton
Mangakino electricity switch yards	Mangakino
NZMT rail Line	Auckland to Hamilton

TABLE 5.2: CRITICAL LIFELINE FACILITIES (WELG LIFELINE UTILITY VULNERABILITY STUDY)

5.3 DEVELOPING KEY MESSAGES

Evacuation messages

Consistent messaging is critical. It is important that Public Information Managers (PIMs) at national, regional and local level work together with all supporting agencies to get messaging out to affected people that are timely, accurate and clearly understood by all. In general, the lead agency should determine the public information to be released and other agencies should support with the dissemination of the agreed messages.

The public messages should cover the following, and be updated as the situation develops:

- **Why to evacuate** (hazard and risk information - without clear, compelling reasons people may ignore the evacuation or there may be unnecessary voluntary/shadow evacuees).
- **What areas to evacuate** (and where it is safer to shelter-in-place).
- **When to evacuate** (if there is plenty of warning time, a phased evacuation can help manage traffic congestion and more effective registration of evacuees).
- **What to take with you** (see Household evacuation list e.g. essential supplies, medications, documentation).
- **What to do before you leave** (e.g. what to take with you, turn off power, water and natural gas supplies, managing live stock, domestic animals and pets, protect water supply/electrical equipment from ash).
- **How to evacuate** (how to signal need for assistance, warnings about hazards, fill fuel tanks, what to do if you break down, where to go if you have no transport, when it is safer to evacuate by foot than by vehicle).
- **Where to evacuate** (preferred evacuation routes, status of transport route congestion and location of registration/evacuation/medical centres if not self-managing).
- **How to get information** (radio channels, internet, emergency telephone numbers, etc), including status of schools, essential services available and how you will be advised it is safe to return.
- **What not to do** (e.g. requesting people not to use phone except in emergencies, don't use 111 for emergency updates, hazardous areas to avoid).

Other general messaging to support the above may include:

- Share warning information with family, neighbours and friends who are in the at-risk area.
- Listen to the radio and/or TV for updates.
- Follow instructions of your local Civil Defence authorities and emergency services.
- Do not overload phone lines with non-emergency calls.
- If it is safe, help people who require special assistance - infants, elderly people, those without transportation, families who may need additional help, people with disabilities, and the people who care for them.

Messaging relating to specific hazards

Other evacuation messaging related to specific hazards may include:

HAZARD	MESSAGES
Tsunami	• Stay off beaches and away from the coast. • Stay out of the water (sea, rivers and estuaries, including boating activities). • Move to higher ground. • Tsunami effects could be ongoing for days after the initial event.
Earthquakes	• Expect aftershocks. • Drive carefully, there may be significant road damage.
Flooding:	• If your car stalls in a flooded area, abandon it immediately and climb to higher ground. • Don't cross low lying bridges unless it is clearly safe to do so. • Consider the possibility of flash flooding.
Volcanic Eruptions	• Drive carefully, volcanic ash can cause hazardous driving conditions. • Put all machinery inside a garage or shed, or cover with large tarpaulins to protect them from volcanic ash. • Protect outdoor water supplies from volcanic ash, if practicable. • Bring animals and livestock into closed shelters to protect them from volcanic ash. • Protect sensitive electronics and do not uncover until the environment is totally ash-free.

TABLE 5.3: PUBLIC MESSAGING RELATING TO SPECIFIC HAZARDS

5.4 COMMUNICATING KEY MESSAGES

Coordination of public communication

In an event that adversely impacts the Group, the Group PIM and their team will work collaboratively with other agencies to provide consistent messaging to the public.

In an event where the regions need PIM support during a civil defence emergency, a Public Information agreement is being developed for mutual support between the Waikato, Northland, Bay of Plenty and Auckland depending on the availability of staff and the nature of the request.

» (Waikato CDEM Public Information Management Plan – August 2011)

Communication lines

Figure 5.4 illustrates the primary lines through which key messages are disseminated to key stakeholders and the public.

Communication methods

Informing communities to evacuate is challenging and emergency management officials often rely on commercial media sources to alert communities about evacuations. However, this method fails to notify people not tuned in to the radio or television, the homeless, speakers of foreign languages and disabled populations such as the deaf. Alternative warning methods include face-to-face contact, broadcasts from moving vehicles and sirens.

Table 5.4 lists a range of alternative warning methods, their advantages and limitations. **Of critical importance is that multiple and repeated methods are used.** Further guidance on methods and standard messaging templates are contained in Group and Local PIM plans.

Recognise that, while many people will respond to these communications, some people may not leave their homes voluntarily and will need to be removed against their will.

Note: The NCMC can be requested to support the GECC for any matter that arises during an event.

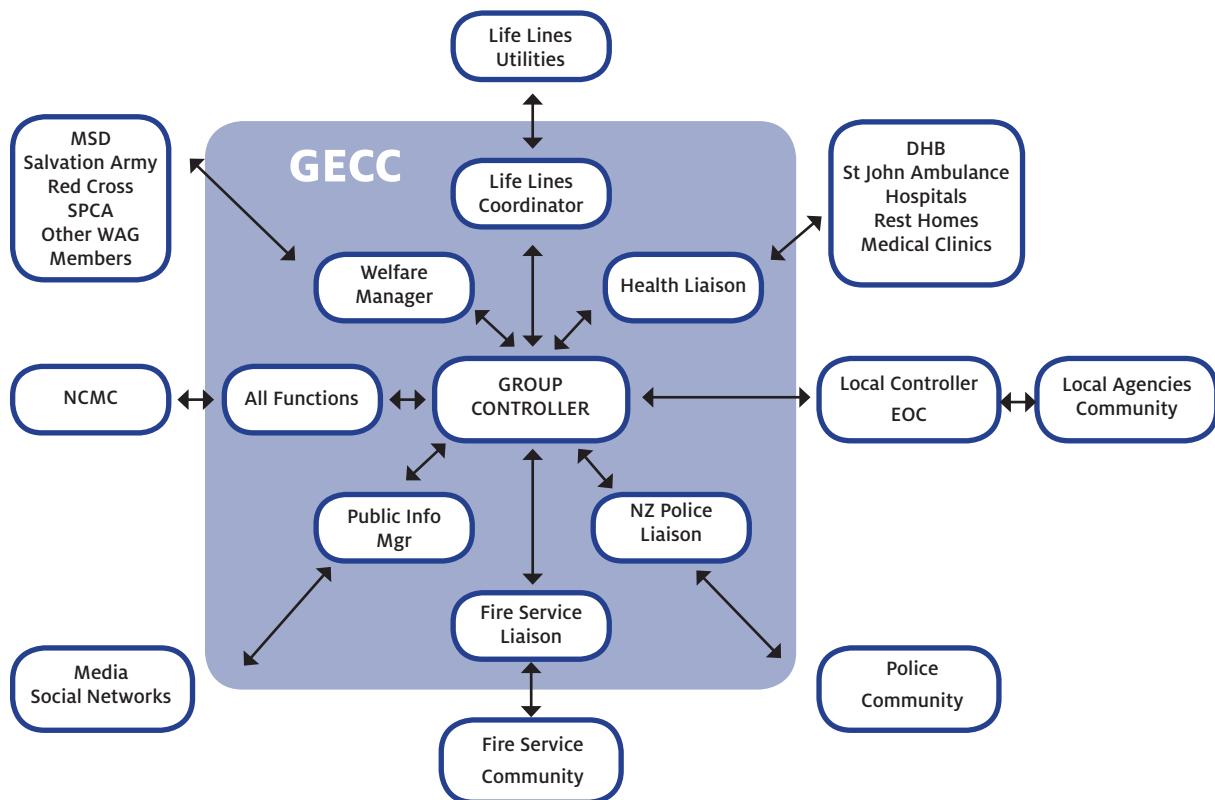


FIGURE 5.4: COMMUNICATION LINES FOR DISSEMINATION OF MESSAGING

Note: This figure does not show all communication lines, for simplicity. For example, the Group PIM will also be liaising with other agencies such as NZTA to ensure consistent traffic management messages. Many agencies, such as welfare agencies, DHB and emergency services, will have liaison at local, group and national level.

