

Canterbury Civil Defence Emergency Management Group

ELECTED REPRESENTATIVES' GUIDE

June 2018



Emergency
Management
Canterbury

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Front cover: Christchurch City Mayor Lianne Dalziel and Selwyn Mayor Sam Broughton speak to media during the Port Hills fires response, assisted by a sign language interpreter. Photo supplied by Christchurch City Council Newsline.

Inside front: Waimakariri Mayor David Ayers speaks to a group of volunteers and community members. Photo supplied by Waimakariri District Council.



GLOSSARY

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| CDEM | Civil Defence Emergency Management. |
| CDEM Act | Civil Defence Emergency Management Act 2002. |
| CDEM Group | A group established under section 12 of the CDEM Act 2002. |
| Chair (Person) | Chair of Canterbury CDEM Group Joint Committee. |
| Controller | The person/s authorised by the Joint Committee to perform this role within their territorial authority (Local Controller) or the Canterbury CDEM Group region (Group Controller). |
| Councillor | Any elected member of a territorial authority within the Canterbury CDEM Group region. |
| Coordinating Executive Group (CEG) | Defined in the CDEM Act, it comprises of the chief executive officers of local authorities, emergency services and other agencies as appointed by the CDEM Group. The CEG provides strategic leadership to the CDEM Group. |
| Elected Representative | Any elected member of a local authority, including an elected member of a community board. |
| Emergency | A situation that: <ul style="list-style-type: none"> • 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; and • causes or may cause loss of life or injury 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; and • cannot be dealt with by emergency services, or otherwise requires a significant and co-ordinated response under this Act. |
| Emergency Coordination Centre (ECC) | A facility that operates at the CDEM Group level to provide overall direction, control, inter-agency coordination and resource management to one or more activated Emergency Operations Centre(s). |
| Emergency Operations Centre (EOC) | A facility that operates at the local level where direction, control, inter-agency coordination and resource management can occur in support of an emergency. |
| Joint Committee | The CDEM Group Joint Committee is the joint committee of elected representatives of local authorities within the region, formed under the Local Government Act 2002. |
| Local authority | A regional council or local authority. |
| Mayor | Any elected Mayor within the Canterbury CDEM Group region. |
| MCDEM | Ministry of Civil Defence & Emergency Management. |
| PIM | Public Information Management/Manager. |
| RAG | Rural Advisory Group. |
| State of local emergency | A state of local emergency declared under section 68 or section 69 of the CDEM Act. |
| Territorial authority | A city council or territorial authority. |

For ease of reading, in this guide the term “Mayor” also refers to the Chairperson of the Canterbury Regional Council (ECan). The input of Emergency Management Otago in compiling this guide is acknowledged.

INTRODUCTION

Over the last decade, disasters in the Canterbury region have highlighted the important role of local authorities in responding to and recovering from civil defence emergencies. Consequently, the role of local authorities, and their readiness to respond to emergencies has come to the fore.

Civil Defence Emergency Management (CDEM) in New Zealand uses the disaster cycle of risk reduction, readiness, response and recovery to recognise that disasters are complex, and have many phases. Elected Representatives have an important role to play in each of these phases, in responding to and recovering from an emergency, but also by taking a leadership role to ensure that risk reduction is taken seriously and that our communities and our local authorities have adequately planned for, and are ready for, nature's extremes.

In preparing for an emergency, it is important for local authorities to consider and plan for the roles of staff and Elected Representatives during both response and recovery. Experience has shown that where their respective roles have not been clearly established prior to an emergency, or where agreed roles are exceeded or disregarded, the coherence of the local authorities position is undermined.

This short guide is a ready reference to assist all Elected Representatives to carry out their responsibilities under the CDEM Act. This guide follows comprehensive emergency management through the 4R's of risk reduction, readiness, response and recovery.

On the last page of this guide you will find a list of references and website links relating to a number of relevant CDEM plans and guidelines.

THE CDEM ACT CLEARLY DEFINES THE DUTIES OF LOCAL AUTHORITIES WITH REFERENCE TO CDEM. THESE DUTIES ARE:

- A LOCAL AUTHORITY MUST PLAN AND PROVIDE FOR CDEM WITHIN ITS DISTRICT.
- A LOCAL AUTHORITY MUST ENSURE THAT IT IS ABLE TO FUNCTION TO THE FULLEST POSSIBLE EXTENT, EVEN THOUGH THIS MAY BE AT A REDUCED LEVEL, DURING AND AFTER AN EMERGENCY.



Hurunui Mayor Winton Dalley travels by military helicopter to the small town of Waiau during the response to the November 2016 North Canterbury earthquakes.

