

# CIVIL DEFENCE EMERGENCY MANAGEMENT

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## **GROUP PLAN 2016 - 2021**

VERSION 1.7 JUNE 2023  
CURRENTLY UNDER REVIEW









**Chairman Bruce Gordon**

Manawatū-Whanganui Civil Defence  
Emergency Management Group  
Joint Standing Committee

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***“Over the life of this Group Plan there will be a strong focus on the development of community resilience to ensure that, should the worst happen, we are all in a position to respond to events and recover as quickly as possible.”***

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# FOREWORD FROM THE CHAIRMAN

This is the fourth generation Group Plan for the Manawatū-Whanganui Civil Defence Emergency Management (CDEM) Group. Over the life of the last Group Plan a strong focus was on growing the understanding of the hazards and risks faced by communities in the Region with much of the focus of the regions emergency management fraternity being on response capability. During that time an emphasis was placed on further nurturing the already strong relationships developed across and within the Group at all levels, including the emergency management, local government, and partner agency sectors – this focus will continue under this Group Plan. The principles of the Group of consistency, accountability, best practice and support, have been, and will continue to be the foundation of the Group.

One of the strengths of the Manawatū-Whanganui CDEM Group is that of the experience that members of the Group have gained over recent times in responding to and recovering from events that have occurred within the region. This has been achieved through a planned and cooperative approach aligned to the Groups principles of operation. It is this level of cooperation and mutual support that will continue to assist communities to prepare for, respond to and recover from emergencies when it counts.

Over the life of this Group Plan there will be a strong focus on the development of community resilience to ensure that, should the worst happen, we are all in a position to respond to 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 Business Plan of the Group and the Annual Plans of members.

The Coordinating Executive Group oversees the coordinated implementation of this Plan and the Business Plan on behalf of the Group with the Joint Standing Committee providing the governance and accountability to the community.

This Group Plan is a strategic document that outlines our visions and goals for CDEM and how we will achieve them, and how we will measure our performance. It seeks to:

- Further strengthen the relationships between agencies involved in CDEM;
- Encourage cooperative 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 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.

## APPROVAL

The Manawatū-Whanganui Civil Defence Emergency Management Group Plan is approved by the Manawatū-Whanganui Civil Defence Emergency Management Group Joint Standing Committee with effect from 9 June 2016 and replaces the Plan approved on 5 December 2009.

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 9 June 2021.

**08/06/2016**





CROSSING





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Dittmer Drive Palmerston North



# PART 1 INTRODUCTION

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***This is the Civil Defence Emergency  
Management (CDEM) Group Plan for the  
Manawatū-Whanganui Region.***

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# PART 1:

## INTRODUCTION

### 1. PLAN OVERVIEW AND PURPOSE

This is the Civil Defence Emergency Management (CDEM) Group Plan for the Manawatū-Whanganui CDEM Group. It is the fourth generation plan prepared by the Manawatū-Whanganui CDEM Group to meet the requirements of the Civil Defence Emergency Management Act 2002 (the Act).

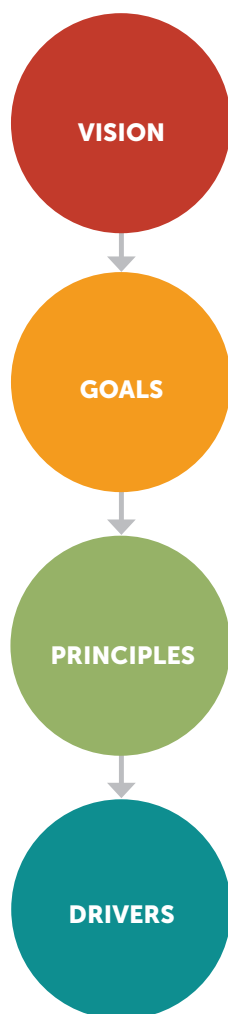
The Manawatū-Whanganui CDEM Group Plan (the Group Plan) is a strategic document that outlines our vision and goals and how we will achieve them. The Group Plan seeks to:

- **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 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.

### 1.1 CDEM GROUP VISION, GOALS, PRINCIPLES AND DRIVERS

The vision and goals of the Manawatū-Whanganui CDEM Group are directly aligned to the national vision and goals as outlined in the National CDEM Plan 2015.

The Groups vision and goals are underpinned by a set of principles which set the context in which they can be achieved. The principles are further supported by a set of drivers which establish the work streams for the Group. The drivers provide a work context in which to address issues and opportunities.



#### A RESILIENT REGIONAL COMMUNITY

**Strategic Goal 1:** Where possible, reducing the risks from hazards to acceptable levels.

**Strategic Goal 2:** Our communities are aware of their hazard scape, are prepared and empowered to respond to and recover from an emergency.

**Strategic Goal 3:** Agencies are aligned, prepared and able to provide an effective response to an emergency.

**Strategic Goal 4:** Communities and agencies can effectively recover from an emergency

- Consistency
- Accountability
- Best Practice
- Support

Agency Coordination, Collaboration & Integration, Risk Awareness, Avoidance & Management, Community Awareness & Preparedness



## 1.2 PRINCIPLES – CONTEXT FOR ACHIEVING THE VISION & GOALS:

- **Consistency** in the way we do our business, while bearing in mind that there may be a need for improvement. It does however mean a centralised coordinated method of local delivery 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.
- **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.