METHOD	UNDERTAKEN BY	ADVANTAGES	LIMITATIONS
Door to door knocking	Police/Fire or community organisations (through WAG)	- High confidence that message has been delivered successfully - Provides public reassurance, - Message can be tailored to different geographical areas if necessary. - Can be combined with a leaflet 'drop' if time permits. - Opportunity to gauge public response. - Identifies people who may need additional support.	- Need sufficient warning times. - Staff need to be trained for hazardous conditions. - Need good briefing to ensure consistent messaging. - Very resource intensive for large areas.
Media (including social media such as twitter)	Led by Group PIM	- Quick way to deliver targeted message to large areas of population. - Minimum drain on responders' resources, allowing deployment elsewhere.	- Less confidence that individuals have received message. - Less able to manage personal reactions (panic). - Requires infrastructure to be functioning and people to have access to TV/radio/computer/cellphones.
Helplines/call centres	MSD, Red Cross, MoH, TLAs, Health	Incident-specific 24 hour call centres	
CDEM websites	CDEM	Ensuring the most up to date available information at local, regional and national levels.	Resources required to maintain and pre-planning education.

METHOD	UNDERTAKEN BY	ADVANTAGES	LIMITATIONS
Mobile loudhailer	Police/Fire	• Message can be targeted to a particular area. • Quicker than door-to-door method. • Opportunity to gauge public response. • Message can be delivered to medium size area relatively quickly. • Not reliant upon infrastructure other than roads.	• Staff need to be trained for hazardous conditions. • Low confidence that message has been received. • Possibility of causing panic as method visually dramatic
Signage on roads - motorways.	Road Controlling Authorities (RCAs)/ Police	• Provide up to date and timely information 24/7 to the travelling public. • Delivery of immediate warning and informing messages. • Traffic flow management. • Provision of advice on diversion routes.	• Not for warning people to evacuate, only to manage the process.
Txt message	Telecommunication agencies	• Wide distribution of messaging. • Can target messaging to affected areas (though not specific boundaries)	• May contribute to network overloading.

TABLE 5.4: ADVANTAGES AND LIMITATIONS OF DIFFERENT COMMUNICATION MECHANISMS.

Planning expectations

To enable effective implementation of the planning and warning phase:

1. **All agencies** will have evacuation plans for their own facilities/organisations, and business continuity plans to ensure that they can continue to provide a service outside evacuated areas.
2. **Road Controlling Authorities (RCAs)** will work together to establish integrated and pre tested traffic control management plans that identify:
 - preferred and alternative evacuation routes for different scenarios
 - capacity of those routes
 - road closures/diversions
 - areas where contra flows may be used and how these will be implemented
 - signage requirements.
3. **Local CDEM plans** will provide detailed information on:
 - which warning methods will be used in different scenarios
 - pre-prepared messages for local messaging
 - evacuation zones for different hazards (e.g. flood, tsunami threat levels).
4. **The Group PIM** will have pre-prepared messages and media release templates for Group messages and pre-determined methods for releasing messages in different scenarios.
5. **Emergency services** will have plans to support local community messaging.

6. Evacuation phase

6.1 OVERVIEW OF THE EVACUATION PROCESS

The Evacuation Phase runs from when the order is first given to evacuate an area until all people have left the area where a mandatory evacuation is in place.

Once the evacuation is underway, road controlling authorities (RCAs) are responsible for monitoring and managing traffic to maintain traffic flow away from the evacuated areas. Where resources permit, NZ Police may support this process, however their first priority is moving people away from the immediate danger area. Traffic management roles are dealt with in Section 6.2.

Public transport may be required to support evacuees who need assistance with evacuating and/or who may not have their own transport. Public transport coordination is dealt with in Section 6.3.

There are other aspects to supporting the evacuation process. Security of the area may be important for people to feel safe to leave. Welfare and rest areas may be needed en route, particularly where severe traffic congestion is anticipated. These issues are covered in Section 6.4.

It is critical that agency's operational plans include the concept of scalability. As the evacuation size increases, normal operational procedures will not necessarily apply. As an example, agency planning must articulate how evacuation routes will be kept clear if land vehicles are unable to gain access to broken down cars (e.g. would air support be required to remove them)

Key terms:

Self evacuees are those that can leave their current location via their own means of transport such as a personal car, bike or other vehicle.

Assisted-evacuees are those that do not have their own, or access to a, vehicle and therefore need assistance in the form of transport organised as part of the emergency response.

Evacuation-in-place is the concept of evacuating to a higher elevation within a current location. This may be appropriate for rapid onset hazards such as near-source tsunamis.

Transport Support Group is a group of representatives of agencies in the transport sector. Establishment of this group is recommended by the MCDEM to help develop and implement a coordinated Traffic Control Management Plan between all agencies.

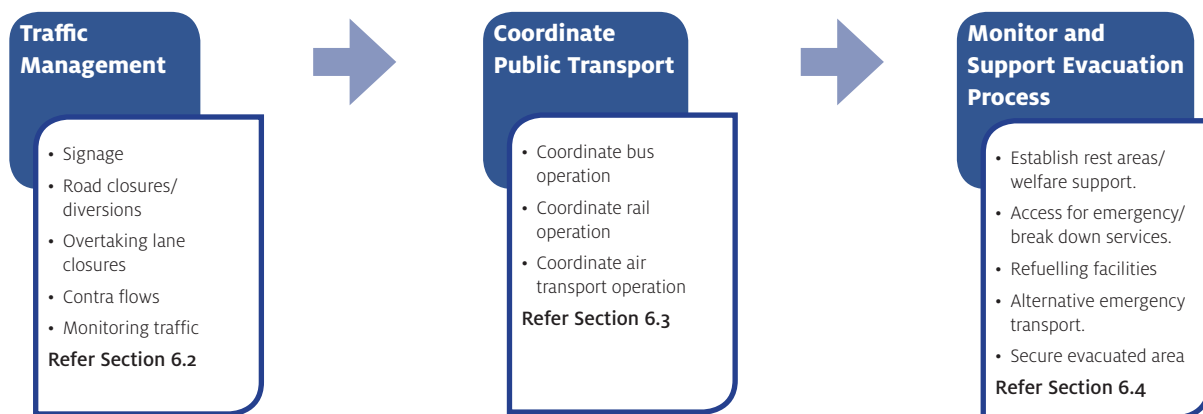


FIGURE 6.1: EVACUATION PROCESS

Note 'traffic management' includes management of vehicular, foot and cycle traffic.

6.2 TRAFFIC MANAGEMENT

Key actions

During the planning and warning phase (Section 5), preferred and alternate routes will have been determined and traffic management mechanisms (signage, diversions, contra flows, etc) will have been identified and deployed. Once the evacuation is underway, Table 6.1 details the actions that will be taken by each agency to manage traffic flows.

AGENCY	ACTIONS
All agencies	• Evacuating facilities, tracking own staff. • Sitreps to Controllers – impact assessments, support requirements, potential issues.
GECC	• Coordinate information from involved agencies and keep NCMC informed. • Continuously monitor, update and implement Group IAP. • Support local EOC in evacuation operation.
Local EOC	• Monitor and report evacuation numbers. • Mobilise welfare centre resources (refer section 7).
MCDEM	• Ongoing monitoring, government reporting, coordination of assistance, public assurance and forecasting of issues.
Emergency Services	• Assist evacuation of vulnerable groups.
NZ Police	• Immediate road closures required to ensure safety.² • Traffic Management in support of RCAs if required (where resources permit).
NZTA	• State Highway traffic management. • Advise Controllers on road conditions, alternative routes and contra flow options. • NZTAs Network Management Consultants will: • act in advisory capacity to NZTA • task maintenance contractors on road closures and traffic management requirements • liaise with all emergency services and TLAs in managing road closures, evacuation routes and alternative routes • liaise with neighbouring NZTA regions and TLAs on the use of alternative routes • liaise with neighbouring regions on linking of roads into the neighbouring regions. • NZTA's highway maintenance contractor will: • provide updates to network consultants on road conditions • undertake traffic management in consultation with network management consultants.
Territorial Authority	• Local road traffic management (consultants engaged by TLAs to manage local roads will coordinate this).

TABLE 6.1: TRAFFIC MANAGEMENT ACTIONS AND ROLES

Communication lines

Figure 6.2 illustrates tasking and communication lines in relation to traffic management.

