

# **Taranaki Civil Defence Emergency Management Group**

## **Pandemic Influenza Strategy 2006**

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# 1 Introduction

## 1.1 Purpose

The purpose of the Taranaki Civil Defence Emergency Management (CDEM) Group Strategy is to provide clarity on pandemic influenza preparations and potential responses for Government departments, local authorities, organisations, businesses and individuals in Taranaki. Detail of national and international arrangements are not covered in this Strategy however the Taranaki arrangements are consistent with current policies and practices identified at the national level.

This strategy outlines some of the basic concepts agreed to by a wide range of organisations for an effective response to pandemic influenza in Taranaki.

## 1.2 Background on the hazard and risks

### 1.2.1 The hazard

An influenza pandemic occurs when a new strain of influenza virus emerges, spreading around the world and infecting many people at once. An influenza virus capable of causing a pandemic is one that people have no natural immunity to, can easily spread from person to person, and is capable of causing severe disease.

There were three influenza pandemics last century: in 1918, in 1957/58 and in 1968/69. The 50s and 60s pandemics were caused by viruses containing a combination of genes from a human influenza virus and an avian influenza virus. The potential mutation of the H5N1 avian influenza virus to a virus that will affect the human population is the current motivation behind planning for pandemic influenza. Models that predict how serious the next 'serious case' influenza pandemic will be are based on the 1918 outbreak. Whilst the numbers can not be predicted accurately, the 1918 outbreak provides a logical scenario for planning purposes.

Potential number of deaths in Taranaki from pandemic influenza, based on 1918 model

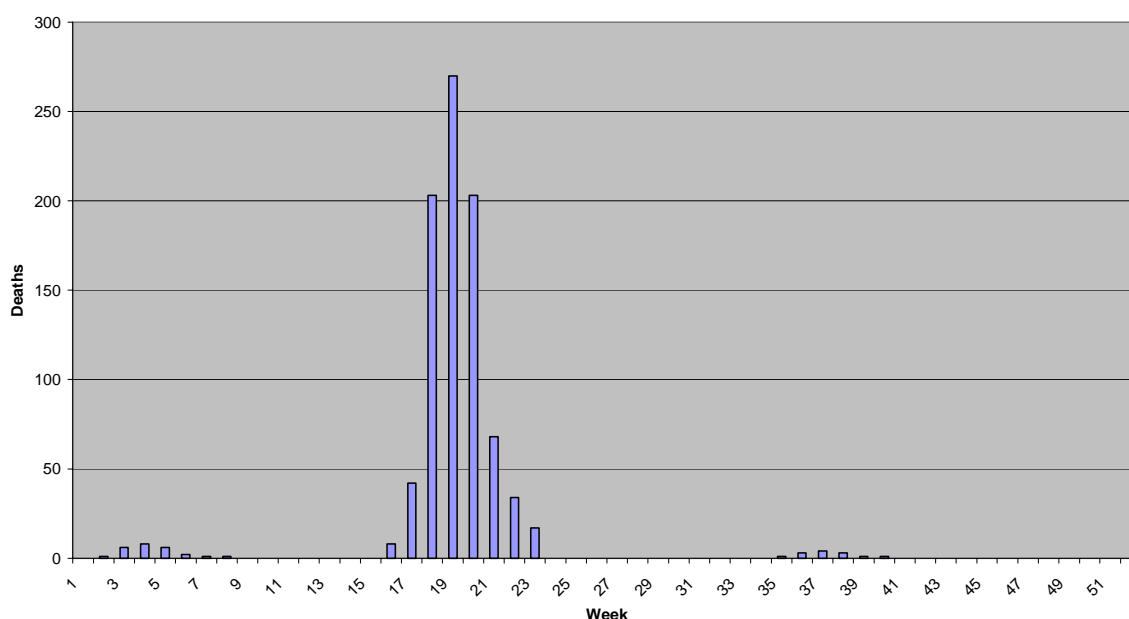


Figure 1 Potential number of deaths in Taranaki from pandemic influenza

Potential number of people infected in Taranaki by pandemic influenza, based on 1918 model