## 1.3 DRIVERS – CONTEXT TO ADDRESS ISSUES AND OPPORTUNITIES:

- **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 aid 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 STRATEGIC AND OPERATIONAL CONTEXT

The Manawātū-Whanganui Region covers around 22,000 km<sup>2</sup> over which its inhabitants live. This large area coupled with the relevant isolation of some areas creates its own challenges for CDEM. To this end the chosen methodology of the Group Plan is:

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***The general approach to CDEM is one of centralised coordination with local delivery in order to best serve the needs of our unique communities which have a dispersed population.***

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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.

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.

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

## 1.5 SUPPORTING DOCUMENTS

The Group Plan is supported by a range of processes, procedures, policies and other documents which provide detail about how the Group operates. All documents referred to in the Group Plan are periodically reviewed or will be developed by the Group Office and key partners as provided by the Group Work Plan.

The CDEM Group Business Plan provides further detail on how the Group will implement the strategic goals identified in the Group Plan. The Business Plan provides the mechanism for the CDEM Joint Standing Committee and the Coordinating Executive Group to monitor and evaluate the Groups progress over the life of the Group Plan.

## 1.6 COMPOSITION AND AREA OF THE CDEM GROUP

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

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

The landward boundaries of Ruapehu, Whanganui, Rangitikei, Manawatū, Horowhenua and Tararua District Councils and the seaward boundary of Manawatū-Whanganui 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 12 nautical mile boundary. A map showing the boundary of the CDEM Group is contained at Figure 2.

### 1.6.1 Structure of the Group Plan

CDEM in New Zealand has its basis in the 4Rs approach consisting of Reduction, Readiness, Response and Recovery. This 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.

### 1.6.2 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 procedures 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, to identify emerging or new hazards/risks, and adjust systems and procedures to meet the changing environment.

### 1.6.3 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.

### 1.6.4 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 coordinated 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.

### 1.6.5 Response

This chapter is a concise summary of operational arrangements 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 coordinated reaction to unplanned developments based on the concept of operations and roles and responsibilities described in the Plan.

### 1.6.6 Recovery

This chapter describes the arrangements for coordinated 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.

### 1.6.7 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.

### 1.6.8 Management and Governance

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

### 1.6.9 Summary of Proposed Actions

This section summarises the key high level activities of the CDEM Group over the 5 year life of the Group Plan.

### 1.6.10 Appendices

This section contains a glossary of terms, supporting documents and member appointments.

### 1.7 TARGET AUDIENCE

The 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 the local authorities

and emergency service members of the 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.

### 1.8 RELATIONSHIP TO NATIONAL CDEM STRATEGY AND NATIONAL CDEM PLAN

The Group Plan contains the Groups vision and strategic goals which are consistent with the National CDEM Plan 2015 and Strategy and also supports the guidelines, codes and technical standards issued by the Director Ministry of Civil Defence & Emergency Management. The alignment of the Groups vision and goals are shown in Figure 1 and Tables 1 & 2.

#### NATIONAL CDEM STRATEGY - VISION

To build a resilient and safer New Zealand with communities understanding and managing their hazards and risks. This vision can only be realised if we have participation and commitment at all levels, from the Government, local authorities, individual departments, businesses, and volunteer organisations, right down to individual families

#### CDEM GROUP - VISION

A Resilient Regional Community

**TABLE 1:** CDEM Vision

#### NATIONAL CDEM STRATEGY - GOALS

Reducing the risks from hazards in New Zealand

Increasing community awareness, understanding, preparedness and participation in Civil Defence Emergency Management

Enhancing New Zealand's capability to manage civil defence emergencies

Enhancing New Zealand's capability to recover from civil defence emergencies

#### CDEM GROUP - GOALS

**Strategic Goal 1:** Where possible, reducing the risks from hazards to acceptable levels

**Strategic Goal 2:** Our communities are aware of their hazardscape, are prepared and empowered to respond and recover from an emergency

**Strategic Goal 3:** Agencies are aligned, prepared and able to provide an effective response to an emergency

**Strategic Goal 4:** Communities and agencies can effectively recover from an emergency

**TABLE 2:** CDEM Goals



# The New Zealand CDEM Framework

**FIGURE 1:** Key CDEM Planning Relationship





### **1.9 GROUP PLAN DEVELOPMENT PROCESS AND CONSULTATION**

The Group Plan has been developed in consultation with the emergency management sector and in parallel with the Director's Guideline DGL 09/15 to assist in national consistency of CDEM Group Plans.

The Plan has undergone peer review, been made available for public submission and submitted to the Minister of Civil Defence for comment prior to approval by the Manawātū-Whanganui CDEM Group. This Plan is the statutory reference for the Group and details the arrangements for the implementation of CDEM in the Region.

### **1.10 Authority and Approval**

This CDEM Group Plan is prepared and approved by the Manawātū-Whanganui CDEM Group in accordance with section 48 of the Act and is approved by the Manawātū-Whanganui CDEM Group Joint Standing Committee with effect from 9 June 2016 and replaces the Group Plan approved on 5 December 2009. The Group Plan will remain in effect for five years from the date of approval until reviewed by the Group and either amended, revoked, replaced or left unchanged. The Group Plan can be reviewed within five years following an event or exercise.





# PART 2

# RISK PROFILE AND HAZARDSCAPE

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*Having a clear understanding of the Regions community, its environment, and its vulnerabilities is a key to providing the risk management context of the CDEM Group.*

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# PART 2:

## RISK PROFILE AND HAZARDSCAPE

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### 2. RISK MANAGEMENT CONTEXT

Having a clear understanding of the Regions community, its environment, and its vulnerabilities is a key to providing the risk management context of the CDEM Group. This enables the Group to understand the consequences of the hazards that it is expected to manage which is fundamental to guiding the level of activity and effort applied across the 4Rs of reduction, readiness, response and recovery.

