

CIVIL DEFENCE EMERGENCY MANAGEMENT

GROUP PLAN 2009 – 2014



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Foreword

The members of the Manawatu-Wanganui Civil Defence Emergency Management Group have a growing understanding of the hazards and risks faced by communities in the Region, the measures that are in place to reduce the risks to the community, and options for future improvement in risk management. During the life of this Civil Defence Emergency Management (CDEM) Group Plan, much of the focus of emergency managers will be on building response capability. During this time, an emphasis on consistency, accountability, best practice and support will ensure that, should the worst happen, we are in a position to resist events and recover as quickly as possible.

Whilst this Plan addresses the statutory requirements of the Group, the day-to-day workings are detailed in the Triennial Business Plan of the Group and the Annual Plans of members. The Co-ordinating Executive Group oversees the co-ordinated implementation of this Plan and the Business Plan on behalf of the Group.

This Plan seeks to:

- Strengthen relationships between agencies involved in CDEM;
- Encourage co-operative planning and action between the various emergency management agencies and the community;
- Demonstrate commitment to deliver more effective CDEM through an agreed work programme—detailed in the CDEM Group Triennial Business Plan; and
- Provide information on the hazards and risks in the CDEM Group, and document the principles of operation within which agencies involved in CDEM agree to cooperate.

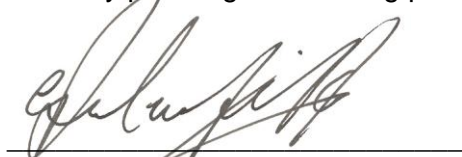
The experience of members of the Group and the level of co-operation between members and supporting agencies is excellent. It is this spirit of co-operation that will assist communities to prepare for, respond to and recovery from emergencies when it counts.

Approval

The Manawatu-Wanganui Civil Defence Emergency Management Group Plan is approved by the Manawatu-Wanganui Civil Defence Emergency Management Group Joint Standing Committee with effect from 5 December 2009 and replaces the Plan approved on 4 March 2005.

The Plan will remain in effect until reviewed by the Group and either amended, revoked, replaced or left unchanged. The review will begin no later than 5 December 2014.

The Manawatu-Wanganui Civil Defence Emergency Management Group also approves the Triennial Business Plan 2010 - 2013 as the work programme of the Group. The Business Plan will be reviewed in line with CDEM Group and local authority planning and funding processes.



Chairman Garrick Murfitt
Manawatu-Wanganui
Civil Defence Emergency Management Group
Joint Standing Committee

4/12/09

Date

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1. Background

1.1 Introduction

The Civil Defence Emergency Management Act 2002 (the Act) required the establishment of CDEM Groups – consortia of local authorities based on Regional Council boundaries, working in partnership with emergency services, lifeline utilities and others to deliver CDEM at the local level.

Every CDEM Group is required to prepare a plan to describe the Group's CDEM arrangements and how these arrangements build on the national framework for CDEM in New Zealand.

This Plan has been developed in parallel with the Director's Guideline DGL 09/09 and reflects the next stage in the evolution of CDEM in Manawatu-Wanganui as well as New Zealand. The structure of the Plan is in line with the Director's Guideline DGL 09/09, to assist in national consistency of CDEM Group Plans.

This Plan has been developed in consultation with the emergency management sector, undergone peer review, been made available for public submission and submitted to the Minister of Civil Defence for comment prior to approval by the Manawatu-Wanganui CDEM Group.

This Plan is the statutory reference for the Group and details the arrangements for the implementation of CDEM in the Region. The Plan should be read in conjunction with a number of supporting documents, chief among these is the Triennial Business Plan that sets out the programmes for the coming three years. A summary of project initiatives derived from the Plan is contained in 9.17.

1.2 Context

As a consequence of dispersed population within the Region, the general approach to CDEM is one of centralised co-ordination with localised delivery.

This means that while emergency management officers may be domiciled across the Region they implement the CDEM arrangements agreed by the Group. This approach to emergency management ensures that the Group can work by its principles of consistency, accountability, best practice and support, whilst providing local communities the opportunity to be self-sufficient and resilient. These principles are further detailed in section 1.4.2.

The CDEM Group is funded through each member's Annual Plan process to a level acceptable to that member Council. The Regional Council funds the administrative arrangements and agreed projects.

The local authorities may engage staff or contractors to manage the local CDEM work programmes in line with the Group's Triennial Business Plan. To maximise collaboration, the Group's Emergency Management Office co-ordinates the implementation of the Group's work programmes.

1.3 Authority and Approval of the Plan

This CDEM Group Plan is prepared and approved by the Manawatu-Wanganui CDEM Group in accordance with section 48 of the Act.

The Manawatu-Wanganui CDEM Group Plan is approved by the Manawatu-Wanganui CDEM Group Joint Standing Committee with effect from 5 December 2009 and replaces the Plan approved on 4 March 2005.

The Plan will remain in effect until reviewed by the Group and either amended, revoked, replaced or left unchanged. The review will begin no later than 5 December 2014.

The Manawatu-Wanganui CDEM Group also approves as necessary the Triennial Business Plans as the work programme of the Group. The Business Plan will be reviewed in line with CDEM Group and local authority planning and funding processes.

This information is repeated in the foreword to the Plan in order to highlight the approval.

1.4 Objectives

The vision, goals and objectives of the Group are directly related to the national vision, goals and objectives. Table 1, National Civil Defence Emergency Management (NCDEM) Strategy and the CDEM Group Plan at 1.4.5.1 demonstrates the close link between the actions of the Group and goals and objectives described at a national level.

1.4.1 Purpose of the Plan

This CDEM Group Plan seeks to:

- Strengthen relationships between agencies involved in CDEM;
- Encourage co-operative planning and action between the various emergency management agencies and the community;
- Demonstrate commitment to deliver more effective CDEM through an agreed work programme—detailed in the CDEM Group Triennial Business Plan; and
- Provide information on the hazards and risks in the CDEM Group, and document the principles of operation within which agencies involved in CDEM agree to cooperate.

Planning outcomes (such as agreed targets and actions or operational arrangements) are committed to by incorporating them within the existing processes of respective Group members through the development of the CDEM Group's Business Plan.

In particular, the CDEM Group Plan is required to state and provide for the:

- a. Local authorities that have united to establish the CDEM Group (refer to 1.4.3);
- b. Hazards and risks to be managed by the Group (refer to 2.4);
- c. Civil defence emergency management necessary to manage the hazards and risks described under point b. above (refer to 4, 5 and 6, and all parts of the CDEM Group Plan);
- d. Objectives of the plan and the relationship of each objective to the National CDEM Strategy (refer to 1.4.5.1);
- e. Apportionment between the local authorities of the liability for the provision of financial and other resources for the activities of the Group, and the basis for that apportionment (refer to 8.11);
- f. Arrangements for declaring a state of emergency in the area of the Group (refer to 8.9.1);
- g. Arrangements for co-operation and co-ordination with other Groups (refer to 8.10); and
- h. The period for which the Plan remains in force (refer to 1.3).

This Plan should be read in conjunction with documents incorporated by reference or supporting documents outside of the Plan. These include:

- Civil Defence Emergency Management Act 2002
- National Civil Defence Emergency Management Strategy
- National Civil Defence Emergency Management Plan
- Hazard and Risk Analysis of the Manawatu-Wanganui Region, May 2009
- Central Plateau Volcanic Strategy (in development, and to be incorporated by reference under section 51 of the Act once approved by the CDEM Group);
- Manawatu-Wanganui Tsunami Strategy (in development, and to be incorporated by reference under section 51 of the Act once approved by the CDEM Group);
- Manawatu-Wanganui CDEM Group Triennial Business Plan;
- Manawatu-Wanganui CDEM Group Pandemic Plan;
- Manawatu-Wanganui CDEM Group Recovery Plan;
- Manawatu-Wanganui CDEM Group EOC Guidelines; and
- Manawatu-Wanganui CDEM Group Public Education and Information Strategy.

1.4.2 CDEM Group vision, goals, principles and drivers

The vision of the Manawatu-Wanganui CDEM Group is directly aligned to the national vision and is the mechanism by which the Crown can achieve its vision and goals.

The vision of the CDEM Group¹ is therefore:

**TO BUILD A RESILIENT AND SAFER REGION WITH
COMMUNITIES UNDERSTANDING AND MANAGING THEIR
HAZARDS AND RISKS**

The goals of the Manawatu-Wanganui CDEM Group² describe what the Group would like to achieve. The goals are closely related to the drivers of the Group that assist in determining work streams and are directly drawn from the national goals described in the National Civil Defence Emergency Management Strategy. The goals therefore are related to:

-
- 1. INCREASING COMMUNITY AWARENESS, UNDERSTANDING, PREPAREDNESS AND PARTICIPATION IN CIVIL DEFENCE EMERGENCY MANAGEMENT.**
 - 2. REDUCING THE RISKS FROM HAZARDS IN THE REGION.**

 - 3. ENHANCING THE REGION'S ABILITY TO RESPOND TO EMERGENCIES.**
 - 4. ENHANCING THE REGION'S ABILITY TO RECOVER FROM EMERGENCIES.**
-

The principles of the Group set the context in which the Group can achieve its vision and goals. The principles are:

- **Consistency** in the way we do our business, which does not mean unchanging as this would prevent improvement. It does mean a common approach using national or agreed standards of delivery. This is comprehensive and covers our reduction, readiness, response, and recovery initiatives. Consistency in the way we go about our business promotes integration of information, collaboration, co-operation and an improved level of service to our communities.
- **Accountability** to our communities, ratepayers and funders for a morally and financially reasonable approach to emergency management. A fiscally responsible approach to the business to maintain levels of capacity and capability endorsed by political processes. A transparent approach to emergency management aligned with consistency of service will assist in demonstrating our accountability.

¹ cf. National CDEM Strategy 2007, p.6

² cf. National CDEM Strategy 2007, p.9

- **Best practice** includes the adoption of industry best practice, recognition of technical standards prepared or endorsed by the Ministry of Civil Defence & Emergency Management and where appropriate the setting of CDEM Group best practice to ensure consistency and accountability.
- **Support** to partner agencies and communities through all four phases of emergency management. In particular, recognising the roles of agencies and supporting them to work as part of the Group and the community to achieve our collective vision.

The **drivers** of the Group establish the work streams for the Group. The drivers provide a work context in which to address issues and opportunities. The drivers are:

- **Agency co-ordination, collaboration and integration** to encourage clarity on the roles and responsibilities of agencies during all 4Rs of an emergency, routine exchange of information to aide decision making on a day-to-day basis as well as during emergencies, the development of real or virtual work environments that foster co-operation, and the integration of technologies to enhance our collective capability and capacity.
- **Risk awareness, avoidance and management** encourage improved understanding of the risks faced by our communities including fluctuations and variations in risk. Tools and techniques for monitoring a changing hazardscape and the changing context will improve the Group's ability to better inform those at risk.
- **Community awareness and preparedness** is to ensure that our communities not only have an understanding of the risks they face and the manner in which they can prepare for the consequences of risk, but that they can influence the manner in which these risks are mitigated both at a personal level and an organisational level. Partnerships between communities and those who can influence the nature of risk will assist in improving understanding of the risk and the reactions of those at risk.

1.4.3 Composition and area of the CDEM Group

The Manawatu-Wanganui CDEM Group comprises the seven Territorial Authorities and Regional Council of the Manawatu-Wanganui Region. These are:

- Ruapehu District Council;
- Wanganui District Council;
- Rangitikei District Council;
- Manawatu District Council;
- Tararua District Council;
- Horowhenua District Council;
- Palmerston North City Council; and
- Manawatu-Wanganui Regional Council (trading as Horizons Regional Council).

The landward boundaries of Ruapehu, Wanganui, Rangitikei, Manawatu, Horowhenua and Taranaki District Councils and the seaward boundary of Manawatu-Wanganui Regional Council constitute the boundary of the CDEM Group (N.B. Palmerston North City Council is entirely contained within this boundary). The seaward boundary of the CDEM Group is the Regional Council's 12nm boundary. A map showing the boundary of the CDEM Group is contained at Figure 1 on page 13.

1.4.4 Target audience

The CDEM Group Plan has been developed for a number of different audiences, of which there are three main types:

- The CDEM sector;
- Primary stakeholders; and
- Strategic stakeholders.

The CDEM sector includes the members of the CDEM Group directly involved in CDEM. The Plan is to provide outcomes for communities through the work undertaken by local authorities of a CDEM Group.

The primary stakeholders include the emergency services and members of the Co-ordinating Executive Group (CEG). These stakeholders have a vested interest in ensuring that the goals and objectives of the Plan are achievable and implemented.

The strategic stakeholders include individuals and organisations that play a part in CDEM activities, but not on a daily basis. Strategic stakeholders include lifeline utilities, the fast moving consumer goods sector, the health sector and other organisations central to maintaining effective communities. Strategic stakeholders also include the public, who play an important role in being prepared and able to get through emergencies when they happen.

1.4.5 Structure of the Plan

The CDEM Group Plan has been structured in a manner consistent with that described in the Director's Guideline DGL 09/09. Application of this structure across CDEM Groups in New Zealand will provide for a more consistent approach to CDEM arrangements in New Zealand.

Each CDEM Group will determine the detail of their Plan to best suit their community and describe their CDEM arrangements based on the nationally consistent objectives. Additional objectives may also be introduced at CDEM Group level.

CDEM in New Zealand has its basis in the 4Rs approach consisting of Reduction, Readiness, Response and Recovery. Second generation Group Plans build on this with the addition of Risk Profile, Monitoring and Evaluation, and Management and Governance.

The chapters in this Plan are summarised below.

Risk Profile

This chapter describes the nature of the hazards considered significant by the CDEM Group. The purpose is to identify the hazards and risks that will be managed by the CDEM Group by the implementation and promotion of systems, procedures, policies and practices that give effect to a 4Rs approach to emergency management.

Whilst the Act enables an all hazards approach for all agencies, it is practical for the CDEM Group to address the significant hazards and risks, and design the systems and procedure appropriate to accommodate reduction, readiness, response and recovery. These systems and procedures are described in this Plan and will be adapted where necessary to accommodate other hazards and risks.

The CDEM Group will continue to monitor hazards and risks through periodic review, and adjust systems and procedures to meet the changing environment.

Reduction

This chapter describes the reduction principles of the CDEM Group and links to the CDEM Group's Business Plan. In particular, initiatives such as public risk reduction and awareness, hazards research and the facilitation of reduction forums are considered important by the Group. Implementation of many reduction initiatives remains the responsibility of local authorities, lifeline utilities and the business sector through business continuity planning.

Readiness

This chapter describes the CDEM Group's approach to organisational readiness and community readiness.

Organisational readiness includes the systems, procedures, relationships, training and arrangements to ensure a comprehensive and co-ordinated approach to response and recovery.

Community readiness includes the level of action taken by a community in preparation for the risks they face and their understanding of the hazards and risks, and the implementation of individual, family and community initiatives to minimise impacts and promote resilience.

Response

This chapter is a concise summary of operational arrangement and is supported by many operational procedures and documents. Response is the implementation of many of the arrangements made during the readiness phase in conjunction with a co-ordinated reaction to unplanned developments based on the concept of operations and roles and responsibilities described in the Plan.

Recovery

This chapter describes the arrangements for co-ordinated recovery during and following an emergency. Agreed structures for recovery and the transition from response to recovery are described in this chapter along with the principles and objectives for recovery.

Monitoring and Evaluation

This chapter provides an overview to the CDEM Group Plan monitoring and evaluation programme for any agency or organisation engaged in civil defence emergency management, while substantially contributing to the monitoring and

evaluation requirements in the CDEM Act. The chapter references standards established by the Group and activities to ensure compliance with legislative requirements.

Management and Governance

This chapter outlines the arrangements for the Joint Standing Committee, Co-ordinating Executive Group and other advisory groups to the CDEM Group. Delegations of functions and powers, appointment of Controllers and Recovery Co-ordinators, the role of the administering authority, establishment of the Emergency Management Office, and financial arrangements are also described in this chapter.

Annexes

This chapter contains a wide range of annexes detailing information from the preceding chapters, including terms of reference, roles and responsibilities of agencies, declarations forms, training standards, facility locations, and a glossary of terms.

1.4.5.1 Relationship of the Group Plan to the National Strategy and National CDEM Plan

The following table provide a link between the National Civil Defence Emergency Management (NCDEM) Strategy goals and objectives, and the CDEM Group Plan.

Table 1 NCDEM Strategy and the CDEM Group Plan

| NCDEM goal | NCDEM objective | Group Plan link |
|--|---|---|
| 1 Increasing community awareness, understanding, preparedness and participation in civil defence emergency management | 1a Increasing the level of community awareness and understanding of the risks from hazards | Section 4.4 briefly describes the Group's education and awareness initiatives. The Public Education and Information Strategy further details initiatives, and the Business Plan outlines the timelines for implementation. |
| | 1b Improving individual, community and business preparedness | See 1a |
| | 1c Improving community participation in CDEM | See 1a |
| | 1d Encouraging and enabling wider community participation in hazard risk management decisions | In addition to 1a, community engagement for specific hazard risk management initiatives are described in hazard specific strategies. Section 4.2.1 to 4.2.3 describe these strategies. |
| 2 Reducing the risks from hazards to New Zealand | 2a Improving the co-ordination, promotion and accessibility of CDEM research | The development of a CDEM Group website and Geographic Information System (GIS) web portal will assist in providing access to CDEM Group and agency research. Processes described in section 3.4 also assist in achieving this objective. |
| | 2b Developing a comprehensive understanding of New Zealand's hazardscape | The CDEM Group is committed to developing improved understanding of the Regional hazardscape as a contribution to understanding the national hazardscape. See also 2a. |

| NCDEM goal | NCDEM objective | Group Plan link |
|---|---|---|
| | 2c Encouraging all CDEM stakeholders to reduce the risks from hazards to acceptable levels | The Group's commitment to stakeholder risk reduction is described in chapter 3. |
| | 2d Improving the co-ordination of government policy relevant to CDEM | The Group's commitment is to co-ordination of local government members' policies relevant to CDEM. This is described in section 3.3. |
| 3 Enhancing New Zealand's capability to manage civil defence emergencies | 3a Promoting continuing and co-ordinated professional development in CDEM | The Group's training standards are described in section 4.4 and opportunities for cross-agency training further detailed in the Training Strategy and Business Plan. |
| | 3b Enhancing the ability of CDEM Groups to prepare for and manage civil defence emergencies | The Group Plan sets the framework and the standards for enhancing the Group's ability to prepare for and manage emergencies. The detail is contained in the supporting documentation. |
| | 3c Enhancing the ability of emergency services to prepare for and manage civil defence emergencies | Sections 5.7 and 9.14 clarify roles and responsibilities of agencies. Section 4.3 clarifies the response structure. The provision of the Co-ordinating Executive Group (CEG), Health Advisory Group (HAG) and Emergency Management Committee (EMC) participation (sections 7.4, 8.6.5 and 8.6.6 respectively) further promotes cross agency collaboration and ability. Joint initiatives of emergency services and the CDEM Group are described in the Business Plan. |
| | 3d Enhancing the ability of lifeline utilities to prepare for and manage civil defence emergencies | The provision of the Lifelines Advisory Group (LAG) at section 8.6.3 and involvement of some lifeline agencies in EMCs described in section 8.6.6 promotes lifeline collaboration and ability. |
| | 3e Enhancing the ability of government agencies to prepare for and manage civil defence emergencies | Regional and local level government agencies are engaged at Welfare Advisory Group (WAG) (8.6.1), Rural Advisory Group (RAG) (8.6.2), LAG (8.6.3), Central Plateau Volcanic Advisory Group (CPVAG) (8.6.4), HAG (8.6.5) and EMC (8.6.6) levels. Group involvement with departments in exercises is described in the Group Training Strategy. |
| | 3f Improving the ability of government to manage an event of national significance | The CDEM Group has endorsed an approach of national consistency wherever possible. This will assist the government in the management of events of national significance and national emergencies. Co-operation with departments to integrate CDEM Group and national initiatives will also assist in improving the ability of government. |
| 4 Enhancing New | 4a Implementing effective | The CDEM Group is committed to |

| NCDEM goal | NCDEM objective | Group Plan link |
|---|---|---|
| Zealand's capability to recover from civil defence emergencies | recovery planning and activities in communities and across the social, economic, natural and built environments | recovery as described in 6.2.1 and the Group's Recovery Plan. |
| | 4b Enhancing the ability of agencies to manage the recovery process | Provision of a clear structure for recovery will assist in agency co-ordination for recovery. The structure for recovery is described in 6.3.1. Agency business continuity and recovery plans are also encouraged by the Group. |

Table 2 NCDEM Plan and the CDEM Group Plan

| Guide to the NCDEM Plan | Group Plan link |
|--|--|
| Section 2 'states and provides for' the hazards and risks to be managed at the national level. | Chapter 2.4 describes the hazards and risks at a Group level. |
| Section 3 provides for the statutory basis for national management of an emergency | Chapter 5.7 sets out some aspects of response management that will require Ministry support and co-ordination. Hazards of possible national significance are also described in 2.5.3 |
| Section 4 describes general roles and responsibilities of a range of departments and organisations | There is no specific chapter in the Plan describing general roles and responsibilities of departments and organisations. It is unnecessary to repeat that which is outlined at a national level. |
| Section 5 describes the role of CDEM Groups | Chapter 8.3.1 describes the functions and powers of the Group. The entire Plan also sets out the arrangements by the Group for comprehensive emergency management. |
| Section 6 describes the role of emergency services | Chapter 9.14 describes the roles of many agencies, particularly in reference to lead and support agencies. It is unnecessary to describe in the Group Plan arrangements with agencies at a national level. |
| Section 7 describes the role of the New Zealand Police | |
| Section 8 describes the role of the New Zealand Fire Service | |
| Section 9 describes the role of health sector agencies | |
| Section 10 describes the role of lifeline utilities | |
| Section 11 describes the formation of clusters | Chapter 8.6 describes advisory groups. The formation of these advisory groups' aides in co-ordinated emergency management within the Group. Agencies are members of these advisory groups. |

| | |
|--|---|
| Section 12 describes delivery and co-ordination of welfare services | There is no specific chapter in the Plan describing welfare arrangements. The Group has established a Welfare Advisory Group, functions and powers have been delegated to Local Controllers and ECC/EOC structures reflect the importance of welfare with the inclusion of a Welfare Manager into the generic CIMS structure. |
| Section 13 readiness arrangements and advice | Chapter 4 of the Plan describes the readiness arrangement of the Group |
| Section 14 describes the New Zealand Co-ordinated Incident Management System | CIMS is well embedded in the emergency management sector. CIMS is referenced in Chapter 5 however a detailed description is not necessary within the Group Plan. |
| Section 15 describes public education | The Group has developed and approved a Public Education and Information Strategy. This Strategy |
| Section 16 describes professional development | Chapter 4.4 and 9.16 describe training standards and professional development opportunities. |
| Section 17 describes the CDEM exercise programme | Exercise programmes are operational level activities described in the Triennial Business Plan. The Group is an active member of the National Exercise Planning Group hosted by the Ministry. |
| Section 18 describes response arrangements | Chapter 5 describes the response arrangements of the Group. |
| Section 19 describes the national CDEM warning system | Chapter 5.3 describes the warning arrangements of the Group |
| Section 20 describes the National Crisis Management Centre | Chapter 4.3 describes the operational arrangements of the Group including the Emergency Co-ordination Centre, Emergency Operations Centres, Welfare Centres and Radio Sites. |
| Section 21 describes emergency information management | The Group has developed and approved a Public Education and Information Strategy. This Strategy |
| Section 22 describes public information management | |
| Section 23 describes mass evacuation | Chapter 5.7.3 describes mass evacuation arrangements. |
| Section 24 describes international assistance to New Zealand | Chapter 5.7.2 describes international assistance arrangements. |
| Section 25 describes recovery | Chapter 6 describes recovery arrangements |
| Section 26 describes Government financial support | Chapter 6.4.7 and 8.11 describe financial arrangements. |

1.4.6 Development and consultation process

This CDEM Group Plan is the third edition for the Manawatu-Wanganui CDEM Group. The Plan has been developed over an extended time period to ensure widespread consultation and consideration of the issues.

In developing this Plan, a number of mini-workshops were held with members of the Co-ordinating Executive Group to consider chapters of the draft Plan. These chapters were also considered by Emergency Management Officers of the Group.

Two workshops of the full Co-ordinating Executive Group were also held in preparing the draft Plan. Once re-drawn to reflect the new structure of CDEM Group Plans, and content developed to outline the direction and arrangements of the Group, the Co-ordinating Executive Group recommended the draft Plan to the Joint Standing Committee for endorsement. The draft Plan was then publicly notified and submissions sought before submitting the draft Plan to the Minister for comment. Finally, after due consideration of submissions and comments, the revised CDEM Group Plan was approved by the Joint Standing Committee on 5 December 2009.

Following the structure recommended by the Director's Guideline DGL 09/09, the CDEM Group developed and discussed each chapter in turn.

1.4.6.1 Terminology, acronyms and abbreviations

A table of terminology, acronyms and abbreviations is contained in the 'Glossary of Terms' in section 9.1.

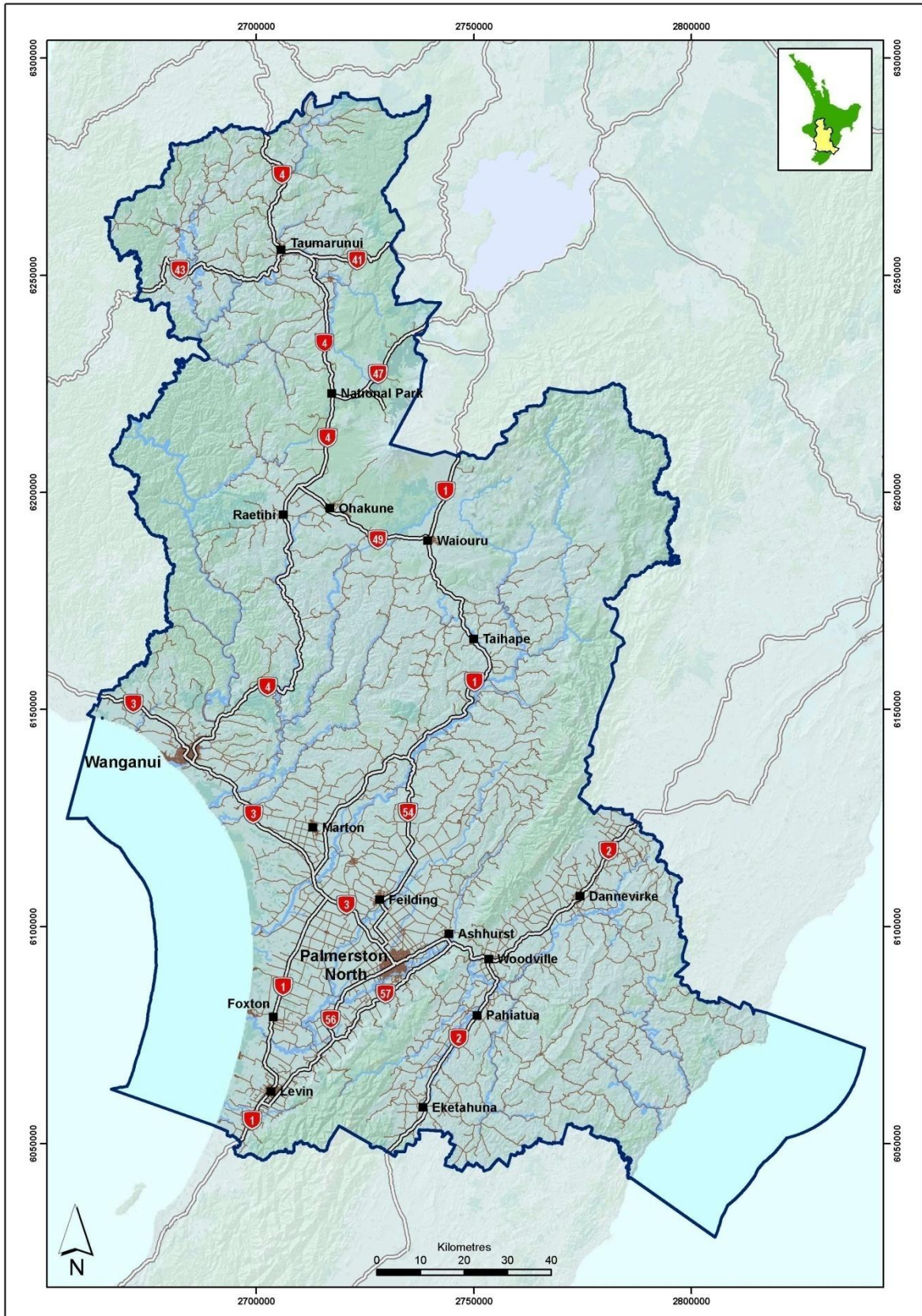


Figure 1 Boundary of the Manawatu-Wanganui CDEM Group

2. Risk Profile

PURPOSE OF THE RISK PROFILE CHAPTER

To characterise the risk environment and provide an evidence base for sound prioritisation of resources and effort in risk management-based CDEM planning.

COMPONENTS OF THE RISK PROFILE CHAPTER

- A comprehensive summary of the natural, social, built and economic environments of the CDEM Group area.
- Descriptions of all hazards that could impact upon the CDEM Group and characterisation of their likelihood and consequences.
- A qualitative assessment of the risks in the CDEM Group area, through risk analysis and evaluation.
- An evaluation of the current and potential decisions and actions across the 4R's in relation to the CDEM Group's prioritised risks.

2.1 Introduction to Risk Profile

This section provides a risk management context for the Manawatu-Wanganui CDEM Group. Developing a clear understanding of the vulnerabilities and consequences of hazards within the Group is fundamental to guiding the level of activity and effort applied across the 4Rs. This chapter therefore provides the foundation upon which CDEM reduction, readiness, response and recovery activities are built.

The chapter fulfils the requirements of the Manawatu-Wanganui CDEM Group under the CDEM Act 2002 in relation to hazards and risks and CDEM Group plans as follows:

- Section 17(1): The functions of a CDEM Group, and of each member, are to:
 - a. in relation to relevant hazards and risks
 - identify, assess, and manage those hazards and risks;
 - consult and communicate about risks; and
 - identify and implement cost-effective risk reduction.
- Section 49(2): The plan must state and provide for:
 - b. the hazards and risks to be managed by the Group.

This part of the Plan is also supported by additional material relating to hazard and risk assessment not contained within the Plan. This material includes:

- Manawatu-Wanganui Regional Lifelines Project, 2005. Risks and responsibilities; report of the Manawatu-Wanganui Regional Lifeline Project. Horizons Regional Council, ISBN 1-877310-68-9.
- Lloyd, E.M. 2009. Hazard and Risk Analysis of the Manawatu-Wanganui Region. Horizons Regional Council.

The CDEM Group is also developing a near-real time GIS web portal to integrate static and dynamic data from a wide range of lifeline and hazard agencies. The successful completion of this project will enable agencies and the public to contribute, view and analyse relevant hazard and risk information.

The risk profile provides a context for the CDEM Group – a snapshot of the people, the land, the buildings/infrastructure and the economy. These elements are commonly referred to as the social, natural, built and economic environments. The combination of these environments helps the CDEM Group to develop an understanding about the unique combination of factors that influences all aspects of CDEM within the Group area. Each environment may include the following components:

1. **Social environment:** the population total and distribution, social structures, vulnerable groups, ethnic diversity and tangata whenua.
2. **Built environment:** residential, commercial/industrial, state owned public buildings/assets and lifeline utilities.
3. **Economic environment:** the Regional economy, growth, employment, income, tourism and resources.
4. **Natural environment:** the geography, geology, topography, ecosystems and climate.

Once the four environments above are understood, it is essential to understand both the hazards and the risks present within the Group area.

Hazards are a source of, or situation with the potential to cause harm or loss within one or more of the four environments, and are often grouped into three main categories:

1. **Natural hazards:** earthquake, volcanic activity, river flooding, tsunami, landslide, coastal erosion, drought, wind, snow and frost, hail and lightning, and severe storms.
2. **Human-made hazards:** lifeline utility failure, hazardous substances incidents, transport accidents, urban and rural fire, civil unrest and terrorism.
3. **Biological hazards:** human, animal, and plant diseases.

Risk is defined as the chance of something happening that will have an impact on objectives, and is often characterised in terms of the consequences that flow from a hazard event. Risk is measured in terms of the combination of likelihood and consequences to the four environments.

2.2 Objectives of the Risk Profile

The objectives of the CDEM Group's risk profile are to:

- Provide a comprehensive summary of the natural, social, built and economic environments of the Manawatu-Wanganui CDEM Group in order to understand the context within which the CDEM Group operates;
- Develop a summary of all significant hazards faced by the Group to engage and inform key stakeholders;
- Outline the risks from hazards to provide a snapshot in time and a baseline for ongoing monitoring and evaluation of risk reduction programmes; and
- Provide guidance on the relative importance of risks from significant hazards in order to underpin comprehensive and integrated risk reduction, readiness, response and recovery programmes.

2.3 CDEM Group Environment

2.3.1 Social environment

2.3.1.1 People

The Region had a usually resident population of 222,423 people at the 2006 Census, the sixth-largest population in New Zealand. The Region has a lower than average population density, 10.3 people per square kilometre, compared with 13.1 for New Zealand. Between the 2001 and 2006 censuses the population rose by 1.1 percent, or 2,334 people.

There are two major urban areas in the Region. Palmerston North, with an estimated resident population of 79,800, expanded as an educational centre and a supply centre for the surrounding rural hinterland. It became a city in 1930. The other major urban area is Wanganui, with an estimated resident population of 39,700 (June 2008 estimates). Other urban centres include Levin, Feilding, Dannevirke, Taumarunui, Foxton and Marton.