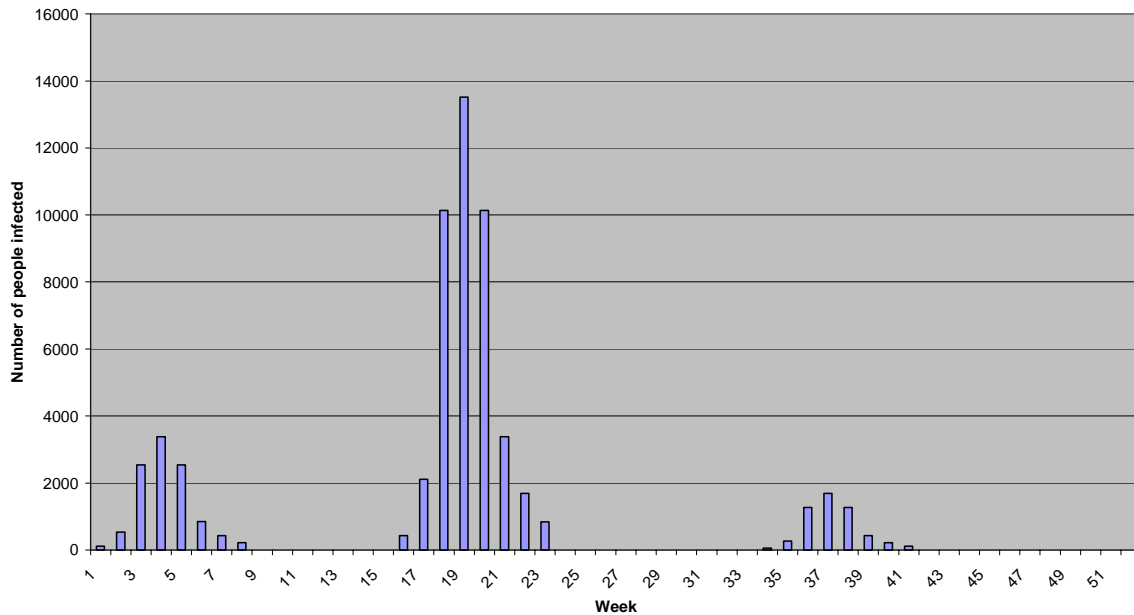


Figure 2 Potential number of people infected in Taranaki by pandemic influenza

### 1.2.2 Potential risk

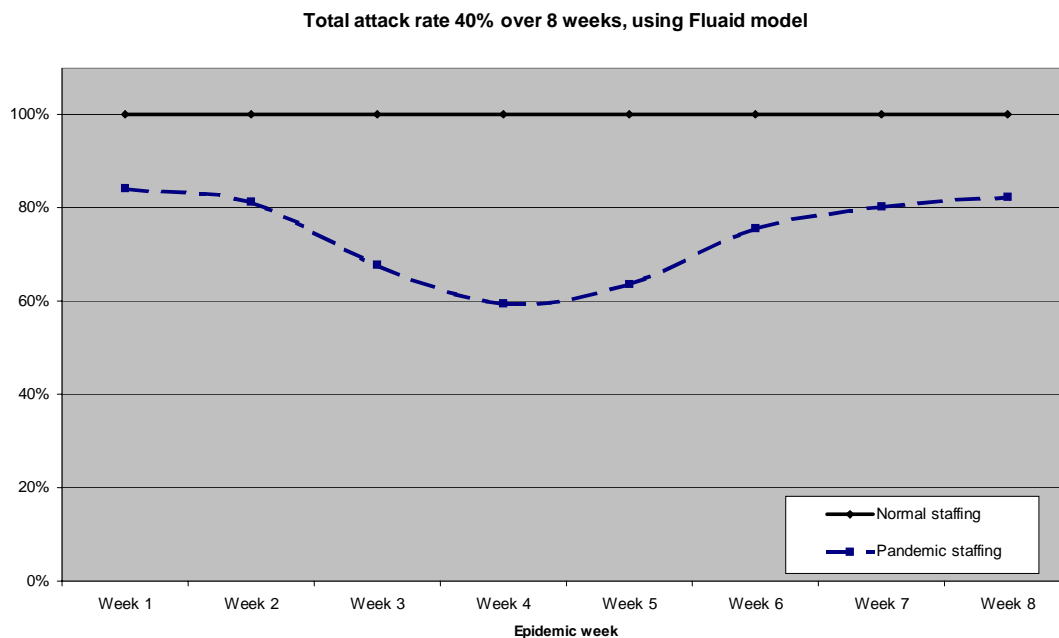
In order to place the risk in context, the following assumptions can be applied for planning purposes:

- Total numbers in Taranaki for the three waves of illness shown in the 1918 model are:
  - o 58,066 sick (55% of the population), and
  - o 883 deaths (0.8% of the population).
- The numbers during the peak week are
  - o 13,514 sick (12.8%) and
  - o 270 deaths (0.2%).
- 15% of the workforce may be absent for 8 weeks or more because school closures oblige some working parents to stay home and look after their children. Note that this proportion will vary between industries and organisations.
- 40% of those remaining at work may become ill at some time during the 8 weeks of the main pandemic wave.
- For every person that gets sick, another person may be off work to look after a sick spouse or children, or because of disinclination to come to work.
- 2% of all workers who become ill may die.

The consequences of these risks and the reactions by authorities will place a burden on individuals, businesses, organisations and the community. Consider the following:

- Movement control of people infected in the very early stages of pandemic in New Zealand means removal of some of your basic rights in order to stop the spread of disease.
- Closure of public gathering places means... no hotels, picture theatres, public performances, churches, funerals, weddings, sports events, fairs, markets, museum, and art galleries.

- Closure of schools and childcare facilities means someone will have to stay home with the children. They can't just roam the streets or meet at friends to play or be cared for.
- Loss of productivity due to staff shortages means that the economy may slow, wages may not be paid, and businesses may have to close due to lack of staff or lack of basic supplies. Some businesses may be ordered to close by the Medical Officer of Health.
- Repairs and maintenance work may suffer on important lifeline utilities this means that lifelines such as water, power, communications may experience longer outages than normal.
- Stockpiling of food and groceries. Whilst we want to encourage this in a controlled pre-pandemic manner to avoid last minute panic buying, where will these items be stored in the home? What system will you use to keep stores up to date?
- Cleanliness requirements means that consumption of cleaning products will go up, more washing could be done, more rubbish could be generated.
- Entertaining your family if you choose to stay home may also become an issue. What activities can you do whilst still practicing social distancing?



**Figure 3** Potential reduction in workforce during the main wave of pandemic influenza

### 1.2.3 Frequently asked questions

The answers to the following questions are based on the knowledge of influenza viruses at the time of publication of this plan. For any updates to this information please check the pandemic influenza websites of the Ministry of Health, World Health Organisation, Taranaki Regional Council, and Taranaki District Health Board

The virus that will cause the pandemic of influenza does not yet exist therefore the impact the virus will have on people is not yet known. The ability of the community to respond will also affect how badly our community is impacted.

**Q What are the symptoms of pandemic influenza?**

**A** The symptoms of pandemic influenza are the same as seasonal influenza, but may be more severe. This includes: the sudden start of a high fever, headache, muscle aches and pains, fatigue, cough, sore throat, or a runny nose. The virus can cause a mild or severe illness depending on the type of influenza virus and the age and general health of the person affected.

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**Q How long can a person be sick without showing any signs or symptoms?**

**A** A person may have influenza but not show any signs or symptoms for up to 3 days. It may be that some people are infected but never have symptoms.

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**Q How long can a person be infectious for?**

**A** An adult can be infectious (able to spread the virus to others) even before they show any signs or symptoms and may be infectious for up to 7 days. A child may be infectious for up to 10 days.

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**Q If I have to go out, how far away from people should I stay?**

**A** A minimum 'safer' distance for social distancing is 1 metre – about an arms length. The virus on normal breath will drop out of the air fairly quickly. You want to avoid being sneezed on though.

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**Q Should I wear a mask?**

**A** A mask will help but is not the complete answer. Personal hygiene is extremely important in preventing the spread of infection. Masks will help stop the spread of the virus by filtering the air you breathe or catching your coughs and sneezes if you have the virus. Any sort of mask will do but disposable masks should be thrown away once damp. Cloth masks should be washed in boiling water.

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**Q When should I call in sick?**

**A** If you feel unwell during an influenza outbreak you may have the influenza virus. Stay away from work so that you don't infect others. If someone turns up to work that you think is sick, send them home (this includes the boss). You need to have talked about this before the pandemic hits.

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**Q How long should I be off work for?**

**A** If you have influenza you will be quite sick. It may take 3-4 days to start feeling better. It will probably take a further week to recover from the illness enough to go back to work. Don't rush going back to work! If you have not fully recovered you may become sick from secondary complications.

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**Q Will I still get paid if I'm off sick or looking after family?**

**A** You need to find out now what arrangements your employer has to keep paying you during an influenza pandemic. There may be some provision for emergency grants through the Ministry of Social Development but as yet this is undecided.

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**Q What medicine can I take?**

**A** If you have the virus, you need to let it run its course. Go to bed, drink plenty of water and take paracetamol for pain relief. If necessary, seek medical advice – the way to do this will be widely advertised during an outbreak. Remember that the health system may be affected by the outbreak. Anti-viral medicine may be prescribed but this may be in short supply. Vaccination against the virus will not be available until several months after the outbreak.

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**Q Once I've had the virus can I get it again?**

**A** No. Once you've had a virus you are immune to that strain of virus. This means that you can care for those around you without fear of getting that particular virus again. You are not protected from mutations of the virus, which is why we have influenza vaccinations every year – to protect us against new strains of virus.

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**Q How long can the virus survive outside the body?**

**A** Influenza virus can survive for up to 6 hours on porous surfaces (like soft furnishings, paper etc) and up to 48 hours on hard surfaces (like EFTPOS machines, supermarket trolleys etc). Regular and thorough hand washing with warm water and soap and thorough drying is the best way to get rid of the virus you can pick up from surfaces.