CIVIL DEFENCE EMERGENCY MANAGEMENT STRUCTURE IN CANTERBURY

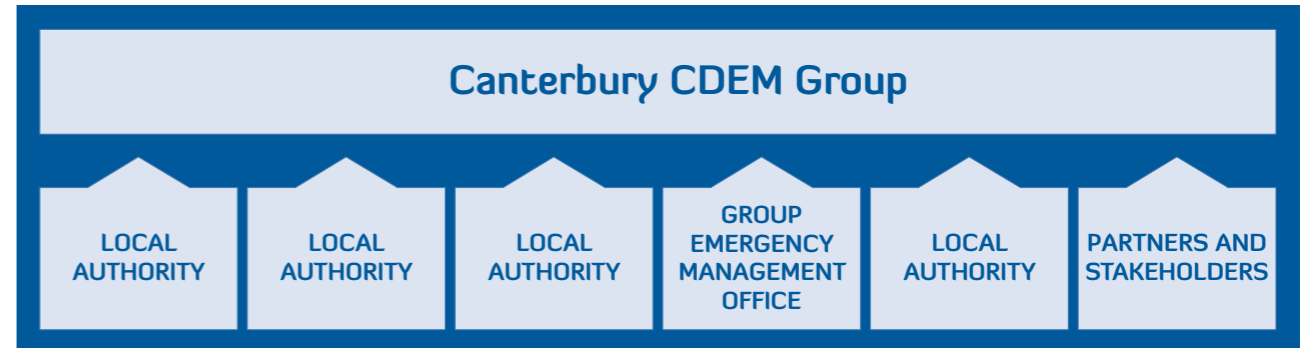
All Canterbury Mayors, or their nominated Councillor (except Waitaki), are members of the Canterbury CDEM Joint Committee, responsible for the strategic direction and delivery of CDEM to the region.

The Coordinating Executive Group (CEG), comprised of all local authority Chief Executives (or delegates) and representatives from key partner agencies, is the body responsible for CDEM planning and implementation.

The Canterbury CEG includes the following agencies: New Zealand Police, Fire and Emergency New Zealand, Canterbury and South Canterbury District Health Boards, Ngāi Tahu, Ministry for Primary Industries, Canterbury Lifelines Group, and the Rural Advisory Group.

The Regional Manager/Group Controller of the Canterbury CDEM Group reports to both the CEG and Joint Committee, and is directly responsible to the Chair of the CEG.

Ministry of Civil Defence & Emergency Management



ELECTED REPRESENTATIVES' ROLES BEFORE AN EMERGENCY

Risk reduction

Reducing the risk of natural hazards in our communities comes under the remit of many pieces of legislation, many of which are discharged by local government, such as the Building Act and the Resources Management Act¹. Elected Representatives can play a key role in ensuring that we reduce risk in our communities through the way these Acts are applied to council work.

In Canterbury we have the “Regional Approach to Natural Hazards” programme, which all councils in Canterbury contribute to. The aim of this programme is to bring greater consistency to our approach to hazard and risk management, and to better communicate information about the risks we face to the public and our stakeholders.²

Community resilience

Despite many events across Canterbury over the last decade the levels of resilience in our communities have fallen back to levels similar to those before the 2010 earthquake. As leaders in our communities, Elected Representatives can make a significant difference in building community resilience in Canterbury.

Elected Representatives play a key role by:

- promoting and encouraging the preparation of community response and recovery plans;
- using their local knowledge to identify local groups and partners who may be able to play a role in the response and recovery;
- promoting resilience within the community and managing residents' expectations;
- actively engaging with community members involved in community resilience work;
- reviewing emergency plans.

¹ For a full list of legislation with risk reduction implications, please refer to page 32 of the Canterbury CDEM Group Plan 2014

² If you'd like to know more about this project, please speak to your local emergency manager

ENSURING YOUR FAMILY IS PREPARED FOR AN EMERGENCY IS ESPECIALLY IMPORTANT FOR AN ELECTED MEMBER AS THEIR ROLE MAY REQUIRE TIME AWAY FROM THE FAMILY DURING RESPONSE AND RECOVERY.

Personal preparedness

It is the responsibility of each Elected Representative to ensure their own personal safety, and that of their family. Elected Representatives have key roles in an emergency which will often mean long hours away from the family. When the family plan is developed, it is important to acknowledge and plan for this role, so that the family is supported through what could be a stressful time.

For further guidance on how to plan for an emergency, please visit www.happens.nz.

Elected Representatives should wherever possible contribute to the planning process, and participate in exercises and training in their council, to ensure they are familiar with the requirements of their role in response.