This Part therefore provides the foundation upon which the Group will address the 4Rs and fulfils the requirements of the Manawātū-Whanganui 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
  - (i) identify, assess, and manage those hazards and risks;
  - (ii) consult and communicate about risks; and
  - (iii) 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.

#### 2.1 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 Manawātū-Whanganui 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.

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***Having a clear understanding of the Regions community, its environment, and its vulnerabilities is a key to providing the risk management context of the CDEM Group.***

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## 2.2. COMPONENTS OF THE RISK PROFILE

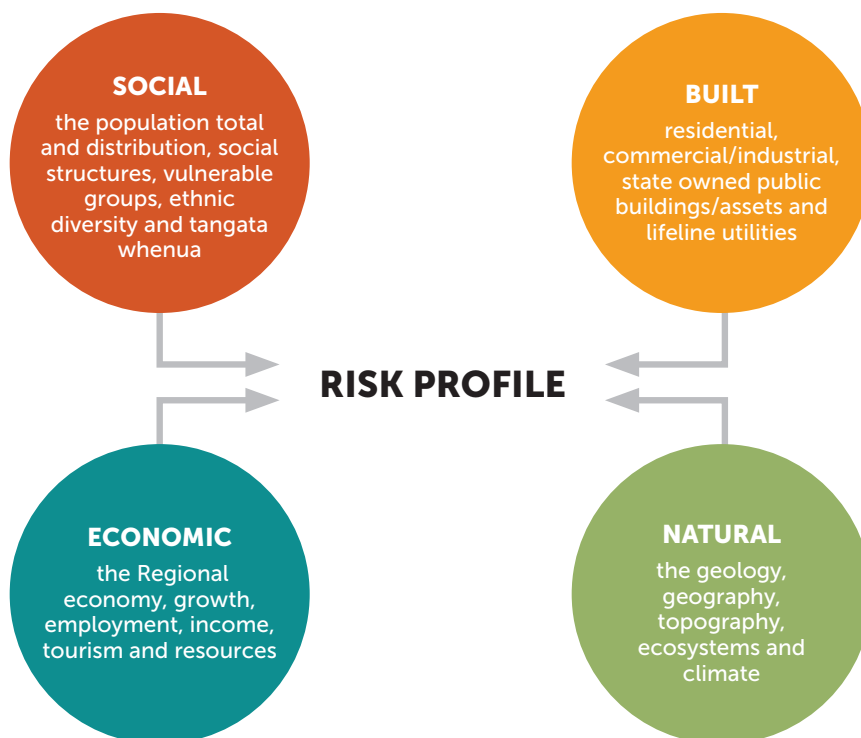
- A comprehensive summary of the natural, social, built and economic environments of the CDEM Group area.
- Descriptions of the significant hazards that could impact upon the CDEM Group and characterisation of their likelihood and consequences.
- A qualitative assessment of the risks in the CDEM Group 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.

The risk profile provides the CDEM Group with a summary of the people, the land, the buildings/infrastructure and the economy that make up the community. These elements are commonly referred to as the social, natural, built and economic environments. An understanding of the exposure and vulnerability 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. This part of the Plan is also supported by additional material relating to hazard and risk assessment not contained within the Plan (refer Appendix 2). Each of the four environments may include the following components which are used to develop the risk profile.

Once the environments 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:



### NATURAL HAZARDS

e.g. Earthquake, volcanic activity, river flooding, tsunami, landslide, coastal erosion, drought, wind, snow and frost, hail and lightning, and severe storms.



### HUMAN-MADE HAZARDS

e.g. Lifeline utility failure, hazardous substances incidents, transport accidents, urban and rural fire, civil unrest and terrorism.



### BIOLOGICAL HAZARDS

e.g. 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.

***Risk is measured in terms of the combination of likelihood and consequences to the four environments.***

## 2.3. CDEM GROUP ENVIRONMENT

### 2.3.1. Social Environment

The Manawātū-Whanganui Region is a predominantly rural region with a few main centres of population. It lies in the lower central North Island and, because of its central location it has good land and air transport connections to the rest of New Zealand.

While the Region is home to around 5% of New Zealand's population, it only accounts for 4% of national GDP and 4.9% of national employment; however, economic outcomes vary across the Region.

The Region had a usually resident population of 222,501 at the time of the 2013 census and is the sixth largest region in New Zealand. The Region has a lower than average population density, 10.3 people per square kilometre, compared with 13.1 for wider New Zealand. Between the 2001 and 2013 censuses, the population rose by 1.2%, or 2,540 people - Table 3.

There are two major urban areas in the Region. Palmerston North, with an estimated resident population of 83,500 is a growing educational centre and supply centre for the rural hinterland. The other major

urban area, Whanganui, has an estimated resident population of 43,500 (30 June 2014 estimates). Other urban centres include Levin, Feilding, Dannevirke, Taumarunui, Foxton and Levin.

City life does not dominate the Region, as half the population lives outside a main urban area and over a third in small towns or rural areas. With the exception of Palmerston North City and Manawātū District, all the regional territorial authorities are expected to continue to experience population decline in the future.

The median age for all territorial authorities is expected to increase in line with national trends and the regional median age will rise from 37.6 years in 2011 to 40.9 years in 2031. The proportion of the population aged over 65 years will significantly increase in all parts of the region – Table 4. Table 5 shows the diverse ethnicity within the Region.

Independent of CDEM Welfare Coordination there are established interagency health and welfare forums operating across the Manawātū/Whanganui regions. This 'business as usual' engagement results in strong local connections and networking which enables key

people to connect or be connected in urgent situations via existing relationships or mutual colleagues.