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**Q How do I kill the virus on surfaces?**

**A** Wipe down surfaces likely to be used by other people (such as computer keyboards, telephones and door handles) with a disinfecting solution. Clean the surfaces first, if this is needed, and then wipe down surfaces with the disinfecting solution. One of the most effective and cheapest solutions is a bleach solution of 1 teaspoon (5 ml) of bleach to half a litre (500 ml) of water. Antiseptic wipes that have more than 70% alcohol will also be effective.

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**Q Can food and water contain the virus?**

**A** Yes. Viruses can be killed by heating to at least 70°C for 30 seconds. This means boiling water or cooking food will kill viruses in food and water. You should be very conscious of your ability to spread the virus during food preparation though. Wash all uncooked food in water before you eat it and wash and dry your hands regularly.

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**Q Can dishes carry the virus?**

**A** Yes. Like any surface, plates and cups can have virus on them. Wash and dry dishes normally in a hot soapy water or in a dish washer. Put dishes away so that they are covered when not in use. This will help prevent virus from settling on them.

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**Q Can I get the virus from clothing and doing laundry?**

**A** You are far more likely to get the virus from contact with another person. Do your laundry in the normal way.

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**Q Do I need to wear a mask, gown and gloves when caring for people at home?**

**A** This is an unnecessary step. By all means wear a mask if this makes you feel less vulnerable. You could also get the patient to wear a mask while you are in the room too.

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## 2 Framework for readiness and reduction

New Zealand has been planning for pandemic influenza for some time. The Ministry of Health is working with the health sector and other Government agencies to ensure New Zealand is as prepared as possible for a potential pandemic. The Crown has a national pandemic plan, and lead agencies have or are developing plans for the co-ordination of sectoral responses.

The importance of co-ordinated planning, response and recovery can not be underestimated. National level policies and recommended practices need to be implemented at the local level. Systems and procedures to ensure that local co-ordination happens can only be determined by the CDEM Groups in consultation with local providers.

The basic premise for responding to pandemic influenza is to provide for business as usual as far as possible. This said however, some serious steps will be taken to stamp out the virus and manage the response when the outbreak occurs. These steps will place a burden on you, your organisation and the community.

### 2.1 National level readiness and reduction

At national level a number of working groups and lead agencies have been identified as follows:

- |                                     |  |
|-------------------------------------|--|
| - Health                            | Ministry of Health (MoH)                         |
| - Border                            | NZ Customs Service                               |
| - Economy                           | Treasury   |
| - Workplace                         | Department of Labour                             |
| - Education                         | Ministry of Education                            |
| - CDEM Support of pandemic response | Ministry of Civil Defence & Emergency Management |
| - Law, Order & Emergency Services   | NZ Police  |
| - External                          | Ministry of Foreign Affairs & Trade              |
| - Infrastructure                    | Ministry of Economic Development                 |
| - Welfare                           | Ministry of Social Development                   |
| - Co-ordination                     | Department of Prime Minister & Cabinet (DPMC)    |
| - Communications                    | MoH/DPMC   |
| - Legislation                       | DPMC/Crown Law Office                            |

### 2.2 Local level readiness and reduction

The degree to which local level readiness and reduction can be achieved is limited to contingency planning, contingency resourcing and public education. To this end, the Taranaki CDEM Group encourages businesses, organisations and individuals to plan for pandemic influenza. This Strategy provides guidance on how authorities will respond which will enable your planning to be consistent with the Taranaki response.

Contingency resourcing will be determined by your level of planning and the risk perceived by you or your organisation. The nature and quantity of resources you hold as a reserve is entirely your decision. Businesses should assist staff to prepare at home as well as at work to encourage personal preparedness for a pandemic.

Public education about pandemic influenza is a role central to the Taranaki CDEM Group. Further details of public education initiatives can be found in section 3.3.11 of this Strategy. Initiatives during the 'plan for it' phase include:

- A brochure on getting ready for a flu pandemic
- Preparedness information on the Taranaki Regional Council web site.
- Distribution of MoH brochures and posters
- Public speaking engagements for groups and businesses
- Preparedness displays for public venues (e.g. supermarkets)

### 3 Framework for response

#### 3.1 National level response

Each agency identified in the national work streams is expected to develop a plan for the co-ordination of the agencies involved in that work stream at a national level. A summary of the responsibilities is included in this Strategy in order to provide a more complete picture for agencies planning at the local level.

The **Ministry of Health** is the lead agency for planning for, or responding to a pandemic on a national scale. Particular responsibilities in the response phase include:

- Initiation, activation, escalation and stand-down of a national emergency response
- National intelligence and planning, including liaison with WHO and the other international bodies responsible for high-level advice / recommendations to national authorities
- Convening the technical advisory group and other advisory group(s), and national dissemination of clinical and public health advice
- Information and advice to Ministers
- National liaison with, and advice to other government agencies
- Advise DESC to activate the National Crisis Management Centre (if necessary)
- Collating information for use and dissemination in New Zealand with the support of the best expert advice available
- National oversight of clinical response
- Provision of public information, including 0800 advice lines and website information, and providing access to travel advisories produced by border control agencies
- Instigation and stand-down of universal or targeted public health assessments at the border.

The **New Zealand Customs Service** is responsible for the strategic co-ordination of international border management. In conjunction with other agencies involved in protection of New Zealand's borders and Domestic & External Security, NZ Customs will close the international borders to keep pandemic influenza out of New Zealand.

The **Treasury** is the government's primary economic and financial advisor. The Treasury is leading the work looking at measures to mitigate the economic shock from a pandemic and encourage a rapid rebound. The Treasury is contributing to a number of working groups looking at more specific issues with significant economic implications. The Treasury's primary role in the response phase will include the continued running of the government financial system, and with Reserve Bank of New Zealand, providing advice on measures to mitigate economic impacts.

The **Department of Labour**, in consultation with key government agencies and stakeholder groups (in particular Business New Zealand and the New Zealand Council of Trade Unions), is preparing employment relations and health and safety guidance material for workplace participants to help them plan, prepare for, respond to, and recover from a pandemic event. In the response phase, the Department of Labour will be responsible for reviewing and maintaining the currency of the key messages to employers on responding to a pandemic, and responding enquiries and complaints from workplace participants.

The role of the **Ministry of Education** is to co-ordinate response for the education sector including:

- Early childhood education services
- Schools
- Tertiary education organisations
- Education agencies: Ministry of Education, Education Review Office, NZ Qualifications Authority, Career Services, NZ Teachers Council, Tertiary Education Commission.

The **Ministry of Civil Defence & Emergency Management** is responsible for:

- Supporting CDEM Groups and local government to meet the expected consequences of pandemic influenza on their communities.
- Supporting the Fast Moving Consumer Goods (FMCG) sector in addressing the consequences of pandemic influenza in order to maintain sufficient grocery supplies during a pandemic.