Business Continuity for local government

Under the CDEM Act, local authorities have a responsibility to ensure that business as usual council functions are maintained to the fullest extent possible, in addition to responding to an event. In seeking assurance that the local authority has done all it can to plan for an emergency, Elected Representatives should seek reassurance that the local authority has business continuity plans that are sufficiently robust to enable it to continue to operate during an emergency.

DECLARING A STATE OF LOCAL EMERGENCY

ONCE A STATE OF EMERGENCY IS DECLARED THE GROUP CONTROLLER MUST DIRECT AND COORDINATE THE RESPONSE. LOCAL CONTROLLERS MUST FOLLOW THE DIRECTION OF THE GROUP CONTROLLER.

Under the CDEM Act, the following may declare a state of local emergency:

- An appointed representative of the CDEM Group. In the case of Canterbury, the Canterbury CDEM Group has appointed the CDEM Group's chair. In the absence of the chair, the deputy chair or any other available member of the Group is authorised to declare a state of local emergency.
- A Mayor of a territorial authority, or an Elected Representative of the territorial authority designated to act on behalf of the Mayor if the Mayor is absent.
- The Minister of Civil Defence.

The delegations allow for a cascade of decision making, depending on who is available. In short, Mayors can declare a state of local emergency for their district or city or wards thereof. If the Mayor is not available, an Elected Representative of that territorial authority, designated to act on behalf of the Mayor, may declare a state of local emergency. If no appointed person is, or is likely to be, able to declare, any Elected Representative of the territorial authority can make that decision.

In the event of a region-wide emergency, or one that impacts more than one territorial authority or a significant part of the region, the declaration is generally made by the Chair of the Joint Committee. In the absence of the Chair, the Deputy Chair or any other member of the Joint Committee can make the declaration. The Chair of the Joint Committee can also declare a state of local emergency which affects only one territorial authority.

In all instances, the declaration of a state of emergency should be undertaken by the Mayor/Elected Representative following consultation with, and advice from, the Local and/or Group Controller, the emergency services, the MCDEM Regional Emergency Management Advisor, and other partner agencies as appropriate.

MAYORS ARE ENCOURAGED TO APPROACH CONTROLLERS IF THEY THINK A STATE OF EMERGENCY IS REQUIRED OR IF THEY WISH TO DISCUSS AN ASPECT OF AN EMERGENCY.

A decision to declare a state of emergency is based on many considerations. Contrary to popular belief, a declaration is not required to access central government support. Both Local Controllers and the Group Controller have the authority to act, irrespective of whether a declaration is made. Where a declaration is not made, the Controller does not have any of the powers available, or protection under, the CDEM Act.

The considerations as to whether a declaration is required or not would include:

- Are the consequences or imminent consequences of the emergency significant?
- Does the response need extensive coordination between the emergency services and the other different agencies that may be involved in responding to the emergency?
- Does the territorial authority(ies) have enough resources to effectively respond to the emergency?
- Does the response need additional powers to be effective? For example, the powers of requisition and evacuation?
- Will a declaration help to increase public confidence in the response efforts?

The process for making a declaration is:

1. An emergency as defined in the CDEM Act has occurred or is imminent.
2. The Controller consults with the heads of key agencies (e.g. emergency services and the local authorities).
3. The Group or Local Controller considers a declaration of a state of local emergency is required.
4. The Controller makes a recommendation to the Mayor.
5. If it is decided to declare a state of local emergency the Mayor signs the declaration form.

The Canterbury CDEM Group Plan (Section 2.5.1) contains more details on declarations.

UNDER THE CDEM ACT, ONLY A MAYOR OR AN ELECTED REPRESENTATIVE MAY DECLARE A STATE OF EMERGENCY.

ELECTED REPRESENTATIVES' ROLES DURING AN EMERGENCY

All Elected Representatives have key roles to perform in an emergency, whether a state of local emergency declaration is made or not. This includes providing reassurance to residents and acting as an important conduit of information between affected communities and the responding Emergency Operating Centre (EOC) and/or Emergency Coordinating Centre (ECC). The EOC will provide regular briefings to elected representatives during an emergency.

During the response to an emergency, Elected Representatives, whose area has been impacted by the emergency, have a key role in providing community leadership by:

- being there to identify the needs of the community and providing this information into the EOC;
- directing members of the public towards the right places to get the support they need;
- acting as a conduit for information as requested by the Controller and/or Public Information team;
- dispelling rumours and correcting misinformation;
- considering recovery issues.

The major difference between the flow and release of information in emergencies and during business-as-usual is that once a state of local emergency has been declared, the Controller becomes responsible for making all decisions on how the emergency is managed, and this includes the release of information.