The June 2015 Central North Island flood event further established connections between Welfare Coordination Group members, as well as strengthening pre-existing relationships and associations.

Though geographically large, the Regions' communities are compact and socially connected. The CDEM coverage area crosses regional and local council boundaries, as well as those of the Ministry of Social Development (MSD) and other government agencies. As a result there is considerable resource available to be mobilised or deployed if required e.g. MSD staff from the Manawātū can support colleagues and clients in the Whanganui/South Taranaki areas if their ability to provide services is compromised.

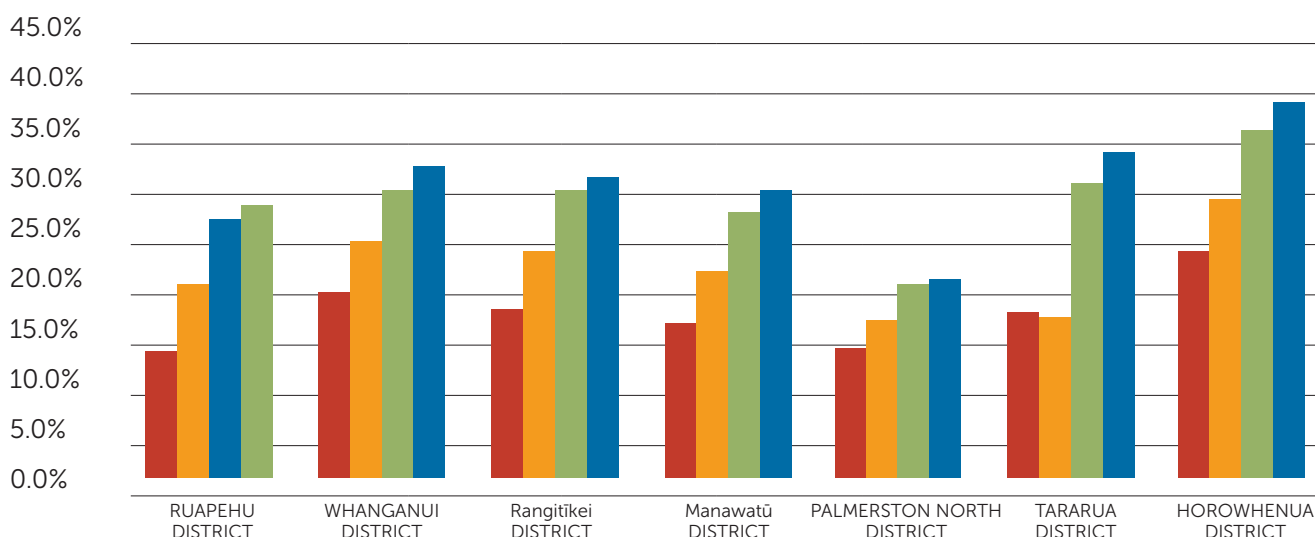
These existing relationships and resources, coupled with the demonstrated response to the 2015 flood event give grounds for confidence that a sound welfare response can be coordinated across the Manawātū/Whanganui if required.

TERRITORIAL AUTHORITY AREA	CENSUS USUALLY RESIDENT POPULATION			INCREASE OR DECREASE 2006-2013		
	2001	2006	2013	Number	Percent	Average annual change (percent)
Ruapehu District	14,292	13,572	11,844	-1,728	-12.7	-1.9
Whanganui District	43,266	42,636	42,150	-486	-1.1	-0.2
Rangitikei District	15,099	14,712	14,019	-693	-4.7	-0.7
Manawātū District	25,578	26,067	27,459	1,392	5.3	0.7
Palmerston North City	73,965	77,727	80,079	2,352	3.0	0.4
Tararua District	17,859	17,631	16,854	-777	-4.4	-0.6
Horowhenua District	29,823	29,865	30,096	231	0.8	0.1

**TABLE 3:** Usually Resident Population - 2001-2013 Census

# PERCENT OF TERRITORIAL AUTHORITY POPULATION AGED 65+

2013 2023 2033 2043



**TABLE 4:** Percentage Population Aged 65+ - 2013 Census

ETHNIC GROUPS	MANAWATŪ-WHANGANUI REGION	NEW ZEALAND
European	172,104	2,969,391
Maori	43,596	598,602
Pacific peoples	7,344	295,944
Asian	10,863	471,708
Middle Eastern/Latin American/African	1,335	46,953
Other ethnicity	4,422	67,752

**TABLE 5:** Ethnic groups in the Manawātū-Whanganui Region and New Zealand, 2013 Census

## 2.3.2. Built environment

### 2.3.2.1. Number of dwellings counted

At the time of the 2013 census, there were approximately 88,000 occupied dwellings, 11,500 unoccupied dwellings and 390 dwellings under construction in the Manawātū-Whanganui Region. This compares for New Zealand as a whole where there were approximately 1,570,700 occupied dwellings, 185,400 unoccupied dwellings and 9,756 dwellings under construction.

### 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 Vodafone, Spark, 2 Degrees and Inspire.

- 66.5% of households in the Manawātū-Whanganui Region have access to the internet, compared with 54.5% in 2011. Nationally, the percent of households with internet access has grown from 60.5% in 2011 to 72.8%.
- In the Manawātū-Whanganui Region 77.6% of households have access to a cellphone, compared with 79.4% of households for New Zealand as a whole – Table 6.

### HOUSEHOLD ACCESS TO PHONES, INTERNET AND FAX MACHINES IN MANAWATŪ-WHANGANUI REGION, 2013 CENSUS

	REGION/CITY/ DISTRICT (%)	NEW ZEALAND (%)
No Access	1.9	1.6
Cell	77.6	79.4
Telephone	80.3	81.1
Fax Machine	12.7	13.8
Internet	66.5	72.8

**TABLE 6:** Telecommunications

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 under the Pohangina River, 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.