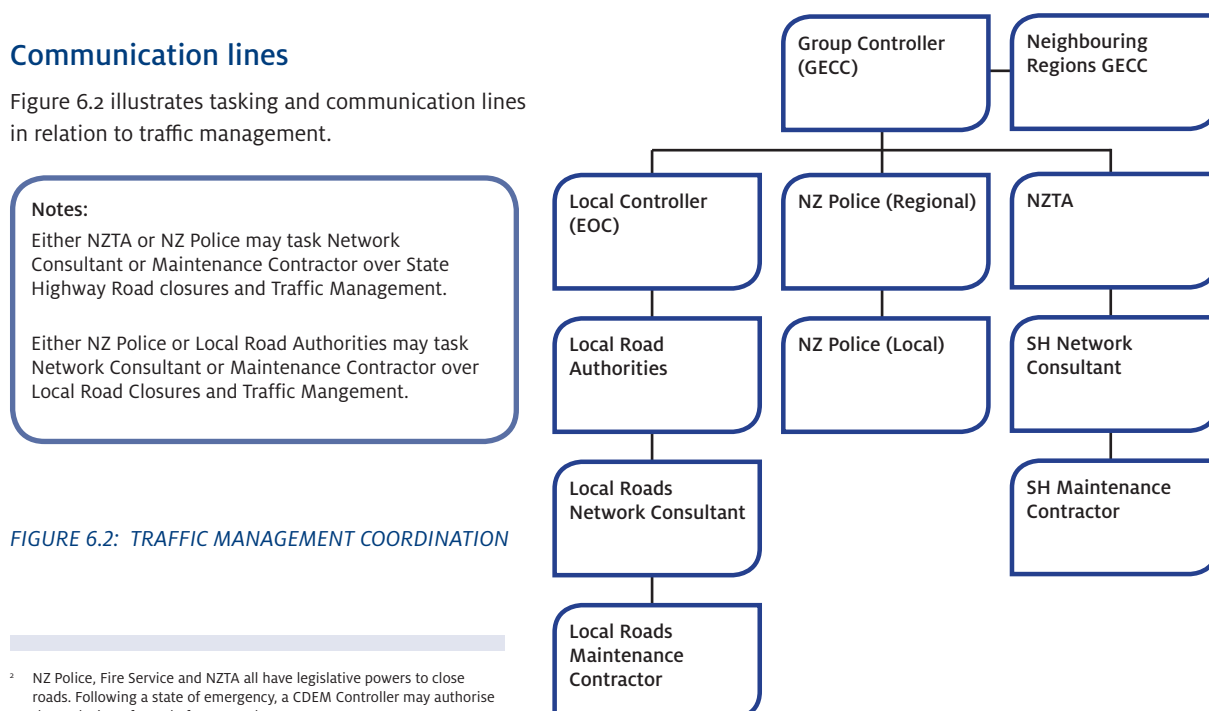


FIGURE 6.2: TRAFFIC MANAGEMENT COORDINATION

² NZ Police, Fire Service and NZTA all have legislative powers to close roads. Following a state of emergency, a CDEM Controller may authorise the exclusion of people from any place.

6.3 COORDINATE PUBLIC TRANSPORT RESOURCES

If it is determined appropriate to support the evacuation process with public transport (the decision having been made as per Section 5.2), these public transport resources shall be managed as follows:

Buses

Figure 6.3 illustrates tasking and communication lines in relation to bus coordination. Table 6.2 summarises the actions being undertaken by each agency in coordinating bus transport.

It is noted that in principle, buses within the area of the territorial authorities are the resource of that area. However, in a large scale evacuation with cross-boundary movement, the GECC will provide overall coordination.

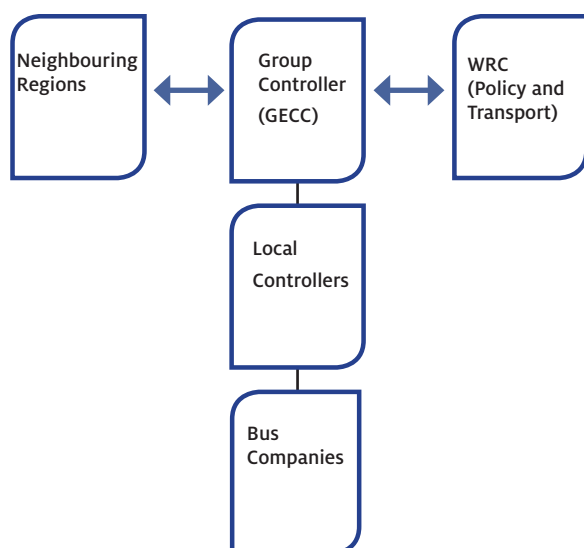


FIGURE 6.3: COMMUNICATION AND TASKING LINES – BUSES

AGENCY	ACTIONS
Bus companies	- Coordinate the availability of buses and drivers within their company. - Ensure drivers get enough rest and for their health and safety (breaks and roster systems). - Liaise with Local Controller/EOC on the continued availability of resources. - Provide buses and drivers as requested by Local Controller.
Local Controller	- Provide advice to bus companies as to where buses are required. - Provide advice to bus companies as to hazards impact, preferred evacuation routes.
Waikato Regional Council	Policy and Transport provide advice on the most effective way of utilising buses and drivers.

TABLE 6.2: BUS COORDINATION ROLES AND ACTIONS

Rail

Figure 6.4 illustrates tasking and communication lines in relation to rail coordination.

Table 6.3 summarises the key actions being taken by each agency in the coordination of rail. The following principles are noted:

- A six car train set with passengers with no luggage can take up to 1000 people.
- The majority of the fleet is located in Auckland, so using this fleet will have a major impact on Auckland transport.
- Planning is in process for the majority of diesel units in Auckland to be electric powered, resulting in multiple units not being able to move south of Papakura under their own power.
- Double tracks run from Auckland to Mercer and then south of Te Kauwhata to Te Rapa. All other tracks in the region are single track.

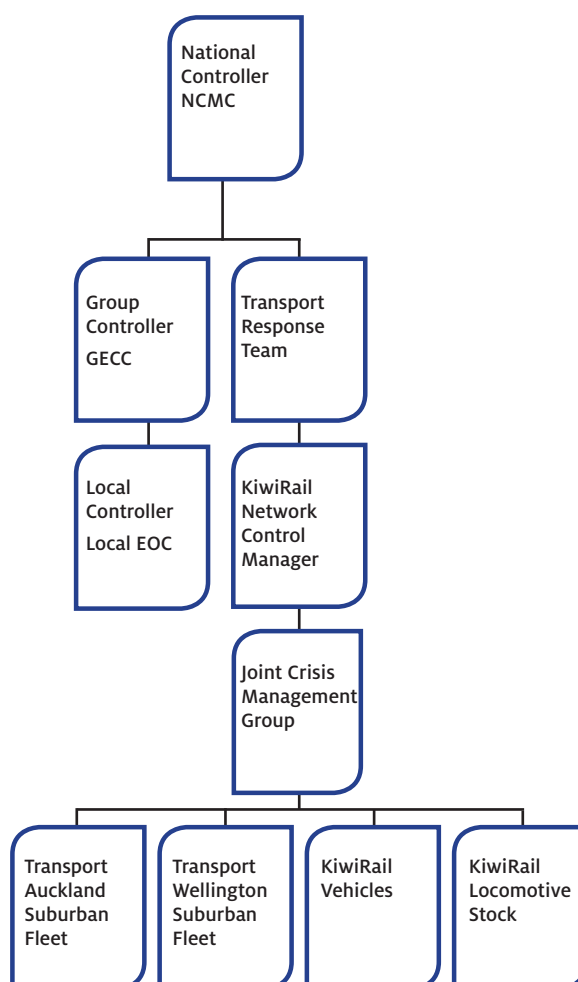


FIGURE 6.4: COMMUNICATION AND TASKING LINES – RAIL

AGENCY	ACTIONS
Group/Local Controller	- Group Controller liaises with National Controller to request Rail Transport. - NCMC liaises with Transport Response Team (TRT).
KiwiRail Network Control Manager	KiwiRail Network Control Manager activates the Joint Crisis Management Group.
Joint Crisis Management Group	- Establish Group in Auckland or Wellington, to implement the Rail Crisis Management Plan. - Advise NCMC on the Rail Crisis Management Plan. - Coordinate Rail Vehicles - Liaise with Rail Incident Controller on resources requested on Group or Local level.
Rail Incident Controller	- Support and advise either Group or Local Controller on the coordination of rail vehicles. - Ensure that drivers get enough rest and for their health and safety (breaks/roster system are in place).

TABLE 6.3: RAIL COORDINATION ROLES AND ACTIONS

Air

The main airports in the Waikato region include the following (also refer Figure 2.4):

- Hamilton International Airport, which can accommodate aircraft up to the Boeing 767 and Airbus A300.
- Taupō and Rotorua Airports, which can accommodate up to Airbus A320.
- Airfields in Raglan, Matamata, Tokoroa, Te Kuiti, Thames, Whitianga, Coromandel, Pauanui and Matarangi, which can accommodate smaller aircraft.