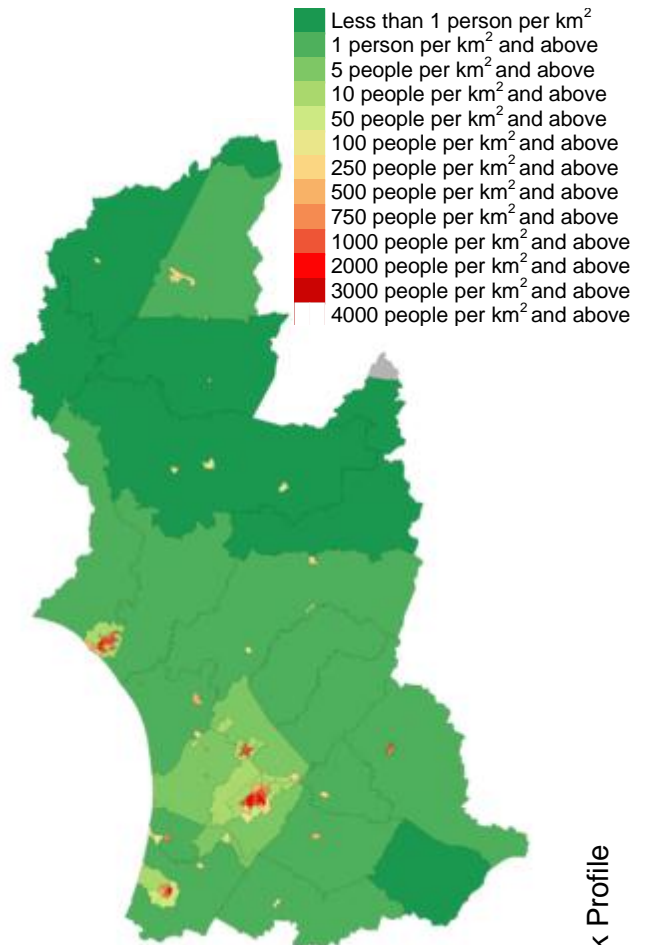
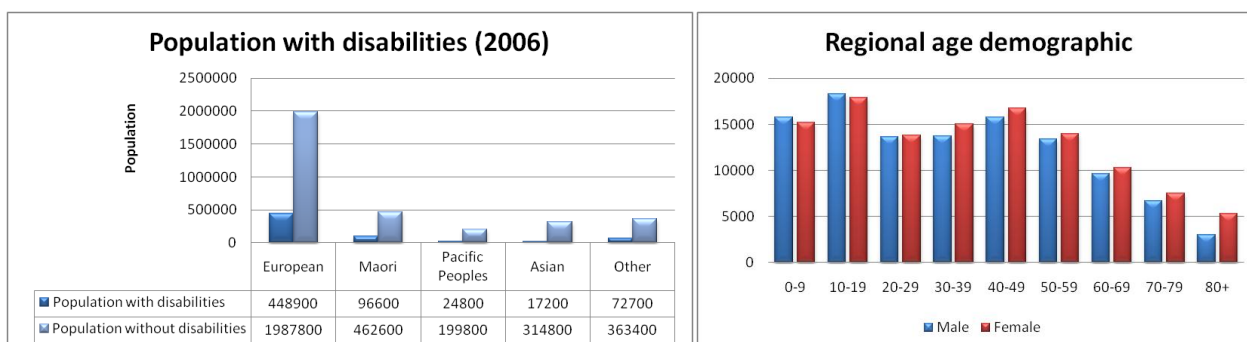


Figure 2 Population densities of the Manawatu-Wanganui Region

City life does not dominate the Region, as half the population lives outside a large urban area, and over a third in small towns or rural areas. While manufacturing has become an important part of the Region's economy, most businesses are agriculturally based, and agriculture remains the Regional linchpin. The dominance of agriculture, combined with the relatively small scale of most urban areas, gives a rural quality to the Region. The Region's rugged interior has also become one of the main training areas for New Zealand's defence force, which maintain three bases in the Region.

Ethnic Groups in Manawatu-Wanganui Region and New Zealand, 2006 Census

| Ethnic Groups | Region/City/District | New Zealand |
|---------------------------------------|----------------------|-------------|
| European | 157,344 | 2,609,589 |
| Māori | 42,285 | 565,326 |
| Pacific peoples | 5,892 | 265,974 |
| Asian | 8,121 | 354,552 |
| Middle Eastern/Latin American/African | 1,098 | 34,746 |
| Other ethnicity | | |
| New Zealander | 26,715 | 429,429 |
| Other ethnicity–other | 75 | 1,491 |



The population with disabilities table above is based on national level statistics from the 2006 census. The Regional age demographic is also based on 2006 data and is specific to the Manawatu-Wanganui Region.

2.3.2 Built environment

2.3.2.1 Number of dwellings counted

- There are approximately 85,200 occupied dwellings and 9,700 unoccupied dwellings in the Manawatu-Wanganui Region.
- For New Zealand as a whole, there are approximately 1,478,700 occupied dwellings and 159,300 unoccupied dwellings.

Of note from the 2001 census, is heating sources for private dwellings. Between the 1996 and 2001 census there was a decrease on the reliance on electricity and an increase on bottled gas for home heating.

2.3.2.2 Lifeline infrastructure

Each of the Territorial Authorities of the Region is responsible for delivering lifeline services in varying degrees to their local communities. These services include local road networks, potable water supplies, and sewerage and wastewater services. Detail on the extent of service and the location of infrastructure is maintained by each Territorial Authority.

Telecommunications

Telecommunications network providers in the Region include Telecom, Vodafone and Inspire.

- Fifty-four point four percent of households in the Manawatu-Wanganui Region have access to the internet, compared with 60.5 percent of households throughout New Zealand.
- In the Manawatu-Wanganui Region 71.2 percent of households have access to a cellphone, compared with 74.2 percent of households for New Zealand as a whole.

| Household(1) Access to Phones, Internet and Fax Machines in Manawatu-Wanganui Region, 2006 Census | | |
|---|--------------------------|-----------------|
| | Region/City/District (%) | New Zealand (%) |
| No access | 2.5 | 2.0 |
| Cellphone | 71.2 | 74.2 |
| Telephone | 89.8 | 91.6 |
| Fax machine | 22.1 | 26.0 |
| Internet | 54.4 | 60.5 |

1. Households can access more than one type of telecommunication device, therefore percentages do not add up to 100.

Energy

Natural gas is piped via the high pressure transmission network through the coastal plains and Palmerston North area. The transmission pipeline to Hawke’s Bay passes through the Manawatu Gorge, and the Wellington pipeline follows the west coast through to Kuku, Otaki and beyond.

Some electricity is generated within the Region, mostly wind and hydro, and a significant portion of the national grid traverses the Region. The principal site within the Region for the national grid is the Bunnythorpe Substation.

There are some new power schemes operating within the Region including the southern hemisphere's largest collection of wind farms, with an increasing number of installed turbines and more planned.

Distribution companies distribute electricity to consumers within the Region. There are four distribution companies operating in the Region, including Powerco, the largest distributor in the North Island, Electra, ScanPower and The Lines Company. Electricity is sold to the consumer by an electricity retailer.

Transport

The Region includes State Highway 1, the main state highway, and the North Island Main Trunk Railway, the main railway line, which links Auckland and Wellington. The Palmerston North - Gisborne Line and State Highway 3 follow the Manawatu Gorge, linking the Region with Hawke's Bay. The Marton - New Plymouth Line provides a railway link with Taranaki, and from this line a short branch line runs to Wanganui. Road and rail transport give the Region's exporters easy access to ports.

The Region has approximately 16 percent of the North Island's road length. There are 8,732 km of road, of which two-thirds are sealed. Approximately 12 percent of roads in the Region are classified as urban and three-quarters as rural, with almost half of the rural roads being unsealed. With 945.9 km, the Region has the second-highest length of State Highways in the North Island, after Waikato.

The Region is served by two airports, Palmerston North and Wanganui. A military air base is located at Ohakea.

2.3.3 Economic environment

2.3.3.1 Business

Agriculture dominates the economy in the Region. A higher than average proportion of businesses were engaged in the agriculture, forestry and fishing industries, 6.3 percent compared with 4.4 percent nationally. Businesses engaged in retail trade were dominant numerically. In 1997 there were 2,300 retail businesses in the Region, employing a total of 10,380 full-time equivalents (FTEs). The percentage of businesses engaged in manufacturing was slightly higher than the national average and manufacturing employed the greatest number of people (12,830 FTEs).

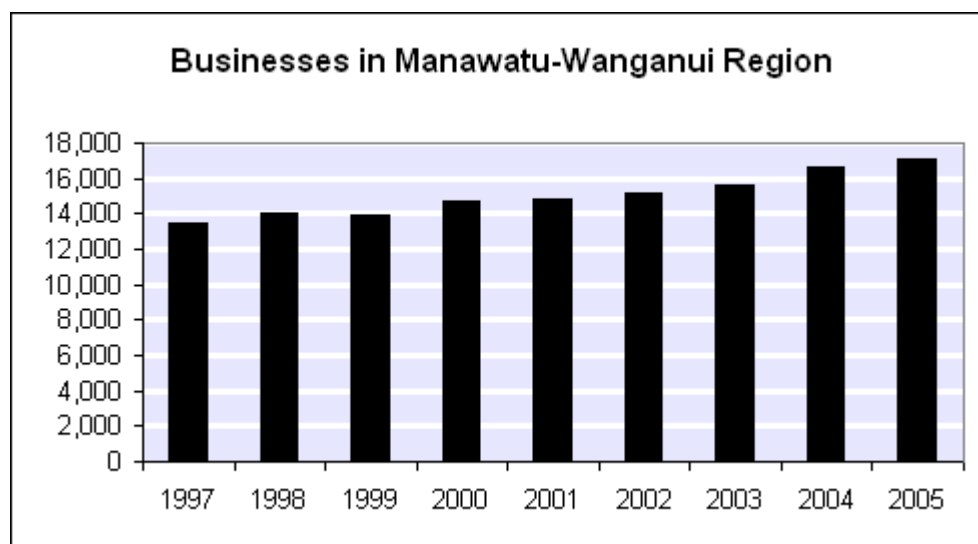


Figure 3 Businesses in the Manawatu-Wanganui Region

2.3.3.2 Agriculture

The Region is known for its strong agricultural base, which prompted the establishment of an agricultural college in the 1920s. The government wanted to

promote scientific farming and established colleges in two of the most important farming areas, Canterbury and Manawatu. Research into animal genetics by members of the college in the 1930s led to the development of new breeds of sheep, the Drysdale and the Perendale, which became commercially significant after World War II.

Agriculture dominates land use in the Region although there are areas of forestry and horticulture. Soils and climate favour pastoral farming. There were 6,344 farm holdings in the Region on 30 June 1996, which was almost a tenth of all farm holdings in New Zealand. Farming occupied 72.5 percent of land in the Region, which was much higher than the national average of 60.1 percent. Approximately 80 percent of this land is used for agricultural purposes (grazing, arable, fodder and fallow land). In the Manawatu, Rangitikei and Tararua Districts this percentage rises to over 90 percent of total land.

The Region is one of the most important areas of pastoral farming in New Zealand. The Region had 6,746,989 sheep (at 30 June 2007), the largest number of sheep in the North Island and the second-highest figure in the country behind Canterbury. The Region also produces a significant proportion of vegetables in the North Island and is particularly noted for its abundant potato crop. Barley, which is used for the manufacture of stock feed and for malting, is grown in the Region. The Region produces the largest quantities of barley in the North Island.

2.3.3.3 Forestry

The Region is one of the most significant forestry areas in the southern North Island. The predominant soil type in the Region, yellow-brown earths, when enhanced by the use of fertilisers, is very suitable for forestry. Forestry has a long history in the Manawatu since Palmerston North developed as a saw-milling town and the Region's initial prosperity depended on heavy exploitation of native timbers, however land use practices inhibited the long-term viability of this indigenous forestry industry. Severe burn-offs destroyed large areas of native forest and subsequent overgrazing affected the Region's soils. Forestry largely disappeared until the early twentieth century. In an attempt to combat erosion problems in sandy soils, the government planted forests in the Foxton/Levin area in the early twentieth century. Inland forests were planted later. Some private native forest in the Region has been set aside for sustainable logging but most forestry in the Region depends on exotic plantings.

2.3.4 Natural environment

2.3.4.1 Topography

The Manawatu-Wanganui Region takes up a large proportion of the lower half of the North Island. It is the second-largest Region in the North Island and the sixth-largest in New Zealand; totalling 22,215 km² (8.1 percent of New Zealand's land area). The Region stretches from north of Taumarunui to south of Levin on the west coast, and across to the east coast from Cape Turnagain to Owhanga. It borders the Waikato, Taranaki, Hawke's Bay and Wellington Regions and includes river catchment areas that run from the volcanic plateau to the sea. The Pacific Ocean is the eastern boundary and the Tasman Sea on the western boundary. The Ruahine Ranges form a natural boundary between much of the Region and Hawke's Bay.

The area includes a variety of landscape formations. Districts close to the volcanic plateau are higher and more rugged, often subject to harsh temperatures in winter.

The Manawatu District has a much gentler topography, consisting mainly of the flat, tree-studded Manawatu Plains that run between the ranges and the sea. The land was under the sea until about 500,000 years ago and still has a very thick layer of marine sediment, which is about five or six million years old. A block faulting system underneath the thick sediment has raised a series of domes and gentle depressions. These structures can provide natural storage areas for oil and some of the Manawatu domes have been drilled. The domes have shaped the course of the Manawatu River, giving it a meandering path which, uniquely among New Zealand rivers, begins close to the east coast and exits on the west coast. The Manawatu River begins just inside the Hawke's Bay Region, then flows through a deep gorge to the Manawatu Plains before exiting in the Tasman Sea. The Wanganui District is more rugged, with canyon-like valleys and gorges carved out of the soft rock by rivers and ocean waves.

The Region includes a series of mountain ranges, notably the Tararua and the Ruahine Ranges and the three major active volcanoes of the North Island. Mount Ruapehu at 2,797 m is the tallest mountain in the North Island, Ngauruhoe 2,291 m and Tongariro 1,968 m. During the last 100 years Ruapehu has experienced six significant eruptions, and the last series of moderate eruptions was in 1995 and 1996.

Three major rivers divide the Region: the Whanganui (290 km), Manawatu (182 km) and Rangitikei (241 km). The Whanganui is the second-longest river and has the second-largest catchment in the North Island, draining most of the inland Region west of Lake Taupo. There are few roads in this area, which contains some of the largest surviving areas of native bush in the North Island.

2.3.4.2 Soil and climate

Soils in the Region are productive with the addition of fertiliser. In the Manawatu and Horowhenua Districts there are sandy soils and swampy hollows around the coast with loess-covered terraces and river flats inland. These river flats and swamp areas contain fertile alluvial and organic soils. On the drier terraces inland, yellow-grey earths predominate. The flatter more fertile soils suit intensive sheep farming and cropping while the hill country of Rangitikei favours semi-intensive sheep and beef farming. Areas close to the volcanic plateau consist largely of pumice soils, which lack some essential trace elements, but within the Region much of this land is occupied by national parks.

The Region has a comparatively mild climate with greater climatic extremes inland. Chateau Tongariro experienced the lowest temperature recorded in the North Island, falling to -13.6°C on 7 July 1937. In summer the Region is warm, with a maximum mid-summer daily average of between 20.1 and 22.9°C. Sunshine hours approximate the national average for much of the Region (1,800-2,000 hours per annum) but Palmerston North is defined as cloudy with an average of 1,725 sunshine hours. In the winter the minimum mid-winter daily average for coastal areas is 4.0 to 7.9°C, while inland areas are considerably colder. Waiouru has a minimum mid-winter daily average of 0.1°C.

Rainfall on the plains is slightly below average, with Palmerston North receiving 960 mm, while the rest of the Region receives the New Zealand average rainfall of 1,000-2,000 mm.

2.3.4.3 Conservation and parks

The Region contains areas of great ecological significance, reflected in the designation of approximately a seventh of its land area as part of the nation's conservation estate. Tongariro National Park is the largest park in the Region (795.98 km²) and is the oldest national park in the country, established in 1887. The volcanoes Tongariro, Ruapehu and Ngauruhoe are sacred to Māori and were gifted to the nation by Te Heuheu Tukino IV, paramount chief of Ngati Tuwharetoa. They form the nucleus of the park, which is designated a world heritage area.

Whanganui National Park is slightly smaller (742.31 km²) and was established 99 years later when a series of reserves were incorporated into one area and given national park status. There are two state forest parks in the rugged, bush-clad Ruahine and Tararua Ranges. The four parks offer skiing, tramping, jet boating and white-water rafting and the opportunity to appreciate the environment.

The Regional Council, responsible for managing natural and physical resources, provides flood protection and monitors environmental problems such as pest infestation and pollution. Invasive plant pests such as African feathergrass, goats rue and nodding thistle pose a threat to pastureland in this heavily agricultural-dependent region, and the Regional Council has instituted control campaigns. The Regional Council has also instituted animal pest control programmes. Possums are perceived as the major animal pest since they damage native forests and endanger cattle production through the spread of bovine tuberculosis. Eradication programmes also concentrate on rabbits, rooks and feral goats, while other exotic species such as wallaby, wasps, ferrets, stoats and weasels are a source of concern.

2.3.4.4 Summary of CDEM Group Environment

In summary, the Manawatu-Wanganui CDEM Group has the following characteristics that have particular importance to CDEM:

- A large geographical area with widespread small population centres subject to a wide range of hazards;
- An increasing population and significant development pressure on land subject to a range of natural hazards including river flooding;
- A changing population with increasing numbers of new migrants and elderly people;
- Perceived low levels of household awareness and preparedness for emergencies;
- A strong and diverse yet rurally focused local economy that produces a significant proportion of New Zealand's GDP; and
- Important lifelines infrastructure and transport corridors.

2.4 CDEM Group Hazardscape

2.4.1 Introduction to hazards

The CDEM Group is subject to a wide range of significant natural, human-made and biological hazards. The combination of all hazards within an area such as the CDEM Group is commonly referred to as the hazardscape.

The following section provides a brief overview of the significant hazards within the Region. Full details of the hazards within the CDEM Group and additional support material can be found in the Manawatu-Wanganui CDEM Group Risk Profile document referenced in support of this Plan.

Discussions in many documents about the likelihood of a hazard event occurring use terms such as 1-in-100 year event (1:100), annual exceedance probability (AEP) and percentage of probability. Emergency managers prefer not to describe events in terms of 1:100 year events as this implies that we won't have another event like that for another 100 years. In fact, there is a one percent chance of having an event of that size in any given year. The following table compares these terms.

| 1-in-x year event | AEP | % probability / year |
|-------------------|--------|----------------------|
| 1:5 | 0.2 | 20% |
| 1:10 | 0.1 | 10% |
| 1:50 | 0.02 | 2% |
| 1:100 | 0.01 | 1% |
| 1:150 | 0.006 | 0.6% |
| 1:200 | 0.005 | 0.5% |
| 1:500 | 0.002 | 0.2% |
| 1:1000 | 0.001 | 0.1% |
| 1:2500 | 0.0004 | 0.04% |

2.4.2 Natural hazards

The CDEM Group is subject to many natural hazards including meteorological hazards, earthquake, volcanic, tsunami, coastal erosion and landslide. Some of the most significant natural hazards and summary consequences are described below.

2.4.2.1 River flooding

Rainfall can result in river flooding and stormwater systems overload. River flooding as a result of sustained or high intensity rainfall is the most frequent and widespread hazard throughout the Region. River flooding hazards are of most concern on the intensively developed Manawatu and Rangitikei flood plains, and in Wanganui city.

River flooding has resulted in extensive river control systems throughout the Region including 30 river and drainage schemes, 460 km of stopbanks, 700 km of drains, 20 pumping stations and 53 dams. The level of flood protection is highly variable, ranging from 1-in-5 year standards in isolated rural areas to between 0.003 Annual Exceedance Probability (AEP) (1-in-300) and 0.002 AEP (1-in-500) year standards for Palmerston North.

There are several major river systems within the Region including:

Whanganui River: the largest river system, and it drains a significant proportion of the land area within the Ruapehu and Wanganui Districts. The headwaters are located on the northern slopes of Mount Tongariro, and the river system flows south to enter the Tasman Sea at Wanganui. The primary area of risk is Wanganui, with some risk also present at Taumarunui and Ohura.

Manawatu River: the second largest river system in the Region, and covers much of the land area within the Tararua and Manawatu Districts, and Palmerston North city. The upper catchment drains the eastern side of the Ruahine and Tararua Ranges, extending almost to the east coast, while the lower catchment encompasses a large area between the Ruahine and Tararua Ranges and the Tasman Sea. The primary flood risk areas within the lower river system are Palmerston North, Feilding, Foxton and Foxton Beach, while Pahiatua is the primary risk area in the upper catchment.

Rangitikei River: the third largest catchment in the Region, and it covers much of the land area within the Rangitikei District. The river is sourced from headwaters in the Kaimanawa and Ruahine Ranges, and flows into the Tasman Sea near Tangimoana. The primary flood risk areas are Marton, Bulls and Tangimoana.

Whangaehu River: sourced from the eastern side of Mount Ruapehu, and flows in a south-west direction towards the Tasman Sea south of Wanganui. Flood risks are largely confined to the main channel. Whangaehu village, located on the flood plain near the coast, has been inundated several times in recent years.

2004 Flood event

The February 2004 storm and resulting flood was chosen as the scenario for risk evaluation. It created the largest CDEM event in New Zealand in the past 20 years, and was the first major event since the passing of the Act in December 2002. The event was focused largely on the local authority areas of the Manawatu-Wanganui Region.

During the event, heavy rain on both sides of the ranges led to the Manawatu River overtopping its banks. In the Manawatu-Wanganui Region, 4 bridges were destroyed, and 21 were seriously damaged, with several showing signs that masses of trees and other debris lodged against piers had contributed to their failure.

Other effects included widespread loss of power, telecommunications outages, water reticulation systems failure, and an estimated 2,500 people being displaced from their homes. Gale force winds soon after the event led to a large number of trees being toppled. The overall economic impact is estimated to be \$400 million.

Despite the scale of the event there was no direct loss of life. There were however, several lucky escapes in very hazardous circumstances, and many people were unaware of the potential danger. In some areas, the 2004 flood event exceeded the 0.01 AEP (1-in-100), and is probably the best example of a maximum credible flood event within any CDEM Group in New Zealand.

2.4.2.2 Earthquake

Earthquakes are commonly measured using the Richter magnitude scale (M_L), Modified Mercalli scale (MM) or moment magnitude scale (M).

The **Richter magnitude scale**, also known as the **local magnitude (M_L) scale**, assigns a single number to quantify the amount of seismic energy released by an earthquake. It is a base-10 logarithmic scale obtained by calculating the logarithm of the combined horizontal amplitude of the largest displacement from zero on a Wood–Anderson torsion seismometer output. So, for example, an earthquake that measures 5.0 on the Richter scale has a shaking amplitude 10 times larger than one that measures 4.0. The effective limit of measurement for local magnitude (M_L) is about 6.8.

The **Modified Mercalli scale** quantifies the effects of an earthquake on the Earth's surface, humans, objects of nature, and man-made structures on a scale of I through XII, with I denoting not felt, and XII denoting one that causes almost complete destruction. The values will differ based on the distance to the earthquake, with the highest intensities being around the epicentral area. Data is gathered from individuals who have experienced the quake, and an intensity value will be given to their location.

These scales do not satisfactorily measure the largest possible earthquake because each relates only to certain frequencies of seismic waves and because the spectrum of radiated seismic energy changes with earthquake size. The recently devised **moment magnitude (M)**, based on the concept of seismic moment, is uniformly applicable to all sizes of earthquake.

The Manawatu-Wanganui Region is geologically diverse with numerous potential earthquake sources. The Region encompasses some of the most seismically active parts of New Zealand. Small earthquakes have occurred regularly throughout c.150 years of recorded history and several moderate events remind us that the threat is a real one. Notable events (>6.39) potentially affecting the Region include:

| Location | Latitude | Longitude | Year | M_L |
|--------------------------------|----------|-----------|------|-------|
| 35 km ENE, Taihape | -39.6 | 176.2 | 1843 | 7.6 |
| Lake Ferry, Wairarapa | -41.2 | 175.2 | 1855 | 8.2 |
| 5 km W, Waipukurau, HB | -40 | 176.5 | 1863 | 7.5 |
| 10 km NNE, Ashhurst | -40.2 | 175.8 | 1876 | 6.8 |
| 5 km SSW, Palmerston North | -40.4 | 175.6 | 1881 | 6.7 |
| 130 km WSW, Levin | -41 | 173.8 | 1893 | 6.7 |
| 8 km SSW, Wanganui (marine) | -40 | 175 | 1897 | 6.5 |
| 32 km SW, Dannevirke | -40.4 | 176.4 | 1904 | 7.0 |
| 30 km SW, Eketahuna | -40.8 | 176 | 1917 | 6.8 |
| 66 km ENE, Waiouru | -39.3 | 176.4 | 1921 | 7.0 |
| 22 km NNE, Napier, HB (marine) | -39.3 | 177 | 1931 | 7.4 |
| 18 km SSW, Wairoa, HB (marine) | -39.2 | 177.5 | 1931 | 6.4 |
| 50 km W, Napier, HB (marine) | -39.5 | 177.5 | 1931 | 7.3 |
| 40 km ESE, Pahiatua | -40.55 | 176.29 | 1934 | 7.2 |
| Masterton, Wairarapa | -40.9594 | 175.6881 | 1942 | 6.5 |
| Carterton, Wairarapa | -41.0135 | 175.5195 | 1942 | 6.8 |
| Hawera, Taranaki | -39.6131 | 174.265 | 1995 | 6.551 |

Source: GeoNet database

The likelihood of earthquake events from all sources are:

- MM 6 to MM 8 0.6 percent probability per year (1:150)
- MM 8 to MM 10 0.1 percent probability per year (1:1000)

The consequences to the built environment become progressively more severe towards MM10, and it is anticipated that the human health and safety, social and economic damage expected would mirror the damage to the built environment.

2.4.2.3 Volcanic

The CDEM Group is vulnerable to a number of volcanic hazards from various sources both within and outside the Group. Volcanic hazards include ballistic projectiles, ash fall, lahars, lava flows, pyroclastic flows and surges and debris avalanches. The most common volcanic hazards of concern to the CDEM Group are ash fall and lahars.

The primary sources of volcanic threat are:

Mount Ruapehu: a frequently erupting andesitic volcano situated at the Southern end of the Taupo Volcanic Zone. Mount Ruapehu has erupted at least 18 times since 1861, and has produced numerous lahars – the most recent of which occurred on 18 March 2007. The impacts from a 1-in-1,000 year event may include:

- Several eruptions over several months, that send eruption columns between 8 - 12 km high, and that disperse between 1 and 10 mm of ash across much of the Region;
- Crater rim collapse and production of a ~6 million cubic metre lahar down the Whangaehu Valley; and
- Localised ballistic projectiles, pyroclastic surges and lahars impacting upon the mountain (particularly the Western ski fields and Whakapapa Village).

Mount Taranaki: an andesitic volcano situated to the west of the Region within the Taranaki Region. Mount Taranaki last erupted around 1755, and has a small-medium eruption return period of around 200 years. The primary risk to the Region in a moderate sized event from Mount Taranaki is ash fall. During a moderate sized eruption (roughly 1 km³), and assuming a low velocity westerly wind, the northern part of the Region could receive up to 100 mm of ash fall. Other hazards from Mount Taranaki such as debris avalanches are not a threat to the Region.

Taupo Volcanic Centre: a rhyolitic volcanic centre located to the north of the Region within Waikato Region, and is partially occupied by Lake Taupo. While there have been no eruptions in historic times, the pre-historic eruption record shows that:

- There have been two catastrophic eruptions in 'modern' prehistory - ~22,600 and 1,800 years ago; and
- Between ~22,600 and 1,800 years ago, there were at least 26 smaller explosive eruptions.

The primary risks from catastrophic events are large-scale pyroclastic flows, lahars and floods, and significant ash falls between 10 mm and 100 mm over much of the CDEM Group's area. The effects of smaller eruptions are minimal for the Group, with small amounts of ash fall possible within the Group's area.

2.4.2.4 Tsunami

The CDEM Group is vulnerable to tsunami hazards on both the east and west coasts. The primary sources of tsunami risks include:

- Distant: South America, particularly southern Peru, and to a much lesser extent Cascadia (North America) and the Aleutian Islands;
- Regional: Solomon Islands, and to a much lesser extent the southern New Hebrides; and
- Local: the Hikurangi Margin, located off the east coast of the Region and local faults including undersea faults located off the west coast.

The following table summarises wave heights on west and east coasts. For evacuation and planning purposes, the 84th percentile is doubled to provide on-shore heights from which run-up models are derived.

| | Wave height regional and distant sources 500 yr | | Wave height all sources 2500 yr | |
|------------------------|---|-------|---------------------------------|--------|
| | Median | 84% | Median | 84% |
| Wanganui | 2.6 m | 3.6 m | 5.2 m | 7.8 m |
| Elsthorpe - Flemington | 2.2 m | 3.1 m | 14.2 m | 24.2 m |

The impacts of tsunami events vary greatly depending upon the type and size of the event, local topography and in the case of human life and safety, the time of day. Typical consequences include:

- Loss of life and injuries from debris, and the accompanying social consequences;
- Damage to infrastructure, particularly buildings near the coast, and to transportation, coastal utilities and maritime facilities;
- Economic impacts to local businesses and industries; and
- Damage to coastal ecosystems and changes to local coastal processes.

On the national scale, the consequences of tsunami events on the Group are considered to be relatively low, due largely to the small number and population of coastal communities, and the relatively short coastline within the Region.

2.4.2.5 Landslides

The Region is susceptible to various types of landslide events over a significant proportion of the Region, and in particular the hill country within the Ruapehu District, the north-eastern Wanganui District, the central Rangitikei District and the eastern Taranaki District. Landslide hazards are highly dependent upon the type and slope of the terrain, the land use and vegetation cover, climate and susceptibility to seismic events. The primary risks within the Region are:

- Hill country: the most hazardous events are debris flows associated with lahars from Mount Ruapehu (see volcanic section). There are also moderate risks from shallow landslides in steep areas that have a pastoral land use. Economic losses and damage associated with landsliding of this nature can be significant as evident in the February 2004 storm event.
- Lowlands: the primary risks are from fast, sudden landslide events along the banks of active river channels such as the Pohangina and Turakina Rivers.

The consequences of landslides are generally localised in scale, and relate mainly to damage to infrastructure including roads, railways, farm infrastructure and occasionally buildings. The threat to human life is relatively low, except for sudden events such as the Pohangina River tragedy in 2006, where three lives were lost. A well defined area of Taihape west is recognised as a landslide prone area. Following extensive research however it has been determined that this area is unlikely to fail in a catastrophic manner.

2.4.2.6 Coastal flooding and erosion

The east and west coasts of the Region are very different in character. The east coast has rugged topography, with a few low-lying areas that are dominated by isolated pocket beaches. Both coastal flooding and erosion have the potential to present risks to property and infrastructure at Akitio and Herbertville.

The west coast is characterised by a continuous sediment system that is backed by an extensive dune system. Coastal flooding and erosion is limited to low-lying areas around river mouths such as Wanganui, Koitiata, Scott's Ferry, Tangimoana, Himatangi, Foxton Beach and Hokio Beach. The most active area of coastal erosion on the west coast is the cliff coastline north of Wanganui, particularly at Kai Iwi Beach.

The consequences of coastal flooding and erosion are mainly limited to localised property and infrastructure. This is largely due to limited development along the coastal margins.

2.4.2.7 Droughts

The parts of the Manawatu-Wanganui Region most affected by drought are the Rangitikei plains, followed by coastal eastern areas. In the western areas there are on average 15 – 20 days per year when soil moisture deficits exceed 130 mm, while the eastern areas typically receive about 10 – 15 days. There is substantial year-to-year variability however, with up to 110 days of deficit in some years. Dry growing seasons (October – May) in the Manawatu-Wanganui Region are frequently associated with El Niño climate patterns. Projected temperature and rainfall changes suggest there will be a trend of increasing drought occurrence in the east of the Region through the coming century.

2.4.2.8 Severe winds

The maximum gust speed for low lying areas that is expected to be equalled or exceeded once in every 50-year period for most of the Manawatu-Wanganui Region is about 150 – 180 km/hr. The southern part of the Region is subject to frequent high winds associated with the low section of the Tararua Ranges near the Manawatu Gorge. Other areas of high risk include Mount Ruapehu, areas to the east of the Tararua and Ruahine Ranges, Shannon and parts of the east coast.

2.4.2.9 Severe storms

Severe storm events pose a risk in that they bring both intense rainfall and wind, and increase the risk of landslides and coastal erosion and flooding due to storm surges. Despite this, the frequency of events is relatively low. Tropical cyclone track data suggests that the Manawatu-Wanganui Region is affected by cyclones of tropical origin once every 3 - 6 years. The most extreme ex-tropical cyclone to impact the Manawatu-Wanganui Region was the 1968 Wahine storm (Cyclone

Giselle) in which the strongest wind gusts reached about 150 km/hr in Wanganui and Ohakea, and about 100 km/hr in Palmerston North. Areas most at risk from severe storms are the same as those identified for river flooding, coastal flooding and severe wind.

2.4.3 Human-made hazards

2.4.3.1 Lifeline utilities failure

Lifelines are the essential infrastructure and services that support the life of our communities. The risks associated with lifeline utilities failure are related to the inability of communities and organisations to carry out 'normal' daily activities.

Lifeline utilities are commonly categorised as:

- Energy: electricity supply and distribution, natural gas and fuel supply;
- Telecommunications: telephone land and cell networks, radio and television services;
- Transportation: road and rail networks, airports and ports; and
- Civil services: water supply, wastewater reticulation and stormwater networks.

Within the Region, lifeline utilities failure can either be a result of direct systems failure, or a consequence of a large-scale natural hazard event, such as the 2004 floods. The Regional Lifelines Project (2005) found that lifeline utilities are most at risk from seismic hazards and flood hazards. The report also found that the utilities that are most depended upon by other utilities are mains and stand-by electricity, fuel supply, telecommunications and road networks. The main areas or hotspots with lifeline utility interdependencies within the Region are as follows:

- Fitzherbert bridge in Palmerston North;
- Bunnythorpe Substation north of Palmerston North;
- Kiwitea bridge south of Feilding;
- Wharekino trestle south of Foxton;
- Dublin Street, Aramoho, City and Cobham bridges in Wanganui;
- State Highway 3 through the Manawatu Gorge; and
- Wharite Peak telecommunications facilities.