The **New Zealand Police** is responsible for:

- Maintaining law and order
- Taking all measures within their power and authority to protect life and property and to assist the movement of rescue, medical, fire, and other essential services
- Assisting the coroner as required by the Coroners Act 1988
- Co-ordinating movement control over land, including communications and traffic control.

The **Ministry of Foreign Affairs & Trade** is responsible for:

- Reporting on international influenza developments and liaise with other countries on pandemic response measures
- Providing pandemic influenza related information to New Zealanders abroad
- Providing consular assistance to New Zealanders abroad affected by the pandemic
- Providing foreign missions in New Zealand with information to assist them in providing consular assistance to their nationals during a pandemic
- Facilitating New Zealand's contribution to international efforts to prepare for and respond to pandemic influenza.

The **Ministry of Economic Development** (MED) is leading work across infrastructure sectors to help ensure that key services continue to be provided during an influenza pandemic, with the risk of service disruption minimised. MED is also encouraging the business community at large to undertake pandemic business continuity planning. With a response phase in mind, consideration is being given to ways to manage information flows between infrastructure providers and central government, monitor developments, identify issues and provide any needed policy advice to the government.

The **Ministry of Social Development** is responsible for:

- Convening and chairing the National Welfare Recovery Co-ordination Group (NWRCG)
- Continuing payments and other essential services to existing clients
- Providing emergency financial assistance to new clients, and
- Working with other government agencies to provide a co-ordinated welfare response.

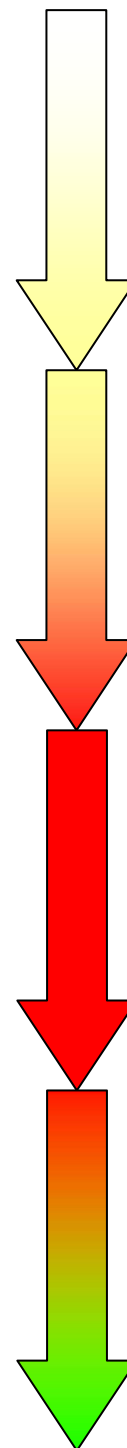
The **Department of the Prime Minister and Cabinet** (DPMC) serves the Governor-General, the Prime Minister and the Cabinet, and also helps to co-ordinate the work of core public service departments and ministries. DPMC's role in pandemic influenza planning and response is to assist in co-ordinating the whole-of-government activities.

The **Crown Law Office** (CLO) is responsible for the drafting of legislation or legislative amendments to facilitate emergency measures for pandemic influenza response. On this basis the role of the CLO is in the readiness phase.

## 3.2 Phases of alert

The Ministry of Health has developed phases of alert for use throughout New Zealand. The relationship of the New Zealand phases to World Health Organisation phases is outlined in the New Zealand Influenza Pandemic Action Plan.

<b>Plan for it</b>	Planning phase – during this phase planning to reduce the health, social and economic of a pandemic on New Zealand are undertaken. As experts in the health sector become increasingly concerned for the potential outbreak of pandemic influenza, an increased level of preparedness will be encouraged. The world is currently going through a phase of increased preparedness due to concern about the ability of the H5N1 virus to mutate to strain capable of being the next pandemic.
<b>Keep it out</b>	Border management phase - during this phase evidence of a potential pandemic influenza outbreak has appeared overseas. Authorities responsible for the protection of our international borders may implement strategies to keep pandemic influenza out of New Zealand. At the very least, they hope to delay its arrival.
<b>Stamp it out</b>	Cluster control phase – during this phase small pockets of influenza have appeared in the population. Health authorities will attempt to isolate the communities infected, trace all those who may have been in contact with infected people and stamp out the virus before it spreads further. At the very least they hope to delay the spread of the virus around New Zealand.
<b>Manage it</b>	Pandemic management phase – during this phase the virus has become widespread throughout New Zealand. Internal border management will probably not be required. All necessary measures to respond to the pandemic will be taken by health and emergency management authorities. This Strategy describes some of the activities that may take place to support the response.
<b>Recover from it</b>	Recovery phase – during this phase efforts will be made to get businesses back to normal. Schools will resume and people can go about their normal lives. Depending on the severity of the outbreak, some additional support may be required for individuals, organisations and businesses to recover from the emergency. The level of support required will be identified once we know the scale of the event.



### 3.3 Taranaki CDEM Group response

Local community leadership will be required during any pandemic period. Community leaders are well represented in the Taranaki CDEM Group by the mayors of each district. Other community leaders are encouraged to contact the Taranaki Emergency Management Office so that they can be kept up to date on developments leading up to and during a pandemic. This will enable the community leaders to keep their communities up to date.

#### 3.3.1 Principles of co-ordination in Taranaki

The Taranaki CDEM Group provides for a co-ordinated response by all agencies during an emergency in Taranaki. The Controller has specific powers and responsibilities outlined in the Taranaki CDEM Group Plan 2004 and the Civil Defence Emergency Management Act 2002. The Controller will provide strategic advice and direction to ensure the most effective response possible in Taranaki.

During any declared emergency the Taranaki CDEM Group Controller is subject to direction from the National Controller

A number of working groups were established in Taranaki to reflect the national level work streams described in 2.1. Some of the work streams were not required in Taranaki – external and legislation, whereas an expanded infrastructure and an animals group were considered appropriate for local level planning. Details of the working groups and key decisions are outlined from 3.3.3 to 3.3.12.

The New Zealand Co-ordinated Incident Management Systems (CIMS) provides language appropriate to multi-agency/multi-incident situations. CIMS terminology has been used consistently throughout this Strategy and definitions are provided in section 5.

##### 3.3.1.1 The Controller, Health Co-ordinator and Medical Officer of Health

**Controller:** accountable to the CDEM Group to provide strategic advice and direction of the community response based on the Group Strategy and Contingency Plan. The Controller also works closely with the Group's Welfare Manager with regard to the Group's welfare response.

**Health Co-ordinator:** accountable to the Taranaki District Health Board (TDHB) for pandemic response in Taranaki by the health sector under the TDHB Pandemic Action Plan.

**Medical Officer of Health:** provides statutory powers for exceptional measures that may be required by the Controller or Health Co-ordinator in response to pandemic influenza.

##### 3.3.1.2 Emergency powers

Close co-operation between the Medical Officer of Health (MOoH), Health Co-ordinator and the Controller is essential for effective co-ordination. The combined powers of the MOoH and the Controller ensure that broadly speaking the following activities can be undertaken during pandemic influenza response:

- Evacuate premises and places
- Enter on premises including ships
- Close roads and public places
- Remove aircraft, vessels, vehicles etc
- Requisition goods
- Give directions to stop or begin any action
- Carry out inspections
- Destroy property and animals
- Enter premises to obtain information
- Require people to submit for medical examination
- Require persons, places, buildings, ships, animals, and things to be isolated, quarantined, or disinfected
- Restrict the movement of people, ships and animals
- Close any place of public assembly including private property
- Prohibit the attendance of children from attending school
- Take possession of any private or public land for accommodation and treatment

### **3.3.1.3 Types of emergency**

A state of ‘national emergency’ or ‘local emergency’ may be declared in response to pandemic influenza. These declarations provide the MOoH and the Controller with the extraordinary powers under the Health Act 1956 and the Civil Defence Emergency Management Act 2002.