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, largely due to its central location, is well served by a strategic network of road, rail and air links, with access to ports in neighbouring regions.

The regional network includes State Highway 1, which travels the length of the region and provides links to Wellington in the south and Waikato to the north and the North Island Main Trunk Railway which links Auckland and Wellington.

The Palmerston North - Napier Line and State Highway 3 follow the Manawātū Gorge, linking the Region with Hawke's Bay. The Marton - New Plymouth Line provides a rail link with Taranaki, and from this line a short branch line runs to Whanganui. 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 Whanganui. A military air base is located at Ohakea.

### 2.3.3 Economic environment

A goal of the Region is facilitating regional economic growth and with this in mind the Government has commissioned a Regional Growth Study and the Region's Mayors and Chair have invested in a Central New Zealand Agribusiness Strategy.

Both the Study and the Strategy will investigate ways to prioritise investment and economic growth opportunities for all districts within the Region over the next 30 years.

## Business

Agriculture, forestry and fishing are the dominant industries in the Manawātū, Ruapehu, Rangitikei, Taranaki and Horowhenua districts. In Palmerston North City and Whanganui District, health care and social assistance industries dominate – Table 7.

Regionally, a higher than average proportion of businesses are engaged in the agriculture, forestry and fishing industries, 9.2% compared with 5.7% nationally. Businesses in the health care and social assistance industries dominate numerically, employing a total of 12,240 full – time equivalents.

MANAWATŪ-WHANGANUI REGION			NEW ZEALAND	
INDUSTRY	EMPLOYEE COUNT	PERCENT OF TOTAL EMPLOYEE COUNT	EMPLOYEE COUNT	PERCENT OF TOTAL EMPLOYEE COUNT
Health care and social assistance	12,240	12.8	211,350	10.9
Retail trade	10,530	11.0	195,870	10.1
Manufacturing	10,400	10.9	211,710	10.9
Education and training	10,210	10.7	167,240	8.6
Agriculture, forestry and fishing	8,810	9.2	111,520	5.7

**TABLE 7:** Top Five Industries in the Manawātū-Whanganui Region for the year ended February 2013

### Agriculture

Agriculture (including horticulture and fruit growing; sheep, beef and livestock farming; dairy farming; other farming services to agriculture; and hunting and trapping) is the Region's most important enterprise. While agriculture dominates land use in the Region, there are areas of forestry and horticulture. Soils and climate favour pastoral farming. There were 5,421 farm holdings in the Region on 30 June 2012 which was almost a tenth of all farm holdings in New Zealand.

Farming occupies approximately 80% of land in the Region, much higher than the national average of 59%. The Region is one of the most important areas of pastoral farming in New Zealand. 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.

### Tourism

The Region has significant tourism assets and exposure. The emphasis is on outdoor and nature-based adventure and includes significant established activities such as the Mt Ruapehu ski fields, Tongariro Alpine Crossing and Whanganui and Rangitīkei River rafting, canoeing and kayaking.

In more recent years, the growth of cycling activity has created new jobs, and a large increase in the numbers of summer visitors to the Region with the opening of a number of new cycleways suited to both cycling and walking through the Government cycleways initiative.

Employee count in tourist related industries in our region is 6,510; the total in New Zealand is 160,850. Visitor numbers have been growing steadily over the past five years. In the context of Civil Defence

Emergencies, the high concentrations of visitors in our Region both summer and winter pose additional challenges to response and recovery. For example, on Mt Ruapehu mid-winter, there can be up to 5,000 people located on each of the two ski fields. In November 2012 there were two small ballistic eruptions on Mt Tongariro. There were a number of school children and adults' walking on the mountain tracks during the eruptions and it was most fortunate that no-one was hurt or killed. In the 2014 Mount Ontake ballistic eruption in Japan, 55 people were killed from ballistic missiles.

### 2.3.4 Natural environment

#### Topography

The Manawātū-Whanganui 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 km<sup>2</sup> (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 Owahanga.

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 Manawātū District has a much gentler topography, consisting mainly of the flat, tree-studded Manawātū 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 Manawatū domes have been drilled. The domes have shaped the course of the Manawatū 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 Manawatū River begins just inside the Hawke's Bay Region, then flows through a deep gorge to the Manawatū Plains before exiting in the Tasman Sea. The Whanganui 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), Manawatū (182 km) and Rangitīkei (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.

### Soil and climate

Soils in the Region are productive with the addition of fertiliser. In the Manawatū 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 Rangitīkei favours semi-intensive sheep and beef farming. Particularly within some of the alluvial soils, the region has significant groundwater resources and these are important to the economy. 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 960mm, while the rest of the Region receives the New Zealand average rainfall of 1,000-2,000mm.







*Mt Ruapehu from Palmerston North*

### 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 km<sup>2</sup>) and is the oldest national park in the country, established in 1887. The volcanoes Tongariro, Ruapehu and Ngauruhoe are sacred to Maori 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 km<sup>2</sup>) and was established 99 years later when a series of reserves were incorporated into one area and given national park status.

The two national parks also have two of the 'Great Rides' which form part of the national cycle network. Both parks offer skiing, tramping, jet boating and white-water rafting and attract a number of domestic and international visitors annually, contributing significantly to the local and regional economy.