Electricity failure

The Region is a central corridor for the national electricity grid. The single most important TransPower asset within the Region is the Bunnythorpe Substation between Palmerston North and Feilding. Electricity distribution is centred on Bunnythorpe, with most local feeder lines distributing outwards from the Palmerston North/Feilding area.

The primary cause of large-scale system failure is most likely to be a 1-in-150 year or greater earthquake event centred in the southern part of the Region. Earthquake

shake zones and susceptibility to liquefaction are considerably higher in the Palmerston North/Feilding area than in most of the Region. Storm and flood events also present considerable risk to the electricity network due primarily to the loss of bridges and landslides.

The critical consequences of electricity failure are mainly social and economic:

- **Social:**
 - Impacts to health care in homes and hospitals where power is critical, such as dialysis and surgery;
 - Inability to cook food and loss of perishable food stocks;
 - Security issues due to lack of urban lighting;
 - Impacts to other lifeline services that rely on power such as water supplies, fuel and communications equipment.
- **Economic:**
 - Impacts on businesses and industry such as farming; and
 - Impacts on transportation networks such as roads and railways.

Telecommunications failure

Telecommunications facilities are widespread throughout the Region. Most landline infrastructure is located in the south-west of the Region, while cell phone networks are clustered along the main state highways. There are also numerous radio links in the central hill country that provide for radio communications.

The primary causes of system failure are similar to the electricity network, but there is also a critical dependency upon electricity supply. Like the electricity network, the consequences of failure are social and economic:

- **Social:** disruption to emergency communications both from the public to emergency services, and amongst emergency response organisations. There will also be significant disruption to ATM, EFTPOS and banking/financial systems, which will impact upon the ability of people to purchase essential supplies.
- **Economic:** major disruptions to routine business operations.

Transportation failure

The Region is a major corridor for road and rail transportation networks. There is an extensive network of both state highways and local roads throughout the area, and the road network has been identified as being the most critical of the transportation networks.

The main causes of large-scale failure are earthquake and river flooding, with severe storms and landslides causing most site-specific failures. The consequences are primarily social and economic, with isolation and restricted access being the main issues. Despite this, there is arguably more redundancy within the road network than any of the other lifeline utilities.

Civil services failure

The majority of civil services are located in the south-west of the Region, and are subject to the same vulnerabilities as the other lifeline utilities. Consequences of failure are mainly social impacts related to loss of water and wastewater reticulation.

2.4.3.2 Rural fire

Over 70 percent of the Manawatu-Wanganui Region has a wildfire risk rating of high, very high, or extreme. The areas of extreme wildfire risk are the Ruahine ranges and the northern Rangitikei district; followed by southeast Tararua District and isolated inland pockets in Wanganui and southern Rangitikei Districts.

Most of eastern Tararua District is classified as a very high wildfire risk, as are the smaller areas just west of Palmerston North and north and south of Mount Ruapehu. Wildfire frequency is closely related to drought frequency, as lower than normal rainfall is the main cause of higher than normal fire outbreaks. The consequences of rural fires are normally to vegetation, infrastructure and occasionally buildings rather than a direct threat to human life and safety.

2.4.3.3 Urban fire

Although routine fires occur throughout the year, large scale urban fires are most often associated with earthquake events, and a significant response should be considered as part of earthquake response planning. The New Zealand Fire Service undertakes a significant and successful role in urban fire risk management.

2.4.3.4 Hazardous chemical incidents

Significant quantities of hazardous materials are transported within and through the Region by road, rail and sea. Significant land-based spills have the potential to impact upon human life and safety, contamination of the environment, disruption to land transport and community activities and evacuation.

2.4.3.5 Transportation accidents

Rail and air accidents have a very low frequency, while road accidents have a comparatively high frequency within the Region. The consequences of accidents often involve loss of human life and injury and temporary disruption to transportation networks.

2.4.3.6 Civil unrest

There is potential for civil unrest to escalate to a level where multi-agency co-ordination is required, and this may be as a result of another hazard.

2.4.3.7 Terrorism

While some level of threat may exist from terrorism, the likelihood is low. The consequences are likely to be loss of human life, injury, social disruption and economic impacts.

2.4.4 Biological hazards

The Region is subject to many biological hazards, the most significant of which are:

2.4.4.1 Human disease

The 2009 incidence of influenza A (H1N1) (commonly known as swine flu) demonstrated to the World the speed with which modern transportation can facilitate the spread of disease. Since 2004, the potential of the H5N1 avian influenza virus to create a pandemic has been the cause of considerable concern to governments worldwide, including the New Zealand Government. Considerable research, planning and preparation have been undertaken within New Zealand to prepare for a response to a pandemic, including the Group Pandemic Plan. These arrangements proved beneficial in the response to H1N1.

While the likelihood of a pandemic is uncertain, the consequences of a 'full-blown' event would almost certainly be severe for the Group, and for New Zealand. Within the CDEM Group, the following consequences may occur if the pandemic is similar to the 1918 influenza epidemic:

- Social:
 - 1,800 deaths, 9,000 hospitalisations and a 40 percent infection rate across the population;
 - Limitations on 'mass gatherings', closure of public facilities and schools, and limitation of movement; and
 - Possible social unrest.
- Economic:
 - Direct costs of response and management to the healthcare system;
 - Loss of worker productivity for internal and export production, with major impacts to businesses and industry; and
 - Loss of the tourism industry.
- Infrastructure:
 - Due to widespread absenteeism, sickness and deaths as above, a decreased capacity for the workforce to provide essential lifeline services.

2.4.4.2 Animal disease

Animal diseases relates to a range of animal diseases typically found in livestock such as foot and mouth disease and bovine encephalitis. A widespread animal epidemic has the potential for major consequences due to New Zealand's dependence on horticultural, agricultural and forestry industries. New Zealand has limited historical exposure to disease, and is very susceptible to biological hazards.

The consequences of a major animal epidemic within the Region could include:

- Destruction of and economic losses to dairy and cattle industries;
- Loss of exports to overseas markets;
- Reduction in or cessation of some imports;
- Loss of employment and some businesses;
- Possible spread of disease to other animals; and large economic losses.

2.4.4.3 Plant disease

As with animal disease, plant disease may also have significant consequences for New Zealand. The export potential from plant crops is significantly less than that of livestock however much of the food basket of the country could be affected by plant disease or the introduction of pests that damage crops.

2.5 Risk Analysis and Evaluation

2.5.1 Risk analysis

Risk analysis considers the likelihood and consequences associated with each hazard. The process involved rating the likelihood of each hazard as 'almost certain', 'likely', 'possible', 'unlikely' or 'rare', and the consequences as 'catastrophic', 'major', 'moderate', 'minor' or 'insignificant'. The combination of likelihood and consequence resulted in each hazard being assigned a risk rating of 'very low', 'low', 'medium', 'high', 'very high' or 'extreme'. The measures of likelihood and consequence described in the Director's Guideline DGL 09/09 were not considered comprehensive enough, and measures described in Auckland Local Authority Hazard Liaison Group Hazard Guideline No. 2 (2002) were used.

2.5.2 Risk evaluation

In order to refine the results of the risk analysis, a CDEM stakeholder workshop was held. The workshop involved an evaluation of each hazard risk based on the following criteria:

- **Seriousness:** the relative impact in terms of human life and well-being, the built environment including infrastructure, economic damage and the natural environment.
- **Manageability:** the degree of difficulty in managing the hazard, and the degree of effort being applied across the 4Rs.
- **Growth:** the rate at which the risk will increase through time – either through an increase in the probability of the event occurring, or an increase in the exposure of the community, or both.

The risk evaluation process was informed by all previous information including hazard risk descriptions and scenarios, recent and historical events, general knowledge, staff experience and research. The combination of seriousness, manageability and growth was combined at the workshop to produce a prioritised list of risks. Table 1 shows the results of the risk evaluation process, and lists the risks to the CDEM Group in priority order.

Table 1 Summary of CDEM Group risk profile

| Hazard |
|--|
| River flooding |
| Human pandemic |
| Landslide – widespread hill country |
| Earthquake |
| Electricity failure |
| Wildfire |
| Volcanic activity – Ruapehu |
| Hazardous substance spill |
| Tsunami |
| Coastal flooding/erosion |
| Animal epidemic (foot & mouth disease) |
| Severe wind |
| Drought |
| Telecommunications failure |
| Landslide – Manawatu Gorge |

2.5.3 Hazards which may be of national significance

While Table 1 shows the risks that the CDEM Group can reasonably expect to prepare for and manage, there are some hazards that are identified as potentially being beyond the capacity of the CDEM Group. These hazards will likely require input from other Groups and/or a national-level response:

- Taupo Volcanic Centre (TVC) eruption: worst-case scenario such as the event of 180 AD;
- Widespread human pandemic;
- Widespread animal epidemic;
- 1:1,000 year earthquake, with the epicentre in, or near Palmerston North; and
- Wellington earthquake: with damage in the Region and high demand on local resources.

The TVC does not feature in the top dozen hazards of the Group. It is believed that the arrangements put in place for volcanic awareness at Ruapehu in conjunction with programmes of the Waikato CDEM Group specifically on Taupo, combined with response arrangements for other hazards, will position the Group well to respond to a TVC event.

The other hazards which may be of national significance will still require activity across the 4Rs to position the Group to prepare for, respond to and recover from emergencies from these hazards. The Group recognises that national direction may be provided during the response phase of these emergencies, and possibly others where national interests are significant.

2.6 Implications for the CDEM Group

The manageability criteria within the risk profile provide important insights into progress within the 4Rs. The implications of this across the 4Rs are as follows:

Reduction implications

Across the significant hazards, and where possible, the level of reduction activity has been good. River flooding issues have been identified by the Regional Council and programmes of flood plain mapping and modelling implemented. The information is shared with Territorial Authorities and the community in an effort to avoid at risk areas.

Earthquake reduction initiatives include improved building codes and the development of earthquake prone building policies, and the identification of critical facilities that are earthquake prone have been undertaken.

The lack of a comprehensive reduction programme has meant that opportunities for economies of scale and consistency of approach have been missed.

Readiness

Readiness levels are perceived to be good for floods, earthquakes and human pandemic but are in need of improvement for lifeline failures (particularly energy), tsunami and animal disease.

The development of a Group-wide baseline survey on readiness would assist in identifying areas requiring improvement, and providing part of a measure of effectiveness for any programmes that might be initiated by members of the Group.

Response

While the risk assessment does not include a detailed assessment of the response procedures, the 'principles' the Group has described in 1.4.2 are encouraging a period of review, consolidation, consistency, best practice and support among Group members.

The Triennial Business Plan describes the initiatives of the Group to improve response management practices.

Recovery

Arrangements for recovery co-ordination are in place within the Group however improvements in response arrangements will be beneficial to recovery efforts.

The objectives and methods for addressing the issues arising from the 4Rs above will help to inform and underpin the CDEM Group approach to risk management throughout the reduction, readiness, response and recovery sections of this Plan.

3. Reduction

3.1 Introduction

Reduction is the process used to identify and manage risks, and it commonly refers to activities that seek to manage risks proactively.

PURPOSE OF THE REDUCTION CHAPTER

To provide guidance to the community on the arrangements, roles, responsibilities and processes that may be implemented in order to achieve long-term comprehensive risk reduction.

COMPONENTS OF THE RISK REDUCTION CHAPTER

- A clear and concise statement of the principles or criteria for risk reduction within the CDEM Group.
- A description of how risk reduction is managed and how reduction challenges are addressed within the CDEM Group.
- A statement of the outcomes sought from CDEM Group reduction activities and descriptions of specific, measurable and achievable risk reduction objectives.
- Descriptions of specific policies, methods and/or tools for delivery of the desired outcomes.

This chapter relates directly to Goal 2 within section 1.4.2:

'Reducing the risks from hazards in the Region'

The National CDEM Strategy defines reduction as:

'...identifying and analysing long-term risks to human life and property from natural or non-natural hazards; taking steps to eliminate these risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurring...'

CDEM Groups have a role to play in reduction under the CDEM Act 2002 by identifying, assessing and managing hazards and risks. This function sits alongside the work of many other stakeholders, including central Government organisations, local authorities, emergency services, and organisations responsible for infrastructure management.

3.1.1 Context

In the New Zealand context, risk reduction occurs within a complex framework. Risk reduction is the responsibility of individuals, communities and organisations, including government at the local, regional and national levels, and many others such as those organisations that manage infrastructure. If risk reduction is to be successful and comprehensive, it requires a collaborative approach between all organisations with reduction responsibilities. Risk reduction in New Zealand has a

focus on effects or outcomes, rather than regulation of hazards and activities. This focus on effects can lead to greater challenges in collectively understanding and managing risks.

The policy framework for hazard management in New Zealand is set by a number of statutes including the Resource Management Act 1991, the Local Government Act 2002, the CDEM Act 2002, the Building Act 2004 and the Soil Conservation and Rivers Control Act 1941. The policy framework includes policies and plans such as Regional Policy Statements and District Plans under the Resource Management Act 1991, and Long-term Council Community Plans under the Local Government Act 2004.

In addition to statutory policies and plans, there are numerous non-statutory tools such as regional and local growth strategies, and hazard and risk management guidelines and plans. While CDEM is only one part of the broad reduction and risk management framework, this Plan presents an opportunity for the Manawatu-Wanganui CDEM Group to:

1. Improve the collective understanding, awareness and management of reduction activities across the Group; and
2. Lay the foundations for long-term integration of risk reduction activities.

Figure 4 illustrates the context of reduction in the Manawatu-Wanganui CDEM Group.

3.2 Reduction Principles and Objectives

3.2.1 Principles

The Manawatu-Wanganui CDEM Group has the following principles for reduction and will:

- Focus on identification and co-ordination of reduction activities among key stakeholders, rather than undertake significant risk reduction projects as a Group;
- Manage risk reduction activities by bringing together a wide range of existing methods and actions that are the responsibility of individual Group members and key stakeholders, using the current risk management framework;
- Prioritise integration of reduction activities according to the following criteria:
 - Risks that have the potential to cause a significant number of deaths or injuries and pose high risks to human life and safety will take precedence over all other priorities
 - Risks that have the potential to cause severe economic losses (particularly for agriculture and tourism), substantial damage to buildings, infrastructure or lifeline utilities will be given a high priority;
 - Risks that are readily manageable and are of most concern to local communities will be regarded as a priority; and

- Risks that can be readily addressed by improving co-ordination and cooperation between emergency management agencies will be regarded as a priority.

3.2.2 Objective

The Manawatu-Wanganui CDEM Group has identified the following objective for reduction:

- To work towards the long-term, strategic reduction of risks through collaborative planning and management with stakeholders.

This objective recognises the need for the Group to play an active role in reduction, in order to help achieve Goal 2 of this plan – “*reducing the risks from hazards in the Region*”. It also recognises the long-term and complex nature of reduction, and the need for the Group to take a measured and realistic approach to influencing reduction over time.

3.3 Reduction Management Challenges

In general terms, the hazard management framework in New Zealand provides a sound basis for risk reduction. Despite this, risk reduction is often time-consuming and complex, and at times, this can lead to an increase in risks due to a lack of understanding of risks and a lack of co-ordination.

There are two key challenges facing the Manawatu-Wanganui CDEM Group and the broader CDEM sector with respect to reduction:

1. Developing a common understanding of the purpose and status of reduction activities and practices; and
2. Promoting and developing linkages between reduction activities within the Group.

In order to address these issues, the Manawatu-Wanganui CDEM Group will need to consider ways to:

- Develop an in-depth understanding of the state of reduction practice in the CDEM Group’s area such as who the stakeholders are, who owns the reduction activity, where the key points of influence are, what is being carried out and what is being achieved;
- Promote a shared understanding amongst all stakeholders of the common objectives to be achieved by risk reduction and how this is to be done;
- Enable monitoring and evaluation of outcomes;
- Increase the connections and co-ordination between CDEM Group Plans and other statutory and non-statutory mechanisms as they relate to risk reduction, such as Long-term Council Community Plans, and Resource Management Act mechanisms (policy statements, regional and district plans);
- Address cross-boundary issues, including cross-group hazards and national versus group hazards; and
- Understand the range of reduction tools available and how to best employ these.

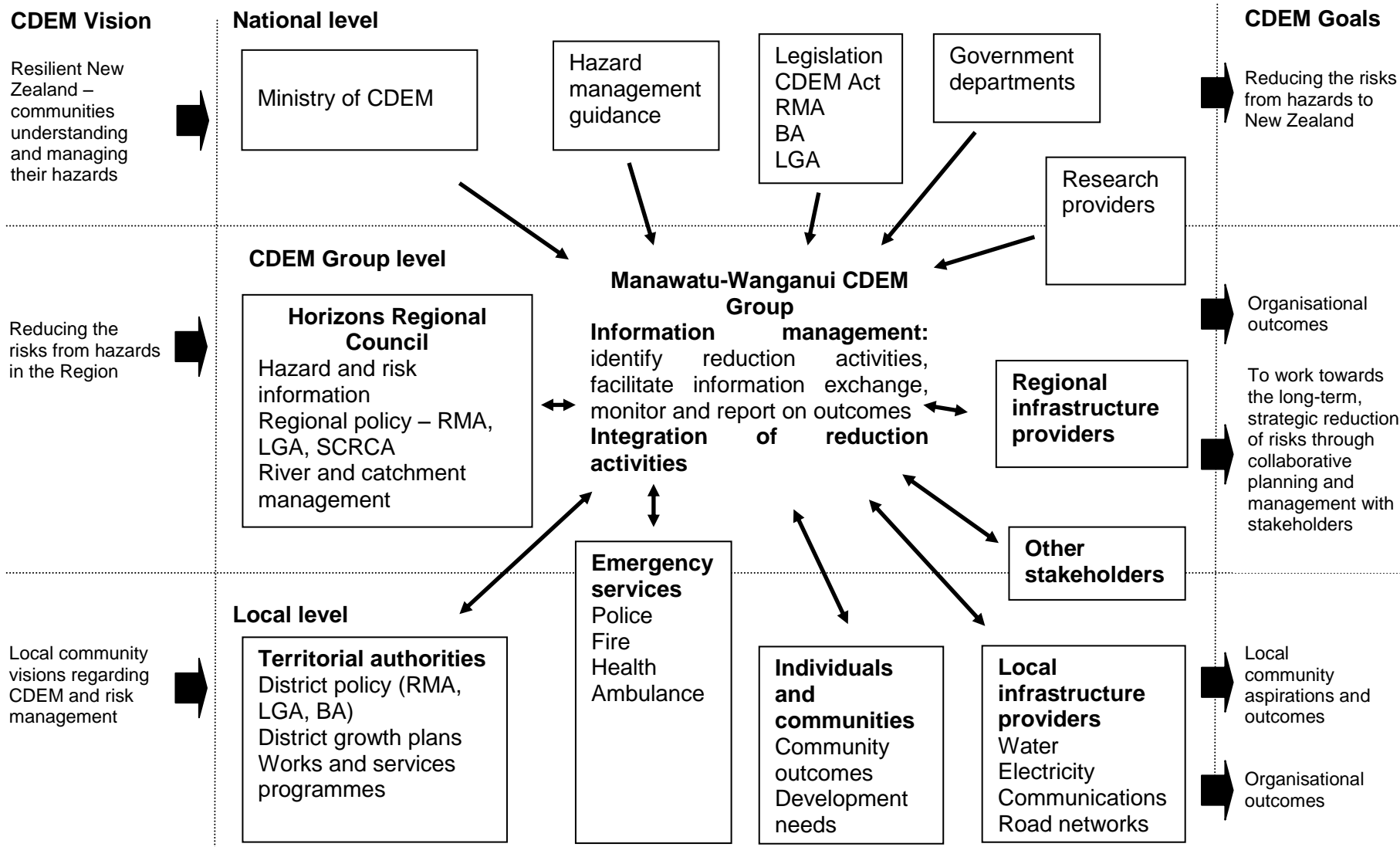


Figure 4 Context of Manawatu-Wanganui CDEM Group reduction

3.4 Reduction Methods and Tools

3.4.1 Methods

There are numerous reduction methods available to address the challenges identified within section 3.3. The Group will focus on co-ordination and integration of reduction activities, and influencing the ongoing work of Group members and other stakeholders.

The **primary methods** the Group will employ for risk reduction over the life of this Plan are:

Information management

- Identification of risk reduction programmes across the Group.
- Development of a Group-wide focus on risk management, and development of a 'Group picture' of collective risk management activities.
- Monitoring and evaluation of risk reduction progress, and effective reporting on outcomes.
- Facilitation of information exchange across the Group.

Integration of reduction activities

- Co-ordination and integration of risk reduction initiatives.
- Influencing future risk reduction programmes.

Information management will take priority for the life of this plan, due to the fact that integration of activities is impossible if they are not clearly documented and presented in a clear and understandable form.

While integration of activities will take a lower priority initially, the Group focus will shift strongly towards integration in the future.

3.4.2 Tools

The following tools will be used by the Group to support the methods:

3.4.2.1 Information management

- **Group Reduction Activities Project**
This project will achieve the key goals of information management – the identification of Group reduction activities, and monitoring, evaluation and reporting on collective activities.
- **GIS Web Portal Project**
The CDEM Group is undertaking the development of a GIS web portal prototype in partnership with Hawke's Bay CDEM Group. The GIS web portal will draw together static and reference data with real-time data. This will provide a platform for risk management planning, as well as response and recovery management. The portal is intended to provide local authorities, emergency services, key stakeholders and the public with information about

the community they live in both day-to-day and during an emergency, without organisations having to radically alter their normal business processes.

- **Lifelines Advisory Group**
The Lifelines Advisory Group plays an important role in reduction, and this Group will be used to promote information exchange and collaboration. Further detail on the Lifelines Advisory Group is provided in section 8.6.3.
- **Central Plateau Volcanic Advisory Group**
This Group has been established in part to facilitate information exchange and co-ordinate reduction activities. Further detail on the Group is provided in section 8.6.4.
- **Flood Plain Mapping**
Part of the Horizons Regional Council contribution to CDEM Group hazard research has been the development of improved flood plain mapping. Developed on a priority basis, mapping has been completed for the highest risk areas. The products of the flood plain mapping project are being used for flood modeling and warning as well as evidence for sustainable residential development in avoiding flood plains.
- **Flood Forecasting**
River height information has for many years been collected by Horizons Regional Council. For some time now, automatic telephone notifications have been issued to subscribers when warning heights are reached. In recent years, the ability to forecast river heights on some of the Region's rivers has also been undertaken, and this information has been published to the Council's website.

In more recent times, the modeling of floods to identify potential areas of inundation based on the flood mapping research and the river height forecasting has also been undertaken. This information is not in the public domain at this time. These projects are funded by the Horizons Emergency Management Office.

3.4.2.2 Integration of reduction activities

The Group recognises that there are various tools and mechanisms already in place that are currently addressing the hazard risks across Manawatu-Wanganui CDEM Group area – some of which are identified in Figure 4. These tools and mechanisms include but are not limited to:

- Legislation
 - Civil Defence Emergency Act 2002
 - Resource Management Act 1991
 - Local Government Act 2002
 - Building Act 2004
 - Soil Conservation and Rivers Control Act 1941
- Statutory and non-statutory planning documents
 - Regional Policy Statements/Regional Plans
 - District Plans
 - Local CDEM Plans

- Regional and District Growth Plans
- CDEM Contingency Plans
- Asset Management Plans
- Business Continuity Plans
- Local and regional infrastructure management plans
- Best practice guidelines and/or standards
 - Hazard management
 - Tsunami hazard management
 - Climate change (including sea level rise)
 - Development near active faults
 - Landslide hazards
 - Flood risk management

The CDEM Group will identify, build upon and complement existing risk reduction mechanisms across the Manawatu-Wanganui CDEM Group, and seek integration over time.

The primary tools the Group will employ for integration of reduction activities over the life of this Plan are:

- **Regional Policy Statement/Regional Plan (Horizons proposed 'One Plan')**
The proposed One Plan is one of the principle tools for hazard management within the Region. This document comprises the Manawatu-Wanganui Regional Policy Statement, Regional Plan and Regional Coastal Plan. Chapter 10 of the proposed One Plan outlines in detail the approach to managing hazards:
 - Set out a clear regional framework for natural hazard management;
 - Improve clarity around the respective roles of the Regional Council and Territorial Authorities under the Resource Management Act 1991;
 - Discourage future residential development and placement of critical infrastructure in areas prone to natural hazard events, particularly areas at high risk of flooding; and
 - Continue to provide information to Territorial Authorities and the general public with regard to natural hazards.
- **District Plans**
District Plans are the key land use decision-making tools under the Resource Management Act 1991. District Plans must give effect to Regional Policy Statements, and must not be inconsistent with Regional Plans. District Plans identify issues with natural hazard management, and objectives and policies to manage the effects of natural hazards.

There are existing connections between Regional and District Plans and work programmes, via the provision of hazard advice and information from Horizons Regional Council to Territorial Authorities. The development of stronger connections between District Plans and the One Plan is a key tool for improving future integration.

- **Integration project**

This project will provide clarity around the role of the CDEM Group in reduction, and likely effectiveness of various reduction tools within the Manawatu-Wanganui Region. The project will:

- Establish realistic objectives around what CDEM Groups need to achieve, be clear on what is achievable, what the realistic timeframes are and promote discussion on the costs and benefits of reduction;
- Develop an understanding of the range of reduction tools available and the effectiveness of these; and
- Develop an understanding of how to maximise the risk management influence and leverage of the CDEM Group.

4. Readiness

PURPOSE OF THE READINESS SECTION

To provide an overview of current levels of organisational and community readiness and to provide assurance that the CDEM Group has the capacity and capability to respond to an emergency.

COMPONENTS OF THE READINESS SECTION

- State the current level of both organisational and community readiness based on the readiness related results of the risk profile chapter of the Group Plan.
- Describe the issues that arise from current levels of readiness within the context of the hazardscape of the CDEM Group area.
- Clearly state readiness objectives relating to the maintenance and enhancement of readiness across the CDEM Group, including planning, training and education.
- Provide an outline of the methods and resources required to achieve these readiness objectives.
- State the arrangements in place to support readiness planning.
- Describe on-going readiness activities.

4.1 Introduction to Readiness

A significant portion of the CDEM Group's work is undertaken as readiness initiatives. Many of the arrangements made in this phase of emergency management set in place the arrangements, standards and processes for response. A number of the objectives in this chapter of the Plan therefore have an operational focus.

The readiness objectives are to:

- Advance co-ordinated and integrated emergency planning by key agencies, refer to 4.2;
- Describe the arrangements for co-operation and co-ordination within the CDEM Group and partner agencies, refer to 4.3;
- Provide and promote standards and training for key roles within the CDEM Group, refer to 4.4;
- Describe the arrangements for co-operation and co-ordination with other CDEM Groups, refer to 4.5;
- Establish and maintain advisory groups to facilitate the development of a comprehensive 4Rs emergency management sector, refer to 8.6;
- Describe the appointments and delegations made to, and by, the CDEM Group and others, to give effect to the emergency management arrangements described in the Plan, refer to 8.9; and

- Describe the roles and responsibilities of agencies 9.14.

Advisory groups are described in section 8.6 on page 94.

The appointment and delegations made to, and by, the CDEM Group are described in section 8.9 on page 99.

4.2 CDEM Group Readiness and Co-ordinated Planning

The process of planning is often the most productive part of planning. The opportunity to plan an approach to hazard and risk management with other agencies encourages co-ordinated and integrate planning. This leads to clarity of roles and responsibilities, timelines for response and the judicious use of resources.

Three levels of documentation will be encouraged by the CDEM Group to advance co-ordinated and integrated emergency planning for specific hazards or risks by key agencies:

- Strategies;
- Contingency plans; and
- Action plans.

| Strategies | Contingency plans | Action plans |
|---|---|---|
| <ul style="list-style-type: none"> • Set the ground rules for 4Rs planning and co-operation on a specific hazard or risk • Provide for interested parties to meet and discuss arrangements • Provide for co-ordinated reduction and readiness activities • Provide for co-ordinated contingency and action plans • Provide for co-ordinated education and awareness activities | <ul style="list-style-type: none"> • Describe response actions and arrangements • Set the framework for agencies to develop action plans • Provide for inter-agency auditing of action plans to ensure consistency • Set levels of response, trigger levels and describe agency actions | <ul style="list-style-type: none"> • Specify agency plans and describe actions taken by that agency for the levels of response defined in the contingency plan • Integrate with agency procedures and other response activities |

Table 2 The relationship between Strategies, Contingency Plans and Action Plans

4.2.1 Pandemic

The Manawatu-Wanganui CDEM Group has developed a Pandemic Plan to provide clarity around leadership, co-ordination, and agency roles and responsibilities in support of health agencies to any threatened or actual outbreak of pandemic influenza. During the term of this CDEM Group Plan, the Pandemic Plan will be reviewed and brought into alignment with the strategic/contingency approach to planning.

Once approved by the CDEM Group, the Pandemic Strategy will be incorporated by reference into the CDEM Group Plan under section 51 of the Act.

4.2.2 Tsunami

The Manawatu-Wanganui CDEM Group Tsunami Strategy is being drafted in parallel with this CDEM Group Plan. Once approved by the CDEM Group, the Tsunami Strategy will be incorporated by reference into the CDEM Group Plan under section 51 of the Act.

4.2.3 Volcanic

The Central Plateau Volcanic Strategy is being drafted in parallel with this CDEM Group Plan. Once approved by both the Manawatu-Wanganui and Waikato CDEM Groups, the Volcanic Strategy will be incorporated by reference into the CDEM Group Plan under section 51 of the Act.

4.2.4 Evacuation

The Manawatu-Wanganui CDEM Group will draft an Evacuation Strategy. This Strategy will be consistent with Director's Guideline DGL 07-08 Mass Evacuation Planning and, once approved, will be incorporated by reference into the CDEM Group Plan under section 51 of the Act.

4.3 CDEM Group Operational Arrangements

The CDEM Group must ensure that minimum capacity and capability standards are maintained to ensure an effective response to the affected communities and for the co-ordination of responding agencies.

Each member of the Group will ensure that it maintains an appropriate number of trained and competent staff. These staff will form a cadre of expertise for Welfare Centre, Emergency Operations Centre and Emergency Co-ordination Centre operations. The standardisation of documentation, systems and procedures will help to facilitate the re-deployment of staff during an emergency. Standardised documentation of procedures will include:

- Warning procedures;
- Activation procedures (EOC);
- Welfare Centre procedures; and
- Communications procedures.

4.3.1 Emergency Co-ordination Centre

Regionally significant events are defined with the following characteristics:

- Due to the magnitude or geographic spread of the incident(s), one or more local EOCs have been activated and Group co-ordination of critical resources is required; or
- A warning of a significant event that will have wide-spread impacts has been received; or
- Co-ordinated assistance is required to support another CDEM Group.

A state of local emergency may or may not be declared for the event to be regionally significant.

The Group's Emergency Co-ordination Centre (ECC) is normally located at Horizons Regional Council's Regional House, Victoria Avenue, Palmerston North. The ECC is activated whenever an emergency response by the Group is being initiated whether or not an emergency has been declared.

The role of the ECC is to:

- Collect, collate, analyse and disseminate intelligence and information about the event;
- Provide advice to the NCMC on the nature of response within the Group;
- Provide advice to EOCs on response and gathered intelligence; and
- Co-ordinate the responses of regional level agencies in support of the local response.

4.3.2 Emergency Operations Centres

The Group has identified a number of facilities that may operate as fixed Local Emergency Operations Centres (EOCs). These venues are:

- **Taumarunui**, Ruapehu District Council, Huia Street;
- **Wanganui**, Wanganui District Council, Guyton Street;
- **Marion**, Rangitikei District Council, High Street;
- **Feilding**, Manawatu District Council, Manchester Street;
- **Dannevirke**, Tararua District Council, Denmark Street;
- **Palmerston North**, Palmerston North City Council, The Square; and
- **Levin**, Horowhenua District Council, Oxford Street.

The role of the EOC is to:

- Collect, collate, analyse and disseminate intelligence and information about the impact of the event locally;
- Provide advice to the ECC on the nature of the response locally and any assistance that may be required;
- Co-ordinate the response of local agencies;
- Activate Welfare Centres to service the needs of the affected communities;
- Keep decision makers, responders and the local community informed.

Each Territorial Authority member of the Group maintains the EOC identified within its jurisdiction. The local EOC may be activated at the request of responding agencies, the Local Controller, or the Group Controller.

The Group has also identified that a flexible approach to the ECC and EOCs is desirable. A temporary ECC or EOC may therefore be established in a venue other than those described above to suit the needs of the emergency.

The Group also recognises that EOCs for certain businesses or response agencies will also be established. Clear naming of these EOCs will avoid confusion about the role of the facility, e.g. Public Health EOC or power company EOC. Where appropriate, agencies providing critical information to support a response may provide liaison or advisory officers to another EOC. A Liaison Officer provides a link between agencies to quickly source information or provide situation updates. This person is not a technical advisor on all aspects of the agencies business. An Advisory Officer is a technical specialist who represents their agency for decision making on technical issues.

4.3.3 Welfare Centres

Welfare Centres are temporary facilities established, in a venue recognised by the community, in order to provide a focal point for members of the community during an emergency. Centres will be resourced to a minimum standard and have a small team of staff who understand the operation of Welfare Centres in the CDEM environment.