Air transport cannot evacuate large numbers of people quickly and is more important for bringing in logistical support and personnel than evacuating people. This would be coordinated by the NCMC. In an emergency where the NCMC is activated, the national Transport Response Team (convened by the Ministry of Transport) provides advice on transport related issues, recommendations for response and recovery priorities and collates action requests.

6.4 MONITOR/SUPPORT ALONG EVACUATION ROUTES

Diversion to rest areas/welfare centres

Evacuation of a large number of people in a short time may cause traffic congestion and, at worst case, even gridlock. Some key issues are:

- SH1 and SH2 at peak hours/holiday periods can be heavily congested from Auckland to Hamilton and Thames. A large scale evacuation from Auckland is likely to cause similar issues. The main focus would be keeping these major highways flowing by closing passing lanes and diverting traffic off the highway if traffic speeds fall too low.
- There are some known bottleneck spots, such as Huntly. Areas such as Te Kauwahata, Meremere, Pokeno and Hampton Downs, which could be used as welfare rest stops to ease grid lock issues.

Note that if people are being diverted off the road, they will need to be supported with water, food and shelter.

Fuel supply

As discussed in 'lifeline utility considerations' (section 5.2), fuel will be a critical issue. In accordance with the National CDEM Fuel Plan, it is expected that:

- GECC will advise fuel companies the 'CDEM critical fuelcustomers' for priority fuel supply.
- Fuel companies will put in place procedures to ensure that these customers are able to access fuel. This may include designated lanes at services stations, designated services stations, or allowing 'queue jumping'.
- The GECC will advise fuel companies of any supply priorities or issues which need to be addressed.

Forecourt control and security is the responsibility of the fuel station owners, however the Police may need to support if public safety is threatened.

Securing evacuated areas

Potential looters may cause anxiety for evacuees, even to the extent that they are reluctant to leave. Visibly securing the area should provide public assurance that they can safely leave their homes. The NZ Police will be responsible for securing evacuated areas and in a major event it is possible that they could be supported by the NZ Defence Force (as a request via the NCMC). The NZ Police will take any immediate steps to protect life and property and will further liaise with the Group and Local Controllers over the extent of the area to be secured.

Access for emergency services and other key agencies

Preferred evacuation routes will have traffic shoulders, which should to be kept clear for emergency services, break down trucks and critical lifelines such as fuel trucks.

It may be necessary to have plans to forcibly remove broken down or crashed vehicles. Consider deploying rubber tyred loaders along shoulders for this purpose (or, as discussed earlier, helicopters).

AGENCY	ACTIONS
RCAs	Identify the need for, and location of, rest areas along route.
Local EOC	Liaise with RCAs and provide logistical/welfare support at areas where people have been directed to rest.
GECC	- Advise fuel companies of local evacuation routes. - Liaise with agencies to ensure that sufficient support is in place along route. - Provide oversight of evolving issues and communicate to local EOCs to address. - Communicate priorities for fuel supply to fuel companies.
MCDEM	Ongoing monitoring, government reporting, coordination of assistance, public assurance and forecasting of issues.
NZ Police	- Maintain law and order during evacuation. - Secure evacuated areas.
WAG agencies	Under the coordination of the Welfare Manager, provide support and assistance at rest areas.
Fuel Companies	- Put in place mechanisms to ensure critical customers ensure continuity of supply. - Take all practicable measures to keep fuel stations supplied with fuel. - Liaise with CDEM Controllers – advise actions being taken and receive priority directives. - Advise ECC of re-supply problems.

TABLE 6.4: AGENCY ROLES AND ACTIONS IN PROVIDING SUPPORT ALONG EVACUATION ROUTES.

Planning expectations

To enable effective implementation of the evacuation phase:

1. **RCAs will** have tested traffic control management plans that identify preferred and alternative evacuation routes for different scenarios, road closures/diversions and signage requirements.
2. **Local CDEM (TLAs) will:**
 - maintain relationships and communications with public transport agencies and databases of resources available
 - in liaison with RCAs, identify potential traffic bottlenecks and potential rest/shelter areas along key routes for diversion of traffic.
3. **Fuel companies will:**
 - have plans in place to ensure continuous supply to GECC named CDEM-critical customers and to keep fuel stations on evacuation routes supplied as far as practicable
 - assist the CDEM Group to review business continuity planning such as power backup at key fuel stations.
4. **NZ Police will maintain plans and procedures for:**
 - assisting with warnings and evacuation
 - securing evacuated areas
 - maintaining traffic flows along evacuation routes, including special measures for removing broken down vehicles.
5. **Key agencies** with vulnerable client organisations (Ministry of Education, Ministry of Health, Department of Corrections) shall ensure that client organisations have detailed evacuation plans in place and support them to do so.
6. **CDEM Group will** establish a Transport Support Group to coordinate the development of Traffic Management Plans and to coordinate the traffic management aspects of the evacuation phase.

7. Shelter

7.1 OVERVIEW OF THE SHELTER PHASE

The shelter phase includes the receiving, registration and temporary accommodation of evacuees. It requires careful coordination amongst government, CDEM and welfare delivery agencies.

Welfare response at the Group level is coordinated by the Group Welfare Manager with multi agency advice, support and coordination of welfare activities by the WAG. Membership is drawn from all key welfare organisations within the group.³

In smaller evacuations, people often seek shelter in second homes, hotel/motels or with family/friends before seeking public shelter. In larger scale evacuations, these alternatives may not be available. Therefore local CDEM plans need to detail how people can be accommodated in public shelter areas (evacuation centres). Arrangements also need to be made to track and connect individuals and families.

7.2 IDENTIFYING WELFARE CENTRES

Welfare centre capacity in/near Waikato

Waikato has an estimated capacity to shelter around 50,000-60,000 evacuees in welfare centres within the region as follows:⁴

Major welfare centre sites at Claudelands and Mystery Creek could accommodate around 10,000 evacuees (potential to expand to 35,000 at Mystery Creek).

- Other welfare centres in Waikato Valley (school, halls, churches sports centres) could accommodate around 10,000 evacuees.
- Welfare centres in South Waikato and Taupō (Taupō Events Centre, schools, churches, halls, sports centres) could accommodate around 10,000 evacuees.
- Minimal suitable welfare centres have been identified in Thames Valley (not quantified).

Key terms:

Welfare: Welfare response is a coordinated action undertaken by government and non-government social services agencies and organisations to ensure that individuals, families and communities affected by an emergency have information on, and easy access to, the range of services available to or needed by them.

A **welfare centre** provides temporary accommodation, evacuee registration and/or evacuee support services. For larger scale evacuations, welfare centres may be separated into Evacuation Centres and Recovery Centres.

An **evacuation centre** provides temporary emergency accommodation (for those evacuees who cannot accommodate themselves) and registration services (only for those who will be staying at the Evacuation Centre).

A **recovery centre** provides a range of welfare, support and recovery services for all evacuees, and registration services for evacuees not staying in accommodation provided at Evacuation Centres.

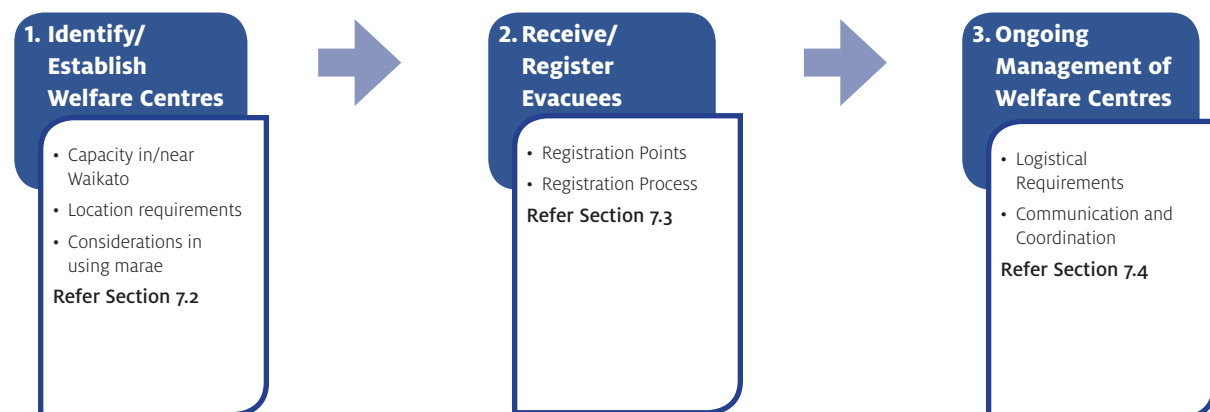


FIGURE 7.1: SHELTER PHASE

³ A list of participating welfare organisations can be found within the GECC Operating Manual.