### 2.4. SUMMARY OF CDEM GROUP ENVIRONMENT

In summary, the Manawatū-Whanganui 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;
- With the exception of the Palmerston North City and Manawatū districts, it is expected that the other territorial authorities within the region will continue to experience some form of population decline;
- Whilst the net increase in population across the region continues to increase at modest levels, significant development pressure on land subject to natural hazards including river flooding continues;

- The ethnicity of the regions population continues to change, the proportion of the population aged over 65 years will increase significantly;
- Perceived low levels of household awareness and preparedness for emergencies increase risk;
- A strong and diverse yet rurally focused local economy that produces a significant proportion of New Zealand's GDP;
- Regional tourism is growing, particularly adventure tourism activities in the conservation park areas
- Important lifelines infrastructure and transport corridors.

## 2.5. CDEM GROUP HAZARDSCAPE

### 2.5.1. 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 Manawatū-Whanganui CDEM Group Risk Profile document; in support of this Plan.

### 2.5.2. 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.

#### 2.5.2.1. 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. Given this the Regional Council manages and maintains extensive river control systems throughout the Region including 34 river and drainage schemes, 490 km of stopbanks, 1090 km of drains, 23 pumping stations and 53 dams. The level of flood protection across the region is highly variable, ranging from 1-in-5 year design standards in isolated rural areas to 1-in-500 year design standards for Palmerston North.

Significant flood events occurred in 2004 and 2015 that impacted wide parts of the region. There are several major river systems within the Region including:

**Whanganui River:** the largest river system, it drains a significant proportion of the land area within the Ruapehu and Whanganui districts. The headwaters are located on the northern slopes of Mount Tongariro, and the river system flows south to enter the Tasman Sea at Whanganui.

The primary area of risk is Whanganui, with some risk also present at Taumarunui.

**Manawatū River:** the second largest river system in the Region, and covers much of the land area within the Tararua and Manawatū 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 Whanganui. 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.

#### 2.5.2.2. Earthquake

The Manawatū-Whanganui 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 <sub>L</sub>
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, Whanganui (marine)	-40	175.0	1897	6.5
32 km SW, Dannevirke	-40.4	176.4	1904	7.0
30 km SW, Eketahuna	-40.8	176.0	1917	6.8
66 km ENE, Waiouru	-39.3	176.4	1921	7.0
22 km NNE, Napier, HB (marine)	-39.3	177.0	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	6.5

**TABLE 8:** Source-GeoNet database

- 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)

### 2.5.2.3. 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 km<sup>3</sup>), 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.

### 2.5.2.4. 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 modelled tsunami wave heights for all sources on the west and east coasts. For evacuation and planning purposes, the 84th percentile wave height is doubled to provide on-shore heights (the wave run-up) from which evacuation zones are derived'.

	WAVE HEIGHT REGIONAL AND DISTANT SOURCES 500 YR		WAVE HEIGHT ALL SOURCES 2500 YR	
	MEDIAN	84%	MEDIAN	84%
West Coast	2.6 m	3.6 m	5.2 m	7.8 m
East Coast	2.2 m	3.1 m	14.2 m	24.2 m

**TABLE 9:** Wave Height

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.



#### 2.5.2.5. 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 Whanganui District, the central Rangitikei District and the eastern Tararua 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 land sliding of this nature can be significant as was evident in both the February 2004 storm event, and June 2015 Flood 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.
- **Transportation routes:** major landslides blocking transportation routes such as the Manawatū Gorge can disrupt economic and social activity for long periods. These landslides can also pose a threat to human life if they coincide with vehicles travelling the routes.

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.

#### 2.5.2.6. 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 exchange system that is backed by an extensive dune system. Coastal flooding and erosion is limited to low-lying areas around river mouths such as Whanganui, 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 Whanganui, particularly at Kai Iwi Beach.



#### 2.5.2.7. Droughts

The parts of the Manawatū-Whanganui 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 Manawatū-Whanganui 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.

#### 2.5.2.8. Severe winds

The maximum gust speed for low lying areas that is expected to be equaled or exceeded once in every 50-year period for most of the Manawatū-Whanganui 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 Manawatū 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.

#### 2.5.2.9. 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 Manawatū-Whanganui Region is affected by cyclones of tropical origin once every 3 – 6 years.

The most extreme ex-tropical cyclone to impact the Manawatū-Whanganui Region was the 1968 Wahine storm (Cyclone Giselle) in which the strongest wind gusts reached about 150 km/hr in Whanganui 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.

### 2.5.3. Human-made hazards

#### 2.5.3.1. Lifeline utilities failure

Lifelines are the essential infrastructure and services that support the life and function 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 and 2015 floods. 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;
- Whirokino trestle south of Foxton;
- Dublin Street, Aramoho, City and Cobham bridges in Whanganui;
- State Highway 3 through the Manawatū Gorge and its alternate routes, Saddle Road & Pahiatua Track;
- Wharite Peak telecommunications facilities; and
- Makatote Viaduct

#### 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 centered 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 centered in the southern part of the Region. Earthquake shaking 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.

**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.

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***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.***

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**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 and health impacts related to loss of water and wastewater reticulation.

**Dams – water supply and flood detention**

Across the Region there are a number of water supply dams managed by local authorities that are by design located near populated areas. In addition the regional council manages a number of flood detention dams located in some instances near populated areas however, in the main these dams tend to be located in more rural sparsely populated areas.



#### **2.5.4. Rural fire**

Due to varying weather patterns and terrain, the rural fire risk varies throughout the region. Generally high rainfall during spring leads to lush growth of vegetation whereas long hot summer periods often lead to drought conditions which increase the risk of wildfire.