The nature of the event will determine the services being provided through a Welfare Centre. These services and a plan of action will be determined by the staff of the EOC activating the Centre. Services may include:

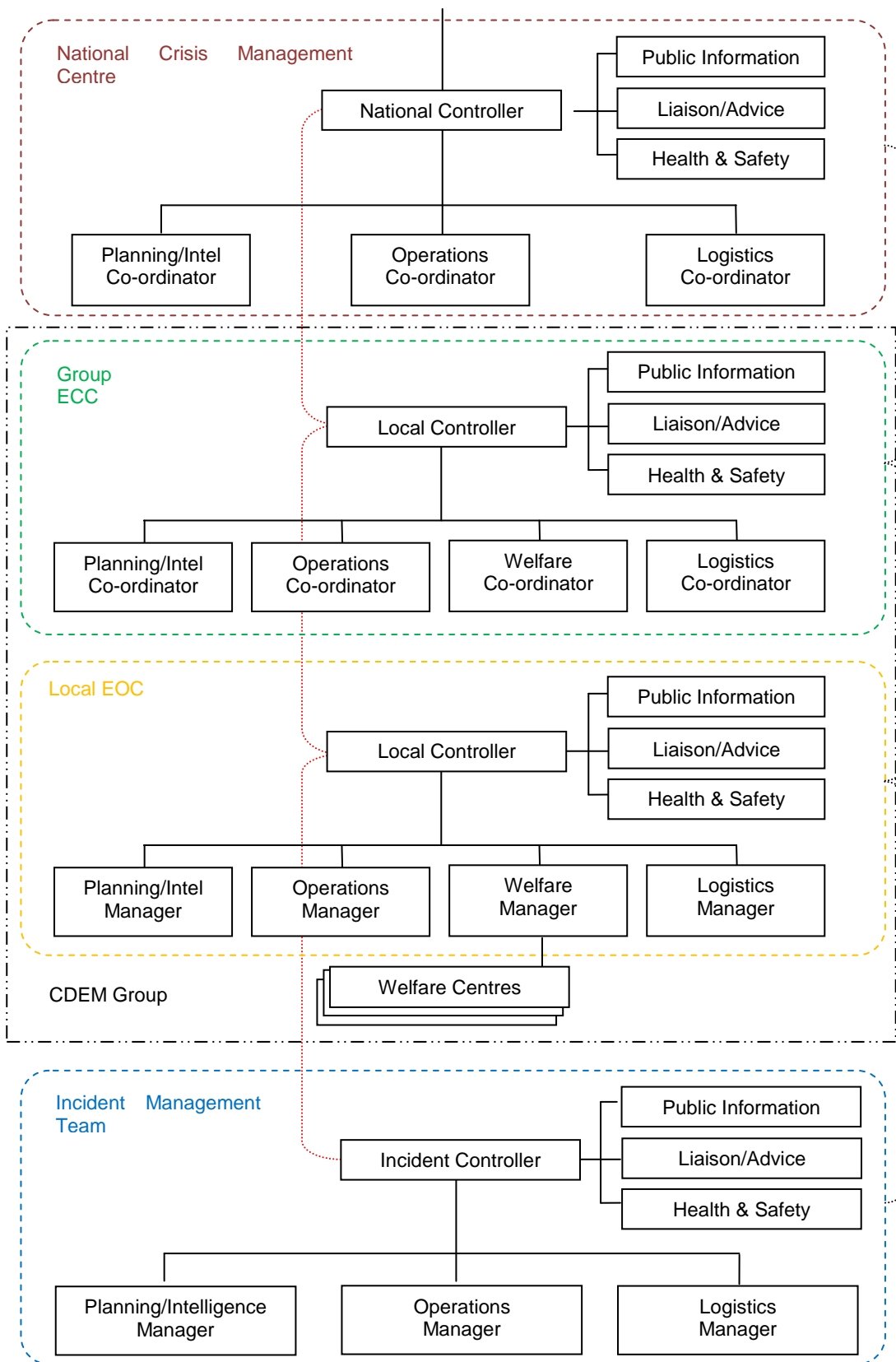
- Information on the event and response;
- Temporary shelter;
- Registration of evacuees;
- Enquiries;
- First aid and counselling support;
- Registration of offers of assistance;

- Registration of requests for assistance;
- Distribution of goods and supplies;
- Contact with welfare agencies; and
- Refreshments.

A list of Welfare Centres is contained in Annex 9.15 on page 143.

4.3.4 Radio sites

In addition to Welfare Centres, some areas have been identified as benefiting from emergency communications but do not warrant resourcing to Welfare Centre level. In these cases, a CDEM radio may be installed in a location recognised by the community. These locations are referred to as radio sites.



4.4 Training standards

Key emergency positions and roles within the Group have been identified and training standards accepted to ensure consistency of training, recognition of industry best practice and measures of capability and capacity. The training standards endorsed by the Group are contained in annex 9.16 and further detail is contained in the Group Training Strategy.

Consistency of processes across the Group will assist with consistency of training packages developed by the Group. For example, Operations Manager training developed for Horowhenua should be applicable in Ruapehu. Co-ordination of training initiatives is included in the CDEM Group Triennial Business Plan.

Currency of training is expected to ensure that emergency management staff are up to date with systems and procedures of the Group. A five year cycle of re-validation should be undertaken by staff. Re-validation and certification will follow a transition programme taking full advantage of recognition of prior learning.

Additional training for staff may also be required and will be provided to meet operational needs. This may include: air logistics management, welfare reconnaissance, impact assessments, survey management, rescue, first aid, clean-up management, event mapping, grocery distribution, donated goods management, volunteer management, and computer based systems, (e.g. information management and registration).

4.5 CDEM Group support

The specific nature of the support that one CDEM Group can provide another during the response and recovery phases of an emergency will depend on the circumstance prevailing at the time, including the extent to which the emergency has affected each CDEM Group. The support outlined below is therefore conditional and will be provided on a best endeavours basis having regard for the circumstances.

4.5.1 Consultation on priorities

The CDEM Group agrees to consult on priorities for resources with other CDEM Groups affected by an emergency. This includes and without limitation, equipment, material, services and personnel. Competing demands for resources are always likely to be evident, particularly where the emergency affects both parties, and active consultation to resolve competing demands and achieve optimum resource allocation will have precedence over all other mutual support activities.

4.5.2 Support that can be considered

This list is neither inclusive nor exclusive, and any requests for specific support from one CDEM Group to another will be considered on its merits.

- Personnel
 - Persons trained in emergency operations centre, information management, welfare centre operations and lifelines co-ordination
 - Radio operators

- Rescue personnel
- Media Liaison Officers/Public Information Managers
- Technical and other specialists
- Equipment and materials
 - Stocks on hand of particular items or supplies, e.g. portable radios and EOC equipment
 - Facilitation with purchasing/ordering particular items or supplies through locally contracted agreements
- Logistics management
 - Management of air, rail and other supply points outside of the CDEM Group area that are being used for logistics and supply chain operations
- Evacuee management
 - Management of evacuees arriving from the affected area, including registration and arranging food, clothing and temporary accommodation where necessary

4.5.3 Planning and other activities

The CDEM Group agrees that no opportunity should be lost to share and co-ordinate planning and other activities for mutual benefit. This list describes those activities that are intended to happen routinely or as a matter of course.

- **Routine consultation:** the CDEM Group will maintain regular contact and conduct face-to-face consultation as necessary or desirable.
- **Sharing of plans and other material:** the CDEM Group undertakes to share access to all plans and procedures to facilitate a common approach to planning and ensure that co-ordination and coherency between the plans of each CDEM Group is maximised.
- **Hazard/risk management:** the CDEM Group undertakes to share access to data on hazards and the risk treatment measures that are being employed. Where CDEM Groups share a common hazard on their boundary, mutual agreement on risk treatment will be obtained before new measures are employed by each party.
- **Training co-ordination:** the CDEM Group will keep others informed of training courses scheduled in the Annual Training Plan. Access to courses within the CDEM Group will be made available to other CDEM Groups on a space-available basis.
- **Exercise participation:** the CDEM Group will keep others informed of exercises scheduled in the Annual Training Plan and encourage active participation or the provision of observers/assessors in those exercises.

4.6 Community Readiness

The CDEM Group recognises that communities understanding their hazards and risks is the first step in reducing the potential impacts from emergencies. Furthermore, to enable communities to be actively involved in risk reduction and readiness is the ultimate vision of the Group.

The CDEM Group has developed a Public Education and Information Strategy, the purpose of which is to provide a framework for the CDEM Group to communicate with its various communities. The Strategy includes communications for the purposes of public education/awareness to promote risk reduction and readiness before an emergency happens, as well as public information during an emergency.

The Public Education and Information Strategy is incorporated by reference under section 51 of the Act.

The results of a baseline public awareness survey will provide greater clarity when developing programmes for improving community understanding and readiness. These programmes will be described in the Annual Action Plans of members in supporting the Triennial Business Plan.

5. Response

PURPOSE OF THE RESPONSE CHAPTER

To provide key stakeholders, partner response organisation and the community with an outline of the policies and framework intended to be activated, deployed and co-ordinated during incidents and emergencies within the CDEM Group area.

COMPONENTS OF THE RESPONSE CHAPTER

- A clear and concise statement of principles or criteria for response within the Group.
- Objectives and outcomes sought in order to deliver on those objectives.
- Specific policies, methods and/or tools for delivery of the desired outcomes.
- Provide a clear organisational framework for all emergency response organisations to work within at CDEM Group and, where relevant, local levels.
- Ensure clarity of emergency response roles, functions and responsibilities.
- Avoid duplication of effort and unco-ordinated responses.
- Ensure emergency impact and response information is collected, collated, analysed, shared and acted upon in an effective and timely manner.
- Describe how the CDEM Group will support other Groups during an emergency.

5.1 Introduction to Response

The response phase of an emergency is typically the shortest phase. Response starts prior to an emergency being declared and lasts until the normal (albeit expanded) systems can accommodate recovery processes.

5.1.1 Response principles

The CDEM Group has, as one of its fundamental principles, 'locally delivered and centrally co-ordinated emergency management'. The National Civil Defence Emergency Management Plan Order 2005 describes the principles of response as:

59 Principles

1. *Agencies should respond to an emergency by activating their own plans and co-ordinating with the lead agency.*
2. *Within the constraints that the emergency creates, each agency, operating within its own jurisdiction, must co-operate with inter-dependent agencies to:*
 - a. *assess the impact of an event on its own staff, assets, and services; and*

- b. *activate its own continuity and emergency arrangements; and*
 - c. *maintain or restore the services it provides; and*
 - d. *communicate with lead agencies, other responders, and the public; and*
 - e. *align response activities with other agencies to avoid gaps and duplications.*
3. *In addition, the emergency services are expected to:*
- a. *assess the effect of an event on the community; and*
 - b. *co-ordinate the local efforts of their agency; and*
 - c. *communicate assessments and actions with the appropriate lead agency.*

National Civil Defence Emergency Management Plan Order 2005

The levels of response and roles of Controllers adopted by the Group to give effect to these national principles are described in 5.2.2.

5.1.2 Response objectives

The National Civil Defence Emergency Management Plan Order 2005 provides the sector with response objectives. These are:

59 Principles

4. *Emergency response objectives include:*
- a. *preservation of life; and*
 - b. *prevention of escalation of the emergency; and*
 - c. *maintenance of law and order; and*
 - d. *care of sick, injured, and dependent people (first aid, medical, evacuation facilities, and welfare); and*
 - e. *provision of essential services (lifeline utilities, food, shelter, public information, and media); and*
 - f. *preservation of governance (continuity of the machinery of government); and*
 - g. *asset protection, including buildings and historic heritage assets (including structures, areas, landscapes, archeological sites, and wahi tapu); and*
 - h. *protection of natural and physical resources (to the extent reasonably possible in the circumstances); and*
 - i. *preservation of economic activity.*

National Civil Defence Emergency Management Plan Order 2005

5.2 Levels of emergency

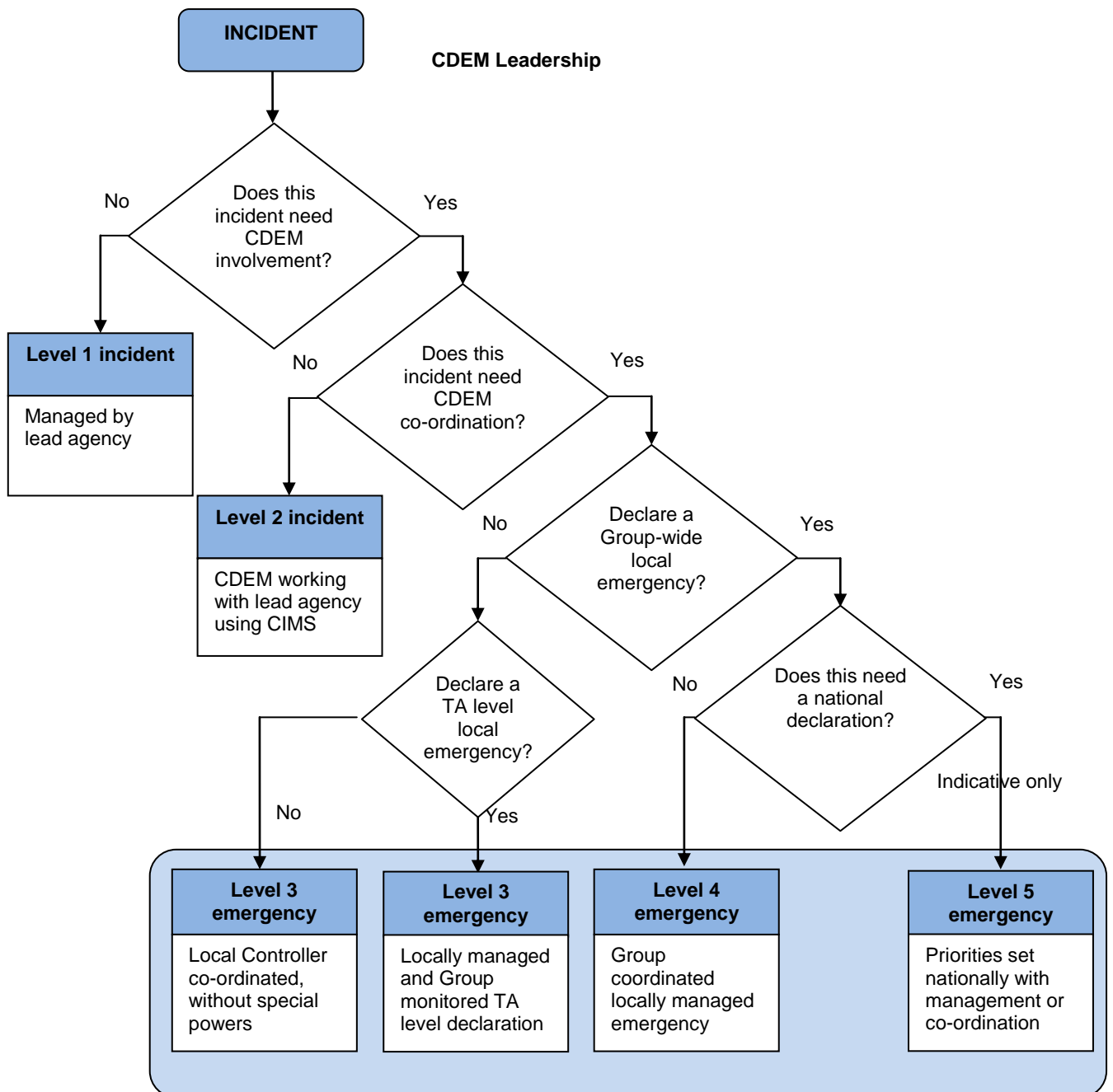
The Group recognises five levels of emergency. These levels are consistent with those described in the Guide to the National Civil Defence Emergency Management Plan:

Table 3 Levels of emergency

| Level | Comment |
|---------|---|
| Level 1 | Single-agency incident with on-site co-ordination: A local incident or response with activities dealt with by an emergency service, local authority or other responsible organisation probably through an Incident Control Point (ICP) but probably without the activation of an Emergency Operations Centre (EOC). Level 2 may be activated if more than one organisation is, or is likely to be, involved. |
| Level 2 | Multi-agency incident with on-site, local co-ordination at an ICP; these are managed by the Incident Controller reporting to the relevant lead agency: Localised incident dealt with by the emergency services and or local government, where inter-agency co-ordination, using CIMS, is required. Localised co-ordination may be provided from an ICP-type facility either established at the site, or from a pre-established facility such as a local authority service centre, 'airport EOC' or similar. A local authority or agency EOC is not likely to be activated in support of a single incident if sufficient co-ordination is able to be provided at Incident Control Point level, but may be if required. <i>NB: local CDEM staff will monitor the situation if not directly involved and support the response where necessary.</i> |
| Level 3 | A multi-agency emergency led by the CDEM Group, or a state of local emergency below CDEM Group-wide (district or ward); at this level, CDEM Group support and co-ordination may be required and the incident may be monitored by the National Controller: An emergency response involving several response organisations and/or several incidents, where co-ordination and direction of the response and resources is required. EOCs should be activated by lead or co-ordinating organisations in support of Incident Controllers, whether a state of local emergency has been declared or not. <i>NB: responding agencies may request the Local Controller to undertake a co-ordinating role without a local emergency having been declared. The Group's Emergency Management Office will monitor the situation and support the response where necessary.</i> |
| Level 4 | A multi-agency emergency with more significant consequences than in level 3; co-ordination may be required between agencies or areas or both; CDEM Group ECC level support and co-ordination is required; CDEM Group-wide declaration made or being considered; national monitoring will occur and national support is available: An emergency that is regionally significant, or where the response and resources provided to a single or multiple EOCs would benefit from being co-ordinated. This level of co-ordination is provided from a Group Emergency Co-ordination Centre (ECC). A state of local emergency should be declared and Group co-ordination initiated. |

| Level | Comment |
|---------|---|
| Level 5 | A state of national emergency exists or the local emergency is of national significance; at this level, co-ordination by the National Controller will be required: An emergency that is nationally significant, or requires national co-ordination and support for regionally co-ordinated responses. The respective national co-ordination facility, such as the National Crisis Management Centre (NCMC) or National Health Co-ordination Centre (NHCC), will be activated to support Group ECC/EOCs, which will in turn be supporting participating local/agency EOCs. A state of national emergency does not necessarily have to have been declared for this level of co-ordination to be initiated. |

5.2.1 Levels of emergency – decision tree



5.2.2 Response arrangement matrix

| Event level | Event description | EOC role | ECC role | Controllers role | Actions to support Controllers | Remarks |
|--|---|--|---|---|---|---|
| Level 1 Agency Incident Controller | Single agency incident with on-site co-ordination probably through an ICP. Can be dealt with by the agency without additional support, possibly using CIMS. | <ul style="list-style-type: none"> Agency ICP may be activated (EOC possible but unlikely) to support field based activities. No role for Group's Local EOC. | <ul style="list-style-type: none"> No role for the Group ECC. | <ul style="list-style-type: none"> Incident Controller probably from agency operating within agency procedures. No role for Local or Group Controller. | <ul style="list-style-type: none"> Defined by agency procedures. | <ul style="list-style-type: none"> No declaration of local emergency by Group. |
| Level 2 Lead agency Incident Controller | Multi-agency incident with on-site co-ordination at an ICP or EOC. Can be dealt with by agencies using agreed procedures and CIMS structure. Incident Action Plan developed. | <ul style="list-style-type: none"> Agency EOCs may be activated to support field based activities. Possible role for Group's Local EOC only if requested by the Incident Controller. | <ul style="list-style-type: none"> No role for the Group ECC. The Group's Emergency Management Duty Officer may monitor and support the local CDEM duty officers. | <ul style="list-style-type: none"> Incident Controller to manage resources made available for best effect on site, keeping agencies, media and the public informed as appropriate. No role for Local or Group Controller. | <ul style="list-style-type: none"> Apply CIMS principles and structure. Local CDEM Duty Officer may monitor and support if required and keep Local Controller informed. | <ul style="list-style-type: none"> No declaration of local emergency by Group. EMOs/Duty Officers may liaise and support each other. Local Controller may support and advise if requested. |
| Level 3 Local Controller supported | Multi-agency incident with on-site co-ordination, and/or multiple single agency incidents, that would benefit from co-ordination. | <ul style="list-style-type: none"> Local EOC activated to the extent necessary to assist with co-ordinating the response. Heads up for full activation of the EOC. | <ul style="list-style-type: none"> ECC activated to monitor, support and report on activities of the EOC and co-ordinate regional level agencies. | <ul style="list-style-type: none"> Local Controller providing local advice and direction without use of special powers. | In addition to above: <ul style="list-style-type: none"> Incident Controllers to inform Local Controller. Maximise intelligence gathering. | <ul style="list-style-type: none"> No declaration of local emergency by Group. Local emergency to be considered by declarer in conjunction with EMC where possible. |

| Event level | Event description | EOC role | ECC role | Controllers role | Actions to support Controllers | Remarks |
|---|--|---|--|--|---|--|
| | | | | <ul style="list-style-type: none"> Group Controller monitoring through ECC and direct liaison with Local Controller. | <ul style="list-style-type: none"> Establish priorities for response. Manage deployment of resources for best effect. Provide considered responses to media interest and implement public information initiatives. Provide effective liaison with responding agencies. Understand statutory limitations. | <ul style="list-style-type: none"> MCDEM Duty Officer notified. |
| Level 3 Local Controller led | Local emergency being co-ordinated by Local Controller. | <ul style="list-style-type: none"> Local EOC fully activated to co-ordinate responses by local agencies and support the affected community. Liaison with responding agencies. | <ul style="list-style-type: none"> ECC activated to the extent necessary to support the EOC. Heads up for full activation of the ECC. Liaison with relevant agencies. | <ul style="list-style-type: none"> Local Controller takes the lead in co-ordinating local response. Group Controller supports the local response and provides advice and assistance. | In addition to above: <ul style="list-style-type: none"> Local emergency declared for affected area (see sections 8.9.1 and 9.5). | |

| Event level | Event description | EOC role | ECC role | Controllers role | Actions to support Controllers | Remarks |
|--|--|---|---|--|--|--|
| Level 4 Group Controller led | Local emergency being managed by Local Controllers and co-ordinated by the Group Controller. May be the result of a warning of a significant event that will have regional impact. May be required to support another CDEM Group. | <ul style="list-style-type: none"> Continue as for level 3. | <ul style="list-style-type: none"> ECC fully activated to co-ordinate Group-wide response and to support EOC activities. Liaison with regional level responding agencies and MCDEM. | <ul style="list-style-type: none"> Local Controllers continue to take the lead locally within the priorities set by the Group Controller. Group Controller provides strategic advice and direction to ensure Group-wide priorities are met. | <i>In addition to above:</i> <ul style="list-style-type: none"> Local emergency terminated (see sections 8.9.1 and 9.7) and new emergency declared for wider area (if appropriate). | <ul style="list-style-type: none"> The new emergency should be declared first and the old emergency terminated. There should be no gap in the period covered by the declarations. |
| Level 5 National Controller led | National emergency being managed by Local Controllers, co-ordinated by the Group Controller in accordance with the priorities set by the National Controller. | <ul style="list-style-type: none"> Continue as for levels 3 and 4. | <ul style="list-style-type: none"> Continue as for level 4. | <ul style="list-style-type: none"> Local Controllers continue to take the lead locally within the priorities set by the Group Controller. Group Controller provides strategic advice and direction to ensure Group-wide priorities are met within the priorities set by the National Controller. | <ul style="list-style-type: none"> Continue as for level 4. | |

The procedural documentation developed by the Group will be consistent with the levels of emergency.

5.3 Warnings

Warnings are issued on a regular basis by agencies with a mandate to advise other agencies and the public of impending and potentially hazardous situations. The nature of these warnings includes:

- Rain
- Wind
- Snow
- Lahar
- Flood
- Tsunami
- Fire danger
- Storm surge
- Land instability
- Volcanic unrest
- Volcanic eruption
- Road conditions
- Rising river levels
- Lifeline service failure

Warning agencies are responsible for the dissemination of warnings to agencies and individuals concerned, and to the public where appropriate. Agency procedures will then determine what action to take.

5.4 Declaration processes

The persons authorised to make a declaration under the Act, and the order of preference, are identified in annex 9.2 and section 8.9.1.

The processes for declaring, extending or terminating a state of emergency are defined in sections 25 and 70-73 of the Act. An amendment to the Act from March 25th 2012 has introduced changes in declarations as follows:

- A state of local emergency comes into effect immediately upon signing the declaration;
- The declaration is effective for seven days exactly. For example, if you sign a declaration at 09:35 on Friday, the declaration will expire at 09:35 on the following Friday;
- The declaration may not state a later time for the declaration to come into effect. It is in effect immediately;
- The declaration may be terminated by declaration prior to the seven days expiring;
- The declaration may be extended by declaration and comes into force immediately before the state of emergency would have expired;
- A declaration extending a state of local emergency expires seven days after the time and date on which it came into effect; and
- A declaration terminating a state of local emergency also comes into effect immediately upon making the declaration.

The second significant amendment to the Act that has effect from the 25th March 2012 relates to declarations being superseded. Where a state of local emergency is in effect in an area (e.g. a ward within a district) and the declaration is to be expanded to include a wider geographic area including the area that has already been declared, the original declaration is automatically terminated and the new declaration takes effect. Examples of this are:

- Declaration for one or two wards is expanded to include the whole district. The declaration for the wards expires and the district wide declaration starts;

- Declaration for one or two districts is expanded to include the whole CDEM Group. The district wide declarations expire and the Group-wide declaration starts.
- Group-wide declaration is in effect when a national emergency is declared covering the Group. The Group-wide declaration expires and the national declaration starts. Note however that if the national declaration does not cover the Group, then the Group-wide declaration remains in effect.

Use of the check list, consideration of the community's ability to cope with the emergency, the benefits of co-ordination and the need to utilise the functions and powers of the Controller should all be considered. This is often best achieved through a declarer's briefing involving responding and key supporting agencies, the Controllers, and the person considering declaring. Declaration check list and process forms are contained in annex 9.4 on page 120.

Where any member of the Group considers that the functions and powers of the Group Controller need to be enacted, (i.e. any time a local emergency is declared, refer to 8.9.4) it is strongly recommended that the Group Controller is included in the briefing prior to the emergency being declared. It is recognised however that in some circumstances this may prove difficult. The functions and powers of the Group Controller have been delegated to Local Controllers (section 8.9.2), in addition to the powers they have as of right, and these should be utilised wherever practicable for the localised management of localised emergencies.

Continued consultation throughout the emergency between the Local and Group Controllers is essential to ensure that appropriate advice and direction can be provided by the Group Controller.

Following the decision to make a declaration, either declaring, extending or terminating a state of local emergency, the appropriate form (annexes 9.5 to 9.7) should be completed. The person making the declaration must then give notice to the public of the declaration by any means of communications that are reasonably practicable in the circumstances.

The local authority member making the declaration will ensure that the declaration is published in the Gazette as soon as practicable. Group-wide declarations will be published by the administering authority.

5.5 Activation of Emergency Facilities

The CDEM Group has three levels of facility and services for use during an emergency. These are described further in sections 4.3.1 to 4.3.3.

5.5.1 Emergency Operations Centre and Welfare Centres

Local Controllers are in the best position to determine the need for activation of the local EOC and Welfare Centres and will ensure that the Group Controller is informed of these requirements. Local Controllers will be guided by emergency services and other responders to the level of emergency. EOCs and Welfare Centres are described in further detail in sections 4.3.2 and 4.3.3.

5.5.2 Emergency Co-ordination Centre

The CDEM Group's ECC will be activated by staff of the Regional Council in accordance with the Council's procedures.

5.5.3 National Crisis Management Centre

The National Crisis Management Centre (NCMC) is Government's facility for co-ordinating events of national significance and is located in the basement of the Beehive in Wellington. The Ministry of Civil Defence & Emergency Management is the agency responsible for ensuring the NCMC is maintained in an operational state. Activation of the NCMC is typically undertaken by the Ministry however in some instances, the Ministry may not be the lead agency for the co-ordination of Government response, e.g. terrorism and pandemic response.

The NCMC will be activated when Group ECCs are activated. Routine communication between the Group ECCs and the NCMC will ensure that Government and departments are informed about emergency issues.

5.6 Co-ordination Arrangements

5.6.1 Local co-ordination

Incident Controllers will be supported by liaison officers and advisors at the Incident Control Point wherever possible. As multiple incidents develop, liaison officers and advisors may be required to support the activation of a local EOC. Close contact with the Incident Controller will still be required.

Local agencies are encouraged to be co-ordinated through the local EOC during larger scale events. Provision of liaison officers or advisors in the local EOC is appropriate where resources and space requirements permit. If resourcing is difficult and agencies are local, liaison officers and advisors may need a point of contact within the local EOC to ensure that they can be kept up to date. Where agencies are of a regional nature, liaison officers and advisors may need to be located at the Group's ECC.

Local EOCs will provide regular reports to the Group ECC to ensure a co-ordinated response.

5.6.2 Group co-ordination

Where agencies provide services across a significant part of the Group's area, liaison and advice may be most practically provided through the Group's ECC. This will ensure a fair and consistent approach by agencies across the Group and maximise the use of resources.

5.6.3 National co-ordination

The Group will provide regular reports to the Ministry of Civil Defence & Emergency Management, which is likely to be domiciled in the National Crisis Management Centre. This will ensure a fair and consistent approach by agencies across New Zealand and maximise the use of resources.

Regional offices of national level agencies may receive direction from their national offices regarding the delivery of agency responsibilities. Group responses must be managed within the constraints of these national level directives.

Likewise, the Group Controller may receive direction from the National Controller. Controllers may not act in a manner contrary to the priorities for the use of resources and services that have been determined by the National Controller (s. 28(4)).

5.6.4 International support

A major emergency in New Zealand may generate offers of assistance from overseas governments and non-governmental organisations, or necessitate requests from New Zealand for external help.

International agencies responding to emergencies in New Zealand will be co-ordinated by the National Controller. Where multi or bi-lateral arrangements exist between Government and non Government agencies, incoming support will be aligned to those New Zealand agencies. Any other agencies will be directly co-ordinated through the National Crisis Management Centre.

To assist New Zealand to co-ordinate international assistance, a United Nations Disaster Assessment and Co-ordination (UNDAC) team may be deployed into New Zealand. This team would be under the direction of the National Controller. The terms of reference for the UNDAC team would provide for the co-ordination arrangements between the international agencies and the National Controller.

5.7 Agency Roles and Responsibilities

A detailed description of key agency roles and responsibilities is contained in annex 9.14 from page 141.

Further clarity is provided below on some significant emergency functions not detailed in the annexes.

5.7.1 Fast moving consumer goods

The importance of continuing to supply communities with food and grocery items during an emergency is not to be underestimated. The commercial supply chain logistics associated with the provision of fast moving consumer goods (FMCG) is a multi-billion dollar business that cannot be replicated by the emergency management sector.

The FMCG sector expects to continue providing its services during an emergency and will work closely with CDEM Groups to this end. Information exchange and co-ordinated decision making will assist both the FMCG and CDEM sector to meet community needs. The CDEM Group recognises that FMCG business continuity is of national significance and will work to support national efforts.

The connection between FMCG and the CDEM Group in Manawatu-Wanganui is through the Lifelines Advisory Group.

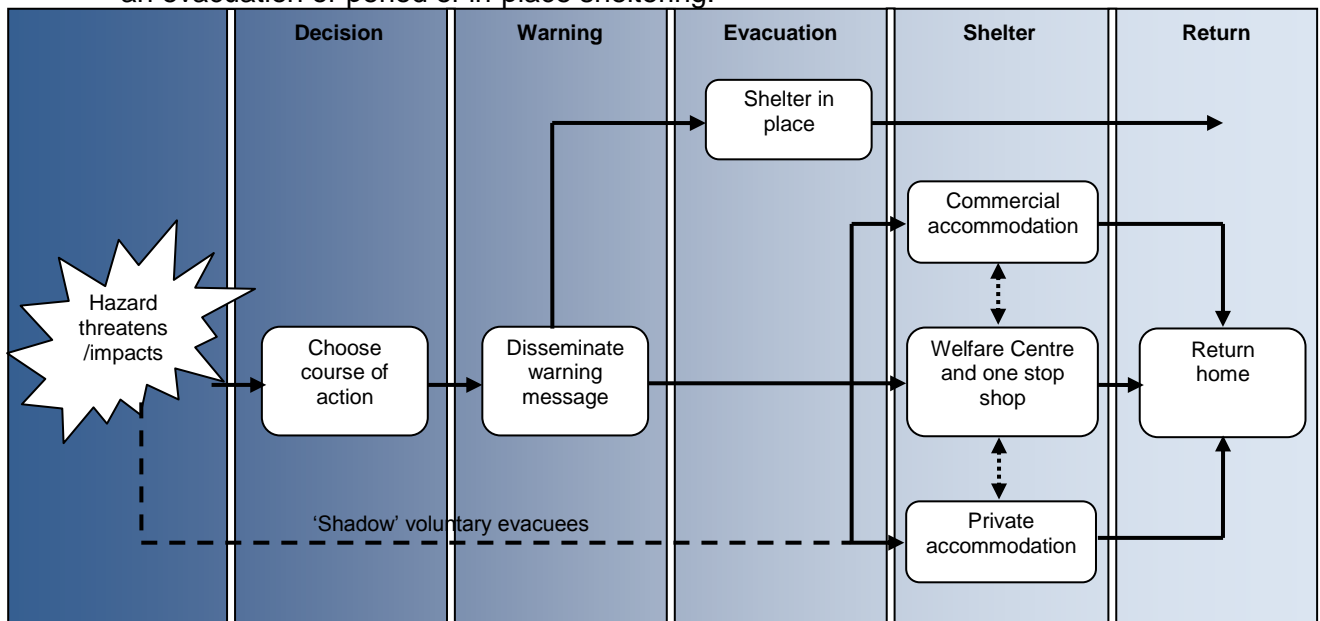
5.7.2 International search and rescue

Following a significant earthquake it is likely that international urban search and rescue teams will be requested to support the response. Many of these teams will recognise the international arrangements described by the International Search and Rescue Advisory Group (INSARAG). Teams will deploy as quickly as possible to the most severely impacted sites to support and assist the New Zealand Fire Service in performing its urban search and rescue (USAR) functions. The New Zealand Fire Service is responsible for co-ordinating USAR operations.

International USAR teams will be anticipating a Reception/Departure Centre (RDC) to expedite their arrival, deployment and subsequent departure. If not established, the first arriving team will establish an RDC at the nearest most suitable airport. Teams will also be anticipating an 'On Site Operations Co-ordination Centre' (OSOCC) for the co-ordination of international assets in the local response. The role of establishing an OSOCC (and possibly sub-OSOCCs) to co-ordinate USAR operations falls to the New Zealand Fire Service. If this is unable to be achieved, the UNDAC team or the first USAR team will establish an OSOCC.

