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A STRUCTURED APPROACH FOR INTEGRATED EMERGENCY MANAGEMENT PLANNING AND RESPONSE FOR PRE-DECLARATION EMERGENCIES

A thesis presented in partial fulfillment of the requirements for the degree of Master of Philosophy in

Emergency Management

130. 899

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Abstract

This thesis study arose from the need to develop a disaster plan for St John Southern Region. To facilitate this, a multiagency approach began in 1999 with all the emergency services, local authorities, regional councils, Ministry of Health and Ministry of Civil Defence and Emergency Management to prepare a predeclaration CDEM integrated response plan to link between routine emergencies and CDEM declarations. This planning process continues currently in 2006 under the guise of the Otago Southland Emergency Planning Group (OSEPG).

Books, periodicals, emergency management articles sourced from both publishers, occurred from Massey University, the Police College Emergency Management collection and also Internet searches. The review was split between New Zealand authors and international authors. The review sought comparisons between integrated emergency management planning, interagency training considerations, response issues and incident management systems used to manage emergencies. These reviews allowed a comparison to research findings generated by this thesis.

This thesis aims to develop policies to encourage integrated planning and response for pre-declaration events. It also aims to demonstrate a process to integrate the response of diverse agencies and compares the Coordinated Incident Management System with the Otago Southland Emergency Planning Group planning and response arrangements.

Information for the study was derived from developmental notes associated with the OSEPG, literature reviews and Internet comparative studies along with interviews with all the agencies participants associated with the OSEPG during the last seven years to obtain a comparative analysis.

This thesis is not about the management of disasters, but is a planning emphasis for pre-CDEM events. A structure for integrated predeclaration planning is explained along with facets of the planning framework that has been operationalised in some sectors to integrate various levels of operational planning and response between some of the emergency services and rural communities. This thesis states that integrated planning and response as well as diversification of response resources at major incidents are advantageous to pre-CDEM declaration events.

This thesis has demonstrated the worthiness of having planning processes for pre-declaration emergencies. Forums such as the OSEPG have proven it is possible to enhance the planning and response continuum between routine and declared emergencies i.e. pre-declaration emergencies.
Acknowledgements

This thesis is the final requirement of three years part time study for completion of the Master of Philosophy (Emergency Management) degree. I wish to thank the people who have assisted in the contribution to my work, especially the Otago Southland Emergency Planning Group (OSEPG) membership in responding to the request for additional material and answers to the research questions contained within this thesis.

St John Southern Region providing the support to allow the writer to pursue his thesis research with organisations and government departments in Canterbury, Otago and Southland during the latter part of 2004 and the Ministry of Civil Defence and Emergency Management in reviewing and commenting on some of the draft thesis material.

On a personal level my thanks to Doctor Bob Stewart and Doctor Shane Cronin my thesis supervisors at Massey University who have provided the guidance and support for this study, Anne Irwin, who proof read and made comment on the contents of the thesis document which was greatly appreciated and Dr Neil Britton Earthquake Disaster Mitigation Research Centre, National Research Institute for Earth Sciences and Disaster Prevention at Kobe Japan who has continued to support my interest in the Emergency Management field and gave me the incentive to pursue this thesis study.
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## Definitions

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<th>Abbreviation</th>
<th>Description</th>
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<tbody>
<tr>
<td>ACC</td>
<td>Accident Compensation Corporation</td>
</tr>
<tr>
<td>AED</td>
<td>Automated External defibrillator</td>
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<tr>
<td>All Hazards</td>
<td>Term used to define types of hazardous activity; can include, natural hazards, technological hazards, system failures, medical epidemics, environmental illness, ecological disasters, biotechnical and genetic engineering, political unrest and criminal action</td>
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<tr>
<td>CDC</td>
<td>Clutha District Council</td>
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<tr>
<td>CEM</td>
<td>Comprehensive Emergency Management. Colloquially known as the 4 R’s covering reduction, readiness, response and recovery</td>
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<tr>
<td>CIMS</td>
<td>Coordinated Incident Management System</td>
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| CDEM         | (From CDEM Act Section 4) means the application of knowledge and measures and practices that;  
  - Are necessary and desirable for the safety of the public or property and  
  - Are designed to guard against, Prevent, reduce, or overcome any hazard or harm or loss that may be associated with an emergency and includes the planning, organisation, coordination and implementation of those measures, knowledge and practices. |
<p>| CDEM Act     | The Civil Defence Emergency Management Act 2002 |
| CDEM Group   | A group established under Section 20 of the CDEM Act, comprised of local authorities working in partnership with emergency services, major utilities and support agencies to realise that emergency management principles are applied at local level. |
| CEG          | Coordinating Executive Group established under Section 20 of the CDEM Act. Comprised of senior executives of local authorities, regional councils, emergency and health services |
| CFR          | Community First Response |
| CIMS         | Coordinated Incident Management System |
| CODC         | Central Otago District Council |
| DCC          | Dunedin City Council, |
| DHB          | District Health Board |
| EOC          | Emergency Operations Centre. A facility where the direction and coordination of emergency activities during an emergency or disaster will occur. |
| ESCC         | Emergency Service Coordinating Committee |
| GDC          | Gore District Council |
| GIS          | Geographical Information System |</p>
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>HFA</td>
<td>Health Funding Authority</td>
</tr>
<tr>
<td>ICC</td>
<td>Invercargill City Council</td>
</tr>
<tr>
<td>IMT</td>
<td>Incident Management Team comprises Incident Controller, Operations Manager, Planning and Intelligence Manager and Logistics Manager</td>
</tr>
<tr>
<td>HSTLC</td>
<td>Hazardous Substances Technical Liaison Committees</td>
</tr>
<tr>
<td>MOH</td>
<td>Ministry of Health</td>
</tr>
<tr>
<td>MCDEM</td>
<td>Ministry of Civil Defence and Emergency Management</td>
</tr>
<tr>
<td>OMT</td>
<td>Operational Management Triage. Process to triage patients' numbers based on ease of recovery, effort required, resources required, number of victims and urgency of attention (medical triage)</td>
</tr>
<tr>
<td>ORC</td>
<td>Otago Regional Council</td>
</tr>
<tr>
<td>OSEPG</td>
<td>Otago Southland Emergency Planning Group</td>
</tr>
<tr>
<td>OSERP</td>
<td>Otago Southland Emergency Response Plan</td>
</tr>
<tr>
<td>PRIME</td>
<td>Primary Response in Medical Emergencies</td>
</tr>
<tr>
<td>PHEC</td>
<td>Pre-Hospital Emergency Care. The lowest level of qualification permissible to crew First Response Units whether Fire or Ambulance Service</td>
</tr>
<tr>
<td>QLDC</td>
<td>Queenstown Lakes District Council</td>
</tr>
<tr>
<td>RAPID</td>
<td>Response and Preparedness in Disasters</td>
</tr>
<tr>
<td>SDC</td>
<td>Southland District Council</td>
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<tr>
<td>SOP</td>
<td>Standing Operating Procedure</td>
</tr>
<tr>
<td>USAR</td>
<td>Urban Search and Rescue</td>
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