The Manawatū-Whanganui Regional Rural Fire Committee carried out a Wild Fire Threat Analysis for the Region in 2013 in accordance with the National Rural Fire Authority standard "Assessing Fire Hazards. The analysis involved identifying the following:

- a. Risk - ignition potential i.e. the probability of a fire starting
- b. Hazard - potential fire behaviour i.e. high flammable fuel loads and climate
- c. Values - quantification of values that are being protected i.e. production forestry
- d. Threat - the combination of risk, hazard and values which provided a threat score for various parts of the region

Every location with a risk score of over 600 was considered serious enough to warrant a tactical plan for that area. Generally the high threat areas within the region are:

- a. The eastern area of the Ruapehu District which consists mainly of conservation estate including the Waiouru military training ground, and the Kaimanawa and Kaweka forest parks. There is also a large forested area around Mt Ruapehu.
- b. Whanganui - Conservation estate spread sporadically throughout the district with some production forest in central areas.
- c. Western coastal areas. Higher population areas with a lot of production forest and grass areas.
- d. The Ruahine and Tararua Ranges which are conservation estate.
- e. The east coast of the Tararua district which is mainly production forest.

Most of the areas mentioned above are sparsely populated. There is a correlation between population and the number of uncontrolled wildfires within the region. The higher the population numbers the higher the likelihood of wildfires. Bearing this in mind the area of most concern would be the western coastal areas which have large production forests such as Santoft Forest. In addition these areas tend to be heavily populated during the summer season and recent history shows that there have been some substantial fires in this area.

Unlike Australia, most wildfires in New Zealand are not life threatening to the general public. The first task for rural fire crews is to evacuate any populated areas threatened in the event of a wildfire. There are however some areas where rural subdivision has occurred for lifestyle blocks which has resulted in dwellings being built within or in close proximity to pine plantations. During an extreme fire danger situation there is the potential for threat to life should a fire occur.

#### **2.5.5. 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.

#### **2.5.6. Hazardous chemical incidents**

Significant quantities of hazardous materials are transported within and through the Region by road and rail; however the occurrence of hazardous chemical incidents within the region is low. 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.

#### **2.5.7. 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. Parts of the region have, and are becoming major freight hubs for the distribution sector. The extra traffic has the potential to increase the risk of an incident occurring.

#### **2.5.8. 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.

#### **2.5.9. Terrorism**

While some level of threat may exist from terrorism, the likelihood is low. The chance of an eco-terrorist activity occurring is potentially more likely than that of a quasi military-terrorist activity occurring. The consequences may be loss of human life, injury, social disruption and economic impacts.





*Feilding Sale Yards*

## 2.6. BIOLOGICAL HAZARDS

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

### 2.6.1. Human disease

The 2009 incidence of influenza A (H1N1) (commonly known as swine flu) and the 2014 out break of Ebola demonstrated to the World the speed with which disease can spread to create a pandemic

While the likelihood of a pandemic of any type 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.

### 2.6.2. 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.

### 2.6.3. Plant/Pest disease

As with animal disease, plant/pest 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.

## 2.7. RISK ANALYSIS AND EVALUATION

### 2.7.1. Risk analysis

Risk analysis allows for baseline evaluation and monitoring to determine whether risks are changing and whether risk management is effective. The analysis involves all of councils risk framework. 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

methodology used to carry out the risk analysis section of this Group Plan is as described in the Director's Guideline (DGL 09/15) for CDEM Groups which is fundamentally based on AS/NZS ISO 31000:2009 Risk Management – Principles and Guidelines. The Directors Guideline encourages the use of the risk profile template for the development of the risk profile as provided by MCDEM as a supporting resource to the Guideline. The first part of the process involves identification and risk analysis of the hazards in the Region. Risk analysis involves considering the likelihood and consequences of each hazard. The outcome of this process is a list of hazards ranked from very low to extreme. (Table 10).

HAZARD	LIKELIHOOD	CONSEQUENCE	RISK RATING
Severe Earthquake	Unlikely	Catastrophic	VERY HIGH
River Flood	Likely	Major	VERY HIGH
Tsunami	Unlikely	Catastrophic	VERY HIGH
Human Pandemic	Likely	Major	VERY HIGH
Drought	Likely	Major	VERY HIGH
Animal Epidemic (Foot & Mouth)	Unlikely	Catastrophic	VERY HIGH
Landslide - Widespread hill country	Possible	Major	HIGH
Volcanic Activity (Ruapehu)	Unlikely	Major	HIGH
Landslide - Manawātū Gorge	Likely	Moderate	HIGH
Rural Fire (wildfire)	Possible	Major	HIGH
Hazardous substances spill	Possible	Major	HIGH
Severe Winds	Likely	Moderate	HIGH
Major road accident	Possible	Major	HIGH
Plant & Animal Pests	Possible	Major	HIGH
Fuel supply failure	Unlikely	Major	HIGH
Gas supply failure	Unlikely	Major	HIGH
Landslide – Urban	Possible	Major	HIGH
Major air transport accident	Rare	Catastrophic	HIGH
Major rail accident	Rare	Major	MODERATE
Electricity failure	Unlikely	Moderate	MODERATE
Lahar - Mt Ruapehu	Possible	Minor	MODERATE
Coastal Flooding (storm surge)	Rare	Major	MODERATE
Telecommunications failure	Unlikely	Moderate	MODERATE
Coastal Erosion	Likely	Minor	MODERATE
Ash fall (Mt Taranaki)	Possible	Moderate	MODERATE
Storm surge	Likely	Minor	MODERATE
Urban Fire	Rare	Major	MODERATE
Civil unrest	Unlikely	Moderate	MODERATE
Terrorism	Unlikely	Moderate	MODERATE
Dam break	Rare	Moderate	LOW
Snow	Likely	Insignificant	LOW
Lightning strike	Possible	Insignificant	LOW
Tornados	Possible	Insignificant	LOW
Extreme temperature	Unlikely	Minor	LOW
Ash fall (TVC)	Rare	Minor	VERY LOW