During a national emergency the National Controller provides national level direction to Government departments, local authorities, agencies and Controllers.

During local emergencies the arrangements of the CDEM Group come into effect. In the case of Taranaki, the Controller takes the lead in co-ordinating the response to the community and the Health Co-ordinator takes the lead in health response matters. Issues such as communication with the public about appropriate actions are addressed by a joint health and CDEM public education team.

A number of other terms are used to describe emergencies that can be misleading. The following terms are used loosely in conversation and can be read as meaning a national or local emergency declared under the Civil Defence Emergency Management Act 2002:

- Civil defence emergency
- National civil defence emergency
- Civil defence emergency of national significance
- Health emergency
- Police emergency

### **3.3.2 Pandemic Influenza Planning Group**

In preparation for pandemic influenza a number of working groups were established to reflect national level initiatives and local requirements. An overall Pandemic Influenza Planning Group (PIPG) was established to develop this Strategy.

This planning group is not a permanent feature of the Taranaki CDEM Group arrangements but may be reconstituted should the level of alert be increased for pandemic influenza. The PIPG reports to the Taranaki Co-ordinating Executive Group.

The PIPG has overseen the preparation of this Strategy and recommended it to the Taranaki Co-ordinating Executive Group and CDEM Group. Members of the PIPG also participated in working groups to provide for consistency and information flow to the PIPG.

### **3.3.3 Health**

Taranaki District Health Board takes the lead in provision of health services in Taranaki. It is the only health board in operation in the Taranaki CDEM Group area. TDHB established specialist working groups to report to the Health Advisory Group (a CDEM Advisory Group administered by the TDHB). These working groups included the Pandemic Mortality Group, and Community Based Assessment Centres Group. The TDHB also has as a routine working group the Health Emergency Management Group.

This Strategy does not detail the health response to pandemic influenza but will discuss the concept of Community Based Assessment Centres and pandemic mortality. The implications of pandemic influenza have been considered in detail by the health sector and the sector has been widely involved in the development of issues for the other working groups in Taranaki.

#### **3.3.3.1 Delivery of health support to the community**

In a serious case scenario, the following steps are the preferred process for treatment:

- Self care – go home, bed rest, take plenty of fluids, paracetamol or ibuprofen for pain relief
- Telephone support – a 0800 number to call if you are concerned with how the illness has progressed. This number will be advertised widely during the pandemic.
- Community Based Assessment Centres (CBACs) – you may be advised to seek help from a Centre or local medical facility if your condition sounds serious. CBACs may treat you and send you home or refer you for further care. Patients will not be ‘held’ at CBACs. The location of CBACs will be advertised widely during the pandemic.
- Hospital level care – the hospital facilities in Taranaki do not have the bed capacity for a serious influenza pandemic. Referral to hospital level care will be very controlled.

CBACs may be established in the community to provide an intermediate step for delivery of health support. It is anticipated that even in the worst case scenario only two centres would be established in Taranaki. A significant amount of resourcing is required to operate a Centre. For communities where a Centre is not planned, arrangements are currently being investigated. Any facilities that are arranged for those areas will be publicised.

### 3.3.3.2 Pandemic mortality

In the worst case scenario, people will succumb to influenza and other causes during a pandemic. If someone in your care dies during a pandemic you should contact a local funeral home to collect the deceased. Funeral homes will likely operate on extended hours and possibly on a 24/7 basis. When contacting a funeral home to report a death consider having the following information available:

Deceased full name	Mother's full name
Date of birth and age	Mother's maiden name
Place of birth	Mother's occupation
Date of death	Father's full name
Place of death	Father's occupation
Usual home address	Marital status at time of death
Usual occupation	Details of each marriage or other relationship
Ethnic group	
Age of living children	

Funeral services are unlikely to be conducted during the pandemic in order to prevent the spread of the virus. This will be the case for all deaths, not just pandemic related deaths. Burials will be undertaken in a manner such that individual plots may be identified.

Cremations may take place during a pandemic depending on the resources available and the will of the deceased.

Procedures are in place to ensure that the appropriate documentation is completed by authorities before burial or cremation.

### 3.3.4 Border

The New Zealand Police takes the lead for the co-ordination of all internal border and cordon management issues. New Zealand Customs Service takes the lead for the co-ordination of all border management issues related to international borders.

Border management ranges from control of access to local quarantine areas to management of international borders. Border management is about:

- controlling the spread of the virus to keep the virus contained within an affected area
- controlling the spread of the virus to keep the virus out of an unaffected area
- allowing for the movement of essential goods and service personnel
- education of people entering an infected area about safe practices

### 3.3.4.1 Local borders

Where the MOoH has identified a local area for quarantine, the responsibility for securing the inner cordon lies with NZ Police (we do not anticipate the need for outer cordons in this environment). Access will be strictly controlled and advice about access will be given by the MOoH. Taranaki District Health Board is responsible for providing infection control measures at Safe Forward Points.

The officers manning the cordons will have direct contact with their own agency and TEMO to ensure that they have the most up to date information and can request advice about who should be permitted to any areas that have been cordoned off.

It is recognised that the use of cordons and controlled access is likely to slow the spread of the virus rather than stop it. On this basis, cordons are likely to move as the virus is detected outside controlled areas.

### 3.3.4.2 International borders

Taranaki has limited international traffic with the port and airport being the predominant international routes into Taranaki. The New Plymouth airport receives only a handful of international direct flights each year.

The continuation of trade through Port Taranaki is essential. Systems and procedures are in place at the port to provide for safe trade between vessels and port facilities. Ships will be permitted to berth to load and unload goods. Crew will not be allowed to disembark and contact between port staff and crew will be strictly limited.

### 3.3.5 Economy/workforce

The Taranaki Chamber of Commerce takes the lead for the co-ordination of all economy and workforce related matters in Taranaki. Business continuity planning is an essential function if businesses are to survive an emergency. Detailed guidance on business continuity planning is available on the Ministry of Economic Development web site.

A number of questions relating to keeping businesses operational have been identified. These include:

**Q Will the MOoH shut down my business?**

**A** This depends on the nature of your business. If you are a business that encourages congregation and are not considered to be essential then there is a possibility that the MOoH will require you to close your doors. There is no financial compensation currently available if this happens.

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**Q Will lifeline utilities like power and telecommunications keep operating?**

**A** There is a good chance that lifeline utilities will continue to operate. What may be experienced is longer than normal outages. Some systems like telecommunications may become overloaded. Remember that lifeline utilities may be short staffed too.

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**Q How many of my staff can I expect to be off?**

**A** This depends on the nature of the staff employed in your business. Some businesses that employ part-time staff and student workers may suffer high attrition when staff decide to stay away because the risk is not worth the money. Discuss this with your staff now to find out what they are thinking.