5.7.3 Mass evacuation

The planned evacuation of significant numbers of people from an area where a hazard threatens their safety can be considered mass evacuation. For the purposes of the CDEM Group, mass evacuation should be considered to be any more than 100 people at the same time from approximately the same location. The following diagram has been adapted from Mass Evacuation Planning: Director's Guideline for Civil Defence Emergency Management Group DGL 07/08 to indicate the phases of an evacuation or period of in-place sheltering.



Incident Controllers may require the evacuation of numerous residents for a short period of time. The timeframes associated with this type of evacuation seldom run longer than a day. The Incident Controller should liaise with the Local Controller for support to the evacuees.

Local Controllers may require the evacuation of residents for longer periods of time, possibly up to a week or more, or may need to initiate emergency management procedures to cope with the numbers of voluntary evacuees. The numbers of evacuees that influence the decision for a co-ordinated response will vary

depending on the size of the community and the requirements of responding agencies.

The Group Controller co-ordinates mass evacuation activities within the CDEM Group's area with the assistance of Local Controllers to implement evacuation plans. Where evacuations are being conducted across CDEM Group boundaries, co-operation between Group Controllers or with the National Controller will be required.

5.8 Response Monitoring

During a state of emergency, the Group Controller will ensure that the functions and powers of the CDEM Group, Group Controller and Local Controllers are exercised in a responsible and considered manner and that the level of response is appropriate to the situation.

Where a contract is entered into, under section 94 of the Act, on behalf of the CDEM Group during a state of emergency, the person exercising this power must report the full circumstances to the CDEM Group at its next ordinary meeting or, if that is not practicable, at its next succeeding ordinary meeting.

6. Recovery

PURPOSE OF THE RECOVERY SECTION

To provide guidance for the CDEM Group on the planning arrangements, frameworks, structures, responsibilities and processes that may be implemented by the sector and other stakeholders in order to help the community to recover from an emergency.

COMPONENTS OF THE RECOVERY SECTION

- Develop a clear and concise statement of principles or criteria for recovery within the CDEM Group.
- Refer to the CDEM Group Recovery Plan.
- Describe the current arrangements and structures in place.
- State the objectives relating to the maintenance and enhancement of recovery across the CDEM Group, including planning, training and education.
- Provide the outlines of methods and resources required to help in the recovery objectives.
- Identify the reporting requirements of the Recovery Manager both locally and nationally.
- State the financial arrangements for recovery at both CDEM Group and local authority level.
- Outline the recovery exit strategy.

6.1 Introduction to Recovery

Recovery is a key part of the comprehensive approach to CDEM and for this reason, the Group has a comprehensive Recovery Plan. The Recovery Plan is summarised in this chapter of the Group Plan and will be reviewed during the term of this Group Plan.

Recovery is defined as:

The co-ordinated efforts and processes to effect the immediate, medium and long-term holistic regeneration of a community following an emergency.

Good recovery planning increases the speed by which communities can resume daily activities. Communities that can quickly restore the everyday functions of life - people returning to their homes, businesses reopening and children going back to school - will recover more quickly.

All agencies involved in recovery need to understand the essential principles of psychosocial community recovery, and the fact that recovery goes well beyond the provision of physical resources. Recovery often lasts many times longer than response, involves a far greater level of planning and management and is a very complex process. Therefore, the importance of reducing the long-term

consequences of emergencies through sound recovery planning and management cannot be overstated.

This chapter provides a direction-setting summary of the Manawatu-Wanganui CDEM Group Recovery Plan. The basis of recovery management within the Group is at the local level, and recovery capability and capacity is built upwards from the local level. The Recovery Plan is a supporting document to this Plan, and provides all the detailed planning and management arrangements for recovery within the Group.

6.2 Recovery Principles and Objectives

6.2.1 Recovery principles

The Manawatu-Wanganui CDEM Group will:

- Reinforce individual and community responsibilities in recovery, take an inclusive approach to community participation, and recognise the diversity of communities and the importance of taking local knowledge into account;
- Build upon the local recovery capability ;
- Begin the recovery process at the beginning of the response phase, take immediate actions to ensure the safety of individual and communities, and integrate recovery with response wherever possible;
- Use pre-event planning and management to ensure that recovery arrangements are integrated, transparent, practical, accessible and well communicated to individuals and communities;
- Encourage the development of partnerships and collaboration with stakeholders wherever possible;
- Make recovery management a part of the everyday work of the Manawatu-Wanganui CDEM Group, and integrate the work with existing organisational systems wherever possible;
- Ensure that recovery management is comprehensive by linking recovery activities to reduction, readiness and response; and
- Monitor and review progress towards recovery goals, and take the opportunity to learn from previous events.

6.2.2 Recovery objectives

The following objectives have been identified for recovery:

- To meet the immediate recovery needs of individuals and communities as quickly as possible following an emergency, in order to regain quality of life and self-sufficiency;
- To seek the regeneration of communities in the medium to long-term to the point where normal social and economic activities have resumed, by co-ordination of the recovery process; and

- To implement effective recovery planning and management arrangements that enhance the ability of individuals, communities and organisations to manage and contribute to the recovery process.

6.3 Recovery Management Structure and Arrangements

6.3.1 Recovery structure

The recovery management structure of the Manawatu-Wanganui CDEM Group is shown in Figure 5 and is based on the national recovery framework. The key components of the structure are briefly outlined below, and further details on the structure and arrangements are available within the Group Recovery Plan.

The recovery management structure comprises the following:

- Recovery Offices at the local, group and national levels (left side of figure 5); and
- Recovery Task Groups replicated as required at the local, group and national levels (right side of figure 5).

Recovery Offices at all levels are the fundamental co-ordination points for recovery management, and are responsible for delivering overall recovery objectives. The role of the Task Groups at all levels is to act as advocates for and provide support to specific sectors (such as welfare as a part of the social environment), and advice to recovery offices. Task Groups also play an important role in ensuring co-ordination of activities at local, group and national levels.

6.3.2 Recovery Offices

The recovery role at both local and Group levels includes:

- Co-ordinating and supporting the recovery process with communities and recovery staff;
- Continuation of response initiatives that support recovery;
- Re-provisioning and readiness for subsequent emergencies; and
- Emphasising reduction opportunities to those in a position to influence change.

6.3.2.1 Local Recovery Offices

Local Recovery Offices are the fundamental delivery points for recovery management. At the local level, recovery is co-ordinated by Local Recovery Managers based at Territorial Authorities. Local Recovery Managers are responsible for local co-ordination of recovery efforts, are appointed by Territorial Authorities and report to individual Councils. Local Recovery Managers may establish Local Recovery Offices, which are supported within each Territorial Authority by administrative functions as required.

Local Recovery Managers may establish local Task Groups to support recovery management, and participate in the Recovery Action Group as required. The Local Recovery Manager may also liaise directly with the Ministry of Civil Defence & Emergency Management and National Recovery Office, depending upon the scale of recovery and extent of involvement of the Group Recovery Manager. The primary liaison with the Group Recovery Office is via the Group Recovery Manager.

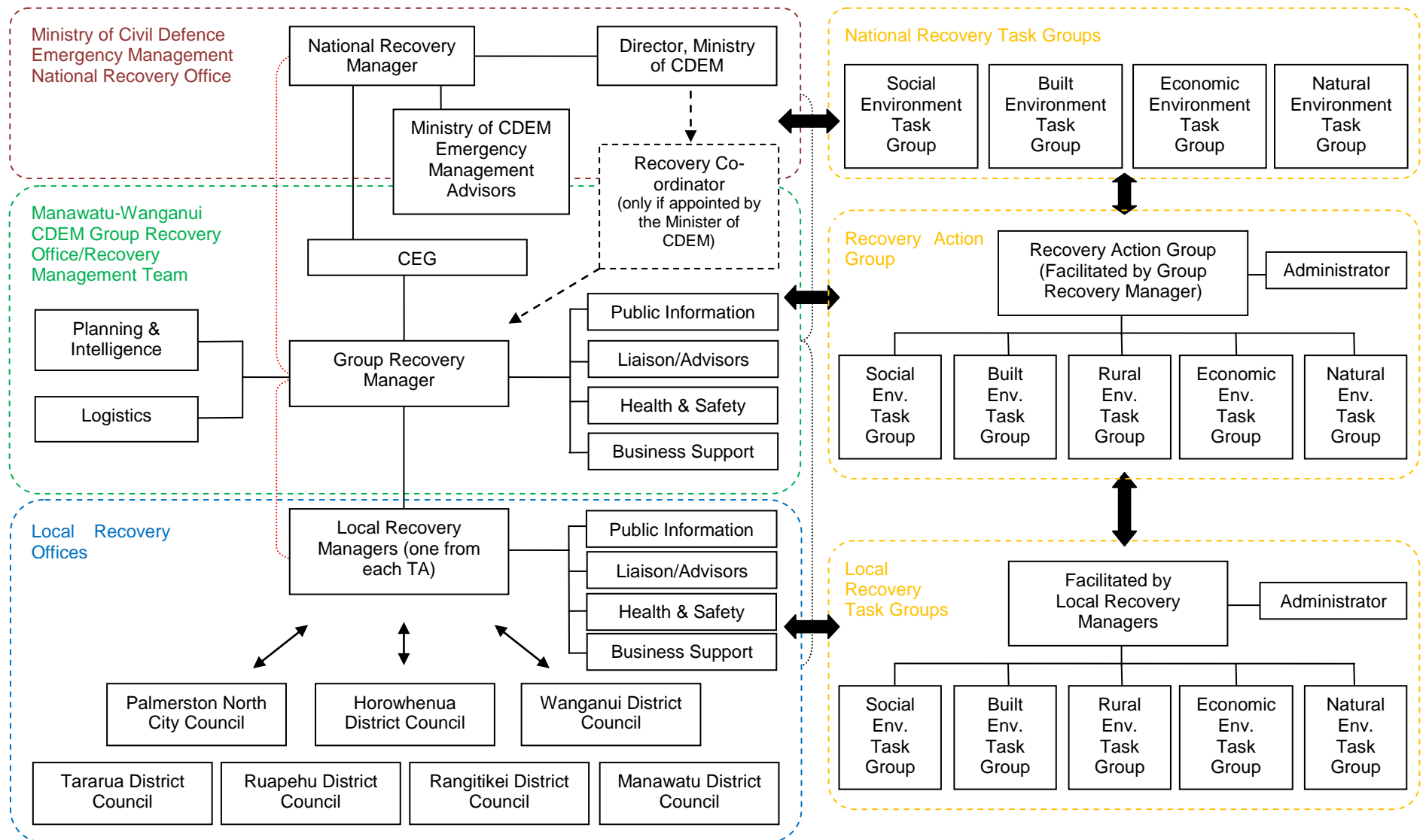


Figure 5 Manawatu-Wanganui CDEM Group recovery structure

6.3.2.2 Group Recovery Management Team/Recovery Office

The Group via CEG is responsible for co-ordinating the recovery process at Group level and reporting to Government. CEG fulfils this responsibility by ensuring the Group appoints a Group Recovery Manager, to give effect to Group co-ordination of recovery during and following an emergency. The Group Recovery Manager reports to the Group via CEG.

Where necessary to support the recovery process, the Group Recovery Manager will establish a Group Recovery Office to assess the impacts of an emergency, and plan and implement Group recovery activities. The Group Recovery Manager is supported by a Recovery Management Team including planning and intelligence, logistics, and advisors to ensure that appropriate support is provided.

6.3.2.3 Ministry of CDEM/National Recovery Office

The Director of the Ministry of Civil Defence & Emergency Management is responsible for co-ordinating the recovery process at national level and reporting to Government. The Director fulfils this responsibility via a National Recovery Manager, and where necessary, the establishment of a National Recovery Office. The National Recovery Office is established by the National Recovery Manager to ensure that recovery activity is co-ordinated, and to ensure that the National CDEM Plan is implemented.

A Recovery Co-ordinator may be appointed by the Minister to ensure that recovery activities are properly co-ordinated, if the Minister of Civil Defence considers that the Group is unable to ensure that recovery activities can be carried out.

6.3.3 Recovery Task Groups

There are four key task groups that are based on sectors (or 'environments'). Each task group is replicated at local, group and national levels depending upon the scale of recovery required. The key role of each task group is to represent and support the interests of that sector, contribute to the resolution of issues and development of recovery goals, and co-ordinate tasks among participating agencies. The task groups are:

1. **Social environment:** welfare of people and communities.
2. **Built environment:** establish priorities for and implement reconstruction and recovery for residential, commercial, lifelines and services.
3. **Economic environment:** support economic recovery for individuals and businesses.
4. **Natural environment:** minimise impacts on the natural environment that could have consequences for the other four environments.

Recovery task groups exist at all three levels of recovery management as follows:

- **Local Recovery Task Groups:** these are formed and facilitated by Local Recovery Managers for the purposes of managing on-the-ground recovery efforts within each Territorial Authority, and liaison with local task group representatives from each sector. Due to the largely rural nature of the Manawatu-Wanganui CDEM Group, a rural environment task group has been

added to facilitate management of the significant rural issues that are likely to arise during the recovery phase.

- **Recovery Action Group:** this group acts as the primary liaison mechanism for feedback to the CDEM Group on the status and needs of communities, and the co-ordination of agencies during recovery. The Recovery Action Group plays an important role in large-scale or regional recovery management by helping provide feedback on the needs and priorities of communities across all sectors, and in reporting to the National Recovery Office. Co-ordination via a rural environment task group is also considered to be important at this level.
- **National Recovery Task Groups:** these task groups ensure the co-ordination of recovery activities at the national level, and also ensure co-ordination through to the group and local levels. The National Recovery Manager usually facilitates meetings between the task groups.

6.3.4 Recovery arrangements

In order for recovery arrangements to be effective, recovery planning and relationship building work is required prior to events occurring. In addition, once recovery starts, the arrangements need to be flexible enough to allow the 'recovery organisation' to rapidly adjust to the specific nature and duration of the event. The recovery management structure allows for a low-key ongoing work programme, but rapid escalation during activation to the point required by the specific emergency event.

The arrangements for both pre-event work and activation of the recovery arrangements are as follows. The Group will:

Pre-event

- Ensure that a Group Recovery Manager and Alternative and Local Recovery Managers are appointed, trained and able to activate recovery arrangements;
- Review, update and maintain the Group Recovery Plan;
- Ensure that testing of recovery arrangements occurs via regular exercising;
- Ensure that recovery arrangements are part of the monitoring and review programme;
- Encourage regular meetings with key stakeholders to encourage the development of relationships;

Activation

- Begin the recovery process on the first day of response;
- Activate recovery using some or all of the Group recovery structure, and quickly adapt the structure to suit the characteristics of the event; and
- Conduct recovery according to the principles in section 6.2.1, the methods and actions in section 6.4, and the recovery actions outlined within the Group Recovery Plan.

Detailed recovery arrangements are located in the Group Recovery Plan.

6.3.5 Recovery Managers

6.3.5.1 Local Recovery Manager

The role of the Local Recovery Manager is to co-ordinate the recovery activity within the local authority area, as per section 6.3.1. Further information is available within the Group Recovery Plan.

6.3.5.2 Group Recovery Manager

The role of the Group Recovery Manager is to co-ordinate the recovery activity within the Group. The Group Recovery Manager liaises with both the National Recovery Manager and Local Recovery Managers to ensure:

- Planning, prioritisation, and management functions are undertaken;
- Effective reporting mechanisms are in place;
- Government is informed of local and regional issues;
- Recovery resources are identified and obtained as required;
- Information is provided on the impact of the event on the affected area; and
- Emerging issues are identified and solutions sought.

The appointment and delegation of Group Recovery Managers is outlined within section 8.9.7, and the Group Recovery Managers are named within annex 9.3. Further information, including a full role description is available within the Group Recovery Plan.

6.4 Recovery Methods and Actions

The following methods and actions have been identified by the Group to guide the achievement of recovery objectives, and to provide a systematic way of organising tasks and activities – both pre-event and during recovery activation.

The Group Recovery Plan provides full details of how the following methods and actions will be implemented both pre-event and during recovery activation.

6.4.1 Transition from response to recovery

The Group will begin recovery activities at the start of the response phase. The Group Recovery Manager will play an active role in response by aligning response and recovery priorities, establishing connections with agencies, understanding initial impacts and identifying recovery priorities as soon as possible.

The Group will transition from response to recovery by:

- Developing recovery planning priorities that are consistent with those identified in the Group Recovery Plan;
- Preparing a response transition report immediately prior to the termination of the response phase;

- Conducting a transition briefing;
- Holding a media briefing; and
- Preparing an outline Recovery Action Plan.

6.4.2 Impact assessment

Information on the impacts of emergencies is critical to achieve effective recovery. During the recovery phase, the Group will continue to use the same systems and processes as used in the response phase, and will co-ordinate further data and information gathering to consolidate the knowledge of direct and indirect losses.

The Group has developed a standard approach to impact assessment to ensure that impact assessment is clearly documented, standardised, replicable and has an economic basis. Details of the impact assessment process are outlined within the Group Recovery Plan.

6.4.3 Community participation

The Group will actively involve the community in recovery planning and management. Pre-event planning will involve reinforcing links with existing community networks and groups, and structuring the recovery process so that it is open to and encourages community participation.

Pre-event planning will help to ensure that strategies are developed for involving key community representatives, activating community resources and utilising local knowledge during the recovery process. Planning for the establishment and operation of Recovery Centres, likely to be in conjunction with Welfare Centres in the early stages of response, will also help to ensure effective recovery at the local and Group levels.

6.4.4 Information management and reporting

The Group will utilise existing agency systems and processes to the fullest extent possible during the recovery phase, and ensure that linkages are made to the impact assessment from the response phase. The Group will ensure that recovery management is an important consideration of information management development, including development of GIS.

The Group will undertake regular reporting using standardised and agreed formats to ensure that actions and expenses can be justified to communities, the public and Government. Further information is contained within the Group Recovery Plan.

6.4.5 Public information management/media relations

Successful community recovery will occur more quickly if everyone understands the process of recovery, where they fit into the process and are aligned within the recovery management structure. The Group will undertake pre-planning actions to establish and reinforce links between recovery management and ongoing Group public education/awareness and public information management programmes.

Key Group actions include:

- Linking to key public information management principles;

- Ensuring adequate recovery capability from Public Information Managers and the public information management team; and
- Identifying and confirming pre-appointed spokespeople across the Group and communities.

Further detail is outlined within the Group Recovery Plan.

6.4.6 Training

The Group will commit to training Local and Group Recovery Managers and other key staff such as Public Information Managers to ensure strong leadership in the recovery process. All recovery training arrangements are a part of the Group Training Strategy, and specific training requirements for all roles in recovery are described in the Group Recovery Plan.

6.4.7 Financial arrangements

The Group has developed financial arrangements for recovery. The arrangements cover:

- Linkages to Government financial support via section 26 of the Guide to the National CDEM Plan;
- Group recovery funding arrangements, per section 8.11.2 'Emergency recovery costs'; and
- Arrangements for operation of the Manawatu-Wanganui Disaster Relief Fund and Mayoral Relief Funds.

Detailed arrangements are outlined within the Group Recovery Plan.

6.4.8 Exit strategy

An exit strategy is a systematic plan to achieve the withdrawal of formal recovery assistance from the recovery organisation. The exit strategy outlines the handover of responsibilities for the Group Recovery Manager, the recovery office, the five task groups and the public information management and support teams.

The exit strategy will outline components such as safety and security, welfare, housing, counselling, relationships with Māori, health, education and tax. Detailed arrangements are outlined within the Group Recovery Plan.

6.4.9 Review and improvement

The Group will hold appropriate and timely debriefs and reviews following an emergency, including the recovery process. Debriefs will be done both internally within the Group and externally with key stakeholders to allow for learning and improvement to occur. Detailed arrangements are outlined within the Group Recovery Plan.

7. Monitoring and Evaluation

7.1 Introduction

It is important for CDEM Groups to continually monitor and measure progress in order to know when we have successfully reached the current goals and objectives of the CDEM Group. This requires a programme of monitoring and evaluation.

7.2 Purpose and Components of the Monitoring and Evaluation Chapter

PURPOSE OF THE MONITORING AND EVALUATION CHAPTER

To provide a basis for monitoring and evaluation of the CDEM Group Plan, CDEM Group activities, and to meet requirements in the CDEM Act.

COMPONENTS OF THE MONITORING AND EVALUATION CHAPTER

- A clear and concise statement of principles or criteria for monitoring and evaluation within the CDEM Group.
- A description of the process for reviewing the CDEM Group Plan.
- A description of the process for monitoring and evaluation of the CDEM Group and the CDEM Group activities.
- A description of the process to ensure that legislation compliance requirements are being monitored.

7.3 The Context of Monitoring and Evaluation

The CDEM Group recognises the importance of an effective monitoring and evaluation programme. Though often referred to together, monitoring and evaluation involve distinctly different aims and processes, as outlined below.

Monitor – *to warn, check, control or keep a continuous record of*

This may involve:

- Signalling a current state or trend, such as public awareness of hazards or household preparedness;
- Measuring performance against standards, such as compliance with a statutory code or benchmark practice; and
- Tracking progress against a plan or work programme, such as the delivery of specific outputs against specified inputs and timelines.

Monitoring primarily involves quantitative data that although mathematically or scientifically manipulated, is still largely free of value-laden interpretations.

Evaluate - *to judge or assess the worth of*

Evaluation is about measuring effectiveness. It compares what is happening against what was intended by the plan (the goals, objectives and targets) and interpreting the reasons for any differences.

Evaluation may occur during the review of a plan although it may also occur at key stages as a means of assessing progress towards the goal. In cases such as CDEM Group Plans where there will be breadth and depth, it is good practice to periodically review not only the progress towards the review of the CDEM Group Plan, but also the continuing relevance of each section.

Methods of monitoring and evaluation include:

- **Internal monitoring and evaluation:** occurs within the CDEM Group using agreed internal processes.
- **External monitoring and evaluation:** uses the services of an agency outside the CDEM Group, such as MCDEM or another CDEM Group for peer review, or an independent review.

7.4 Compliance Monitoring and Evaluation

The CDEM Group is required under section 17 of the Act to monitor and report on compliance with the Act and legislative provisions relevant to the purpose of the Act. To this end, the CDEM Group has two initiatives. The first is reporting within the CDEM Group Plan on compliance with the Act. The second has been identified within the Triennial Business Plan to identify the legislative provisions of relevant Acts and how these might be promoted, monitored and reported on. The relevant Acts are defined by section 17 (3)(a)-(k) as:

- Biosecurity Act 1993
- Building Act 1991
- Fire Service Act 1975
- Forest and Rural Fires Act 1977
- Hazardous Substances and New Organisms Act 1996
- Health Act 1956
- Health and Safety in Employment Act 1992
- Local Government Act 1974
- Maritime Transport Act 1994
- Resource Management Act 1991
- Any enactment passed in substitution for any of the Act above.

7.4.1 Compliance with the Civil Defence Emergency Management Act 2002

The following table describes the sections of the Act that must be complied with and a comment on the arrangements for compliance. Evaluation of the effectiveness of these arrangements will be undertaken by external audit during the life of the Plan.

| Requirement | Comment |
|---|---|
| s. 19 relates to CDEM Groups following the New Zealand Standard for standing orders. | The Joint Committee will follow the New Zealand Standard for Standing Orders (NZS: 9202: 2003), or any New Zealand Standard substituted for that Standard, except that the Joint Committee may only pass a resolution if two thirds of the members present and voting agree to the resolution proposed (section 8.4). |
| s. 20 relates to Co-ordinating Executive Groups having standing representation from local authorities, Police, New Zealand Fire Service and district health boards. | The Manawatu-Wanganui CDEM Group Co-ordinating Executive Group comprises all statutory appointments in addition to co-opted members (section 8.5.1). |
| s. 23 relates to the establishment of an administering authority for the CDEM Group. | Horizons Regional Council is the administering authority for the Manawatu-Wanganui CDEM Group (section 8.7). |
| s. 24 (3) relates to the costs of administrative and related services being agreed to from time to time by the Group. | The costs of administrative and related services will be funded by Horizons Regional Council rates (section 8.7). This is agreed during Plan review processes. |
| s. 25 relates to the appointment of persons to declare a state of local emergency. | The CDEM Group has appointed the chair of the CDEM Group's Joint Standing Committee to declare a state of local emergency and a clear order of preference for alternatives has been stated (section 8.9.1). |
| s. 26 relates to the appointment of a Group Controller and alternatives. | The CDEM Group has appointed by name and order of preference the Group Controller and alternatives (section 8.9.2). |
| s. 27 (2) relates to Local Controllers following directions given by the Group Controller. | This requirement is restated in the Group Plan (section 8.9.2) and this will also be monitored by the Group Controller during emergencies (section 5.8). |
| s. 28 relates to the Group Controller performing functions and powers during an emergency. | The CDEM Group has delegated functions and powers to the Group Controller (section 8.9.4) and has directed the Group Controller to exercise these functions and powers (section 8.9.2). |
| s. 37 relates to CDEM Group performance consistent with the national strategy. | The CDEM Group Plan can be directly related to the vision and goals of the National Civil Defence Emergency Management Strategy (section 1.4.2). |
| s. 38 relates to all persons exercising functions in relation to the development of CDEM Group plans and having regard to: | The CDEM Group promotes self reliance in the Public Education and Information Strategy. |
| a) The responsibility of people and communities to provide for their own well-being and the well-being of future generations; | The CDEM Group's Triennial Business Plan encourages the promotion of hazard and risk management at the local level and the involvement of communities. |
| b) The benefits to be derived for people and communities from the management of hazards and risks; and | The CDEM Group recognises New Zealand's international obligations and will follow the directions of the National Controller during a national emergency and will look to MCDEM for advice when international obligations are concerned. |
| c) New Zealand's international obligations. | |

| | |
|---|---|
| s. 48-49(1) relates to the preparation of a CDEM Group Plan and providing the Minister with 20 working days to comment on the proposed Plan. | The CDEM Group follows a Plan review timeline that provides for the Minister to comment on the Plan. The Ministry of Civil Defence & Emergency Management ensures that the statutory timeframes are provided. |
| s. 49(2) relates to the content of the CDEM Group Plan describing: <ul style="list-style-type: none"> a) The local authorities that have united to establish the CDEM Group; b) The hazards and risks to be managed by the Group; c) The CDEM measures necessary to manage the hazards and risks identified; d) The objectives of the plan and the relationship of each to the National CDEM Strategy; e) The apportionment between local authorities of the liability for the provision of financial and other resources for the activities of the Group and the basis for that apportionment; f) The arrangements for declaring a state of emergency; g) The arrangements for co-ordination and co-operation with other Groups; and h) The period for which the plan remains in force. | The following sections provide direct reference to the requirements of s. 49(2): <ul style="list-style-type: none"> a) 1.4.3 b) 2.5.2 c) 2.6, this entire CDEM Group Plan and the Triennial Business Plan of the Group d) 1.4 e) 8.11 f) 8.9.1 g) 8.10 h) 1.3 |
| s. 49(3) relates to the Director issuing guidelines for the development of CDEM Group Plans. | Whilst this requirement does not apply to the Manawatu-Wanganui CDEM Group, note that the Plan was developed with the Director's draft guidelines in hand and in consultation with the CDEM sector. |
| s. 51 relates to the availability of material incorporated by reference. | All material incorporated by reference is available through the administering authority. |
| s. 52 relates to the procedure for making a CDEM Group Plan. | All statutory timeframes and processes are followed in the development of the CDEM Group Plan. The Ministry of Civil Defence & Emergency Management ensures that the statutory timeframes are provided. |
| s. 53 relates to consistency with the National CDEM Strategy and taking account of guidelines, codes and technical standards. | The Group Plan is not inconsistent with the National CDEM Strategy and has been drafted taking account of all relevant guidelines, codes and technical standards. Ministry review of the draft Plan provides an opportunity for this to be confirmed before approval by the Group. |
| s. 56 relates to the review of CDEM Group Plans that have been operational and not reviewed for more than 5 years. | The CDEM Group Plan review will commence no later than 5 December 2014 (section 1.3) |
| s. 58, 60, 63 and 64 relate to the requirement for government departments and others to plan to continue functioning during and following an emergency. | A project for compliance monitoring and evaluation of agencies is described in the Triennial Business Plan of the Group. Ministry assistance will also be sought for national level agencies in order to minimise duplication by CDEM Groups. |
| s. 59 relates to the requirement for government departments and others to actually perform any functions or duties described in the Act or a CDEM Group Plan. | Section 9.14 describes in detail the roles and responsibilities of government departments and others. Intentional failure to perform these functions and duties is therefore an offence under s. 95 of the Act. |
| s. 65 relates to the consideration of alternative methods, assessing benefits and costs etc. | The CDEM Group is required to consider the effects on persons other than the Group, its member local authorities or emergency services. This is undertaken during the review process, the hearing of submissions and the development of the Triennial Business Plan. |

| | |
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| s. 73 relates to the declaration of local emergency in the appropriate form and the notification thereof. | The process for declaring a state of local emergency is described in detail in section 5.4 and the forms are contained in sections 9.5 to 9.7. |
| s. 76 and 79 relate to the issue of a search warrant for urgent information being in the required form. | The form is prescribed in the CDEM Regulations 2003 and is contained in section 9.8. |
| s. 84 relates to the Minister's power to give directions during a state of emergency. | If the CDEM Group or any member of it is directed under section 84 to take any action or to stop taking action then the Group will carry this out to the satisfaction of the Director. |
| s. 85 relates to CDEM Groups not acting inconsistently with directions given by the Minister or Director during a state of emergency. | The Group Controller has been delegated the functions and powers of the Group, the requirement to act in accordance with the directions of the Minister and Director have been restated (section 8.9.4). |
| s. 90 relates to the provision of a written statement being provided to the person in charge of equipment being requisitioned. | A written statement is required to be provided as soon as reasonably practicable (s. 90(5)) following requisition. The CDEM Regulations 2003 does not provide for a standard form however one has been drafted (section 9.9) that may be suitable as a template. |
| s. 93 relates to a person exercising powers under the Act providing proof of identity. | The form of identity is not specified in the Act, Regulations or CDEM Group Plan. This may be a driver's licence in the absence of a CDEM Group identity card. |
| s. 94 relates to reporting to the CDEM Group on any contracts that were entered into during a state of emergency. | The CDEM Group has confirmed in section 5.8 that contracts in urgent cases will be reported to the CDEM Group. Furthermore, financial provisions for contracts under section 94 are described in section 8.11.1. |
| s. 107 and 108 relate to compensation for property requisitioned, lost or damaged. | The CDEM Group will follow the statutory requirements when paying compensation for property requisitioned under s. 90, or for loss or damage to personal property if carrying out the directions of an authorised person. |
| s. 114 relates to the service of documents. | If the CDEM Group is in a position to service documents, the Group will follow the statutory requirements. |

7.5 Performance Monitoring and Evaluation

The performance of the CDEM Group will be measured against the CDEM Group's Triennial Business Plan and the Annual Plans resulting from that. Performance measures are included in the Annual Plans that will be implemented collectively by the Group and monitored by the Co-ordinating Executive Group. The Triennial Business Plan and Annual Plans are developed by the Co-ordinating Executive Group and approved by the Joint Standing Committee.

Routine reporting on progress on implementing the Annual Plan to the Co-ordinating Executive Group will ensure executive oversight of the programmes. In addition, routine reporting to the Joint Standing Committee will ensure public accountability through our elected representatives.

Use of the CDEM Capability Assessment Tool will assist the Group in identifying opportunities for improvement. Direct comparison with other CDEM Groups will also assist in evaluating the performance of the Group against others.

7.6 Outcome Monitoring and Evaluation

Monitoring and evaluation of outcomes will take place during the life of the Plan. Outcomes are described in the Triennial Business Plan to enable assessing progress towards the Groups high-level goals and objectives, a review will be undertaken prior to the development of the next CDEM Group Plan and Triennial Business Plan. This will allow members the opportunity to adapt programmes where outcomes are not being achieved or improvements are desired.

7.7 National Monitoring and Evaluation

The CDEM Capability Assessment Tool aims to create a standard assessment of emergency management capability in New Zealand. It consists of a set of key performance indicators and performance measures against which organisations can assess themselves or be externally assessed. Indicators span the 4Rs and are organised in a framework based on the National CDEM Strategy.

The assessment tool provides:

- An assessment of organisational strengths, weaknesses and gaps;
- An audit and accountability trail to stakeholders and government;
- A strategic planning function;
- A nationwide picture of implementation of requirements of the CDEM Act: and
- A nationwide picture of progress towards CDEM's high-level goals and objectives.

The assessment tool is available for self-assessment of organisations and CDEM Groups at any time, but also supports a common reporting cycle in which all organisations with responsibilities under the CDEM Act, (ie. government departments, local authorities, emergency services, lifelines utilities) will be expected to complete assessments to understand and document New Zealand's collective CDEM capability.

7.8 Process for Reviewing the CDEM Group Plan

The process for reviewing the CDEM Group Plan is presented in the Introduction section of this guideline.

In evaluating whether a plan is adequate, reviewers are expected to consider whether it:

- Is accurate;
- Is practical;
- Covers all necessary functions; and
- Provides for the co-ordination of CDEM organisations.

Accuracy is assessed by checking whether:

- Supporting documents referred to in the Plan exist, and are relevant, complete and up-to-date;
- References to organisations, specifying locations, functions and resources, are complete and up-to-date; and
- The CDEM Group is structured in the manner described in the CDEM Group Plan.

Practicality is assessed by considering whether:

- The CDEM Group and its member organisations are capable of carrying out the functions described in the Plan; and
- The CDEM Group and its member organisations have access to resources needed to be able to carry out the functions described in the Plan.

Coverage is assessed by:

- Considering the hazards described in the Plan;
- Considering the management mechanisms described for consequences to be managed;
- Assessing the adequacy of existing linkages between the plans of participating organisations; and
- Using an integrated monitoring and review process that crosses the CDEM Act and the Resource Management Act (RMA) frameworks.