⁴ This is intended to provide a broad picture of regional capacity. Seasonal variations will occur. Details of welfare centre sites and capacity will be held in local CDEM Plans.

AGENCY	ACTIONS
Territorial Authority	• Coordinate and ensure trained staff capability for EOC. • Coordinate the staffing of welfare centres. • Have emergency Finance process in place to support EOC.
Local EOCs	• Activate appropriate welfare centres. • Support logistically activated welfare centres. • Activate agencies to provide welfare services (eg receive and register evacuees). • Engage with agencies to provide support. • Monitor shelter locations security, food, bedding, clothing. • Coordinate emergency temporary accommodation. • Plan for return.
Local Welfare Manager	• Convenes the Local Welfare Committee when appropriate. • Seeks to understand the needs of the local environment/community, particularly the vulnerable and those at risk. • Coordinates and supports welfare centres. • Liaise with Group Welfare Manager.
Local Welfare Committee	• Advises Local Controller/EOC via Local Welfare Manager on the operational welfare plan capability. • Manage issues for welfare operations.
GECC	• Monitor situation, identify medium/long term issues, and collate Sitreps and IAPs. • Support local EOC operations as required. • Support welfare action planning.
Welfare Manager	• Advise the CDEM Group Controller on welfare matters. • Liaise with and support Local Welfare Managers on the provision of welfare services within their territorial authority and support where necessary. • Resolve issues of coordination between welfare agencies that cannot be resolved at the local level. • Coordinate the development of emergency welfare programmes and tasks in GECC IAPs.
WAG	• Advises Group Controller/GECC via Group Welfare Manager on the Group welfare plan capability. • Manage issues for coordination of welfare by agencies.
MCDEM/ NWCG	• Ongoing monitoring, government reporting, coordination of assistance, public assurance and forecasting of issues (depending on mode of activation).
Fire Service	• Fire safety and other personnel support at welfare centres. • Assist with water for drinking/cleaning. • Assist with transportation of vulnerable populations.
St John Ambulance	• Provide healthcare at shelter facilities (if required). • Transportation of vulnerable populations.
MSD	• Needs assessment and advice at welfare centres. • Provide personnel to support welfare centre. • Planning for emergency taskforce green. • Psychosocial support.

AGENCY	ACTIONS
NZ Red Cross	• Provision of welfare centre management services and first aid support. • Provide staff/volunteers for welfare/outreach. • National NECC established to coordinate logistics/command through a local Red Cross EOC. • Assist with registration of evacuees. • Plus other roles as defined in section 3.
Salvation Army	• Welfare Centre support. • Pastoral care. • Provision and coordination of volunteers. • Plus other roles as defined in section 3.
SPCA ⁵	• Establish temporary shelters for animals – racecourse, tennis courts, schools, parks, other ‘animal housing’ facilities.
RST	• Provide communication between those able to provide specialized rural support outcomes and those requiring those outcomes. • Moral support for displaced rural people.
Education, Corrections, Health	• Liaise with ‘client’ agencies and ensuring alternative facilities available. • Prepare a controlled return plan.
Lifeline Utilities	• Continued capacity support in evacuation/shelter.

TABLE 7.1: KEY ROLES AND ACTIONS DURING THE SHELTER PHASE.

Neighbouring regions (with the same proviso as for Waikato – refer footnote on page 40) have an estimated capacity to shelter evacuees as follows:

- Auckland – has around 130 designated facilities with capacity for up to 50,000 evacuees in terms of physical space. However, they do not currently (April 2012) have sufficient staff to run this number of facilities concurrently and would need outside assistance. Additionally, in Auckland there are a large number of corporate accommodation facilities.
- Bay of Plenty – a large number of self-managing evacuees could be accommodated in the low season (those with holiday homes and in corporate accommodation). Around 5,000 could be sheltered in welfare centres.
- Taranaki – could shelter around 5,000 in welfare centres and 5,000 in corporate accommodation (unless major event is being hosted in the region).
- Gisborne – could shelter 2,000 from outside region (if scenario does not affect the region). This number could increase if marae arrangements activated. Larger numbers could be accommodated for short periods, e.g. using the region as a staging area with temporary accommodation such as camping.
- Hawkes Bay – could shelter around 7,000 in various accommodation facilities (4000 beds in motels/hotels plus other sites such as marae, hostels).
- Manawatu-Wanganui – could shelter around 4,000 in welfare centres and about the same amount in corporate accommodation.

Other potential accommodation includes:

- Housing NZ (generally has around 3-5 per cent unoccupied, though some of these are unfurnished and unsuitable for occupation). HNZ first priority will be re-housing their own tenants.

Selecting welfare centres

The following criteria should be considered before confirming appropriate welfare sites for the event:

- The numbers expected (if small, it may be cheaper and simpler to accommodate in hotels/motels).

⁵ EOAs/TLAs need to know SPCA contacts within their areas, aligned with the SPCA structure. There may be some potential cross boundary (Inter and Intra Group) issues and these SPCA structural response issues should be clarified in local CDEM Plan.

- The ability to cater for the needs of vulnerable groups (refer Section 2.2), such as pet owners, culturally and linguistically diverse and physically/mentally impaired. This will require provision of resources such as:
 - reception/care centres
 - ramp entrances
 - emergency electrical backup for respiratory equipment
 - facilities to accommodate animals (temporary animal shelters)
 - translators, or access to the Department of Internal Affairs language line.
 - food that meets cultural/religious requirements.

(It is likely that only some centres will be equipped to deal with all these issues and people with special requirements may need to be moved to between centres).

- The ability to source food in the area (i.e. impact of the event of fast moving consumer goods to the area).
- The ability to separate and manage special needs evacuees such as criminals and mentally handicapped people.
- Access to sites for refueling and parking and public transport.
- Designated welfare centre facilities as a first priority (where agreements are in place).
- Availability of medical support.
- Seasonal impact - weather conditions, tourism peaks.
- Separation of Evacuation and Recovery Centres (which provides better logistical coordination at centres).

Organised billeting will not be used as an accommodation strategy, due to the complex issues around ensuring safety of hosts and billets. Voluntary billeting (people staying with friends and family) will be encouraged.

Waikato CDEM Region - Marae Preparedness Strategy (MPS)

The Waikato CDEM Group is working on the Marae Preparedness Strategy, with Te Puni Kōkiri (TPK) tasked to assist. The strategy will define the role of CDEM, iwi authorities and marae capacity building and training opportunities for marae in CDEM and potentially the development of protocols for marae being utilised as welfare centres.

In July 2011 a meeting was convened with Tainui Waka Alliance (TWA) leaders who supported the WAG initiative to carry out an MPS and undertook to work alongside the Waikato CDEM, MSD to coordinate hui-a-iwi (tribal gatherings).

The purpose of the MPS is to:

- share information about the role and responsibility of CDEM and how marae can be better prepared
- provide capacity building and training opportunities to marae representatives
- developing protocols if marae **choose** to be involved on a voluntary basis in CDEM and participate as a welfare centre.

While noting that, at the time of writing this plan, no agreements are in place for using marae as welfare centres, consideration of this will be part of the MPS. Some of the factors that make marae potentially useful welfare sites include:

- Typical buildings found on a marae are wharehau (communal sleeping house), wharekai (dining hall and kitchen and wharepaku (ablution).
- Marae are mostly located close to main city boundaries and connected to city water. If they are located further from main towns they have their own water supply with some having holding tanks that can be filled by trucks.
- Marae are connected to main city power grids with some having the capacity to be connected to backup generators.

The approach to progressing the MPS will be for Waikato Regional Council, Waikato CDEM and TPK to work alongside each iwi authority to coordinate hui (meeting) at marae (ancestral meeting place) in their rohe (area).

7.3 REGISTERING EVACUEES

Registration points

The responsibility for registering evacuees lies with CDEM, the Red Cross have a mandate to assist CDEM through the National CDEM Plan to carry out this activity.

In a large scale evacuation, offering a variety of registration mechanisms will ensure better capture of evacuee information. These can include:

Staging posts (which then guide evacuees to preferred evacuation centres to use).