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**Q Will supplies still keep coming?**

**A** Again, this depends on the nature of your business. Check with your critical suppliers to see what their plans are for pandemic influenza. If your main supplier is planning to shut down, what arrangements are you going to put in place?

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**Q Will the banks still operate?**

**A** Banks are planning to stay operational as much as possible. The way they operate during a pandemic may vary though. Look at your banking systems and decide how you will operate if access to the bank is limited. How will you pay staff, bank takings, draw cash, pay bills, manage accounts etc.

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**Q Can I tell staff to stay home?**

**A** If you can't make the workplace safe, you can require staff to stay home. You may also require staff to stay home if they are sick and pose a health risk at work.

You must tell your staff on what basis you are asking them to stay home, particularly if you expect them to take any paid or unpaid leave.

You can make staff use accumulated annual leave if you give 14 days notice. You can't force staff to take annual leave when they have been given less than 14 days notice.

Wages are normally payable if staff are ready and willing to work, but your workplace is closed. However, in a serious pandemic scenario, there will be limits on how long some employers can afford to continue paying staff when the business is closed. You and your staff will need to take a practical and human approach.

Employers may want to add provisions to existing employment agreements as part of their pandemic planning. These changes must be made in good faith and staff responses must be made in good faith.

For further information on this subject please see the Department of Labour website ([www.dol.govt.nz/initiatives/workplace/pandemic/index.asp](http://www.dol.govt.nz/initiatives/workplace/pandemic/index.asp)) as this standard answer may not fit all circumstances.

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**Q Do I have to pay staff if they're away too long?**

**A** This depends on the detail of their employment contract. Discuss this with staff now to allow time for them to consider the implications. If there is no provision in the employment contracts to suspend staff without pay consider what you will do as a business.

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**Q If I can't pay staff will they get some kind of emergency grant?**

**A** Emergency grants may be considered by Government during a pandemic. Payment

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methods and the process for identifying who qualifies for an emergency grant have not yet been decided.

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**Q Will EFTPOS work?**

**A** EFTPOS relies on a number of technologies to be working. If the phones, banks or electricity fail then so will your EFTPOS. Routine servicing of your EFTPOS facilities may also be slower as these staff will be affected too.

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**Q Will the goods I produce make it to market?**

**A** There may well be a downturn in trade. Provided your plans are in place along with the plans of your suppliers and distributors, and your products are required then some degree of trade should be possible. Remember though that it only takes one link in the chain to fail.

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**Q Will I still have to pay leases etc?**

**A** Yes, unless you come to some arrangement with your landlord about suspending payments if this becomes essential. It's not as though there will be start-up businesses appearing during a significant pandemic

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**Q Can someone else run my business if I'm sick?**

**A** Only you can answer this! Are others authorised to operate your accounts, pay bills and staff, purchase goods etc. Have you done your succession planning for management?

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**Q Can I get other people, who would otherwise be out of work, to work for me?**

**A** Certainly there will be a number of people unable to work because they are in businesses that encourages congregation etc. The Ministry of Social Development will be addressing labour pool issues. Some agencies will be looking for volunteers and some business will be looking for temporary staff.

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The need for businesses to plan appropriately before a pandemic is evident. The answers to these questions are part of business continuity planning. Support has been offered during the development of this Strategy and will continue to be fundamental to a number of agencies involved in preparing businesses for pandemic, including the Ministry of Economic Development, Taranaki Chamber of Commerce, Department of Labour and the Taranaki CDEM Group.

Business continuity plans should be developed that are consistent with the advice of these agencies and this Strategy.

### **3.3.6 Education**

The Ministry of Education takes the lead for the co-ordination of all education related matters in Taranaki.

During an outbreak of pandemic influenza it is anticipated that the MOoH will take action to limit the spread of the virus. One of the early initiatives will be to close schools to

students. The Ministry of Education expect that teachers will be able to attend the workplace to prepare homework assignments, mark papers etc.

The tools available to the school for continuing education by distance learning should be explored. This may include some on-line classrooms and chat forums, written correspondence and homework assignments. Students should be encouraged to continue study in line with the curriculum, particularly those in important examination years. As well as providing many students with continuing education, this will also provide an 'entertainment' factor for families. Parents should be encouraged to take on the role of teacher during this period.

The process for the MOoH to notify schools in Taranaki of the need to close will be made by fax. To ensure that all schools are fully informed of the pandemic situation every school will receive a copy of the fax so that the head teachers know if their school should open or not.

The Ministry of Education have published Pandemic Planning Guidance for Early Childhood Education services, School and Tertiary Education Organisations which is available on their web site ([www.minedu.govt.nz](http://www.minedu.govt.nz)).

Boarding establishments should, where possible, advise students to return home. In some cases this will not be possible and on-going support to students will be required in these circumstances. Businesses/schools providing for residential care of students should make arrangements to care for sick residents, as well as the on-going care of healthy residents. Consider all aspects of the care and facilities provided on a normal day-to-day basis.

### **3.3.7 Welfare and community logistics**

The Taranaki CDEM Group takes the lead for the co-ordination of all welfare and community logistics related matters in Taranaki.

The co-ordination of welfare response will be undertaken by the Welfare Manager at the Taranaki Emergency Management Office (TEMO). Welfare agencies, such as those represented on this working group will be co-ordinated to assist in meeting the welfare needs of our community.

The roles and responsibilities of welfare agencies outlined in the CDEM Group Plan 2004 do not change in response to pandemic influenza.

Emergency Welfare Centres normally operated by the CDEM Group during emergencies will not operate during an influenza pandemic. This will discourage congregation for welfare support.

#### **3.3.7.1 Neighbourhood support**

The principles of neighbour helping neighbour are essential in a pandemic environment. Checking on neighbours once a day and where necessary helping out with shopping, cooking and cleaning may be all that is required. Some families

may become sick all at the same time and neighbours or family are the only means of support. It is beyond the ability of the CDEM Group to provide this level of support to our community.

Contact your local Neighbourhood Support office to find out how to join or start a neighbourhood support group. See <http://www.nakiwatch.com> for the North Taranaki Neighbourhood Support Office.

### 3.3.7.2 Emergency grants to affected people

The payment of emergency grants for people affected by the impact of the pandemic may be made by the Ministry of Social Development. The exact criteria to qualify for a grant, the level of payment and the payment process have yet to be determined.

### 3.3.7.3 Grocery supplies

The CDEM Group will be doing everything in its power to keep the major supermarkets operating. There is no alternative network for grocery supplies short of personal preparedness. The Group also anticipates that panic buying will deplete supermarket shelves in a matter of hours. The Group does not intend to curb this initial panic buying activity. On this basis, the CDEM Group encourages individuals and families to maintain a stock of emergency groceries in case supermarket supplies become limited. A number of useful resources are available to assist families in preparing for an emergency.

Voucher systems or direct payment to supermarkets are being considered at the current time for food supplies to affected people.