Co-ordination is assessed by considering whether:

- Roles and responsibilities are clearly defined;
- The description of how agencies will work together in an emergency is unequivocal;
- Functions in the Plan are described adequately;
- The goals and objectives of the CDEM Group Plan and work programme are aligned with the goals and objectives of the National CDEM Strategy; and
- The arrangements in the CDEM Group Plan align with those in the National CDEM Plan and Guide.

7.9 External Monitoring and Review of the CDEM Group Plan and CDEM Group

Under section 8 of the CDEM Act, the Director of Civil Defence Emergency Management has a function to 'monitor the performance of CDEM Groups and persons who have responsibilities under this legislation'. From 2009 this will be undertaken primarily via the CDEM Capability Assessment Tool.

This does not preclude a CDEM Group seeking an independent, external review of their CDEM Group or Group Plan at any time, if required.

8. Management and Governance

8.1 Introduction to Management and Governance

The management and governance chapter of the Group Plan addresses the structures and relationships from Joint Committee level through to community level engagement. The ability of the wider group to communicate its decisions, directions and desires is central to the success of the Group. In this case, the Group is the broadest possible definition and includes the members of the Group as well as lifelines agencies, emergency services and the collective 'communities' (as described in the vision).

8.2 Management and Governance Objectives

PURPOSE OF THE MANAGEMENT AND GOVERNANCE CHAPTER

To clearly state the management and governance arrangements for the CDEM Group.

COMPONENTS OF THE MANAGEMENT AND GOVERNANCE CHAPTER

- Identify the members of the CDEM Group, their role and established arrangements.
- State the members of the Co-ordinating Executive Group, their role and established arrangements.
- State the administrating authority functions and arrangements.
- Describe the functions of the Group's Emergency Management Office.
- State the delegated authorities, functions and powers.
- State any key appointments, persons authorised to declare, Group Controller, Local Controllers and Recovery Manager.
- State the cooperative arrangements with other CDEM Groups.
- Describe the financial arrangements for the CDEM Group and its members.
- Describe the work programme for the CDEM Group and its linkages.

8.3 Formation of the CDEM Group

Formation and governance of a Group is described in sections 12 to 22 of the Act.

12 Local authorities to establish Civil Defence Emergency Management Groups

- 1 Within 6 months after the date of the commencement of this Act,
 - a. every regional council and every territorial authority within that region must unite to establish a Civil Defence Emergency**

Management Group for the purposes of this Act as a joint standing committee under section 114S of the Local Government Act 1974:

- b. subject to paragraph (c), a unitary authority must establish a Civil Defence Emergency Management Group for the purposes of this Act for the district of that unitary authority alone:*
 - c. instead of establishing a Civil Defence Emergency Management Group in accordance with paragraph (b), a unitary authority may unite with a unitary authority or unitary authorities that border it, or a regional council that borders it, or all or any of them, to establish a Civil Defence Emergency Management Group for the purposes of this Act as a joint standing committee under section 114S of the Local Government Act 1974.*
- 2 *Section 114P(5) of the Local Government Act 1974 must not be read as permitting, during a term of local government or as a consequence of a local government election, the discharge or reconstitution of a Civil Defence Emergency Management Group established for the purposes of this Act.*
- 3 *Nothing in this section requires the Minister of Local Government to be a member of a Civil Defence Emergency Management Group.*

the Act 2002

8.3.1 Functions, powers and obligations of the CDEM Group

The powers and obligations of members of the Group are described in s.16 of the Act. These powers and obligations have not been delegated and remain the powers and obligations of each member.

16 Powers and obligations of members of Civil Defence Emergency Management Groups

Each member of a Civil Defence Emergency Management Group-

- a. may acquire, hold, and dispose of real or personal property for the use of the Group; and*
- b. may remunerate its representative for the cost of that person's participation in the Group; and*
- c. must provide to the Group the information or reports that may be required by the Group; and*
- d. must pay the costs of administrative and related services in accordance with section 24; and*
- e. must pay the costs, or a share of the costs, of any civil defence emergency management activity that the member has agreed to pay; and*
- f. may carry out any other functions or duties conferred on a member of a Group under this Act.*

Civil Defence Emergency Management the Act 2002

The functions of the Group are described in s.17 of the Act. Several of the functions have been delegated to the Group Controller and the Recovery Manager (see 8.9.4

and 8.9.7), to ensure an appropriate mechanism for implementation is available to the Group. The following functions are **not** delegated:

17 Functions of Civil Defence Emergency Management Groups

1. *The functions of a Civil Defence Emergency Management Group, and of each member, are to –*
 - a. in relation to relevant hazards and risks –
 - i. *identify, assess, and manage those hazards and risks:*
 - ii. *consult and communicate about risks:*
 - iii. *identify and implement cost-effective risk reduction.*
 - g. within its area, promote and raise public awareness of, and compliance with, this Act and legislative provisions relevant to the purpose of this Act:
 - h. monitor and report on compliance within its area with this Act and the legislative provisions relevant to the purpose of this Act:
 - i. develop, approve, implement, and monitor a civil defence emergency management group plan and regularly review the plan;
 - j. participate in the development of the national civil defence emergency management strategy and the national civil defence emergency management plan:
 - k. promote civil defence emergency management in its area that is consistent with the purpose of this Act.

the Act 2002

General powers of the CDEM Group are described in s.18 of the Act. These powers have also been delegated to the Group Controller and, by default under 8.9.2, to the Local Controllers.

Despite the delegation of functions, powers and obligations, the CDEM Group remains ultimately responsible for the conduct of CDEM business within the Group. To this end, the Joint Committee will:

- Set the strategic direction of the Group via the CDEM Group Plan;
- Approve the Triennial Business Plan and Annual Plans of the Group;
- Monitor and report on progress in implementing the work programmes of the Group to member Councils;
- Amend and approve the Group Plan as required;
- Appoint Controllers and delegate powers as required; and
- Appoint a Group Recovery Manager and Local Recovery Managers as required.

8.4 Joint Standing Committee Governance

Each member of the Group shall provide a representative as provided for in section 13 of the Act.

13 Membership of Civil Defence Emergency Management Groups

1. *Every local authority must be a member of a Civil Defence Emergency Management Group.*
2. *No Group may have more than 1 regional council as a member unless a merger has been approved under section 21.*
3. *Despite subsection (2), unitary authorities that border one another may be members of the same Group.*
4. *Each local authority that is a member of a Group with other local authorities must be represented on the Group by 1, and only 1, person, being the mayor or chairperson of that local authority or an elected person from that local authority who has delegated authority to act for the mayor or chairperson.*

the Act 2002

The Manawatu-Wanganui CDEM Group agrees to the following provisions for the performance of the Joint Standing Committee:

1. The Committee is constituted under section 12 of the Act. The Committee shall be titled the Manawatu-Wanganui CDEM Group Joint Standing Committee. In general terms this will be shortened to the Joint Committee.
2. The Manawatu-Wanganui CDEM Group comprises:
 - Ruapehu District Council;
 - Wanganui District Council;
 - Rangitikei District Council;
 - Manawatu District Council;
 - Tararua District Council;
 - Horowhenua District Council;
 - Palmerston North City Council; and
 - Manawatu-Wanganui Regional Council.
3. The Joint Committee shall comprise the Mayor or Chairperson (or their delegated representative) of the eight local authorities of the Manawatu-Wanganui Region (s. 13 (4) of the Act). Where a Mayor and standing delegate are present at a meeting, the Mayor only will have voting rights.

4. The Joint Committee shall elect its own chairperson and deputy chairperson and the appointed person shall hold office for three years or until replaced by a two-thirds majority vote of the Joint Committee (s. 15 of the Act).
5. The Joint Committee will follow the New Zealand Standard for Standing Orders (NZS: 9202: 2003), or any New Zealand Standard substituted for that Standard, except that the Joint Committee may only pass a resolution if two thirds of the members present and voting agree to the resolution proposed.
6. All meetings will be held in public.
7. A quorum shall be no less than five members of the Committee
8. Unless otherwise required, the Joint Committee shall meet no less than four times per year, generally in the months of March, June, September and December.
9. The costs of members attending Joint Committee meetings will be met by their own organisation.
10. Horizons Regional Council shall provide administrative and related services to the Joint Committee including preparation of agendas and notification of meetings.
11. The Reporting Officer to the Joint Committee shall be the chairperson of the Co-ordinating Executive Group. Members of other committees and advisory groups may be requested to report to the Joint Committee on an as required basis.
12. All agenda material shall be approved by the Co-ordinating Executive Group prior to being reported to the Joint Committee.

8.5 Co-ordinating Executive Group

The Co-ordinating Executive Group (the CEG) is responsible to the CDEM Group for providing advice to the Joint Committee and any subgroups or subcommittees, implementing the decisions of the Group, and overseeing the development, implementation, maintenance, monitoring and evaluation of the Group Plan and Triennial Business Plan (refer to s. 20(2)).

8.5.1 CEG membership

20 Appointment and functions of Civil Defence Emergency Management Co-ordinating Executive Groups

1. *A Civil Defence Emergency Management Group must establish and maintain a Civil Defence Emergency Management Co-ordinating Executive Group consisting of –*
 - a. the chief executive officer of each member local authority or a person acting on the chief executive officer's behalf; and
 - b. a senior member of the police who is assigned for the purpose by the Commissioner of Police; and
 - c. a senior member of the Fire Service who is assigned for the purpose by the National Commander; and

- d. the chief executive officer of the hospital and health services operating in the area or a person acting on the chief executive officer's behalf; and
 - e. any other persons that may be co-opted by the Civil Defence Emergency Management Group.
2. *Each Executive Group is responsible to the Civil Defence Emergency Management Group for –*
- a. *providing advice to the Civil Defence Emergency Management Group and any subgroups or subcommittees of the Group:*
 - b. *implementing, as appropriate, the decisions of the Civil Defence Emergency Management Group:*
 - c. *overseeing the implementation, development, maintenance, monitoring, and evaluation of the civil defence emergency management group plan.*

the Act 2002

In addition to the statutory membership, the Group recognises the following representatives as members of the Co-ordinating Executive Group:

- Chairs of advisory groups (rural, welfare and lifelines);
- Medical Officers of Health;
- New Zealand Defence Force; and
- St John.

Persons representing the chief executive officer of the member local authority should be a member of that Council's executive management team. CEG members must be authorised to commit the member Council to civil defence emergency management programmes and initiatives.

The CEG will meet as necessary to address the routine and urgent business of the Group. Meeting dates and frequency will generally be set prior to the commencement of the calendar year.

8.6 Advisory Groups

The Group has established a number of advisory groups to support and inform the decisions of the Group and in particular the CEG.

8.6.1 Welfare Advisory Group

The Group's Welfare Advisory Group (WAG) is comprised of agencies with a welfare focus and is chaired by the Ministry of Social Development for the purpose of co-ordinating regional level agencies with a role in providing welfare support to communities affected by an emergency.

The purpose of the Welfare Advisory Group is to:

1. Develop and provide advice for operational planning (guidelines and standard operating procedures) at a strategic level for the provision of welfare services during and following any emergency;
2. Establish procedures for the control, organisation and inter-agency communication to ensure the effective delivery of welfare services during and following an emergency;
3. Provide advice and assistance to the Co-ordinating Executive Group for the development, implementation, maintenance, monitoring, and evaluation of the CDEM Group Plan;
4. The Welfare Advisory Group will not be responsible for preparation of agency plans or remove the responsibility for local welfare preparedness from local agencies other than to assist in standardisation of practices.

The WAG meets quarterly and the chair of the WAG reports to the CEG. The WAG is administered by the chair in co-operation with the Emergency Management Office. Terms of reference are contained at 0.

8.6.2 Rural Advisory Group

The Group will investigate the development of a Rural Advisory Group (RAG) comprised of agencies with a rural sector focus and chaired by a member of the RAG elected from the members for the purpose.

The purpose of the Rural Advisory Group is to:

1. Provide advice on rural issues across the 4Rs to the Manawatu-Wanganui CDEM Group.
2. Provide a forum for planning across the sector in terms of continuity plans.
3. Assist with the development and implementation of the Manawatu-Wanganui CDEM Group Plan.
4. To represent the rural sector with regard to CDEM matters in the Region.

8.6.3 Lifelines Advisory Group

The Group's Lifelines Advisory Group (LAG) is comprised of agencies with a lifelines infrastructure focus. The LAG is chaired by a member of the LAG elected from the members.

The purpose of the Lifelines Advisory Group is to:

1. Provide technical advice on lifeline issues across the 4Rs to the Manawatu-Wanganui CDEM Group;
2. Provide assistance to Emergency Management Committees with lifeline issues;
3. Provide a lifeline forum to address integrated CDEM readiness and reduction; and
4. Assist with the development and implementation of the CDEM Group Plan.

The LAG meets bi-annually and the Chair of the LAG reports to the CEG. The LAG is administered by the chair in co-operation with the Emergency Management Office. Terms of reference are contained in section 9.11.

8.6.4 Central Plateau Volcanic Advisory Group

The Group's Central Plateau Volcanic Advisory Group (CPVAG) is a co-operative arrangement between the Manawatu-Wanganui CDEM Group and the Waikato CDEM Group. The CPVAG is chaired on a 3 year rotational basis between the two CDEM Groups.

The purpose of the Central Plateau Volcanic Advisory Group is to:

1. Provide a forum for discussion of issues relevant to volcanic hazard and the provision of strategic advice to CDEM Groups and key stakeholders as appropriate;
2. Facilitate and integrate agency level volcanic hazard planning documents;
3. Provide strategic advice for the development of CDEM Group Plans for Waikato and Manawatu-Wanganui CDEM Groups;
4. Facilitate the co-ordination of multi-agency exercises for testing volcanic emergency response;
5. Facilitate the development and implementation of volcano awareness outreach programmes and educational resources; and
6. Provide advice to the Advisory Group members on research activities being undertaken on the Central Plateau that may be of significance to participants.

The CPVAG meets bi-annually or as necessary to address urgent concerns. Meetings are normally held in Taupo, being central for members. Minutes of the CPVAG are provided to the CEG. GNS Science may also report to the CEG from time to time in order to keep the CEG informed of scientific developments at the volcanic centre. Terms of reference are contained in section 9.12.

8.6.5 Health Advisory Groups

The Group will investigate the development of Health Advisory Groups (HAGs) utilising existing forums of health providers based on district health boards. As existing forums, terms of reference are not prepared for the HAGs and CDEM business is presented to the HAG via the CEG representative.

The Health Advisory Groups include health experts from a wide variety of health services. Actual membership is determined by the chief executives of the district health boards. The Health Advisory Groups report to the CEG via the district health board representative on the CEG.

8.6.6 Emergency Management Committees

Emergency Management Committees (EMCs) are established in areas of operational focus. The Committees comprise representatives from emergency services and local responding agencies. Actual membership of EMCs will vary

depending on the area the EMC covers. Where there are concerns about participation, representation issues may be addressed by CEG or advisory group members.

The purpose of an Emergency Management Committee is to:

- Improve operational integration, co-ordination, and communication between key emergency management agencies;
- Provide advice to the Local Controller and emergency operations centre staff before, during and after an emergency;
- Inform and support the development of local arrangements and the implementation of the Group's Triennial Business Plan;
- Support and participate in local emergency management exercises; and
- Inform and advise the CEG, through their CEG representative, of emerging issues and opportunities.

Emergency Management Committees will meet at least quarterly.

The Chair of the EMC should be a member of the CEG for the area concerned. This person provides a key link to the CEG and reports to the CEG on issues and opportunities of the EMC.

The administration and support to the EMC should be provided by a Territorial Authority. Where an EMC addresses operational issues across Territorial Authorities, one Territorial Authority will assume responsibility for EMC administration. Agendas and minutes will be kept by the EMCs administering authority and copies forwarded to the local Emergency Management Officer, the Chair for reporting to the CEG, and the CDEM Group Emergency Management Office.

Emergency Management Committees have been formed to cover:

- Ruapehu
- Wanganui
- Rangitikei
- Manawatu
- Palmerston North
- Tararua
- Horowhenua

8.6.7 Working Groups

Where any advisory group has a special project that will require a focused effort, the formation of working groups is to be encouraged. Working groups should have a term of reference, a Chair, an administering authority and a time period of operation. Working groups are approved by the advisory group determining the need for a specialist working group and report to the advisory group that formed it.

8.7 Administering Authority

In accordance with section 23 of the Act, the administering authority for the CDEM Group is Horizons Regional Council.

Horizons Regional Council, and as appropriate, the Chief Executive of Horizons Regional Council are responsible for the provision of administrative and related

services that may from time to time be required by the Manawatu-Wanganui CDEM Group (refer to s. 24(1) of the Act 2002).

Horizons Regional Council will maintain the CDEM Group Emergency Management Office to manage the administrative and related services required by the Group, described in section 8.8.

The costs of administrative and related services will be funded by Horizons Regional Council rates (refer to s. 24(3) of the Act 2002).

24 Functions and costs of administering authorities and chief executives of administering authorities

1. *An administering authority established under section 23 and, as appropriate, the chief executive of that authority are responsible for the provision of administrative and related services that may from time to time be required by the relevant Civil Defence Emergency Management Group.*
2. *The administrative and related services referred to in subsection (1) include services required for the purposes of the Local Government Act 2002, this Act or any other Act, regulation, or bylaw that applies to the conduct of a joint standing committee under clause 30(1)(b) of Schedule 7 of the Local Government Act 2002.*
3. *The cost of the administrative and related services must be agreed from time to time by each Group.*
4. *Unless the members of a Group agree otherwise, the costs agreed under subsection (3) must be divided equally among the members and each member must pay 1 share of the cost.*

the Act 2002

8.8 Emergency Management Office

Horizons Regional Council will maintain the CDEM Group Emergency Management Office to co-ordinate the administrative and related services required by the Group. These services include, but are not limited to:

- Preparation of agendas and recording of minutes for the Joint Committee, Co-ordinating Executive Group and Emergency Management Officer meetings;
- Project and financial management, including developing, and co-ordinating the implementation of the CDEM Group Plan, and Triennial Business Plan and Annual Plan;
- Facilitation of the development of CDEM policy and advice on policy and legislative matters; and
- Liaison with the Group's partner agencies including the Ministry of Civil Defence & Emergency Management and other CDEM Groups.

Local Emergency Management Officers will be supported from within member Councils by the CEG representative and co-ordinated by the Group Emergency Management Office to ensure that implementation of the Annual Plan is achieved with best effect. Local Emergency Management Officers are direct reports to their employing authority that work as a collective resource for the benefit of the Group.

8.8.1 Delivery model

The underlying concept for CDEM delivery across the Group will be based on the 'centrally co-ordinated and locally delivered' approach. The following elements are agreed as the basis for giving effect to the Group's delivery model across the 4Rs:

- The CDEM Group Plan establishes the politically acceptable framework for comprehensive and integrated CDEM within the Group;
- A Group-wide CDEM Group Business Plan is developed to support the Group Plan and implement CDEM initiatives and programmes;
- An Annual Plan is developed to direct the day-to-day business of CDEM staff and to be accountable and fiscally responsible through CEG to the Joint Committee;
- Localised emergencies will be responded to and supported locally;
- Community emergency welfare is delivered at community level;
- A close working relationship between the emergency management staff and management of the local authority (particularly the CEG representative) is essential; and
- The Group is branded as a single organisation, not individual CDEM organisations.

The Group has recognised that there may be a need to review the current delivery model during the life of the Plan and as such a project is included in the Business Plan to enable this review to take place.

8.9 Key Appointments, Delegated Authorities, Functions and Powers

8.9.1 Declarations

In accordance with section 25(1) of the Act, the CDEM Group appoints the chairperson of the CDEM Group as the person authorised to declare a state of local emergency for the CDEM Group's area. Furthermore, the representatives of the members of the Group listed at annex 9.2 are authorised to declare a state of local emergency for the area represented by them, or in the absence of either person (and in accordance with s. 25(4)), for any area within the Group or for the Group as a whole.

In accordance with section 25(5) the Mayor, or a person designated by the Mayor in their absence, may declare a state of local emergency that covers the district of the Territorial Authority.

Any person authorised to declare a state of local emergency to exist may also make a declaration extending or terminating a state of emergency in accordance with sections 71 and 72 of the Act.

25 Appointment of persons who can declare a state of local emergency

1. *A Civil Defence Emergency Management Group must appoint at least 1 person as a person authorised to declare a state of local emergency for its area.*
2. *The person or persons appointed under subsection (1) must be chosen from the representatives of the members of the Group.*
3. *If a Group appoints more than 1 person under this section, it must state in the instrument of appointment –*
 - a. *Whether the appointee has equal status to make a declaration or whether the appointee is authorised to act in the absence of other named persons;*
 - b. *Any other conditions or limitations.*
4. *If no appointed person is or is likely to be able to exercise his or her functions, duties or powers under this Act, a representative of any member of the Group may exercise the power to declare a state of emergency.*
5. *Despite subsection (1) to (4), the Mayor of a territorial authority, or an elected member of the territorial authority designated to act on behalf of the Mayor if the Mayor is absent, may declare a state of local emergency that covers the district of that territorial authority.*

the Act 2002

For the purpose of the Act, representative means an elected member of a local authority, including an elected member of a community board (s. 4, of the Act 2002).

Should the Prime Minister issue an Epidemic Notice under section 5 of the Epidemic Preparedness Act 2006, the need for a state of local emergency should be widely consulted.

The following is the preferred order of preference for declarations made under the Act in the Manawatu-Wanganui CDEM Group:

Local emergency within a Territorial Authority

- The Mayor, or the designated representative in the Mayors absence
- The representative of the member on the CDEM Group
- The chairperson of the CDEM Group Joint Committee
- A representative of any member of the CDEM Group Joint Committee
- The Minister of Civil Defence

CDEM Group-wide local emergency

- The chairperson of the CDEM Group Joint Committee
- A representative of any member of the CDEM Group
- The Minister of Civil Defence

68 Declaration of state of local emergency

- 1 A person appointed for the purpose under section 25 may declare that a state of local emergency exists in the area for which the person is appointed if at any time it appears to the person that an emergency has occurred or may occur within the area.*
- 2. A person who is authorised to declare a state of local emergency may declare that the state of local emergency exists in respect of the whole area of the Civil Defence Emergency Management Group concerned or 1 or more districts or wards within the area.*
- 3. A state of local emergency may be declared in respect of an area that is not affected by an emergency if, in the opinion of any person authorised to declare a state of local emergency in respect of that area, the resources of that area are needed to assist any other area where a state of local emergency is in force.*
- 4. The fact that a person purporting to be authorised by section 25 declares a state of local emergency is, in the absence of proof to the contrary, conclusive evidence that the person is a person authorised under that section to do so.*
- 5. Nothing in this section authorises a person to declare a state of local emergency for any part of New Zealand while a state of national emergency is in force in respect of that part.*

the Act 2002

The process for making a declaration under the Act is outlined in the Response Chapter of this Plan in section 5.4. Declaration forms are contained in annexes 9.5 to 9.7 for declarations covering any part of the Group or the Group as a whole.

8.9.2 Controllers

In accordance with sections 26(1), 26(2) and 27(1) of the Act, the CDEM Group has appointed personnel to the positions of Group Controller, Alternative Group Controller and Local Controller. The names of these individuals are contained in annex 9.3 of this Plan.

In accordance with section 27(1) of the Act, the CDEM Group directs the Local Controller to exercise any or all of the functions and powers of the CDEM Group Controller, whether delegated or designated by statute, in a manner consistent with any priorities for the use of resources and services that have been determined by the Group Controller.

In accordance with section 27(1) of the Act, the CDEM Group directs the Group Controller to exercise any or all of the functions and powers delegated or designated to the Group Controller.

In accordance with section 28(4) during a national emergency, the Group Controller or Local Controllers will act in a manner consistent with any priorities for the use of resources and services that have been determined by the National Controller.

8.9.3 Delegation of authority to replace the Group Controller

In accordance with section 26(4) of the Act, the CDEM Group delegates to the chair of the Joint Committee, or in the absence of the chair any member of the Joint Committee, the authority to replace the Group Controller during a state of emergency with a person appointed under section 26(2).

This delegation does not empower the member to remove the Group Controller from office, only to enforce a period of rest and recuperation.

This delegation does not apply to Local Controllers who are required to follow the directions of the Group Controller.

8.9.4 Delegation of functions and powers to the Group Controller

In accordance with 28(2) of the Act, the CDEM Group delegates to the Group Controller the following functions and powers of the Act:

17 Functions of Civil Defence Emergency Management Groups

1. *The functions of a Civil Defence Emergency Management Group, and of each member, are to –*
 - a. [not delegated]
 - b. *take all steps necessary on an ongoing basis to maintain and provide, or to arrange the provision of, or to otherwise make available suitably trained and competent personnel, including volunteers, and an appropriate organisational structure for those personnel, for effective civil defence emergency management in its area;*
 - c. *take all steps necessary on an ongoing basis to maintain and provide, or to arrange the provision of, or otherwise to make available material, services, information and any other resources for effective civil defence emergency management in its area;*
 - d. *respond to and manage the adverse effects of emergencies in its area;*
 - e. [not delegated];
 - f. *when requested, assist other Groups in the implementation of civil defence emergency management in their areas (having regard to the competing civil defence emergency management demands within the Group's own area and any other requests for assistance from other Groups);*
 - g. [not delegated];
 - h. [not delegated];
 - i. [not delegated];
 - j. [not delegated];
 - k. [not delegated];

18 General powers of Civil Defence Emergency Management Groups

- 1 *A Civil Defence Emergency Management Group has all the powers that are reasonably necessary or expedient to enable it to perform its functions, including the power to delegate any of its functions to members, the Group Controller, or other persons.*

2. Without limiting the generality of subsection (1), a Group may –
 - a. recruit and train volunteers for civil defence emergency management tasks;
 - b. conduct civil defence emergency management training exercises, practices and rehearsals;
 - c. issue and control the use of signs, badges, insignia, and other identification passes authorised under this Act, or any civil defence emergency management plan;
 - d. provide, maintain, control, and operate warning systems;
 - e. provide communications, equipment, accommodation, and facilities for the exercise of its functions and powers during an emergency;
 - f. exercise any other powers that are necessary to give effect to any civil defence emergency management plan.

76 Power to require information

1. The Director, or a Civil Defence Emergency Management Group, or a person acting under the authority of the Director or Group, may, by notice in writing, require any person to give the Director or the Group information described in subsection (2).
2. The information referred to in subsection (1) is information that, in the opinion of the Director or the Group, as the case may be, is reasonably necessary for the exercise of civil defence emergency management by the Director or the Civil Defence Emergency Management Group, as the case may be, and that is –
 - a. in the possession of the person who is asked to give the information; and
 - b. capable of being provided without unreasonable difficulty or expense.
3. The information required to be given under subsection (1) must be given –
 - a. in the form specified by the Director or the Group; and
 - b. within the reasonable time that is specified by the Director or the Group; and
 - c. free of charge.

85 Emergency powers of Civil Defence Emergency Management Groups

1. While a state of emergency is in force in its area, a Civil Defence Emergency Management Group may –
 - a. carry out or require to be carried out all or any of the following:
 - i. works;
 - ii. clearing roads and other public places;
 - iii. removing or disposing of, or securing or otherwise making safe, dangerous structures and materials wherever they may be.
 - b. provide for the rescue of endangered persons and their removal to areas of safety;
 - c. set up first aid posts, and provide for first aid to be given to casualties and for their movement to hospital, other place of treatment, or areas of safety;

- d. *provide for the relief of distress, including emergency food, clothing, and shelter;*
 - e. *provide for the conservation and supply of food, fuel, and other essential supplies;*
 - f. *prohibit or regulate land, air, and water traffic within the area or district to the extent necessary to conduct civil defence emergency management;*
 - g. *undertake emergency measures for the disposal of dead persons or animals if it is satisfied that the measures are urgently necessary in the interests of public health;*
 - h. *disseminate information and advice to the public;*
 - i. *enter into arrangements, with any person for the purpose of carrying out civil defence emergency management as may be agreed;*
 - j. *provide equipment, accommodation, and facilities for the exercise of any of the powers conferred by this subsection.*
2. *A Civil Defence Emergency Management Group must not act inconsistently with any directions given by the Minister or the Director.*
- the Act 2002

8.9.5 Designated functions and powers of the Group Controller

For the sake of completeness and clarity, the following are the functions and powers of the Group Controller as described in the Act:

28 Functions of Group Controllers

1. *The Group Controller must, during a state of local emergency for the area for which the Group Controller is appointed, direct and co-ordinate, for the purposes of this Act, the use of the personnel, material, information, services, and other resources made available by departments, Civil Defence Emergency Management Groups, and other persons.*
2. *The Group Controller must also perform any functions or duties delegated to the Group Controllers by the Civil Defence Emergency Management Group or conferred on Controllers by this Act or any other enactment, and may exercise any power conferred on the Group Controller by delegation under this Act.*
3. *A Group Controller or person directed under section 27 may authorise any suitably qualified and experienced person to exercise any power or function or fulfil any duty of that Group Controller or directed person, including the power to authorise the use of those powers, functions and duties.*
4. *No Group Controller or person directed under section 27 may exercise any power conferred on Controllers by this Act during any state of national emergency in any manner contrary to any priorities for the use of resources and services that have been determined by the Director or National Controller.*

94 Contracts in urgent cases

1. *Despite anything in the Public Bodies Contracts Act 1959, the following persons may, during a state of emergency, enter into any contract on behalf of a Civil Defence Emergency Management Group for any of the purposes of this Act:*
 - a. *The chairperson of the Group;*
 - b. *The deputy chairperson of the Group;*
 - c. *Any employee of the Group who is authorised for the purpose in the Group's civil defence emergency management plan;*
 - d. *The Group Controller.*
2. *A person who exercises the power conferred on him or her by this section must report the full circumstances of its exercise to the Civil Defence Emergency Management Group at its next ordinary meeting or, if that is not practicable, at its next succeeding ordinary meeting.*

the Act 2002

8.9.6 Powers of Controllers and others

78 Power of entry to obtain information in urgent cases

1. *This section applies if a state of emergency is in force or the Director, a Controller, or a person authorised by a Civil Defence Emergency Management Group considers that an imminent threat of an emergency exists.*
2. *If this section applies, a District Court Judge may, by warrant, authorise any member of the police to enter and search any premises, not being a dwelling house, to obtain information if satisfied on oath by the Director, a Controller, or a person authorised by a Civil Defence Emergency Management Group that –*
 - a. *the information is urgently required in order to prevent or limit the extent of the emergency; and*
 - b. *the person in possession of the information has refused to provide the information.*
3. *A warrant may be issued under this section –*
 - a. *even if a requirement to give the information referred to in subsection (2) has been imposed at an earlier time under section 76; and*
 - b. *whether or not appeal proceedings or the prosecution of an offence in respect of that requirement have been completed.*

86 Evacuation of premises and places

- If a state of emergency is in force and, in the opinion of a Controller or any member of the police, the action authorised by this section is necessary for the preservation of human life, that person or a person authorised by him or her may require, within the area or district in which the emergency is in force–*
- a. *the evacuation of any premises or place, including public place; or*
 - b. *the exclusion of persons or vehicles from any premises or place, including any public place.*

87 Entry on premises

If a state of emergency is in force in any area, a Controller or a member of the police, or any person acting under the authority of a Controller or member of the police, may enter on, and if necessary break into, any premises or place within the area or district in respect of which the state of emergency is in force if he or she believes on reasonable grounds that the action is necessary for –

- a. *saving life, preventing injury, or rescuing and removing injured or endangered persons; or*
- b. *permitting or facilitating the carrying out of any urgent measures for the relief of suffering or distress.*

88 Closing of roads and public places

If a state of emergency is in force, a Controller or a member of the police, or any person acting under the authority of a Controller or member of the police, or any person authorised in a relevant civil defence emergency management plan, may, in order to prevent or limit the extent of the emergency, totally, or partially prohibit or restrict public access, with or without vehicles, to any road or public place within the area or district in respect of which the state of emergency is in force.

89 Removal of aircraft, vessels, vehicles, etc

If a state of emergency is in force, a Controller or a member of the police, or any person acting under the authority of a Controller or member of the police, may, in order to prevent or limit the extent of the emergency –

- a. *remove from any place within the area or district in respect of which the state of emergency is in force, any aircraft, hovercraft, ship or ferry or other vessel, train, or vehicle impeding civil defence emergency management; and*
- b. *if reasonably necessary for that purpose, use force or break into the aircraft, hovercraft, ship or ferry or other vessel, train, or vehicle.*

90 Requisitioning powers

1. *This section applies if a state of emergency is in force and, in the opinion of a Controller or a member of police, the action authorised by this section is necessary for the preservation of human life.*
2. *The Controller or a member of the police, or a person authorised by him or her, may direct the owner or person for the time being in charge of any land, building, vehicle, animal, boat, apparatus, implement, earth-moving equipment, construction materials or equipment, furniture, bedding, food, medicines, medical supplies, or any other equipment, materials, or supplies, to immediately place that property (requisitioned property) –*
 - a. *under his or her control and direction; or*
 - b. *under the control and direction of a Controller or a member of the police, or a person authorised by that Controller or member of the police, if that person has requested the person making the requisition to do so on his or her behalf.*

3. *A person exercising any power conferred on him or her by this section must give to the owner or person in charge of the requisitioned property written statement specifying the property that is requisitioned and the person under whose control the property is to be placed.*
4. *If the owner or person for the time being in control of any property that may be requisitioned under this section cannot be immediately found, a Controller or a member of the police, or a person authorised by a Controller or member of the police, may assume immediate control and direction of the requisitioned property.*
5. *If a person assumes control and direction of requisitioned property under subsection (4), that person must ensure that, as soon as reasonably practicable in the circumstances, a written statement specifying the property that has been requisitioned and the person under whose control it has been placed is given to the owner or person formerly in charge of the requisitioned property.*
6. *The owner or person in control of any property immediately before it is requisitioned under this section must provide the person exercising the power under section with any assistance that the person may reasonably require for the effective and safe use of that property.*

91 Power to give directions

While a state of emergency is in force, a Controller or a member of the police, or any person acting under the authority of a Controller or member of the police, may –

- a. *direct any person to stop any activity that may cause or substantially contribute to an emergency;*
- b. *request any person, either verbally or in writing, to take any action to prevent or limit the extent of the emergency.*

92 Power to carry out inspections, etc

While a state of emergency is in force, a Controller or a member of the police, or any person acting under the authority of a Controller or member of the police, may examine, mark, seize, sample, secure, disinfect, or destroy any property, animal, or anything in order to prevent or limit the extent of the emergency.

the Act 2002

8.9.7 Appointment and delegation of Recovery Manager

The CDEM Group has appointed personnel to the position of Recovery Manager for the Group. The name(s) of individuals are contained at annex 9.3.