- Evacuation Centres
- Recovery Centres
- Welfare Centres
- Internet registration (noting that this system is not currently established).

Within the region, staging posts will be placed along key routes away from the evacuation area (these may also be rest/support areas as described in Section 6.4).

If evacuees are being directed to other regions (in agreement with those Groups), the most likely reception points are as follows:

- Hawkes Bay: Welfare reception areas on main access points SH2/SH5.
- Taranaki: New Plymouth (preferred location) followed by Harewa or Stratford.
- Bay of Plenty: Along key routes leading to major centres (Tauranga and Rotorua).
- Gisborne: Lawson Field Theatre.
- Auckland: Reception centre would be established from a range of predetermined locations depending on requirements specific to the event.

Registration process

Registration points should:

- give priority to registering people that need assistance
- emphasise the need for people to know their registration number to assist accessing welfare centres
- assist with enquiries to locate family members
- if a territorial authority has exhausted its efforts to locate family members, direct people to a Red Cross helpline to find out if these people have been registered.

7.4 ONGOING WELFARE CENTRE MANAGEMENT

Logistical requirements

Welfare centres should be established in accordance with international standards.⁶ Considerations include:

- shelter
- infrastructure, including road access, vehicle parking, electricity, potable water, sanitation, fuel, telecommunications
- security
- cleaning
- catering
- companion animal welfare
- Welfare centre staff
- food
- medical support (note that St John is unlikely to have the resource to support all welfare centres and welfare centres should hold details of nearby medical centres to refer people to).

It is recognised that many proposed welfare centre sites do not currently meet these standards, and as part of local evacuation/welfare planning, the appropriate standard will be reviewed.

Planning expectations

To enable effective implementation of the shelter phase, all agencies will have plans in place to deliver their roles details in Table 7.1, notably:

1. **Local CDEM** will have identified preferred welfare centres and ensure they meet appropriate standards.
2. **Group CDEM** will have plans to support EOAs and liaise with the National Welfare Coordination Group.
3. **WAG** will develop and foster relationships amongst welfare agencies.
4. **Welfare agencies** will have plans to mobilise resources to manage and support evacuation centres.

⁶ The Sphere Project: Humanitarian Charter and Minimum Standards in Humanitarian Response, 2011 Edition, P 129(247)).



8. Monitoring and evaluation

8.1 PLAN REVIEW PROCESS

The Group is responsible for maintaining arrangements to ensure that this plan is effectively exercised to ensure it is current and people are familiar with processes. The plan will be reviewed every five years. The Waikato Coordinating Executive Group (CEG) will lead the review and will consult with all agencies with responsibilities or reference to the plan.

8.2 MONITORING PROGRESS

Table 8.1 illustrates the expectation in terms of plans that agencies will have in place to ensure they are able to undertake their responsibilities outlined in this plan.

AGENCY	PLAN	STATUS	COMPLETION DATE
Local CDEM/ TLAs	Operational evacuation plans detailing: • evacuation plans for own facilities • hazard analysis/evacuation scenarios • evacuation triggers, areas, timing • vulnerable groups and how they will be supported • local infrastructure including details on runways and pax numbers • transport constraints and responsibilities • supply and refueling plans • warning methods for different scenarios • welfare centre location, facilities • registration processes • welfare centre establishment.		
Neighbouring CDEM Groups	Procedures detailing: • analysis or modeling of likely numbers and the likely social behaviour following an event • consultation and alignment of their evacuation plans.		
RCAs	Operational evacuation plans detailing: • preferred and alternate evacuation routes for different hazard scenarios and capacity • 'scalable' traffic management plans (e.g. use of more extreme measures) including consideration of contraflows • location of potential rest/welfare areas along route • evacuation plans for own facilities.		
NZ Police	Operational plans/procedures detailing: • evacuations • management of evacuated area security • liaison processes with RCAs over traffic mgt, access for priority vehicles.		
NZ Fire Service	Operational plans/procedures detailing: • local warning processes and when/how used (door knocking, loudhailer).		
WRC	Hazard information that facilitates evacuation planning (e.g. tsunami inundation areas, volcanic eruption zones, flood risk areas).		
DHB, Corrections, Education	Evacuation plans/procedures for own and 'client' facilities plan to address resources and support required (hospitals, rest homes, schools, prisons, etc).		
St John Ambulance	Operational plans as to how medical support can be provided along evacuation routes and at welfare centres.		
Welfare agencies	Operational plans for establishing/supporting welfare centres.		

TABLE 8.1: OPERATIONAL PLAN MONITORING

Attachment A: Local Evacuation Plan Template

Advising information under headings should be replaced by physical plan information.

All Local CDEM sector agencies should prepare plans that outline the arrangements for contributing to Response and Recovery from an emergency. This template is aimed at giving Territorial Local Authorities (TLAs) and Agencies a tool to draft local evacuation plans to support the CDEM Group effort in evacuation. The headings give plans a standardised format to assist TLAs and Agencies in writing their local evacuation plans.

It is important that the plan provides a way to think through the process and develop arrangements for addressing every stage of an emergency evacuation.

To ensure the success of this plan TLAs and Agencies need to:

- Involve all partners.
- Address all hazards.
- Gather information, analyse and set out in logical steps.
- Identify roles and responsibilities, the allocated resources and establish accountability.
- Address all four R's during planning (Possible they think about management, governance and administration).

INTRODUCTION

Purpose

- Explain the purpose of the plan and the importance to address evacuation within TLAs.

Scope

- What is covered by the TLA/agency evacuation plan?
- What is not covered by the TLA/agency evacuation plan?

Plan framework

- Ensuring that the Local and agency plans are aligned with and in support of the Waikato CDEM Group Plan and Evacuation Plan.
- Consistent with neighbouring TLAs, Waikato Group, supporting agency plans and procedures
(For more detail on this refer to Section 1 of the Evacuation Plan)

Community demographics

Overview of hazards

- Identify hazards within TLAs that may impact on evacuation or lead to evacuations and the implication of agency plans. Hazards could include earthquakes, volcanic eruptions, tsunamis, flooding or a combination of.

Community/vulnerability analysis

- Overviews of the wider population within TLA. In agency plans identify community sector agencies will be supporting.
- Identify communities within the TLA of significance and the impact it will have on planning. This could include Māori Communities and Vulnerable Groups example Low socio-economic areas and homeless, people with disabilities, elderly, remote/isolated areas etc.

Infrastructure

- Identify significant infrastructure specific to TLA, state highways, hospitals, prisons and major rivers.
- Incorporate infrastructure plans into TLA plan including lifelines utilities that support these infrastructures.
(For more detail on this refer to Section 2 of the Evacuation Plan)

Roles and responsibilities

Clearly identified and agreed roles and responsibilities

- TLAs to identify agencies that are represented in TLA CDEM environment and how these agencies will support the evacuation process.
- TLAs to identify what their roles and responsibilities will be during the 4 R's.
- TLA and agencies to identify their limitations during an event and plan how to minimise the impact of these limitations.
- Identify resources that agencies have access to support evacuation process.

(For more detail on this refer to Section 3 of the Evacuation Plan and Section 5 of the Waikato CDEM Group Plan 2011-2015)

OPERATIONAL PHASE PLANNING

Evacuation decision

TLAs and agencies to identify the triggers within each of the four steps below to decide to evacuate or to shelter-in-place. Each step has triggers to consider that might influence the decision:

- Decision to activate EOC.
- Confirmation who the lead agency might be in different scenarios.
- Factors to consider when planning whether to evacuate or shelter-in-place this could include time of the day, public safety, transport routes available, availability of transport and accessibility, etc.

(For more detail on the triggers refer to Section 4 of the Evacuation Plan and the Response Management Directors Guide)

Evacuation planning and warning

When completing evacuation planning at TLA level consider the triggers and actions.

- Consideration might include early advice to key stakeholders, numbers and types of evacuees, timing and areas, preferred evacuation routes, public transport requirements, location of registration and welfare centres and lifelines utilities constraints.
- Key messages to evacuate include why, what areas, when to evacuate, and information on what to do before you leave, what to take with, how to evacuate (transport/route), where to evacuate to, how to get evacuation messages to effected and identify specific hazard messages before the event.
- Key messages to be communicated, confirm the communication processes, and how messages will be disseminated.
- Identify and have a relationship with local media that will support the dissemination process.

