

ANNEX 2: EMERGENCY SERVICES

This Annex sets out in one place, what is expected of the emergency services and welfare agencies, prior to, during, and following an emergency.

2.1 NZ Police

The New Zealand Police are responsible for maintaining law and order in Hawke's Bay.

2.1.1 Responsibilities

General responsibilities and specific duties of the Police are detailed in the *National Civil Defence Plan (Part 4, Law and Order)*. In brief, these provide for:

General Responsibilities

- a) maintain law and order;
- b) take all measures within their power and authority to protect life and property and to facilitate the movement of rescue, medical, fire and other essential services;
- c) assist the coroner as required by the Coroners Act 1988;
- d) provide, as required, representation at the CDEM Group Emergency Operating Centres;
- e) provide for the co-ordination of movement control (land) including movement control communications and the provision of personnel for traffic control;

Specific Duties

- f) the tactical control of access into and within the affected area for the purposes of facilitating rescue, medical, fire and other essential services (determining policy on who will be admitted to the area, once a state of local emergency is declared, is the responsibility of the Controller (Group or Local));
- g) the protection of property and security of evacuated areas;
- h) the prevention and suppression of disorder;
- i) acting in support of the CDEM Group organisation in relation to the tracing of missing persons and notification to their next of kin; and
- j) support of the Coroner as required by the Coroners Act, in close liaison with the Department for Courts and health authorities.

2.1.2 Police Emergency Plans

The District Commander of the Eastern Police District maintains emergency plans. These plans provide for Police action to cope with any emergency where an extensive co-ordinated response is necessary, and form the basis for Police action in the event of a national emergency or state of local emergency.

Police emergency plans make provision for:

- Establishment of an organisation to achieve early control of the scene, to co-ordinate the activities of essential services, and to facilitate the saving of life and the protection of property.
- Establishment of a Police operations headquarters.
- Callout of sufficient personnel to effectively meet Police requirements.

- Description of basic procedures for dealing with the event, including the alerting of, and liaison with, other emergency services.
- Liaison at appropriate level with other elements of the civil defence response and Emergency Operations Centre(s).

2.1.3 Emergency Services Co-ordinating Committee

The *National Civil Defence Plan, Part 4, Paragraph 12*, confirms the establishment of Emergency Services Co-ordinating Committees, by the Police District Commander.

The aim of these committees is to ensure proper co-ordination and working liaison of participating organisations, and if required, for the smooth transfer of the co-ordination responsibility upon the declaration of a state of local emergency.

The District Commander of the Eastern Police District has established an Emergency Services Co-ordinating Committee and holds the contact list for the members of this committee.

2.1.4 Police Liaison

The Eastern Police District has undertaken to liaise with the CDEM Group prior to and during a state of local emergency. Police liaison officers, if available, will be located within the appropriate CDEM Group Emergency Operations Centres.

The Police Advisory Officer to the Group Controller is the Operations Manager for the Eastern Police District. Because the CDEM Group boundaries do not match those of the Police, the Police Advisory Officer is expected to liaise closely with the District Commanders of adjoining Police districts to cover the full extent of the CDEM Group area.

Emergency management staff from the CDEM Group will maintain a good working relationship on a day-to-day basis with the Police.

2.1.5 Operating in a state of local emergency

The declaration of a state of local emergency does not negate or transfer any powers already granted to the Police under existing statutory regulations. The Civil Defence Emergency Management Act 2002 does however, grant additional powers to Police to help deal with the requirements of a disaster once a state of local emergency has been declared.

Where the magnitude of an event is such that it is, or is likely to be, beyond the resources of the Police presently available, the Police at the earliest opportunity will establish liaison with the Group Controller and/or Local Controller. Details of requirements for Police to notify their own command structure, along with actions and procedures to be followed, are detailed in the *National Civil Defence Plan, Part 4, Law and Order*.

2.1.6 Emergency Police Powers

The Civil Defence Emergency Management Act 2002 gives additional statutory powers to Police during a state of local emergency. In brief, these enable Police to:

- Require the evacuation of premises and places.
- Enter premises.
- Close roads and streets.
- Remove vehicles.
- Requisition essential goods and services.