In accordance with section 18(1), the CDEM Group delegates the carrying out of recovery activities (refer to s. 17(1)(e)) to the Group's Recovery Manager or alternative.

Further detail on the conduct of recovery activities can be found in chapter 6 of this Plan and the Group's Recovery Plan.

8.10 Cooperative Arrangements with Other CDEM Groups

In accordance with section 17(1)(f), the CDEM Group will support other CDEM Groups in New Zealand. The general basis for this support is outlined below and is based on memoranda of understanding previously in place with neighbouring Groups.

8.10.1 Co-operation during and after an emergency

The specific nature of support that one CDEM Group can provide the other during the response and recovery phases of an emergency will depend on the circumstances prevailing at the time, including the extent to which the emergency has affected each CDEM Group. The support outlined below is therefore conditional and will be provided on a best endeavours basis having regard for all the circumstances.

The Group agrees to consult on priorities for resources, which includes without limitation, equipment, material, services and personnel. Competing demands for resources are always likely to be evident, particularly where the emergency affects both parties, and active consultation to resolve competing demands and achieve optimum resource allocation will have precedence over all other mutual support.

Support that could be considered

This list is neither inclusive nor exclusive and any requests for specific support from one CDEM Group to another will be considered on its merits.

- Personnel
 - Persons trained in emergency operations centre, information management, welfare centre operations and lifelines co-ordination
 - Radio operators
 - Rescue personnel
 - Media liaison officers and public information managers
 - Technical and other specialists
- Equipment and materials
 - Stocks on hand of particular items or supplies, e.g. portable radios
 - Facilitation with purchasing/ordering particular items or supplies through locally contracted arrangements
- Logistics management
 - Management of air, rail and other supply points outside of the other CDEM Group area that are being used for logistics transfer operations
- Evacuee management
 - Management of evacuees arriving from the affected area, including registration and arranging food, clothing and temporary accommodation

The costs associated with deployment in support of an emergency shall be borne by the responding agency. Financial assistance may be available from the Ministry of Civil Defence & Emergency Management or other government agency to support deployment and this should be negotiated between the responding agency and the funding agency.

8.10.2 Collaborative planning and other activities

The CDEM Group will ensure that no opportunity is lost to share and co-ordinate planning and other activities for mutual benefit. This list describes activities that are anticipated to happen as a matter of routine.

- Consultation
 - The CDEM Group will maintain regular contact with other Groups and conduct face-to-face consultation when necessary or desirable.
- Sharing of plans and other material
 - The Group undertakes, wherever possible, to share all plans and procedures to facilitate a common approach to planning and ensure that co-ordination and coherency between plans of CDEM Groups is maximised
- Risk/hazard management
 - The Group undertakes, wherever possible, to share access to data on hazards and the risk treatment measures that are being employed. Where CDEM Groups share a common hazard across the Group boundary, mutual agreement on risk treatment will be obtained before new measures are employed.
- Training co-ordination
 - The Group will keep others informed of training courses scheduled and access to courses will be available on a space-permitting basis.
- Exercise participation
 - The Group will keep others informed of exercises scheduled and will encourage participation or the provision of observers from other areas.

8.11 Financial Arrangements

The costs associated with the provision of administrative and related services incurred by Horizons Regional Council will be borne by Horizons Regional Council.

The costs associated with members implementing CDEM arrangements within their organisation or district shall be borne by that member.

Deployment costs incurred in support of another CDEM Group will be borne by the deploying Group in the first instance. Where the opportunity to claim the costs of response is available, the Group will endeavour to be reimbursed.

All expenditure as it relates to CDEM will be monitored by the Co-ordinating Executive Group in relation to the Triennial Business Plan.

8.11.1 Emergency response costs

The costs associated with emergency response will be borne by the agency incurring the cost. CDEM costs will be borne by the Territorial Authority in managing the local CDEM response and by the Regional Council in co-ordinating the Group-wide response. Costs will be recovered in accordance with the Director's guidelines on cost recovery.

Financial delegations for Group and Local Controllers shall be made by the local authority requesting the appointment of persons to these roles. The financial systems and process of the local authority will be used to manage and monitor response costs.

Contracts may be entered into during a state of emergency when it is urgently necessary to do so by the chairperson or deputy chairperson of the CDEM Group, an employee of the Group (if authorised) and by the Group Controller. By delegation, Local Controllers may also exercise this power. It is the preference of the Group that any such contracts are entered into with the knowledge of, and preferably by, the Controller responsible for the area concerned, ie. Local Controllers if the contract affects their Territorial Authority, and the Group Controller if it affects more than one Territorial Authority member. Costs associated with contracts in urgent cases will be borne by the Council responsible for the contract. The cost of contracts may be recoverable from Government however the threshold of such costs may need to be met by the Council. Where the Group Controller enters into a contract, and where the threshold for claims has not been met, the cost of the contract will be apportioned on a pro-rata basis among the benefiting Councils or as agreed.

The Regional Council will underwrite the initial costs of contracts entered into by the Group Controller and the Territorial Authority concerned will underwrite the costs of a contract entered into on their behalf where this can be clearly defined.

8.11.2 Emergency recovery costs

The costs associated with recovery shall be met as follows:

| Activity | Responsibility |
|---|-----------------------------------|
| Group Recovery Manager, Group Recovery Office, Recovery Management Team and associated Recovery Action Groups | Administering authority |
| Co-ordination of claims to Government | Administering authority |
| Local Recovery Manager, Local Recovery Office and team | Territorial Authority |
| Compiling of local costs to submit claims to Government | Territorial Authority |
| Reinstatement of infrastructure assets | Asset owner |
| Administration of the Disaster Relief Fund Trust | The Disaster Relief Fund Trustees |
| Administration of Mayoral Relief Funds | Territorial Authority |

Financial delegations for Group Recovery Manager and alternatives will be made by the administering authority. Local Recovery Managers and alternatives shall be delegated financial authority by the local authority making the appointment of persons to these roles. The financial systems and process of the local authority will be used to manage and monitor recovery costs.

8.12 Work Programme for the CDEM Group

The detailed work programme of the CDEM Group has been developed to support this Plan as a stand-alone document. The Triennial Business Plan provides the mechanism for linking the intentions of the Group to the members' Long-term Council Community Plans and funding arrangements. The Triennial Business Plan is further developed to Annual Plans to detail the work of the CEG and members during a financial year and to provide an appropriate reporting tool for the CEG to the Joint Committee.

Although the member Councils are required to fund their involvement in the delivery of the Business Plan, the method for achieving this is at the discretion of the Council. Partnership contracting arrangements are in place within the Group between:

- Horizons Regional Council and Rangitikei District Council;
- Horizons Regional Council and Manawatu District Council; and
- Horizons Regional Council and Horowhenua District Council.

Emergency Management Officers employed by the local authority members will cooperate in the delivery of the Business Plan and Annual Plan. Agreement on maximising the skills of officers will be agreed by CEG in monitoring implementation of the Annual Plan.

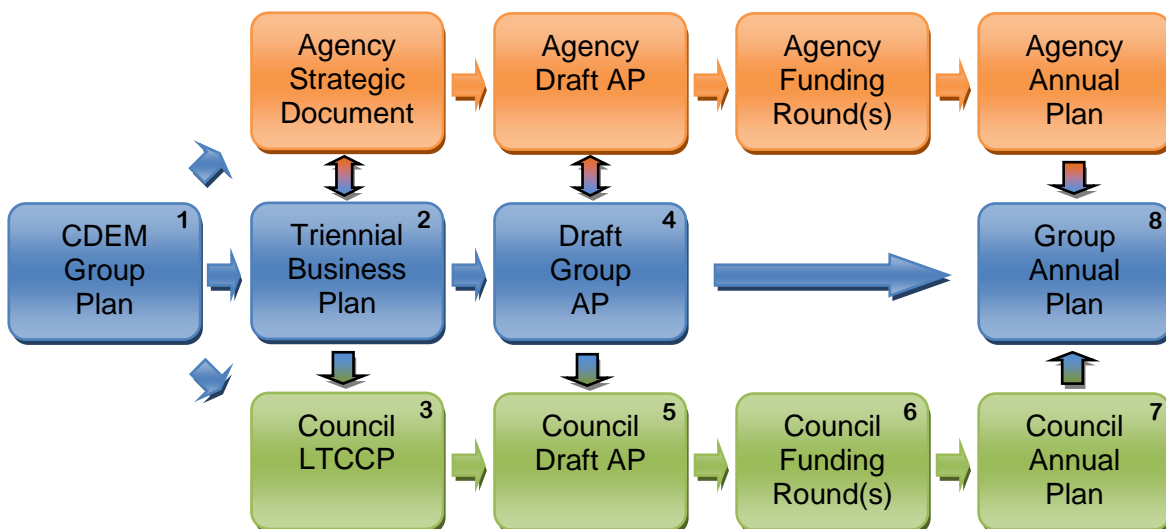


Figure 6 Document relationships and planning path

Figure 6 describes the relationship of the CDEM Group Plan to agency and Council documents as well as a planning path.

1. The CDEM Group Plan is developed in consultation with a wide range of partners and the community
2. The Triennial Business Plan describes the work programmes of the Group for the life of the CDEM Group Plan
3. The Group Plan and Triennial Business Plan inform Council and agency direction in Long-term Council Community Plans and agency strategic documents
4. Early in Council planning cycles, the CDEM Group determines the draft Annual Plan to inform Council and agency annual planning and funding discussions
5. Council draft Annual Plans are developed
6. Council funding discussions determine the priority of projects and the level of funding available for CDEM purposes
7. Council draft Annual Plans are approved.
8. The Co-ordinating Executive Group refines the Group's Annual Plan to reflect actual funding available.

*

Agency level planning occurs in parallel with Council planning and wherever possible also informs and supports the work programmes of the Group.

9. Annexes

9.1 Glossary of Terms

| Term | Definition |
|--------------------------------|---|
| 4Rs | <ul style="list-style-type: none"> a. Reduction (identifying and analysing long-term risks to human life and property from natural or non-natural hazards; taking steps to eliminate these risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurring); and b. Readiness (developing operational systems and capabilities before a civil defence emergency happens, including self-help and response programmes for the general public, and specific programmes for emergency services, lifeline utilities, and other agencies); and c. Response (actions taken immediately before, during, or directly after a civil defence emergency to save lives and property, and to help communities recover); and d. Recovery (the co-ordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration of a community following a civil defence emergency). |
| Act | Civil Defence Emergency Management Act 2002. |
| Administering authority | As required by s. 23 of the Act, Horizons Regional Council is responsible for the provision of administrative and related services required by the Group. |
| Agencies | <ul style="list-style-type: none"> a. Government agencies, including public service departments, non-public service departments, Crown entities, and Offices of Parliament; and b. Non-governmental organisations; and c. Lifeline utilities. |
| Capability | Means the effectiveness of co-operation and co-ordination arrangements across agencies for the delivery of resources in the event of an emergency. |
| Capacity | Means the adequacy of resources in terms of quantity, and suitability of personnel, equipment, facilities and finances. |
| CDEM | <p>Civil defence emergency management (refer to s.4).</p> <ul style="list-style-type: none"> a. The application of knowledge, measures, and practices that: <ul style="list-style-type: none"> i. Are necessary or desirable for the safety of the public or property; and ii. Are designed to guard against, prevent, reduce, or overcome any hazard or harm or loss that may be associated with any emergency; and b. Includes, without limitation, the planning, organisation, co-ordination, and implementation of those measure, knowledge and practices. |
| CDEM Group | A Group established under s. 12 or re-established under s. 22 of the Act. Can be read to mean the Manawatu-Wanganui CDEM Group in this Plan. |
| CEG | Co-ordinating Executive Group established under s. 20 of the Act, |

| | |
|---------------------------------------|--|
| | comprising representatives from the member local authorities, Police, Fire Service and District Health Boards. |
| CIMS | The New Zealand Co-ordinated Incident Management System. An agreed method of incident management to be employed by emergency responders for efficient incident management. |
| Cluster | Cluster means a group of agencies that interact to achieve common CDEM outcomes. |
| Controller – Alternative Group | A person or persons appointed under s. 26 of the Act to exercise the functions and powers of the Group Controller in the absence of the Group Controller. |
| Controller – Group | A person appointed under s. 26 of the Act to exercise the functions and powers of the Group Controller or those functions and powers delegated by the CDEM Group during a state of local emergency within the Group for which they are appointed. |
| Controller – Incident | Usually the senior first responder to an incident. Incident control may transfer based on statutory or agreed responsibilities for control at particular incidents. |
| Controller – Local | A person or persons appointed under s. 27 who may exercise the powers of a Controller or the functions and powers of the Group Controller if so delegated during a state of local emergency within the Group for which they are appointed. |
| CPVAG | Central Plateau Volcanic Advisory Group established under Section 8.6.4. |
| District Health Board | Means the provider of publicly funded health services for the population of a specific geographical area in New Zealand. |
| ECC | The CDEM Group’s Emergency Co-ordination Centre for the co-ordination of regional significant events and/or the management of critical resources during a local emergency. |
| EMC | Emergency Management Committee established under Section 8.6.6 |
| Emergency | Means a situation that: <ul style="list-style-type: none"> a. Is the result of a happening, whether natural or otherwise, including without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or lifeline utility, or actual or imminent attack or warlike act; and b. Causes or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property in New Zealand or any part of New Zealand; and c. Cannot be dealt with by emergency services, or otherwise requires a significant and co-ordinated response under the Act. |
| Emergency services | Has the same meaning as in section 4 of the CDEM Act. <i>Means the New Zealand Police, New Zealand Fire Service, National Rural Fire Authority, rural fire authorities, and hospital and health services, (i.e. District Health Boards).</i> |

| | |
|---------------------|--|
| EOC | The CDEM Group's local Emergency Operations Centre(s) for the co-ordination of local response activities by all local responders, the management of local Evacuation Centres, and the care of local communities. |
| Epidemic | A disease affecting or tending to affect an atypically large number of individuals within a population, community or region at the same time. |
| Evacuation | <p>The temporary relocation (either spontaneous or organised) of all or part of a particular population or geographical region from a location that has been or is about to be affected by an emergency, to a place considered to be safe. Arrangements for pre-event and mandatory evacuation are detailed below.</p> <p>Mandatory evacuation takes place when it is determined by the Police, NZ Fire Service or a CDEM controller that there is an absolute need to evacuate an area, usually on a large-scale and possibly for a long period of time, (e.g. for more than 24 hours). Mandatory evacuation can be ordered under section 86 of the Civil Defence and Emergency Management Act 2002 and sections 28 and 28A of the Fire Service Act 1975. The Police or Fire Service will generally carry out this type of evacuation.</p> <p>Pre-event evacuation occurs when the level of risk is uncertain and it is recommended to evacuate within a certain geographic area, (e.g. suburb) or by risk factor, (e.g. people with certain health issues) until the level of risk is reduced. Pre-event evacuations may be further classed as either:</p> <ul style="list-style-type: none"> • Voluntary: where people are informed of a possible threat, (e.g. an approaching cyclone), but no special evacuation measures (such as traffic control) are taken, and people may remain in the area if they choose. • Recommended: when the threat, (e.g. storm-surge) has a high probability of affecting people living in at-risk areas and they are encouraged to leave but the decision to do so is left to individuals. Evacuation plan support measures commence, (e.g. transportation measures). <p>Self evacuation occurs when people decide to relocate from their usual home locations, either with or without instruction from authorities, but without making themselves known to such authorities.</p> |
| Evacuee | A person unable or unwilling to stay in their usual place of residence as a result of an incident or emergency. |
| Fire service | Includes the fire service units maintained by the New Zealand Fire Service, National Rural Fire Authority, rural fire authorities, airport rescue fire services, New Zealand Defence Force, industrial fire brigades registered under section 36 of the Fire Service Act 1975, and other fire service resources owned by private organisations. |
| GIS | A geographic information system (GIS), or geographical information system, captures, stores, analyses, manages, and presents data that is linked to location. Technically, GIS is geographic information systems, which includes mapping software and its application with remote sensing, land surveying, aerial photography, mathematics, photogrammetry, geography, and tools that can be implemented with GIS software. Still, many refer to 'geographic information system' as GIS even though it doesn't cover all tools connected to topology. |
| HAG | Health Advisory Group established under Section 8.6.5. |
| Hazard | Has the same meaning as in section 4 of the CDEM Act and |

| | |
|---|--|
| | <i>means something that may cause, or contribute substantially to the cause of, an emergency.</i> |
| Horizons | Horizons Regional Council, the trading name of the Manawatu-Wanganui Regional Council. |
| Joint Committee | The CDEM Group's Joint Standing Committee established under section 12 of the Act. |
| LAG | Lifelines Advisory Group established under Section 8.6.3. |
| Lead agency | Means the organisation with current responsibility for managing an emergency. |
| Lifeline utility | An entity named or described in Schedule 1 of the Act. These include Radio New Zealand, Television New Zealand, Auckland, Wellington and Christchurch International Airports, specific provincial airports, specific port companies, gas industry, electricity industry, water industry, waste water and sewerage industry, telecommunications industry, roads industry, fuel industry and rail industry. |
| Local authority | Means a Regional Council or Territorial Authority. |
| Local emergency | A state of local emergency declared under section 68 or 69 of the Act. |
| National Civil Defence Emergency Management Plan Order | The National Civil Defence Emergency Management Plan made by Order in Council pursuant to section 39 of the Act. |
| National Controller | Has the same meaning as in section 4 of the CDEM Act and <i>means the person who is the National Controller in accordance with section 10.</i> |
| National significance | Includes, without limitation, any case where the Minister of Civil Defence or the Director of Civil Defence Emergency Management considers that: <ul style="list-style-type: none"> a. There is widespread public concern or interest; or b. There is likely to be significant use of resources; or c. It is likely that the area of more than one CDEM Group will be affected; or d. It affects or is likely to affect or is relevant to New Zealand's international obligations; or e. It involves or is likely to involve technology, processes, or methods that are new to New Zealand; or f. It results or is likely to result in or contribute to significant or irreversible changes to the environment (including the global environment). |
| RAG | Rural Advisory Group established under Section 8.6.2. |
| Recovery Co-ordinator | Appointed by the Minister of Civil Defence under section 29 of the Act if the Minister is satisfied that a CDEM Group is unable to effect recovery. A Recovery Co-ordinator is responsible to the Director of Civil Defence Emergency Management and may have all the functions, duties and powers of a Group Controller. |
| Recovery Manager - Group | Appointed by the CDEM Group to give effect to Group co-ordination of recovery during and following an emergency. |
| Recovery Manager - Local | Appointed by the Territorial Authority to give effect to local co-ordination of recovery during and following an emergency. |

| | |
|------------------------------------|---|
| Regional significance | <p>Due to the magnitude or geographic spread of the incident, one or more local EOCs has been activated to manage the emergency, which now requires ECC co-ordination of critical resources; or</p> <p>A warning of a significant event that will have a regional impact has been received; or</p> <p>Co-ordinated assistance is required to support an adjoining CDEM Group.</p> |
| Risk | The likelihood and consequences of a hazard. |
| State of emergency | Has the same meaning as in section 4 of the CDEM Act and <i>means a state of national emergency or a state of local emergency.</i> |
| State of local emergency | Has the same meaning as in section 4 of the CDEM Act and <i>means a state of local emergency declared under section 68 or section 69.</i> |
| State of national emergency | Has the same meaning as in section 4 of the CDEM Act and <i>means a state of national emergency declared under section 66.</i> |
| WAG | Welfare Advisory Group established under Section 8.6.1. |
| Welfare Centre | <p>The CDEM Group's local centres for direct involvement with the public for:</p> <ul style="list-style-type: none"> • The provision of advice and information about an emergency; • Temporary shelter for evacuees; • Registration of evacuees and relocation to accommodation; and • The provision of aid to affected communities. <p><i>NB the Guide makes reference to Reception Centres, Evacuation Centres and Assembly Areas. The general trend of CDEM Group and the Ministry now is to refer to Welfare Centres.</i></p> |

9.2 Member's Representatives

The following are appointed as member's representatives to the Manawatu-Wanganui CDEM Group. These members are authorised to make declarations under the Act in accordance with section 8.9.1 of this Plan.

- Horizons Regional Council – Cr. Bruce Gordon (Chairperson)
- Ruapehu District Council – Mayor Don Cameron
- Ruapehu District Council – Cr. Karen Ngatai
- Wanganui District Council – Mayor Annette Main
- Wanganui District Council – Cr. Ray Stevens
- Rangitikei District Council – Mayor Andrew (Andy) Watson
- Manawatu District Council – Mayor Margaret Kouvelis
- Tararua District Council – Mayor Roly Ellis
- Tararua District Council – Cr. Bill Keltie
- Palmerston North City Council – Mayor Jono Naylor
- Palmerston North City Council – Cr. Jim Jefferies
- Horowhenua District Council – Mayor Brendan Duffy (Deputy Chairperson)

9.3 Group Controllers, Local Controllers and Group Recovery Manager

The following are appointed as the Group Controller and Alternative Group Controllers:

- Michael John McCartney (Group Controller)
- Gerald Peter Shirley (1st Alternative Group Controller)
- Craig Allan Grant (2nd Alternative Group Controller)
- Allan David Cook (3rd Alternative Group Controller)

The following are appointed as Local Controllers in accordance with section 8.9.2 of this Plan, followed by an indication of their general area of operation:

- Margaret Hawthorne (Ruapehu)
- Peter Till (Ruapehu)
- Pam Bicknell (Ruapehu)
- Kevin Ross (Wanganui)
- Rowan McGregor (Wanganui)
- Stuart Hylton (Wanganui)
- Jonathan Barrett (Wanganui)
- Ross McNeill (Rangitikei)
- Michael Hodder (Rangitikei)
- Brent Limmer (Manawatu)

- Hamish Waugh (Manawatu)
- Blair King (Taranua)
- Peter Wimsett (Taranua)
- Maureen Reynolds (Taranua)
- Chris Edsall (Taranua)
- Ray McIndoe (Palmerston North)
- Ray Swadel (Palmerston North)
- Braden Austin (Palmerston North)
- Gallo Saily (Horowhenua)
- David M^cCorkindale (Horowhenua)
- Michael Lepper (Horowhenua)

The following are appointed as Group Recovery Manager and Alternative Recovery Manager:

- Rod Titcombe
- Craig Allan Grant

As appointments will change during the life of the Plan, the current version of the CDEM Group Plan will be maintained on the Group web site.

9.4 Declaration Checklists and Process

| Considerations for declaring state of local emergency | | Yes | No |
|--|--|------------------|----|
| Is the situation within the definition of an emergency as stated in the CDEM Act 2002? | Result of a happening as defined under emergency in the Act. | | |
| | Causes or may cause loss of life or injury or illness or distresses or in any way endangers the safety of the public and property. | | |
| | Cannot be dealt with by emergency services or otherwise without requiring a significant and co-ordinated response. | | |
| Is there a need to evacuate? | How many () | | |
| | How long () | | |
| Are lifeline utilities having or likely to have difficulties functioning? | Energy | | |
| | Transport | | |
| | Gas | | |
| | Water | | |
| Are social utilities having or likely to have difficulties functioning?* | Telecommunications | | |
| | Food retailers | | |
| | Medical services | | |
| | Schools | | |
| Are social utilities having or likely to have difficulties functioning?* | Refuse disposal | | |
| | Food retailers | | |
| | Medical services | | |
| | Schools | | |
| Are the powers provided by the CDEM Act required (section 85 – 94)? | | | |
| Have the emergency services been consulted? | Police | | |
| | Fire | | |
| | Health/Ambulance | | |
| Have local authority unit managers been consulted? | | | |
| Has the MCDEM EM Advisor been consulted? | | | |
| Has the Group Controller been consulted? | | | |
| Will a declaration add value to the response? | | | |
| Commencement | | Extension | |
| Declaration for: | Ward Territorial Authority area Group-wide (more than 1 TA) | | |
| Signed by: | Date: | Time: | |
| Declarer: | Controller: | EMO: | |

*Especially pandemic emergencies

| Considerations for terminating | | Yes | No |
|---|-----------------------|--------------------|-----------|
| Is the situation still within the definitions of an emergency as stated in the CDEM Act 2002? | | | |
| Are the reasons for declaring still present? | | | |
| Are all the threats to life and property still present? | | | |
| Is this event or subsequent event likely to re-occur in the immediate future? | | | |
| Will the community be at risk? | | | |
| Does the emergency still require a high level of co-ordination by the Controller? | | | |
| Is the Lead Agency still unable to take overall control? | | | |
| Are the powers provided by the CDEM Act still required? | | | |
| Are the emergency services unable to cope without a declaration? | | | |
| Are there still difficulties identifying the area or areas impacted? | | | |
| Are the essential lifeline utilities experiencing operating issues? | | | |
| If supporting another CDEM Group, do they still need that level of support? | | | |
| Is the recovery process able to proceed? | | | |
| Is a state of emergency still required? | | | |
| Circle required | TERMINATE DECLARATION | EXTEND DECLARATION | |
| Signed by: | Date: | Time: | |
| Controller: | | EMO: | |

| Declaration process | | | |
|---|---|------|--|
| Action | Participant | Done | Reference |
| Determine level of emergency | EMO | | Section 5.2 page 59 Matrix 5.2.2 page 61 |
| | Controller | | |
| | Emergency services | | |
| | MCDEM Advisor | | |
| Consultation | EMO | | Declarer's briefing Annex 9.4 page 120 |
| | Local Controller | | |
| | Group Controller | | |
| | Emergency services | | |
| | MCDEM Advisor | | |
| | Lifeline agencies | | |
| | Local authority unit managers | | |
| Declaration signed | Mayor | | Section 8.9.1 page 99 Annexes 9.5 to 9.7 from page 123 |
| | CDEM Group representative | | |
| Declaration gazetted | Declaring authority | | Normal Council procedures |
| Public notified of declaration | Controller for area declared | | Public Education and Information Strategy |
| | Public Information Manager | | |
| Monitor and evaluate on-going declaration | Controller | | Controller's briefings |
| Extend or terminate declaration | Consideration briefings – repeat this process | | Procedure described above applies for any declaration declaring, extending or terminating a state of local emergency |

9.5 Declaration of State of Local Emergency



Pursuant to section 68 of the Civil Defence Emergency Management Act 2002,

I, _____ [full name]

declare that a state of local emergency exists in: _____
[name of the Civil Defence Emergency Management Group area, district(s) or ward(s)]

owing to _____
[describe emergency]

The state of local emergency comes into force immediately on the making of this declaration, and expires 7 days after the date and time on which it comes into force (unless extended or terminated at an earlier time).

Declared by: _____ (signature)

Designation: _____
[select applicable designation]

- a. *Person appointed and authorised by the Civil Defence Emergency Management Group to declare a state of local emergency for its area.*
- b. *Representative of a member of the Civil Defence Emergency Management Group [select this designation where no appointed person is or is likely to be able to exercise the power to declare a state of local emergency].*
- c. *Mayor of the district for which the state of local emergency is declared.*
- d. *Elected member of the district for which the state of local emergency is declared (designated to act on behalf of the mayor when the mayor is absent).*

Time and date of declaration: _____

Notes

1. Calculating '7 days after the time and date on which the state of emergency comes into force'. If a state of local emergency came into force at 09:35am on 1 January, it would expire at 09:35am on 8 January. If a state of local emergency came into force at 09:35am on Friday, it would expire at 09:35 the following Friday.
2. This declaration must be—
 - (a) notified to the public immediately by any means of communication that are reasonably practicable in the circumstances; and
 - (b) published in the *Gazette* as soon as practicable. It is recommended that publication in the *Gazette* occur within 20 working days after the state of emergency is terminated.
3. **This declaration form is effective from 25th March 2012**

9.6 Declaration Extending State of Local Emergency



Pursuant to section 71 of the Civil Defence Emergency Management Act 2002,

I, _____ [full name]

extend the state of local emergency declared at _____
[specify date and time, and include times and dates when extensions took effect]

for: _____
[specify name of Civil Defence Emergency Management Group area, district(s) or ward(s)]

owing to _____
[describe emergency]

The state of local emergency is extended for 7 days. It will take effect immediately from the time the initial declaration of the state of emergency (or the last extension) was to expire.

Declared by: _____ (signature)

Designation: _____

1. *Person appointed and authorised by the Civil Defence Emergency Management Group to declare a state of local emergency for its area.*
2. *Representative of a member of the Civil Defence Emergency Management Group [select this designation where no appointed person is or is likely to be able to exercise the power to declare a state of local emergency].*
3. *Mayor of the district for which the state of local emergency is declared.*
4. *Elected member of the district for which the state of local emergency is declared (designated to act on behalf of the mayor when the mayor is absent).*

Time and date of declaration: _____

Notes

1. Calculating '7 days after the time and date on which the state of emergency comes into force'. If a state of local emergency came into force at 09:35am on 1 January, it would expire at 09:35am on 8 January. If a state of local emergency came into force at 09:35am on Friday, it would expire at 09:35 the following Friday.
2. If this is a second or subsequent extension of a state of emergency, specify the time and date each previous extension was made, as well as the time and date the state of emergency was first declared.
3. This declaration must be—
 - a. notified to the public immediately by any means of communication that are reasonably practicable in the circumstances; and
 - b. published in the *Gazette* as soon as practicable. It is recommended that publication in the *Gazette* occur within 20 working days after the state of emergency is terminated.
4. **This declaration form is effective from 25th March 2012.**

9.7 Declaration Terminating a State of Local Emergency



Pursuant to section 72 of the Civil Defence Emergency Management Act 2002,

I, _____ [full name], terminate the state of

local emergency declared at _____
[specify time and date, and include times and dates when any extensions took effect]

for: _____
[specify name of Civil Defence Emergency Management Group area, district(s) or ward(s)]

owing to _____
[describe emergency]

The termination of the state of local emergency takes effect immediately on the making of this declaration.

Declared by: _____ (signature)

Designation: _____

- a. *Person appointed and authorised by the Civil Defence Emergency Management Group to declare a state of local emergency for its area.*
- b. *Representative of a member of the Civil Defence Emergency Management Group [select this designation where no appointed person is or is likely to be able to exercise the power to declare a state of local emergency].*
- c. *Mayor of the district for which the state of local emergency is declared.*
- d. *Elected member of the district for which the state of local emergency is declared (designated to act on behalf of the mayor when the mayor is absent).*

Time and date of declaration: _____

Notes

1. If any extension of the state of emergency was made, specify the time and date each extension was made, as well as the time and date the state of emergency was first declared.
2. This declaration must be—
 - (a) notified to the public immediately by any means of communication that are reasonably practicable in the circumstances; and
 - (b) published in the *Gazette* as soon as practicable. It is recommended that publication in the *Gazette* occur within 20 working days after the state of emergency is terminated.

9.8 Search Warrant

Search warrant to enter premises and obtain information in urgent cases issued under section 78, Civil Defence Emergency Management Act 2002

To _____
*[full name], a member of the police**

or

any member of the police*

or

any class of members of the police*

[specify class]

I am satisfied on oath that:

(a) *a state of emergency is in force in:

[state 'New Zealand' or the name of the area of New Zealand, Civil Defence Emergency Management Group area, district, or ward]

or

* the Director under the Civil Defence Emergency Management Act 2002 considers that an imminent threat of an emergency exists in:

[state 'New Zealand' or the name of the area of New Zealand, Civil Defence Emergency Management Group area, district, or ward]

or

* a Controller under the Civil Defence Emergency Management Act 2002 considers that an imminent threat of an emergency exists in:

[state 'New Zealand' or the name of the area of New Zealand, Civil Defence Emergency Management Group area, district, or ward]

or

* a person authorised by a Civil Defence Emergency Management Group considers that an imminent threat of an emergency exists in:

[state 'New Zealand' or the name of the area of New Zealand, Civil Defence Emergency Management Group area, district, or ward]

*Delete if not applicable

and

(b) in or on:

[give particulars of the premises, not being a dwelling house]

there is information and:

- (i) the information is urgently required to prevent or limit the extent of the emergency; and
- (ii) the person in possession of the information has refused to provide the information.

This warrant authorises you, within 10 days from its date of issue:

- a) to enter and search the premises stated above at any time by day or night during the currency of the warrant; and
- b) to use any assistance that may be reasonable in the circumstances for the purposes of the entry and search; and
- c) to use any force that is reasonable in the circumstances for the purposes of effecting entry, and for breaking open anything in or on the premises searched; and
- d) to search for and seize information and, for that purpose:
 - (i) to take copies or extracts of any document; and
 - (ii) to require any person who has a document in his or her possession, or under his or her control, to reproduce, or assist the person executing the warrant to reproduce any information recorded or stored in the document in a usable form.

This warrant is issued subject to the following special conditions:

[set out any special conditions specified by the person issuing the warrant, 'if none, state 'None specified']

Issued at:

[place], [date]

District Court Judge

This form meets the requirements of the Civil Defence Emergency Management Regulations 2003.

9.9 Requisition Form

Requisition of property

Under section 90 of the Civil Defence Emergency Management Act 2002 and as a Controller, member of the police, or person authorised by a Controller, and considering it necessary for the preservation of human life, requisition the following property:

The requisitioned property is to be immediately placed under the control of:

I further require the owner, or person for the time being in control of the property, to provide any assistance for the effective and safe use of the requisitioned property.

[signature of person authorised to requisition property and date]

101 Offences in relation to requisitioning

- 1 A person commits an offence who:
 - a) intentionally fails to comply with any direction given to him or her under section 90(2); or
 - b) intentionally fails to provide assistance under section 90(6).
- 2 It is a defence in any proceedings for an offence against subsection (1)(a) if the Court is satisfied that the Controller or member of the police did not have reasonable grounds for believing that in all the circumstances of the case the direction requisitioning property was necessary for the preservation of human life.
- 3 It is a defence in any proceedings for an offence against subsection (1)(b) if the Court is satisfied that the person had reasonable grounds for not providing assistance.