(For more detail on this refer to Section 5 of the Evacuation Plan)

Evacuation phase

The Traffic Management plan should include NZTA, local TLA roading manager and cover potential road closures, over taking lanes, contra flows and details on resources required.

The public transport plan should consider planning to include bus, rail and air transport operations and they should be part of the planning process.

Consider to monitor and support the evacuation process, include possible rest areas, delivering of welfare support, access for emergency services, refuelling facilities, alternative emergency transport and secured evacuate areas.

(For more detail on this refer to Section 6 of the Evacuation Plan)

Shelter

The shelter phase is the responsibility of the local welfare manager with the support of the Local Welfare Committee. The shelter phase includes the receiving, registration and temporary accommodation of evacuees.

- Local welfare committee and local agencies should be part of the planning process to identify welfare centres and ongoing support, the capacity and location of possible welfare centres considering hazards.
- Include how to receive/register evacuees, identify potential registration points and to confirm the registration process.
- To ensure ongoing support of welfare centres, plan for logistical requirements.
- It is important to liaise with agencies before an event to identify what resources are available within the TLA and the resources that will have to be accessed from outside the area.

(For more detail on this refer to Section 7 of the Evacuation Plan)

APPENDIXES

The Local Evacuation Plan should include appendixes with detail mapping reflecting local hazards, key evacuation routes, welfare centre locations, significant lifelines, vulnerability population or any other information required to support the evacuation process.

MONITORING AND EVALUATION

The template provided is available for TLAs and agencies to use as a guide to draw up their own Local evacuation plans in support of the Waikato CDEM Group Evacuation Plan, as stipulated in the “Development Phase” (years 1-3) of the Waikato CDEM Group Plan 2011-2015 Section 9, Figure 9.1. Local plans should be reviewed in line with TLA LTPs.

Attachment B:

GECC Incident Action Plan (IAP)

This is the initial GECC IAP to support the Evacuation Plan, agencies want to adapt for their relevant plan.

GECC IAP

Coordinating facility

Waikato Group CDEM – GECC

Emergency event

Is it:

- Internal CDEM Group Hazard.
- External CDEM Group Hazard.

(Confirm and define)

Situational summary

The CDEM Group has been requested to support EOA/TLA as they are unable to cope with the event.

Situation in general:

- Map coordinates/Location/?
- Impact assessment?
- Confirm support request to?
- Should expect direct impacts of event.
- Any geographical issues.
- Support required by NCMC.

Situation in detail:

- Location in detail: Roads/logistical routes (air/rail etc).
- Resources required and coordination.
- Group related issues.
- Local related issues.

(Confirm relevant GECC functions to Group)

Objectives

- To save life and prevent further suffering.
- Coordinated Civil Defence Group response to required evacuation task.
- Prepare planning for Group-wide coordination & support internally and externally.

(Add more if required)

Critical limiting factors

Limited knowledge and requirement issue:

- Planning and Intelligence.
- Logistical requirements.
- Operational coordination requirements.
- Welfare coordination requirements identification.
- LUC requirements.
- Coordination of evacuation routes.
- Ability to understand the number of people affected.

(Activate relevant advice groups or tasks GECC functions to gather info)

Resources required

To be identified by Planning Intelligence and Logistics tasking.

- Designate a prioritisation time line to requirement?

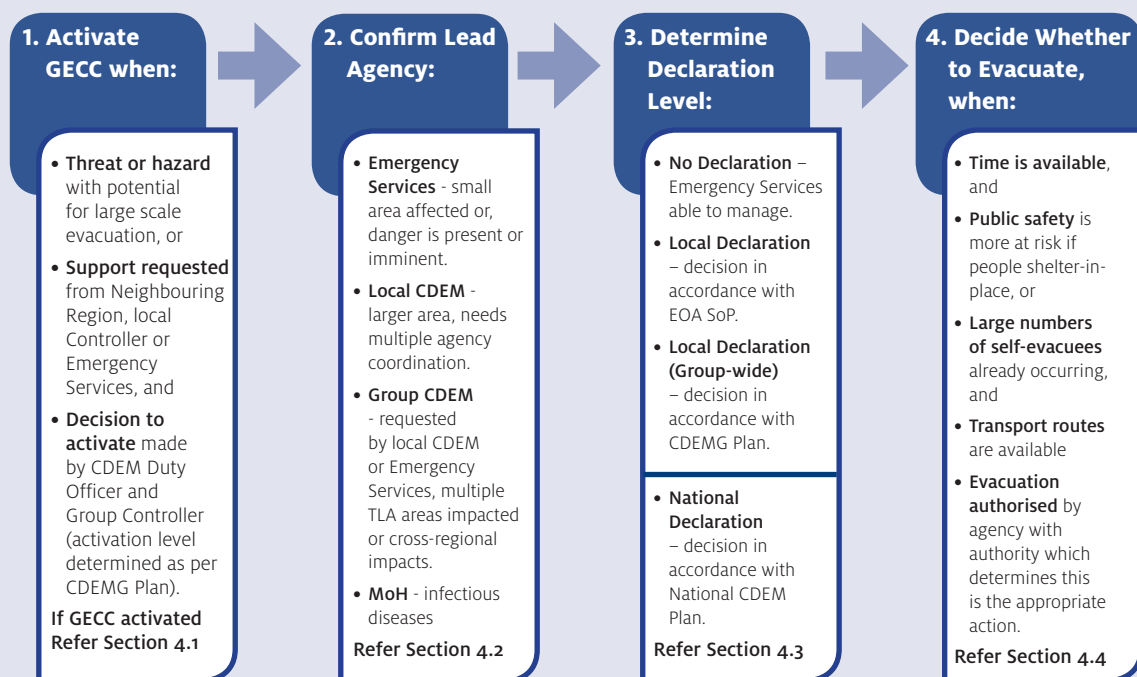
PIM and PE&PA

- Draft of key messages and a robust PIM plan for event (Immediate/short/medium/long term).

Plan of action/strategy

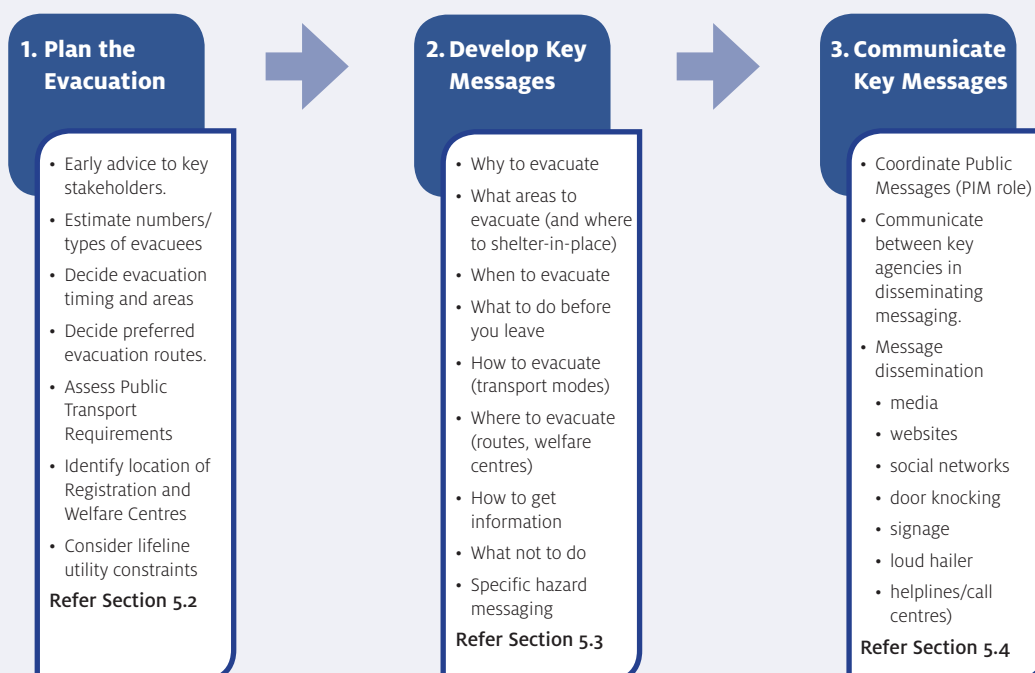
Planning considerations - decision to evacuate

The Evacuation Decision Phase runs from when an actual or potential need for evacuation is identified through to the decision as to whether evacuation or shelter-in-place is the preferred option