This means that Mayors and Elected Representatives all act under the Controller's authority for the duration of the declared state of local emergency. This applies whether the declaration is for a local or national emergency.

It is expected that the chair of the Joint Committee will be in contact with Mayors from affected areas in the lead up to, and during an event. The Joint Committee needs to consider the need for declarations, share information and consider plans for recovery, including support from central government and other recovery agencies. The Joint Committee can meet formally (using teleconferencing facilities if necessary) or informally during this time.

DURING A STATE OF LOCAL EMERGENCY THE CHAIN OF AUTHORITY, DECISION-MAKING AND ACCOUNTABILITY IS DIFFERENT FROM THE "BUSINESS-AS-USUAL" MODEL.

The Mayor, Joint Committee Chairperson and Deputy's role during emergencies

In an emergency, the Mayor, Chair of the Joint Committee and their deputies have additional responsibilities. In brief, these are to:

- support the Controller(s).
- demonstrate leadership and maintain public confidence in the emergency response by a visible presence in the community;
- represent their local authority politically;
- make or extend a state of local emergency declaration;
- make media comment (in partnership with the Controller);
- reassure the community;
- liaise with external agencies including central government and local iwi;
- receive visiting VIPs;
- maintain liaison with other regional leaders.

During any significant emergency, two different information flows exist:

1. Information about the incident and the response will come from the Controller.
2. Leadership and information to support and encourage residents will appropriately come from the Mayor or Chair of the Joint Committee.

Elected Representatives in the EOC

Every territorial authority must have an appropriately resourced EOC in order to provide an effective response to emergencies. These centres are the hub of the response, under the direction of the Controller. They are not set up to provide accommodation or facilities for Elected Representatives, with the possible exception of the Mayor.

The same principle applies to the establishment of the ECC during an emergency response.

Public information

In any emergency, providing reliable information swiftly, regularly and through multiple channels to different audiences, is essential. The Public Information Manager is responsible to the Controller for all messaging and communications from the EOC/ECC as well as stakeholder and community liaison. Methods and channels routinely used by the Canterbury CDEM Group include:

- Advisories released simultaneously to media, stakeholders, partner agencies and the community (via email and all available channels).
- Media briefings (wherever possible, Canterbury CDEM Group will use qualified and suitable New Zealand Sign Language interpreters at pre-planned formal media briefings where important safety information is being communicated verbally to the media and general public).
- Social media, including Facebook and Twitter (utilising Canterbury CDEM Group accounts, shared on each council's own social media channels and on community pages to amplify the messages).
- Website updates on council and the Canterbury CDEM Group websites.
- Posters, daily bulletins, fact sheets, infographics etc on community notice boards and places where people gather.
- Community meetings.
- Small-group meetings (with affected property owners/residents/businesses).
- On the ground tours – hosting VIPs, showing media, encouraging volunteers and Territorial Authority staff.

Elected Representatives have been identified as key leaders in the community, so can expect to be provided with accurate and up to date information, and have a formal line of communication to the EOC/ECC. This will be achieved by email, briefings or by teleconference. A member of the public information management team will be tasked with maintaining the flow of timely and accurate information to all Elected Representatives, plus local Members of Parliament, under the direction of the

Public Information Manager and Controller.

Media liaison

The guiding rule in every interaction with media is:

- Clarity
- Accuracy
- Relevance
- Timeliness

During emergencies, media are under increased pressure to provide information and be first with the breaking news. It is therefore essential that the responding EOC is able to provide authenticated, authorised information as swiftly as possible, so that we are recognised as the authoritative source of information. To avoid confusion, mixed messages and competition for the audience's attention, media liaison will be coordinated by the public information management team.

The Public Information Manager will ensure the media liaison process for briefing the Mayor or other Elected Representatives who are responding to media inquiries, attending public meetings, stakeholder briefings or hosting VIPs, is followed.

Mayoral Relief Fund and donated goods

Communities pull together after an event, and there is often a strong desire to support those affected through donating time, resources or money. Unfortunately, unsolicited donated goods can slow the response effort as response staff deal with the logistics of storing or transporting, often inappropriate, goods. For this reason, CDEM encourages people to donate money so that support can be put where it is most needed.

A Mayoral Relief Fund is one possible avenue for monetary donations, however thought needs to go into setting up and managing the fund before an emergency so that the territorial authority is able to make the most of the fund when it is needed.

A MAYORAL RELIEF FUND IS A GOOD OPTION FOR MANAGING MONETARY DONATIONS IN AN EMERGENCY, BUT IT NEEDS TO BE PLANNED FOR PRIOR TO THE EMERGENCY.