Civil Defence Emergency Management Act 2002

9.10 Terms of Reference - Welfare Advisory Group

9.10.1 Purpose of the terms of reference

The purpose of this Terms of Reference is to:

- a. Provide for the establishment of a Welfare Advisory Group for the Manawatu Wanganui CDEM Group.
- b. Define the functions of the Welfare Advisory Group.

9.10.2 Parties

The organisations listed below have a designated welfare role and responsibilities as outlined in the National Civil Defence Emergency Management Plan and the Guide to the National Civil Defence Emergency Management Plan, and other organisations listed in Appendix 1 have expressed a willingness to be members of the Welfare Advisory Group.

- Accident Compensation Corporation
- Child Youth and Family, Ministry of Social Development
- Horizons Regional Council Emergency Management Office and Group Welfare Manager
- Horowhenua District Council
- Housing NZ Corporation
- Inland Revenue
- Manawatu District Council
- MidCentral DHB
- Ministry for Primary Industries (MPI)
- Ministry of Civil Defence & Emergency Management (MCDEM)
- Ministry of Education – Group Special Education
- Ministry of Health
- Palmerston North City Council
- Rangitikei District Council
- Red Cross
- Ruapehu District Council
- Salvation Army
- SPCA
- St John
- Tararua District Council
- Te Puni Kokiri
- Victim Support
- Wanganui District Council
- Whanganui District Health Board
- Work and Income, Ministry of Social Development (Chair and secretariat support)

Other organisations/persons may be co-opted by the Welfare Advisory Group as required.

9.10.3 Purpose of the Manawatu-Wanganui Welfare Advisory Group

The purpose of the Manawatu Wanganui Welfare Advisory Group is to plan, co-ordinate and support the delivery of welfare services for the Manawatu Wanganui region across reduction, readiness, response and recovery.

9.10.4 Functions of the Welfare Advisory Group

The Welfare Advisory Group shall:

- a. Develop and provide advice for operational welfare planning (guidelines and standard operating procedures) at a Group level for the provision of welfare services during the response to and recovery from an emergency;
- b. Establish procedures for coordination and inter-agency communication to ensure the effective delivery of welfare services during the response to and recovery from an emergency;
- c. Provide advice and assistance to the Coordinating Executive Group for the development, implementation, maintenance, monitoring, and evaluation of the CDEM Group Plan;
- d. Provide advice to the CDEM Group as required.

The Welfare Advisory Group will not be responsible for preparation of local plans or remove the responsibility for local welfare preparedness from local authorities other than to assist in standardisation of practices.

9.10.5 Costs

Each organisation represented on the Welfare Advisory Group shall be responsible for any costs incurred by its representative as a result of that organisation and person's participation in the Welfare Advisory Group.

9.10.6 Meetings

The Welfare Advisory Group shall hold meetings at such frequency, times and place(s) as agreed for the performance of its functions and duties.
There will be a minimum of two meetings per year.

9.10.7 Voting

Members of the Welfare Advisory Group shall use their best endeavours to obtain consensus.
Each member organisation has one vote.
A casting vote shall not be used.

9.10.8 Chairperson (Please refer to Appendix 3)

The Chair of the Welfare Advisory Group shall be determined by the Group. This should be consistent with national and other CDEM Group arrangements. The WAG Chair is usually the Regional Commissioner for Social Development or a designate.

9.10.9 Variations

Any Party may propose a variation, deletion or addition to this Terms of Reference by putting the wording of the proposed variation, deletion or addition to a meeting of the Welfare Advisory Group.

Once a proposed variation, deletion or addition to this Terms of Reference has been put to the Welfare Advisory Group, this agreement is not amended until the proposed variation; deletion or addition is approved and adopted by the Welfare Advisory Group, submitted to the Co-ordinating Executive Group and approved by the Joint Standing Committee as an amendment to the CDEM Group Plan.

Other organisations that have expressed a willingness to be members of the Welfare Advisory Group

- Department of Internal Affairs
- Department of Labour
- Massey University - National Animal Welfare Emergency Management Group
- Massey University Campus
- Neighbourhood Support
- NZ Army
- NZ Police
- Relationship Services
- Refugee Services
- RNZAF Base Ohakea
- StudyLink, Ministry of Social Development

Please note: Other organisations/persons may be co-opted by the Welfare Advisory Group as required.

Welfare Advisory Group functions

Source: *Welfare in an Emergency, Directors Guidelines 11/10*, page 28, link below:

[http://www.civildefence.govt.nz/memwebsite.nsf/Files/Welfare_resources/\\$file/Welfare-guideline-web.pdf](http://www.civildefence.govt.nz/memwebsite.nsf/Files/Welfare_resources/$file/Welfare-guideline-web.pdf)

Welfare Advisory Group (WAG)

Description

The WAG functions at the CDEM Group level and is made up of welfare agencies, the Group Welfare Manager and Local Welfare Managers. The WAG advises the CDEM Group and the NWCG. The WAG plans and coordinates CDEM Group welfare activities across readiness, reduction, response and recovery.

Members

The WAG consists of regional level agency/organisation representatives with roles and responsibilities that are essential to the coordination of welfare services at the CDEM Group level (refer to the Welfare Agencies table in Section 1 of this guideline for a list of the agencies represented on the WAG). The WAG also includes representatives from regional level NGOs and community organisations that contribute to the coordination and delivery of welfare services. Local welfare representation from each LWC (or several) by Local Welfare Managers is also recommended.

The roles and responsibilities of WAG members are defined in s 12 of the Guide to the National CDEM Plan.

Establishment

A WAG is established by mandate of the relevant CDEM Group. It is coordinated by a WAG Chair and is supported by both the CDEM Group EMO and the Group Welfare Manager.

Activation

The decision to convene a WAG will depend on the scope and scale of the emergency and local activation level. The Group Welfare Manager or the WAG Chair convenes the WAG.

The WAG will be convened using the most appropriate means available. For example, there may be a phone call or SMS text message etc. to the WAG Chair who will in turn contact the members of the WAG. The WAG will then convene according to agreed procedures.

Appendix 3

Chairperson information

Source: *Welfare in an Emergency, Directors Guidelines 11/10, page 29-30, link below:*

[http://www.civildefence.govt.nz/memwebsite.nsf/Files/Welfare_resources/\\$file/Welfare-guideline-web.pdf](http://www.civildefence.govt.nz/memwebsite.nsf/Files/Welfare_resources/$file/Welfare-guideline-web.pdf)

WAG Chair

Introduction

The role of the WAG Chair is to ensure that if required, the WAG is able to support an effective, coordinated and integrated regional welfare response by participating territorial authorities. The WAG Chair is usually the Ministry of Social Development (MSD) Regional Commissioner or designate.

Reporting

The WAG Chair maintains liaison with the Group Welfare Manager. In an emergency, the WAG Chair may copy information on impact and response to the NWCG, but does not report to NWCG.

Responsibilities and tasks

The following outlines the recommended roles, responsibilities and tasks carried out by the WAG Chair pre and post-emergency.

Pre-emergency

Role

The WAG Chair must ensure that participating agencies on the WAG have plans in place to enable them to contribute effectively to regionally-coordinated welfare during response and recovery. This requires the maintenance of sound relationships with key emergency management stakeholder groups, the CDEM Group Controller and the Group Welfare Manager.

Responsibility

The WAG Chair is responsible for planning regional welfare coordination.

Tasks

The WAG Chair:

- Liaises with all agencies that have a role in providing welfare services during response to ensure they have the capacity, capability and mandate to contribute to a regionally-coordinated response.
- Provides information to the CDEM Group through the CDEM Group Office on planning arrangements for welfare activities in emergencies.
- Supports planning for the development of the social and community sections of a national recovery programme.

- In consultation with the CDEM Group, supports and (where necessary) coordinates training for all member agencies to ensure a clear understanding of their role during a significant event.

Emergency and post-emergency

Role

The WAG Chair, in liaison with the CDEM Group Welfare Manager, will convene the WAG as required during response. The WAG Chair will ensure continuity of liaison with the NWCG and that the CDEM Group Welfare Manager is party to all relevant communication.

Responsibility

The WAG Chair is responsible for supporting regional welfare coordination during response.

Tasks

The WAG Chair:

- Liaises with the Group Welfare Manager and provides support, as appropriate, during and after an event requiring regional coordination.
- Liaises with all agencies providing welfare, ensuring that their logistical and other needs are met.
- Monitors welfare provision against arising needs by identifying gaps and monitoring support agencies to ensure their needs are met.
- Provides information to the CDEM Group Controller on welfare issues and activities during an emergency.
- Reports on welfare provision.
- Liaises with Group Recovery Manager.
- Liaises with the Group Welfare Manager to assist, via the WAG, with the coordination of welfare services at the CDEM Group level.

Role

The WAG Chair, in liaison with the Group Welfare Manager, will regularly convene the WAG through the Social Environment Task Group during recovery to ensure that the activities of the WAG are well-coordinated. The WAG Chair will ensure continuity of liaison with the NWCG, keeping the Group Welfare Manager informed of all relevant communication.

Responsibility

The WAG Chair is responsible for undertaking the support of regional welfare coordination during recovery.

Tasks

The WAG Chair:

- Liaises with the Group Welfare Manager to assist, via the WAG, in the coordination of welfare recovery services at the CDEM Group level.
- Liaises with all agencies providing welfare recovery services, ensuring that their logistical and other needs are met.
- Assists in the monitoring of welfare provision against arising recovery needs by identifying gaps and monitoring support agencies to ensure their needs are met.
- Assists in the provision of information to the Group Recovery Manager on welfare issues and activities during an emergency.
- Supports the development.

9.11 Terms of Reference – Lifelines Advisory Group

9.11.1 Purpose

The purpose of the Terms of Reference is to:

- a. Provide for the establishment of a Lifelines Advisory Group for the Manawatu-Wanganui CDEM Group; and
- b. Define the functions of the Lifelines Advisory Group.

9.11.2 Composition

The following organisations have expressed a willingness to be members of the Lifelines Advisory Group:

- Horizons Regional Council
- Palmerston North City Council
- Ruapehu District Council
- Wanganui District Council
- Rangitikei District Council
- Manawatu District Council
- Tararua District Council
- Horowhenua District Council
- Transpower
- Transit
- Telecom New Zealand
- TelstraClear
- OnTrack
- PowerCo
- Electra
- Vector
- The Lines Company
- GasNet
- Palmerston North International Airport

Other organisations/persons may be co-opted by the Lifelines Advisory Group if required.

9.11.3 Functions

The Lifelines Advisory Group shall:

Reduction

- Initiate and obtain funding for research into natural hazards that are agreed to have a reasonable likelihood of substantially reducing the level of service from lifelines utilities in the Region;
- Initiate, obtain funding for and participate in the risk analysis of agreed hazards and key infrastructure, with a particular focus on interdependence between the various lifelines;
- Report on hazards and risk analyses work as well as infrastructure development, with a particular focus on maintaining and improving the Regional Lifelines Project Report 'Risks and Responsibilities';
- Monitor the implementation and promote the funding of risk mitigation measures identified in the latest version of the Regional Lifelines Project Report 'Risks and Responsibilities';
- Maintain linkages with other New Zealand lifelines groups and the National Lifelines Co-ordinator;
- Maintain an awareness of developing hazards and hazards research in New Zealand;
- Provide reports to the CDEM Group Co-ordinating Executive Group as to its activities. This reporting will be facilitated by the CDEM Group Emergency Management Office;

Readiness

- Maintain a contact list and regularly meet to ensure members know who their regional counterparts are;
- Develop and provide technical advice for operational planning (guidelines and standard operating procedures) at a CDEM Group level for the provision of response activities during and following any emergency event;
- Establish procedures for the control, organisation and inter-agency communication to ensure effective response of member agencies during and following an emergency event;
- Provide information to the wider CDEM sector in respect of actions the community can take before any emergency in response to supply interruptions;

Response

- Promote and monitor the provision of information by individual members to the wider CDEM sector in respect of actions the community can take during and immediately after any emergency in response to supply interruptions, including, where possible, information on the status of any repairs being undertaken to the Public Information Management sector of the CDEM Group for the information of the affected community;
- Decide if there is further assistance that the Group, or some variation of the Group, can provide during or immediately after a particular emergency has occurred;

Recovery

- Promote and monitor the provision of information by individual members to the wider CDEM sector in respect of actions the community can take after any emergency in response to supply interruptions, including information on the status of any repairs being undertaken to the Public Information Management sector of the CDEM Group for the information of the affected community;
- Promote the co-ordination of infrastructural recovery activities and co-operation between members; and
- Where possible and where requested by the Group Controller, provide a Regional Infrastructure Recovery Co-ordinator from the membership or otherwise.

9.11.4 Costs

Each organisation represented on the Lifelines Advisory Group shall be responsible for any costs incurred by its representative as a result of that organisation and person's participation in the Lifelines Advisory Group.

9.11.5 Meetings

The Lifelines Advisory group shall hold meetings at such frequency, times and place(s) as agreed for the performance of its functions and duties. There will be at least one meeting each year.

9.11.6 Voting

Members of the Lifelines Advisory Group shall use their best endeavours to obtain consensus. Each member organisation has one vote. A casting vote shall not be used.

9.11.7 Chairperson

The chairperson of the Lifelines Advisory Group shall be determined by the members of the Group. Where possible this should be consistent with arrangements nationally and in other CDEM Groups.

9.11.8 Variations

Any party may propose a variation, deletion or addition to this Terms of Reference by putting the wording of the proposed variation, deletion or addition to a meeting of the Lifelines Advisory Group.

Once a proposed variation, deletion or addition to this Terms of Reference has been put to the Lifelines Advisory Group, this agreement is not amended until the proposed variation, deletion or addition is approved and adopted by the Lifelines Advisory Group, endorsed by the Co-ordinating Executive Group and approved by the Joint Standing Committee.

9.12 Terms of Reference – Central Plateau Volcanic Advisory Group

9.12.1 Introduction

In order to take advantage of the successful planning and co-ordination efforts that preceded the March 2007 lahar, participants of the Southern and Northern Ruapehu Lahar Planning Groups and the Lahar Information Group decided to amalgamate to form the Central Plateau Volcanic Advisory Group (CPVAG). The general purpose of this advisory group is to provide a forum for agencies to exchange information, plan and exercise together, and co-ordinate hazard information and awareness activities.

The CPVAG will be able to provide advice to the Waikato and Manawatu-Wanganui CDEM Groups, through their respective Co-ordinating Executive Groups (CEG), as required.

The CPVAG will be chaired on a 3 year rotational basis between the Waikato CDEM Group and the Manawatu-Wanganui CEM Group, and will be administered by Horizons Regional Council.

9.12.2 Composition

The composition of the CPVAG may be determined by agreement of members of the CPVAG in order to provide expert scientific, emergency management co-ordination, and education and awareness advice relating to the volcanoes of the Central Plateau of the North Island.

The CPVAG may also co-opt members as required. Membership will comprise appropriate representatives from:

- Horizons Regional Council
 - Environment Waikato
 - Department of Conservation
 - Ruapehu District Council
 - Taupo District Council
 - New Zealand Police
 - New Zealand Fire Service
 - New Zealand Defence Force
 - GNS Science
 - Massey University
 - Waikato University
 - New Zealand Transport Agency
 - Transpower
 - OnTrack
 - Genesis Energy
 - Ministry of CD & EM
 - Iwi
 - Ruapehu Alpine Lifts
 - Ministry of Health
- Interested parties may include:
- Rangitikei District Council
 - Wanganui District Council
 - Ruapehu Mountain Clubs Association
 - Hawke's Bay Regional Council
 - Environment BOP
 - Winstone Pulp International

9.12.3 Functions

The functions of the Central Plateau Volcanic Advisory Group are to:

1. Provide a forum for discussion of issues relevant to volcanic hazard and the provision of strategic advice to CDEM Groups and key stakeholders as appropriate;
2. Facilitation and integration of agency level volcanic hazard planning documents;
3. Provision of strategic advice for the development of CDEM Group Plans for Waikato and Manawatu-Wanganui CDEM Groups;
4. Facilitate the co-ordination of multi-agency exercises for testing volcanic emergency response;
5. Facilitate the development and implementation of volcano awareness outreach programmes and educational resources; and
6. Provide advice to the Advisory Group members on research activities being undertaken on the Central Plateau that may be of significance to participants.

9.12.4 Meetings

The CPVAG will meet on a bi-annual basis to conduct routine business. Members may also request additional meetings of the CPVAG, through the administering authority, if required.

Meetings will generally take the form of a central forum for presentation of the latest scientific observations and reports on activities of members, followed by break-out sessions for focused activities such as science, emergency planning, education, exercise development etc.

Focus Groups may be formally identified by the CPVAG, and the chairs of Focus Groups elected by the members of the CPVAG.

9.12.5 Outputs

Members will generally identify specific outputs to maintain an appropriate level of interest in and readiness for volcanic emergencies. Such outputs may include:

- Exchanges of science information relating to volcano monitoring, activity and research;
- A Central Plateau Volcanic Emergency Strategy that provides a co-ordination and responsibilities framework for the development of agency level plans;
- Co-ordination of agency level emergency plans to ensure consistency with the strategic approach;
- Exercising and testing of planning arrangements;
- Co-ordinated development of educational and awareness material, web site information and other promotional material; and
- Co-ordination of media releases and information.

9.13 Terms of Reference – Emergency Management Committees

9.13.1 Composition

The exact composition of the local EMC should be at the discretion of local members to reflect local conditions and requirements. The following is a list of possible representatives:

- Territorial Authorities
- New Zealand Police (appointed by CEG representative)
- New Zealand Fire Service (appointed by CEG representative)
- District Health Board(s)
- Order of St John
- Horizons Regional Council
- Local offices of government departments
- Airport authorities
- Lifeline representatives
- Red Cross
- Salvation Army
- Emergency management staff
- Significant contractors

9.13.2 Functions

In broad terms, the functions of the EMC are to:

1. Improve local integration, co-ordination and communication between all key emergency management agencies (including liaison and advice to local EOCs);
2. Make best use of local resources to co-ordinate the planning needs of a variety of local emergency management issues/subjects, such as Hazardous Substance Technical Liaison Committees;
3. Provide planning support and advice to the CEG on Group projects; and
4. Prepare local arrangements and recovery plans that are consistent with the CDEM Group Plan and Recovery Plan.

9.13.3 Meetings

Each EMC will determine its own meeting timetable however meeting no less than quarterly is recommended. Meetings should be timed to inform CEG discussions and reporting. Agendas should be set and minutes provided to the local CEG representative and Emergency Management Office.

The EMC will be administered by the Territorial Authority and the costs associated with meetings should be met from normal budgets, (i.e. lie where they fall).

9.15 Welfare Centre Locations

| Area | Centre name | Location |
|------------------|-----------------|--|
| Horowhenua | Foxton | Manawatu College, Lady's Mile, Foxton |
| Horowhenua | Foxton Beach | Foxton Beach School, Carthew Terrace, Foxton Beach |
| Horowhenua | Levin | Salvation Army Family Centre, 11 Durham Street, Levin |
| Horowhenua | Manakau | Manakau School, Mokena Kohere Street, Manakau |
| Horowhenua | Shannon | Shannon Primary School, Grey Street, Shannon |
| Horowhenua | Waitarere Beach | Waitarere Beach Motor Camp, Park Avenue, Waitarere Beach |
| Horowhenua | Tokomaru | Tokomaru School, 5 Tokomaru East Road, Tokomaru |
| Manawatu | Halcombe | Halcombe School, Monteith Street, Halcombe |
| Manawatu | Apiti | Apiti Tavern, Oroua Valley Road, Apiti |
| Manawatu | Feilding | Manfield Park, South Street, Feilding |
| Manawatu | Himatangi Beach | Himatangi Beach Bowling Club, Muapoko St, Himatangi Beach |
| Manawatu | Kimbolton | Kimbolton School, Henderson Street, Kimbolton |
| Manawatu | Rongotea | Te Kawau Events Centre, Wye Street, Rongotea |
| Manawatu | Sanson | Sanson School, Fagan Street, Sanson. |
| Manawatu | Tangimoana | Tangimoana Fire Station, Paua Street, Tangimoana |
| Manawatu | Waituna West | Waituna West School, Waituna-Tapuae Road, Waituna West |
| Manawatu | Rangiwahia | Rangiwahia School, Rangiwahia Road, Rangiwahia |
| Manawatu | Country Fayre | County Fayre, Finnis Road, Pohangina |
| Manawatu | Highland Home | Highland Home, Pohangina Valley East Road, Pohangina Valley |
| Manawatu | Awahou School | Awahou School, Pohangina Valley East Road, Pohangina Valley |
| Palmerston North | Longburn | Longburn School, Carey Street, Longburn. |
| Palmerston North | Aokautere | Aokautere Community Hall, Aokautere Road, Aokautere. |
| Palmerston North | Bunnythorpe | Bunnythorpe School, Baring Street, Bunnythorpe |
| Palmerston North | Ashhurst | Ashhurst Village Valley Centre, Cambridge Avenue, Ashurst |
| Palmerston North | Awapuni | Tuturu Pumae Marae, Maxwells Line, Palmerston North. |
| Palmerston North | Highbury | St Michael's Church, Highbury Avenue, Palmerston North. |
| Palmerston North | Linton | Linton Country School, Ackers Road, Linton |
| Palmerston North | Roslyn | New Life Church, Featherston Street, Palmerston North |
| Palmerston North | Summer Hill | International Pacific College, Aokautere Drive, Palmerston North. |
| Palmerston North | Westend | 7 th Day Adventist Church, Ferguson Street, Palmerston North. |
| Rangitikei | Bulls | Clifton School, Clifton Road, Bulls |
| Rangitikei | Huntermville | Huntermville Consolidated School, Bruce Street, Huntermville |
| Rangitikei | Whangaehu | Whangaehu Hall, State Highway 3 |
| Rangitikei | Marton Memorial | Memorial Hall, Wellington Road, Marton |
| Rangitikei | Ratana | Te Kura O Ratana, Kiatere Street, Ratana |
| Rangitikei | St Stephens | St Stephens Church Hall, Maunder Street, Marton |
| Rangitikei | Taihape | Taihape Area School, Huia Street, Taihape |
| Rangitikei | Turakina | Turakina School, State Highway 3, Turakina |
| Ruapehu | Waiouru | Waiouru School, Currie Crescent, Waiouru |
| Ruapehu | Orautoha | Orautoha School, Raetihi-Ohura Road, Ruatiti |
| Ruapehu | National Park | National Park School, Carroll Street, National Park |

| | | |
|-----------------|---------------|--|
| Ruapehu | Kaitieke | Kaitieke Primary School, Kaitieke Road, Kaitieke |
| Ruapehu | Owhango | Owhango School, Ohore Street, Owhango |
| Ruapehu | Kakahi | Kakahi School, Mohio Road, Kakahi |
| Ruapehu | Tokirima | Tokirima School, Tokirima Road, Tokirima |
| Ruapehu | Kirikau | Kirikau Hall, Kirikau Valley Road, Kirikau |
| Ruapehu | Ohura | Ohura Memorial Hall |
| Ruapehu | Matiere | Matiere School, Main Road, Matiere |
| Ruapehu | Ongarue | Ongarue School, Ongarue Village Road, Ongarue |
| Ruapehu | Ngakonui | Ngakonui School, 826 Taumarunui-Ngapuke Road, Ngakonui |
| Ruapehu | Manunui | Manunui School, Totara Street, Manunui |
| Ruapehu | Memorial Hall | Hakiaha Street, Taumarunui |
| Ruapehu | Ohakune | Ohakune Primary School, Arawa Street, Ohakune |
| Ruapehu | Raetihi | Raetihi Primary School, Grey Street, Raetihi |
| Ruapehu | Waimiha Marae | Service Rd (off Poro-O-Tarao Rd), Waimiha |
| Tararua | Dannevirke | Sports Centre, Anderson Street, Dannevirke |
| Tararua | Eketahuna | Community Centre, Haswell Street, Eketahuna |
| Tararua | Pahiatua | Town Hall, Kiwi Street, Pahiatua |
| Tararua | Woodville | Sports Centre, Ross Street, Woodville |
| Wanganui | St Paul's | St Paul's Hall, Cook Street, Wanganui |

9.16 Training Standards

The CDEM Group has developed a Training Strategy, which will be reviewed during the term of this Plan, with the goals of:

- Providing a consistent training curriculum across the Group;
- Achieving a consistent level of training delivery across the Group;
- Ensuring accessible training for all Group members;
- Encouraging inter-agency training and exercising; and
- Establishing training standards for those people managing incidents and used in Incident Management Team positions.

The Group is transitioning to requiring the attainment of standards rather than simply attendance at a standards based course. This will assist in monitoring and evaluation of accountable positions within the Group. During this transition, staff will not be required to undertake additional training to attain the unit standards described especially where training attendance has already occurred. Staff may seek recognition of prior learning or wait until a refresher course is required. The Group will also be investigating the opportunity to use the Emergency Management Training Centre material introduced to New Zealand by the Canterbury CDEM Group. Unit standards highlighted in red are not currently available.

In addition to Ministry run courses and other training opportunities, the roles identified by the Group and the standards to which they should be competent are described in the table below.

Additional training is also recognised as beneficial to emergency management staff and participation in additional activities is encouraged. These opportunities for professional development include:

- Forums
- Conferences
- Short courses
- CDEM seminars
- Presentations of case studies
- Formal coaching or mentoring
- Academic qualifications above unit standards

| | Unit Std | Level | Group/Local Controller | Recovery Manager | Planning/Intel. Manager | Operations Manager | Logistics Manager | Public Information Manager | Welfare Manager | Centre Manager |
|--|----------|-------|---------------------------|---------------------|----------------------------|-----------------------|----------------------|----------------------------------|--------------------|-------------------|
| Controller Course | CC | | ✓ | | | | | | | |
| Public Information Manager | PIM | | | | | | | ✓ | | |
| Recovery Managers Course | RM | | | ✓ | | | | | | |
| Health and safety | 492 | 2 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Survival techniques for a CD emergency | 528 | 2 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Functions of CDEM in NZ | 7334 | 2 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Role and powers of Controller | 7335 | 2 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Act as an emergency Welfare Centre staff member during an emergency | 7336 | 2 | | | | | | | ✓ | ✓ |
| Communicate using a radio telephone | 11282 | 2 | | | | | | | | ✓ |
| Stress management | 12355 | 2 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Demonstrate knowledge of the co-ordinated incident management system (CIMS) | 17279 | 2 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Provide support at an EOC | 23696 | 3 | | | | | | | | |
| Process information during an emergency | 7321 | 3 | | | | | | | | |
| Establish & maintain a CDEM communications system | 20853 | 3 | | | | | | | | |
| Operate a CDEM communications system | 20854 | 3 | | | | | | | | |
| Co-ordinate an emergency response for a community | 7327 | 4 | ✓ | | | ✓ | | | | |
| Supervise an emergency Welfare Centre | 7330 | 4 | | | | | | | ✓ | ✓ |
| CIMS level 4 | 22445 | 4 | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ | |
| Declare, extend & terminate a state of emergency | 7326 | 5 | ✓ | | | | | | | |
| Manage the provision of resources to meet emergency needs | 7331 | 5 | | | | | ✓ | | | |
| Planning/Intelligence function | 22446 | 5 | | | ✓ | | | | | |
| Operations management function | 22447 | 5 | | | | ✓ | | | | |
| Logistics function | 22448 | 5 | | | | | ✓ | | | |
| Manage an Incident Management Team | 22449 | 6 | ✓ | ✓ | | | | | | |
| Control & co-ordinate a multi-incident response | 22450 | 6 | ✓ | ✓ | | | | | | |

9.17 Summary of project initiatives

In addition to other agreed initiatives, the following initiatives have been discussed during the development of the Plan and will be addressed through the Triennial Business Plan.

Reduction

- Identify reduction initiatives being undertaken across members (2.6, 3.1.1, and 3.4.1)
- Develop a 'Group picture' of collective risk management activities (2.6, 3.1.1, 3.3, and 3.4.1)
- Facilitate information exchange across the Group (3.1.1, 3.3, and 3.4)
- Co-ordinate and integrate risk reduction initiatives (3.4)
- Influence future risk reduction programmes (3.4)
- Continue development of flood plain mapping and modelling (Horizons) (2.6, and 3.4)
- Develop a multi-agency GIS mapping platform (now called AEGIS Map) (3.2.2., and 3.4)

Readiness

- Ensure emergency response preparedness including:
 - ECC, EOC and Welfare Centre resourcing and maintenance
 - Staff recruitment and retention, training, exercising (Documentation management including Strategies, Contingency Plans, Action Plans and procedures)
 - Systems management including communications, warning systems, and IT (4.2, 4.3, 4.4)
- Implement education programmes – consistent with the Public Education and Information Strategy
- Implement marketing opportunities including static and dynamic displays, advertising and mass media, Group publications, Group website and the Green RIG re-theme (if agreed by Horizons) (Group Public Education and Information Strategy)
- Implement a project to capture LTCCP initiatives and more closely align CDEM in future LTCCPs. (Recommendation from submissions)

Response

- Respond to emergency situations and follow agreed procedures as required (5.2.2, statutory requirement)
- Maintain duty officer systems to ensure timely responses (5.2.2)

Recovery

- Review the Recovery Plan (6.1)
- Co-ordinate recovery programmes following emergencies when required (6.2)
- Promote recovery as part of readiness and business continuity (6.2)

Monitoring and Evaluation

- Undertake monitoring and evaluation of risk reduction progress, and effective reporting on outcomes (3.3)
- Use exercises to evaluate effectiveness of arrangements, training and resourcing. (4.4)
- Investigate techniques for monitoring compliance with CDEM relevant provisions in legislation (7.4)

Management and Governance

- Support and administer the Joint Standing Committee and Co-ordinating Executive Group (8.4, and 8.7)
- Support and where appropriate administer Advisory Groups and Emergency Management Committees (8.6)
- Investigate the formation of a Health Advisory Group and Rural Advisory Group (8.6)

9.18 Record of amendments

Amendments should be manually entered into the Plan when advised. A record of amendment can be recorded here to demonstrate currency of the Plan.

| Date | Nature of amendment | Entered by |
|-----------------------|---|--------------|
| March 2010 | Mohamed Imtiaz removed as Local Controller. Brent Limmer added as Local Controller | Shane Bayley |
| June 2010 | Margaret Hawthorne added as Local Controller. Braden Austin, Local Controller, location amended from Horowhenua to Palmerston North. Shannon Rugby Club replaced as a Welfare Centre by Shannon Primary School | Shane Bayley |
| September 2010 | Matthew Smith removed as Local Controller. Declaration for declaring, extending or terminating a state of local emergency replaced to reflect changes in Regulation | Shane Bayley |
| December 2010 | Removed Cr. Garrick Murfitt, Mayor Sue Morris and Mayor Maureen Reynolds as Joint Standing Committee members. Added Cr. Murray Guy (Chairman), Cr. Karen Ngatai and Mayor Roly Ellis as Joint Standing Committee members. Added Peter Till (Ruapehu) and Greg Carlyon (Rangitikei) as Local Controllers. Added Waimiha Marae and Ruapehu College as Welfare Centres | Shane Bayley |
| March 2011 | Replaced Cr. Murray Guy with Cr. Bruce Gordon as Horizons representative and Chair of the Joint Standing Committee. Added Tokomaru School as a Welfare Centre | Shane Bayley |
| June 2011 | Allan Cook added as alternative Group Controller. Richard Kirby removed as Local Controller | Shane Bayley |
| September 2011 | Added Wallace Potts, Michael Lepper and Jillian Lawler as Local Controllers for Horowhenua | Shane Bayley |
| December 2011 | Removed Greg Carlyon as Local Controller (Rangitikei), replaced the terms of reference for the Welfare Advisory Group, changed status of Red Cross to support agency. | Shane Bayley |
| March 2012 | Removed David Hammond as Local Controller (Ruapehu). Added comment on new declaration timelines due to amended Act (para. 5.4) and replaced declaration forms due to amended Regulation. | Shane Bayley |
| June 2012 | Removed Lorraine Vincent as Local Controller (Manawatu) and add Maureen Reynolds as Local Controller (Tararua) | Shane Bayley |
| September 2012 | Added Hamish Waugh as Local Controller (Manawatu) and moved Longburn Welfare Centre from Manawatu to Palmerston North. | Shane Bayley |
| March 2013 | Replaced Welfare Advisory Group terms of reference, removed Jillian Lawler as Local Controller (Horowhenua), removed Marion Smith as Local Controller (Ruapehu), amended Ruapehu Welfare Centre locations | Shane Bayley |
| March 2014 | Added Pam Bicknell as Local Controller (Ruapehu), amended Member Representatives – added Mayor Don Cameron (Ruapehu), added Mayor Annette Main (Wanganui), deleted Cr. Randhir Dahya (Wanganui), added Cr. Ray Stevens (Wanganui), deleted Mayor | Ian Lowe |

| | |
|--------------------|---|
| | Chalkie Leary (Rangitikei), added Mayor Andrew (Andy) Watson (Rangitikei), deleted Mayor Ian McKelvie (Manawatu – Deputy Chairperson), added Mayor Margaret Kouvelis (Manawatu), added Cr. Bill Keltie (Taranaki), added Cr. Jim Jefferies (Palmerston North), amended Mayor Brendan Duffy (Horowhenua) to reflect Deputy Chairperson, added Bunnythorpe School as Palmerston North Welfare Centre. |
| June 2014 | Deleted Clare Hadley & Wallace Potts as Local Controllers & added Ross McNeill (Rangitikei) & Glen O'Connor (Horowhenua) as Local Controllers. |
| March 2015 | Added Jonathan Barrett (Wanganui) as Local Controller |
| August 2015 | Deleted Tony Thomas & Glen O'Connor as Local Controllers (Horowhenua) and added Gallo Saidy & David M ^c Corkindale as Local Controllers (Horowhenua) & added Chris Edsall as Local Controller (Taranaki) |

9.19 Notes