Planning considerations - evacuation and warning phases

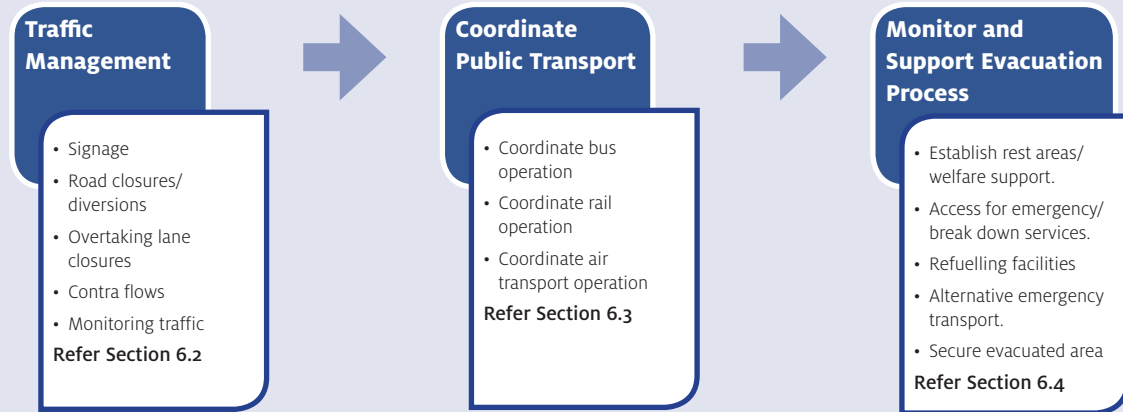
Plan the coordination of evacuation during the period of time from when the decision to evacuate has been made through to the issuing of the public messages to evacuate.



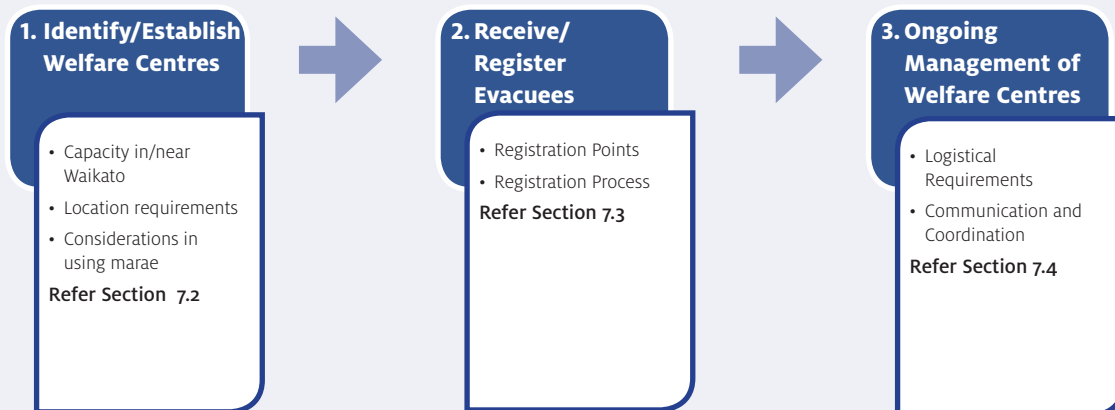
Planning considerations - evacuation phases

The evacuation phase runs from when the order is first given to evacuate an area until all people have left the area.

- Activate Traffic Management Advisory Group.
- Activate WAG.
- Activate Operational IMT Advisory Group (Emergency Services).



Planning considerations - shelter phase



Ongoing coordination of event

Continuous monitoring and reporting on the event:

- Issuing of updated IAPs.
- Issuing of updated Sitrap.
- Continuing monitoring of Local State of Emergency.
 - Group-wide declaration required.
 - National declaration required.
 - Terminate Group-wide declaration.

Attachment C: References

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26. Guide to the National CDEM Plan
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Attachment D: Glossary of key terms

TERM	DEFINITION
Assisted-evacuees	People that do not own or have access to a vehicle and therefore need assistance in the form of transport organised as part of the emergency response.
Capability	The effectiveness of co-operation and coordination arrangements across agencies for the delivery of resources in the event of an emergency.
Civil Defence Emergency Management (CDEM)	Stands for Civil Defence Emergency Management and means the application of knowledge, measures, and practices that: • are necessary or desirable for the safety of the public or property • are designed to guard against, prevent, reduce, or overcome any hazard or harm or loss that may be associated with any emergency.
CDEM Act	Civil Defence Emergency Management Act 2002.
CDEM Group	Means the Civil Defence Emergency Management Group which has been established under section 12 of the Civil Defence Emergency Management Act 2002.
Corporate accommodation	Hotels, motels, lodges.
Deprivation	A situation in which people do not have basic things that they need to live a comfortable life.
District Health Board	The provider of publicly-funded services for the population of a specific geographical area in New Zealand.
Emergency	Means a situation that: • is the result of any happening, whether natural or otherwise, including (without limitation) any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act • causes or may cause loss of life or illness or distress or in any way endangers the safety of the public or property in New Zealand or any part of New Zealand • cannot be dealt with by emergency services, or otherwise requires a significant and coordinated response under the Act (section of the Act).
Emergency services	Includes the New Zealand Police, New Zealand Fire Service, National Rural Fire Authority, rural fire authorities, hospital and health services.
Emergency Management Office	Carries out such functions as assigned to it by the CDEM Group. The Waikato Group EMO is currently based at Waikato Regional Council.
Emergency Operations Centre	A centre established by the lead agency where the response to an event may be managed and supported.
Evacuation	The temporary relocation (either spontaneous or organised) of all or part of a particular population or geographical region from a location that has been or is about to be affected by an emergency, to a place considered to be safe. Evacuations can be mandatory, pre-event, voluntary, recommended, self and assisted.
Evacuation centre	Provides temporary emergency accommodation (for those evacuees who cannot accommodate themselves) and registration services (only for those who will be staying at the evacuation centre).
Evacuation-in-place	The concept of evacuating to a higher elevation within a current location. This may be appropriate for rapid onset hazards such as near-source tsunami.
Group Controller	A person appointed by the CDEM Group as a Controller under Section 26 of the Civil Defence Emergency Management Act 2002.
Hazard	Means something that may cause, or contribute substantially to the cause of an emergency (Section 4 of the CDEM Act) and includes all hazards (i.e. natural, technological and biological sources).

TERM	DEFINITION
Lead agency	The organisation with the legislative authority or, because of its expertise, resources or formal agreement, primary responsibility for control of an incident.
Lifeline utilities	Means an entity named or described in part A of Schedule 1, or that carries on a business described in Part B of Schedule 1 of the CDEM Act e.g. Power companies.
Local authority	Means a regional council or territorial authority (as per the Local Government Act 2002).
Local Controller	Means a person appointed by the CDEM Group as a Local Controller under Section 27 of the Civil Defence Emergency Management Act 2002.
Maximum likely event	Means the largest adverse event scenario that is manageable by the Group, is the Group's responsibility to manage, and has a probability of occurrence high enough to merit attention.
National Controller	The person who is appointed in accordance with section 10 of the CDEM Act.
Pacific Tsunami Warning Centre (PTWC)	United States National Oceanographic and Atmospheric Administration facility to alert recipients of the probability of a tsunami and that a tsunami investigation is underway.
Recovery centre	Provides a range of welfare, support and recovery services for all evacuees, and registration services for evacuees not staying in accommodation provided at evacuation centres.
Recovery	The coordinated process of reconstruction of infrastructure and the restoration of social, economic and physical wellbeing of a disaster-affected community.
Response	Actions taken in anticipation of, during and immediately after an emergency or disaster to ensure that its effects are minimised and that people affected are given immediate relief and support.
Risk	Means the chance of something happening that will have an impact on people and property – measured in terms of consequences (impacts) and likelihood (frequency).
Self evacuees	People that can leave their current location via their own means of transport such as a personal car, bike or other vehicle.
Support agency	Any agency that assists the lead agency during an emergency. Supporting documentation includes detailed explanations, standard operating procedures, the director's guidelines, codes, and technical standards.
Transport Support Group	Establishment of this group is recommended by MCDEM to help develop and implement a coordinated traffic control management plan between all agencies.
Welfare	Welfare response is a coordinated action undertaken by government and non-government social services agencies and organisations to ensure that individuals, families and communities affected by an emergency have information on, and easy access to, the range of services available to or needed by them.
Welfare Centre	Provides temporary accommodation, evacuee registration and/or evacuee support services. For larger scale evacuations, welfare centres may be separated into evacuation centres and recovery centres.



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