2.1.7 Operations after the emergency

The role and functions of the Police revert back to normal once the state of local emergency is over. Although their prime responsibility is to the needs of their own organisation, they will continue to work closely with the Group Recovery Manager and/or National Recovery Co-ordinator during the recovery from a disaster. Some tasks may still need to be dealt with from the initial impact of the disaster. These are usually in relation to the needs of the Coroner, and/or Social Welfare Agencies, if for example, there has been a significant number of casualties or property loss caused by the disaster.

2.2 Fire Services

2.2.1 Definition

“Fire services” within this plan, means any resource maintained by the NZ Fire Service, Rural Fire Authorities, Airport Fire Rescue Services, NZ Defence Forces, Industrial Fire Brigades registered under Section 36 of the NZ Fire Services Act 1975, and any other fire service resources owned by private organisations.

2.2.2 Responsibilities

NZ Fire Service has the following ongoing functions and responsibilities, as detailed within the *National Civil Defence Plan (Part 5, Fire Services)*:

- a) Firefighting - to control, contain and extinguish fires.
- b) Containment of hazardous substance releases and spillages.
- c) Rescue - the NZ Fire Service has an operational resource of equipment and personnel available for fire related rescues from structures and some other situations, which are mainly of an urban nature.
- d) Limitation of damage - salvage of essential resources from endangered locations.
- e) Redistribution of water for specific needs - health and hygiene requirements of stricken areas.
- f) Temporary re-establishment of piped water supplies - use of NZ Fire Service pumping equipment and hoses.
- g) Fire Safety - action essential to prevent fires and the protection of vital facilities and resources.
- h) The provision of advice to the CDEM Group, on matters within the NZ Fire Service expertise.

Rural Fire Authorities responsibility is the fighting of fires in rural fire districts. However, their resources may be able to assist with the distribution of water supplies or the temporary re-establishment of piped water supplies. Rural fire authorities also have crews trained to cope with minor medical emergencies and have good radio communication facility networks, including simplex, portable repeater, and ground-to-air capabilities.

Airport Fire Rescue Services are responsible for providing fire-fighting, rescue, and water transport services at appropriate airports. The services are suited to providing resources at emergency landing zones.

Industrial Fire Brigades responsible for protecting, from fire, the properties and facilities for which they were established. Capabilities of these brigades vary depending on the range of resources provided by their industry.

2.2.3 NZ Fire Service Emergency Plans

The District Chief Fire Officer maintains emergency operation plans. These plans provide for NZ Fire Service immediate reconnaissance and response actions to cope with any emergency where NZ Fire Service involvement may be necessary.

2.2.4 Hazardous Substances Technical Liaison Committee - (HSTLC)

The NZ Fire Service maintains a Hazardous Substances Technical Liaison Committee for Hawke's Bay. The aim of this committee is to ensure proper co-ordination and working liaison of participating organisations and professionals, during a hazardous substance incident with technical advice to render the incident safe.

2.2.5 Liaison

In accordance with the *National Civil Defence Plan (Part 5, Fire Services)*, it is the responsibility of the fire services, prior to and during a state of local emergency, to establish and maintain a close working relationship with the Group Controller and local controllers to provide:

- Advice on fire service operations, capabilities, priorities and resources required to maintain operations.
- Requests for assistance and provide information to and from their parent organisations.

A NZ Fire Service liaison officer, if available, will to be located within the Emergency Operations Centre controlling the response to a state of local emergency.

2.2.6 Mobilisation

Fire service resources are a local resource, unless they have been declared a national resource due to a national state of emergency (in which case they require release through the Director of Civil Defence & Emergency Management). Requests for fire service support with NZ Fire Service Task Force resources should be channelled through the Director of Civil Defence & Emergency Management who will work closely with senior representatives of the NZ Fire Service.