Emergency grocery parcels may be considered by the Welfare Manager for distribution to families unable to make it to the supermarket. These grocery parcels will contain only the very basic needs.

Information about how to contact welfare agencies will be widely published in the event of a pandemic.

**Plan for at least a two week supply of emergency grocery reserve.** Remember that you could be sick for 10 days and be unable to leave the house. MoH advice is for at least a weeks worth of groceries. It is up to each individual to determine what level of reserve they feel comfortable with.

You can build your emergency supply of groceries up over a period of time by purchasing a little extra each week but you need to work out a system for rotating your stock. Stock rotation can be as easy as putting the food you just bought behind the food you already have in the cupboards.

#### **3.3.7.4 Household Water supplies**

It is anticipated that town water supplies in Taranaki will continue to operate during a pandemic. Each individual's water supply is different however and it makes good sense to have an emergency reserve of at least 3 litres per person per day on hand.

Plan for a one week supply of emergency water reserve. The reticulated supplies are likely to remain operating but it may take longer than normal to make any repairs to the water supply system, during a pandemic.

#### **3.3.7.5 Counselling**

The provision of counselling and support during the pandemic is complicated by the need to maintain social distancing. Telephone counselling will be provided by a number of agencies during the pandemic. Face-to-face counselling and support will be provided following the pandemic. Counselling support can be sought directly from counselling agencies or be referred by your family doctor.

#### **3.3.7.6 Care of orphaned children**

CYF have responsibility for children under 17 years of age if their parents/caregivers are unable to care for them for a short or long period. International students will be treated the same as domestic students by CYF in the event of a pandemic. In practice, schools will work with CYF to ensure the welfare of all students in a pandemic event. Schools are being asked to provide CYF with lists of students and 2 local caregivers as part of their pandemic planning. Also a list of staff who are willing to carry out "alternative duties" approved by their employer, such as providing care for temporary orphans in a pandemic. Teachers would be paid their normal salary for this role.

#### **3.3.8 Law, order and emergency services**

The New Zealand Police takes the lead for the co-ordination of law and order in Taranaki. The Taranaki CDEM Group takes the lead for the co-ordination between emergency services in Taranaki.

Emergency response issues will still continue during a pandemic. Emergency services have plans in place to continue the provision of core services wherever possible. Greater demand will be placed on emergency services to support a community response.

Any agencies used to support an emergency service will report direct to that service.

##### **3.3.8.1 Police**

Areas of potential increased demand as a result of pandemic influenza include:

- Security of quarantined or medically isolated areas

- Attendance at sudden death incidents
- Assistance to the Coroner
- Security of closed businesses and facilities
- Enforcement of orders issued by MOoH where necessary
- Family violence

The police will provide a liaison officer at TEMO to ensure that law and order matters are addressed by any response to a pandemic.

### **3.3.8.2 Fire**

The NZ Fire Service has pandemic plans at National, Regional and District level. The primary focus of the plans is the delivery of core business which is the protection of life and property. The Fire Service will be planning for delivery of the normal level of service but this may not be achievable due to the potential impact on staff and volunteer numbers in the event of a pandemic.

If the Fire Service in Taranaki has any spare capacity they will assist in a manner which does not compromise their ability to respond to emergencies which require Fire Service response.

### **3.3.8.3 Health**

The Taranaki District Health Board is defined as an emergency service under the Civil Defence Emergency Management Act 2002. A summary of health aspects is contained in section 3.3.3. Detail of the health response is contained in the Taranaki District Health Board Pandemic Influenza Action Plan.

### **3.3.9 Lifeline Utilities**

The Taranaki CDEM Group takes the lead for the co-ordination of lifeline utilities in Taranaki.

In line with the decision of central government, the priorities for restoration of supply will be:

1. Public Health and Safety (e.g. hospital and ambulance services)
2. Emergency Management (e.g. Police, Fire and EOCs)
3. Lifeline Infrastructure
4. Vulnerable Sectors (e.g. prisons and vulnerable groups of people)
5. Isolated Communities
6. Key Areas (e.g. CBDs)
7. Commercial Producers
8. Residential Zones

### **3.3.9.1 Electricity**

The generation, transmission and distribution of electricity are not expected to be directly affected by pandemic influenza. Priorities for the supply of electricity may vary during a pandemic. The priorities will be determined by the CDEM Group Controller in conjunction with the electricity sector and the Health Co-ordinator.

Taranakis electricity distribution company Powerco currently manages a significant number of electricity faults on a monthly basis as part of routine business. It is possible during a pandemic that these faults may not be addressed as quickly as normal due to decreased staffing levels.

As part of your emergency planning, it makes sense to be prepared for electricity outages.

### **3.3.9.2 Gas**

The production, transmission and distribution of gas are not expected to be directly affected by pandemic influenza. As with electricity, priorities for supply may vary during a pandemic. Priorities are currently identified the same as for electricity. As part of your emergency planning however, it makes sense to be prepared for gas supply failure.

### **3.3.9.3 Liquid fuels**

The distribution and sale of liquid fuels such as petrol, diesel and LPG may be affected by international influences. The Group Controller has power under section 85(1)(e) of the Civil Defence Emergency Management Act 2002 (this power having been delegated by the Taranaki CDEM Group in section 5.3.4 of the Taranaki CDEM Group Plan). This power enables the Group Controller to provide for the conservation and supply of food, fuel and other essential supplies during a state of emergency.

In real terms, this means that the Group Controller may ban the sale of some liquid fuels to non-essential users. Alternatively, the Group Controller may restrict access to some petrol stations to essential services only.

### **3.3.9.4 Communications**

The following information is drawn from a document produced by the Telecommunications Carriers Forum entitled Pandemic Planning for Telecommunications Services.

Most telecommunications users rely on a small number of people to manage their network or provide support. Businesses should ensure that they can maintain their telecommunications networks. All telecommunications users should be aware that

restoration of services may take longer than usual and that helpdesk services may not be available.

The fixed line telephone service is expected to continue to operate but delays may be experienced when repairs to the network are necessary.

The mobile telephone network may suffer from congestion due to increased use. The network providers have systems available to them to mitigate this.

There may be a significant impact on residential e-mail and internet use. The service providers are developing plans to try and maintain e-mail and internet services but controls may be required to manage usage. It is likely that e-mail and internet service providers will have difficulty in meeting requests for new services in the event of a pandemic.

Business should plan for and install any remote work facilities they may require and any alternative call answering facilities' they may need.

### **3.3.9.5 Transport**

The Transport industry will be key to keeping the Taranaki region functioning a normal as possible. In the event that local border controls are put in place the transport network will be maintained as far as possible.

It is not expected that the road network will be damaged during a pandemic however repairs and maintenance to the transport networks may take longer than usual. This would include the clearance of landslips and other road blockages.

Local transport companies have discussed plans for sharing drivers and maintenance facilities etc. All transport companies should develop contingency plans to ensure that they can continue to operate during a pandemic.

This sector relies heavily on liquid fuels. A strategy for liquid fuel has been developed under 3.3.9.3 of this plan. Operators who maintain their own fuel storage should ensure that they have the capability to pump fuel without power.