ELECTED REPRESENTATIVES' ROLES DURING THE RECOVERY PHASE

Every emergency event is followed by a phase of recovery, which may be formalised with the appointment of a Recovery Manager and announcement of a transition to recovery.

While CDEM will still be involved in recovery, the focus will often return to individual territorial authorities and other organisations as they implement their recovery plans.

The CDEM Act provides the option for CDEM Groups to give notice of a transition period following an emergency, whether a state of local emergency has been declared or not. The purpose of the transition period is to aid recovery by providing powers to appointed Recovery Manager(s) to manage, co-ordinate, or direct recovery activities. Local transition periods have a maximum duration of 28 days, and may be extended for up to another 28 days, or terminated at any time.

The Canterbury CDEM Group has appointed the following to give notice of a transition period in the following order of precedence:

- Mayor of the respective district most affected.
- Deputy Mayor of the respective district most affected.
- Any elected local authority representative.

A transition notice should only exist if it is necessary or desirable to carry out vital and immediate recovery activities that could not otherwise be achieved urgently during the transition phase using business as usual powers. As with a declaration of a state of emergency, notice of a transition period should be undertaken by the Mayor/Elected Representative following consultation with, and advice from, the Local and/or Group Recovery Manager, the MCDEM Regional Emergency Management Advisor, and other partner agencies as appropriate.

The recovery will be multi-faceted and long running involving many more agencies and participants than the response phase. It will certainly be costlier in terms of resources, and it will undoubtedly be subject to close scrutiny from the community and the media. Having begun at the earliest opportunity, it should continue until the disruption has been rectified, demands on services have returned to normal levels, and the needs of those affected (directly and indirectly) have been met. It could last months or even years, and will normally be led by an appointed Recovery Manager.

Roles in which Elected Representatives can play a part include:

- Listen to the community – Elected Representatives have a key role as the voice of the community and can:
 - be the eyes and ears 'on the ground' by providing a focus for and listening to community concerns;
 - gather the views and concerns of the community, and feed them into the recovery process; and

AS COMMUNITY REPRESENTATIVES AND LEADERS, ELECTED REPRESENTATIVES WILL CONTINUE TO HAVE AN IMPORTANT ROLE IN THE RECOVERY PROCESS. THIS ROLE IS VITAL TO REBUILDING, RESTORING AND REHABILITATING COMMUNITIES.

- provide support and reassurance to the local community, by listening or visiting those affected and acting as a community champion and supporter.
- Use local knowledge – as a member of the community, Elected Representatives have unique access to the culture, thoughts, opinions and information relating to their local community. As such, they can play a part in using:
 - local awareness of the community to identify problems and vulnerabilities the community may have, and which may require priority attention, and feeding them back to the relevant Recovery Manager; and
 - local knowledge to provide information on local resources, skills and personalities to the relevant Recovery Manager, in particular local community groups which can also be an important source of help and specialist advice.
- Provide support to those working on recovery through:
 - providing encouragement and support to recovery teams working within the community;
 - working with the public information management team to communicate key messages, to the media and to disseminate credible advice and information back to the community, keeping community members involved and managing community expectations; and
 - actively engaging with community members involved in the recovery efforts.
- Political leadership:
 - scrutiny – getting buy-in and closure at territorial authority political level; and
 - presenting the case for your community to the appointed Recovery Manager where relevant.

During the recovery phase, Elected Representatives can expect to attend public and stakeholder meetings to provide information to and support for the affected community. Ongoing media interest is to be expected. Elected Representatives can expect to continue receiving regular and relevant briefings, and to act as a conduit between the recovery and the community for an extended period.

FURTHER INFORMATION

Any Elected Representative who wishes to obtain further information regarding the Canterbury CDEM Groups, local or regional programme of activities, should contact their local council Emergency Management Advisor, or the staff of the Canterbury CDEM Group office.

Useful references

Canterbury Civil Defence Emergency Management Group Plan: <http://cdemcanterbury.govt.nz/media/34987/canterbury-cdem-group-plan-2014.pdf>

Factsheet on declaring a state of local emergency: <https://www.civildefence.govt.nz/assets/Uploads/publications/Declarations/Factsheet-declaring-states-of-local-emergency.pdf>

Legislation and regulations relevant to CDEM: <https://www.civildefence.govt.nz/cdem-sector/cdem-framework/legislation-and-regulations/>

Kaikōura Mayor Winston Gray addresses hundreds gathered at Churchill Park during the November 2016 North Canterbury earthquakes response. Photo supplied by Emma Dangerfield, Stuff.



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