2.2.7 Support Requirements

Provision of logistical support (transport, supplies, communications, accommodation, fuel and food) beyond that needed for normal fire-fighting and rescue services is the responsibility of the civil defence organisation in whose area the emergency exists. These requirements are more fully explained within the *National Civil Defence Plan (Part 5, Fire Services)*. However, this does not negate the requirement for government departments, agencies and Crown enterprises to be financially responsible for the provision of service in relation to their normal core business activity.

2.2.8 Support Agreements

The New Zealand Fire Service maintains lists of contact names, addresses, types and location of resources and equipment held by various industrial fire services in the region.

'*Memorandums of Understanding*' for emergency assistance in Class III and IV rural fire incidents, and arrangements to obtain additional resources from

neighbouring rural fire authorities, have been negotiated between all rural fire authorities in Hawke's Bay.

2.2.9 Operating in a state of local emergency

Methods of extinguishing, control or containment of a fire during a state of local emergency may differ dramatically from the normal NZ Fire Service methods and may require the assistance of other organisations or services. In a widespread emergency, close liaison is essential between the NZ Fire Service and the Group or Local Controller. Although the operational command of fire resources at an incident remains the responsibility of the respective fire services during a state of local emergency, the priority for direction of their use for tasks remains with the Group or Local Controller.

On the declaration of a state of local emergency, no additional powers or authority are conferred on the fire services. Rather, they continue to operate under the relevant sections of their own Acts.

In accordance with provisions of the Civil Defence Emergency Management Act 2002, and powers delegated by the CDEM Group within this plan, once a state of local emergency has been declared statutory authority for the co-ordination of fire services is vested in the Group Controller. This includes:

- The direction of fire services and other organisations and people assisting the fire services to undertake specific duties not covered under other statutes; and
- The use of water by the fire services during a state of local emergency will be co-ordinated by the Group or Local Controller under Section 30 of the Fire Service Act 1975.

2.2.10 Rescue Activities

As rescue is both an allied and statutory function of fire services, any rescue resources made available to a local authority from local commerce or industrial sources during an emergency, will be placed at the disposal of the NZ Fire Service.

It must always be remembered that their immediate obligation and first priority, for local businesses regarding the deployment of their rescue teams as civil defence resources, is to their own staff and their own business premises.

2.2.11 Operations after the emergency

The fire services normally do not have a specific function during the recovery phase of a disaster other than to reinstate their own organisation and services back to a state of readiness in preparation for their normal day-to-day core business activities.

2.3 Medical and Public Health

Personal Health services are concerned with the health of individuals and their families. Public Health services are concerned with the health of the residents of Hawke's Bay.

2.3.1 Definition

"Emergency" as used within this Plan refers to an officially declared state of local emergency. It does not have the same meaning as that used by medical professionals in dealing with a 'medical emergency' during treatment of a casualty.

2.3.2 Responsibilities

Responsibilities of agencies and individuals for medical and public health are fully detailed within the *National Civil Defence Plan (Part 6, Health)*. In summary, these are as follows:

Ministry of Health has primary and overall responsibility to co-ordinate the use of resources to provide the quickest and most effective treatment and care of the physically injured and psychologically disturbed, and to combat any threat to the health of survivors.

This is arranged through contracts between the District Health Board (DHB) and agencies providing of health services at all levels within the community.

Hawke's Bay District Health Board is responsible for the purchase agreements with health providers it has entered into, and to monitor the performance requirements for resources and capabilities necessary to respond effectively in a state of local emergency. In relation to mitigation and preparedness matters, it is also responsible to undertake risk analysis of the major civil defence threats to health in the region in conjunction with the Public Health Unit and the CDEM Group.

The responsibilities and activities of the personnel and systems employed by or through HBDHB are not relinquished by the declaration of a State of local emergency.

The Medical Officer of Health, for Hawke's Bay, designated by the Ministry of Health, has powers during an emergency relating to infectious and notifiable diseases, conferred by section 70 and 71 of the Health Act 1956. Other health providers and HB District Health Board work closely together during an emergency to ensure that health services are integrated with the overall response to the emergency.