### **3.3.9.6 Water & waste**

There are no expected issues with the provision of water and waste services as the district councils have plans in place to maintain them. There may be delays in the restoration of services where repairs are necessary.

Everyone should have plans in place to be able to store waste correctly in case of delays in collection. It makes good sense to have an additional supply of waste sacks available and a suitable place identified to secure them in a hygienic manner.

### **3.3.10 Co-ordination**

The Taranaki CDEM Group co-ordinates the community and wider CDEM sector response to an outbreak from the Taranaki Emergency Management Office (TEMO), 45 Robe Street, New Plymouth.

Upon the activation of the TEMO for pandemic response the Controller will conduct a daily briefing for key agencies. This will include agencies listed in the Pandemic Influenza Planning Group the Health Co-ordinator and the MOoH. The timing of the daily briefing will be determined by circumstances on the day; however issues such as timing for media releases and overnight planning considerations will be taken into account. The daily briefing will, as far as possible, be conducted by telephone or other remote means to encourage social distancing.

The Controller will monitor the response by agencies; identify issues associated with particular reactions and their impact on other organisations, and the community and if necessary establish priorities for response. It is essential that developments in the response that may affect strategic decision making are reported to the Controller as soon as possible. A summary of key decisions, current status and current advice will be made available to everyone via the Controller's Media Management team (see 3.3.11 for Public education).

### **3.3.11 Public education**

The Taranaki CDEM Group co-ordinates the provision of public information in Taranaki. It is recognised that national and agency level information will be disseminated however the aim of the group is to ensure an accurate and consistent message.

### **3.3.12 Animals and rural**

Fonterra expect to continue with milk collection and processing services. Details of how they manage any impact of a pandemic can be found in the National milk Handling Crisis Plan.

The rural community should develop contingency plans for a pandemic. They are also recommended to use the rural support networks:

- RD1
- Fencepost
- Dexcel
- Rural support

#### **3.3.12.1 Care of abandoned pets**

The Animal Control departments of the district councils will coordinate the rescue and care of domestic pets with the SPCA.

### **3.3.13 Volunteers**

In the event of a pandemic the CDEM Group will make requests for volunteers via local media. The requests will detail any specialist skill and the organisation that requested the volunteers.

Volunteers will be responsible to, and be managed by, the organisation that are utilising their services.

## **4 Framework for recovery**

Society will be emotionally traumatized by a pandemic. There is likely to be a significant number of grieving families and households where the principal income earner is deceased or out of work. These families and households will require social and financial support.

Businesses which have been closed by order of the Medical Officer of Health or affected by the lack of customers or resources may suffer substantial losses or even permanent closure. This has implication for the future sustainability of communities and New Zealand as a whole.

Consistent with the NZ influenza Action Plan the recovery phase will be led by central government in line with national interests. The delivery of the recovery effort will require a combination of national and community activities. The Taranaki CDEM Group will co-ordinate the recovery of the region, following any national advice or direction. Taranaki District Health Board will be responsible for the recovery of health services.

A recovery task group will be established by the Taranaki Group Recovery Facilitator in line with the recovery section of the Taranaki CDEM Group Plan.

## 5 Glossary of terms

The following list of terms may be found in this Strategy or other New Zealand documents relating to pandemic influenza.

Taranaki CDEM Group	
Working Group	
Avian influenza	
Bird flu	
Pandemic influenza	
Epidemic influenza	
Taranaki Emergency	
Management Office (TEMO)	
MOoH	Medical Officer of Health
MoH	Ministry of Health
AMF	Additional mortuary facilities
BNZ	Biosecurity New Zealand
CAA	Civil Aviation Authority
CBAC	Community Based Assessment Centres
CCS	
CDEM	Civil Defence Emergency Management
CIMS	Co-ordinated Incident Management System
DES	Domestic and External Security
DG	Director General
DoL	Department of Labour

## 6 References

Ministry of Health, 2006 <http://www.moh.govt.nz/pandemicinfluenza>

Ministry of Health 2005 New Zealand Influenza Pandemic Action Plan Version 15: National Health Emergency Plan: Infectious Diseases, Appendix III. Draft for discussion, Ministry of Health.

Taranaki CDEM Group, 2004 Taranaki Civil Defence Emergency Management Group Plan 2004. Taranaki Regional Council.

Ministry of Economic Development, October 2005, Influenza Pandemic Planning: Business Continuity Planning Guide. <http://www.med.govt.nz/upload/27552/planning-guide.pdf> Ministry of Economic Development.

## 7 Further Information

World Health Organisation	<a href="http://www.who.int/en">www.who.int/en</a>
Ministry of Health	<a href="http://www.moh.govt.nz">www.moh.govt.nz</a>
Taranaki Regional Council	<a href="http://www.trc.govt.nz">www.trc.govt.nz</a>
Taranaki District Health Board	<a href="http://www.tdhb.org.nz">www.tdhb.org.nz</a>
Ministry of Civil Defence and Emergency Management	<a href="http://www.civildefence.govt.nz/memwebsite.nsf">www.civildefence.govt.nz/memwebsite.nsf</a>
Ministry of Economic Development	<a href="http://www.med.govt.nz/templates/ContentTopicSummary_____14451.aspx">www.med.govt.nz/templates/ContentTopicSummary_____14451.aspx</a>
Ministry of Education	<a href="http://www.minedu.govt.nz">www.minedu.govt.nz</a>
Ministry of Social Development	<a href="http://www.msd.govt.nz/index.html">www.msd.govt.nz/index.html</a>
Ministry of Agriculture and Forestry	<a href="http://www.maf.govt.nz/mafnet/">www.maf.govt.nz/mafnet/</a>
Department of Labour	<a href="http://www.dol.govt.nz/initiatives/workplace/pandemic/index.asp">www.dol.govt.nz/initiatives/workplace/pandemic/index.asp</a>
RD1	<a href="http://www.rd1.com/web/main">www.rd1.com/web/main</a>
Fencepost	<a href="http://www.fencepost.com/home.jhtml">www.fencepost.com/home.jhtml</a>
Dexcel	<a href="http://www.dexcel.co.nz">www.dexcel.co.nz</a>
Rural Support	<a href="http://www.maf.govt.nz/mafnet/rural-nz/assistance/rural-coordinators/">www.maf.govt.nz/mafnet/rural-nz/assistance/rural-coordinators/</a>
Other Government Departs	<a href="http://www.govt.nz/record?tid=1&amp;treeid=805&amp;recordid=28127">www.govt.nz/record?tid=1&amp;treeid=805&amp;recordid=28127</a>

## 8 Consultation

This Strategy is the result of consultation with a wide range of agencies and individuals and documents the discussions and findings of this consultation. Bev Raine, Shane Bayley and Mike Langford as the Emergency Management Officers of the CDEM Group participated in all of the groups.

The Taranaki CDEM Group wishes to thank the following people for their contribution to the Strategy:

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School principals cluster representative

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