Other Health Providers including St John Ambulance Central Region, Order of St John, NZ Red Cross Society Inc., private medical establishments, and nursing care facilities, are to provide services in accordance with their own stated objectives prior to, during, and after, a declared civil defence emergency.

Local Authorities are responsible for liaison with health providers to ensure the integration of the health sector response activities in a state of local emergency in accordance with other needs of the emergency. This includes the reduction, readiness, response and recovery activities regarding health matters within the region.

2.3.3 Emergency Plans

Ministry of Health maintain statutory plans and guidelines for the implementation of health planning, preparation, and response and recovery requirements in the event of a state of local emergency. There is a need for subservient plans to be consistent with, and give effect to, operational aspects of these plans to make adequate provision for the carrying out of civil defence measures in the event of an emergency.

Hawke's Bay District Health Board (HBDHB), maintain a *Regional Major Incident Plan for Health Services within Hawke's Bay*. This plan details the roles and responsibilities of HBDHB during a state of local emergency and provides a framework within which *Emergency Control Plans* for those medical and health institutions, facilities and personnel coming directly under control of HBDHB during an emergency event function. Health care providers contracted to HBDHB are required to prepare and maintain their own Emergency Control Plans to interface with HBDHB's arrangements for response and recovery during a civil defence emergency.

Those caregivers or facilities not directly covered by any of the above plans still have an obligation to ensure adequate provision of continuing care for existing patients who will require essential ongoing health care during a state of local emergency. Health care providers may be requested to provide additional health services during a state of local emergency at the request of the District Health Board.

2.3.4 Emergency Medical Units

Given that the majority of casualties in a civil defence emergency will be treated at the site of a disaster it is important that there is an interface between the community and medical facilities. Whilst it is recognised that some casualties will make their own way directly to medical facilities within their community, the majority of injured people will be filtered through Emergency Medical Units (EMUs) established and operated by Hawke's Bay District Health Board during a disaster.

In accordance with the *Regional Major Incident Plan for Health Services*, a number of sites have been pre-selected for the establishment of EMUs within the region during a disaster. EMU's are planned and will receive resourcing assistance from HBDHB. They will be sited at the:

- Doctors Centre, Russell Street, Hastings (holding facility Physique 2000).
- Nelson Street Practice, Hastings (holding facility Mahora School).
- Hastings Health Centre, Russell St, Hastings (holding facility Physique 2000).
- Community Health Centre, Havelock Nth (holding facility Order of St. John Hall).
- Medical and Injury Centre, Heretaunga Street West, Hastings (holding facility Pac'n'Save Supermarket).
- Craig Practice - Westshore, Napier (holding facility Westshore Primary School)
- The Doctors/City Medical, Napier (holding facility St Patrick's Church)
- Central Medical - Marewa, Napier (holding facility Marewa Kindergarten)

- Taradale Medical Centre, Napier (holding facility Taradale Masonic Resthome)
- Underwood Practice, Wairoa (holding facility North Clyde School)
- The Doctors, Waipawa (holding facility Waipawa Town Hall)

Note: This list is correct at the time the plan was printed. For an updated list, people should contact the HBDHB.

Each EMU is based on a population of approximately 12,000 people, and needs to be prepared to manage up to 250 casualties and 100 deaths.

Alternate hospital sites are planned and will receive resourcing assistance from HBDHB. The following locations have been identified:

- Parkside Hospital (Napier) designated to provide hospital services for Napier, with EIT and McLean Park being used to accommodate the overflow of casualties and displaced persons.
- Royston Hospital (Hastings) designated for use as an alternate emergency hospital, with the Hawke's Bay Racing Centre being used to accommodate the overflow of casualties and displaced persons.

Transportation and movement of casualties from Civil Defence Centres to designated EMUs and onto hospital facilities is the responsibility of St John Central Region.

The evacuation of casualties from hospitals (including private hospitals) to destinations outside of the region remains the responsibility of HBDHB. The collection and removal of casualties (by air/land ambulance transport) from EMUs to hospitals is also the responsibility of HBDHB. The magnitude and type of event may necessitate assistance with this task. Requests for assistance will be made by HBDHB to the Group or Local Controller.

2.3.5 Civil Defence Interface

A number of Community Civil Defence Centres have been established by the CDEM Group throughout the area for the provision of co-ordination and assistance to local communities during a state of local emergency. Staff at these centres are responsible to provide minimal first aid and welfare assistance. Minimal facilities are available for holding casualties prior to evacuation to EMUs or hospitals. Lists of names of Civil Defence Centre staff, contact addresses and telephone numbers, are shown in a separate *Emergency Personnel Contact Register* maintained within each Emergency Operations Centre.

2.3.6 Resources

Medical and public health resources throughout Hawke's Bay are the responsibility of Hawke's Bay District Health Board. Medical and Public Health resources are managed in accordance with the *Major Incident Plan for Health Services within Hawke's Bay*.

Registers of medical and environmental health resources are maintained by HBDHB. The utilisation of such resources, including general medical health practitioners and ambulance transport services, will be co-ordinated by HBDHB with priorities being set by HBDHB in consultation with the Group or Local Controller.

Accountability for the purchase and delivery of medical and health care resources and additional services during a state of local emergency will remain the same as during a non-emergency event. Prior approval for expenditure MUST be obtained through the organisation that is expected to pay the final account, either HBDHB or the Group or Local Controller, BEFORE funds are committed. Finance belonging to one organisation cannot be committed by another organisation. Reimbursement of financial expenditure due to the declaration of a state of local emergency may be negotiated with the Ministry of Health.

The civil defence system may be utilised by HBDHB to obtain resources (including supply and transport) that may not be available through normal channels. This may also include assistance with the collection and delivery of medical resources, available from normal suppliers but unable to be delivered by HBDHB, to their end destination. For accountability, and in order to obtain best utilisation of staff time and transportation, requests for resources are to be made direct to HBDHB who will liaise directly with the Group or Local Controller.

The Medical Officer of Health will require resources for the monitoring of and the maintenance of sanitary services, safe water supply, facilities for the maintenance of personal hygiene, safe food, the prevention and control of communicable disease and other environmental health services. These are likely to be called on often - especially in flood events or even prolonged power failure.

2.3.7 First Aid

The need for first aiders in the community when disaster strikes cannot be overlooked. It is therefore important that the training of first aiders within local communities be given a high priority. To this end the Order of St John, and the NZ Red Cross Society Inc., have undertaken the responsibility for promoting first aid training throughout the region.

2.3.8 Operating in a State of local emergency

A state of local emergency may, in worst cases, involve large numbers of dead and injured. If such a disaster occurs, the effective operation of the hospital and medical facilities will become a vital priority of the CDEM Group. Priorities for various actions and activities may have to be established by the Group or Local Controller in consultation with the Major Incident Health Coordinator of HBDHB. During a disaster the civil defence role of the HBDHB is to meet these established priorities.

Emergency response functions of HBDHB as outlined in their *Regional Major Incident Plan for Health Services* during a civil defence emergency include:

- Activation and operation of the HBDHB Regional Emergency Operations Centre.
- Establishment and maintenance of communication and liaison links between HBDHB and medical support facilities, and between HBDHB and the CDEM Group.
- Activation of Hospital (including private hospitals) Emergency Control Plans.
- Establishment and continued operation of Emergency Medical Units (EMUs).

- Determining needs for additional logistical assistance, including Health Support Units (HSUs), from the Ministry of Health.

The responsibilities and activities of the personnel and systems employed by or through HBDHB are not relinquished by the Declaration of a state of local emergency.

2.3.9 Operations after the emergency

Healthcare providers will give priority to reinstatement of their services back to a state of readiness in order to maintain their normal day to day core business activities.

However, other key service providers, such as Environmental Health, Public Health and Mental Health, will still continue to be involved in the monitoring of casualties and/or displaced persons long after the impact of the disaster ceases. These agencies, like their welfare counterpart, are normally considered to be "first in, and last out" at the scene of any disaster. As such, they will be essential to the recovery process for communities and individuals, and will work closely with the Group Recovery Manager or the National Recovery Co-ordinator.