**TABLE 10:** Results of Risk Analysis



Riverland Family Park Whanganui June 2015

### 2.7.2. Risk evaluation

In order to refine the results of the risk analysis the hazards ranked high, very high and extreme, of which there were 18, were then taken through the more in-depth risk evaluation process. The risk related to each of these hazards was evaluated in terms of seriousness, manageability, and growth using the following weighting:

- **Seriousness** – worth 50% of the hazards total score. The Seriousness rating is consequence by another name and uses the same rating criteria used in the risk analysis. It is applied across each of the four environments, Social, Economic, Built and Natural for each hazard,
- **Manageability** – worth 40% of the hazards total score. The Manageability rating is a combination of management difficulty and current level of effort being applied. It is applied across each of the four R's of CDEM, Reduction, Readiness, Response and Recovery for each hazard, and
- **Growth** – worth 10% of the hazards total score. The Growth rating is a combination of the probability of occurrence of the event increasing and the changes in community exposure to the event.

Consultations were also carried out with subject matter experts throughout the process to clarify certain points as required. The risk analysis and evaluation process has resulted in a prioritised list of hazards which allows the CDEM Group to direct resources to the areas of highest priority.

The prioritised list of hazards in Table 11 differs from the list in the previous Group Plan although earthquake, river flood, rural fire, human pandemic, tsunami, drought and widespread hill-country landslide remain in the top 10.

PRIORITY	HAZARD
1	Severe Earthquake
2	River Flood
3	Tsunami
4	Human Pandemic
5	Drought
6	Animal Epidemic (Foot & Mouth)
7	Landslide - Widespread hill country
8	Volcanic Activity (Ruapehu)
9	Landslide - Manawatū Gorge
10	Rural Fire (Wildfire)
	Hazardous Substances spill
	Severe Winds
	Major road accident
	Plant & Animal Pests
	Fuel supply failure
	Gas supply failure
	Landslide - Urban
	Major air transport accident

**TABLE 11:** Prioritised List of Hazards – Top 10

It is important to note that the prioritised list of hazards is based upon the risk to the region as a whole, and that there will be some variances for each territorial authority. To this end, the analysis and evaluation process will need to be undertaken at the local level for that particular territorial authority.



## 2.8. HAZARDS WHICH MAY BE OF NATIONAL SIGNIFICANCE

While Table 11 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.

## 2.9. 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 very good.

The One Plan, a combined regional policy statement and plan is now in operation which establishes an overall framework for natural hazard management under the Resource Management Act 1991 (RMA). It also sets out the division of responsibilities between the Regional Council and Territorial Authorities for natural hazard management under the RMA.

A regional planner's forum has formally been established to ensure appropriate linkages are maintained between the regions emergency management practitioners and RMA planners. The Regional Councils District Advice service is also a key component in ensuring that hazard and land use information is shared

with Territorial Authorities and the community in an effort to avoid at risk areas. A \$1.48m programme over the life of the Group Plan is in place to update the CDEM Groups hazard database, in particular flood plain mapping, seismic information and the acquisition of a further 1,500 km<sup>2</sup> of digital elevation modelling (LiDAR).

### Readiness

Readiness levels are perceived to be good for floods, earthquakes and human pandemic but further understanding is needed in the area of lifeline utility failures and tsunamis. The CDEM Group sees community response plans being a crucial ingredient to increase community resilience with a number of activities planned for inclusion in the Business Plan.

### Response

While the risk assessment does not include a detailed assessment

of the response procedures, the strategic direction that the Group is taking via its vision, goals, principles and driver as described in Part 1 of the Group Plan set the foundation amongst Group members. The Business Plan further describes the initiatives of the Group to improve response management practices.

### Recovery

Arrangements for recovery coordination are in place within the Group and will be further developed via the Business Plan once the proposed legislative changes to the recovery component of CDEM are confirmed at the national level.

The recovery activities undertaken by the Group from the June 2015 flood event have provided each member within the Group with a benchmark as to the level of effort required to further enhance recovery in their respective areas.





Anzac Parade Whanganui June 2015



# PART 3

# REDUCTION

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***“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.”***

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# PART 3:

## REDUCTION

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### 3. REDUCTION CONTEXT

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”.

It is impossible to completely avoid or mitigate all risks from hazards. There are a multitude of risks that New Zealanders face in their everyday lives. Individuals, communities and Government must consider the risks from hazards in the context of the broad spectrum of community goals and aspirations.

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.

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

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 Plans, and District Plans under the Resource Management Act 1991, and Long-term 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 Manawātū-Whanganui CDEM Group to:

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

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

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### 3.1 RELATIONSHIP TO CDEM GROUP STRATEGIC GOALS

This section of the CDEM Group Plan relates directly to Strategic Goal 1 contained within section 1.1.

#### Strategic Goal 1

Where possible, reducing the risks from hazards to acceptable levels

### 3.2 PURPOSE AND COMPONENTS OF THE REDUCTION SECTION

PURPOSE	COMPONENTS
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.	<ul style="list-style-type: none"><li>• A clear and concise statement of the principles or criteria for risk reduction within the CDEM Group.</li><li>• A description of how risk reduction is managed and how reduction challenges are addressed within the CDEM Group.</li><li>• A statement of the outcomes sought from CDEM Group reduction activities and descriptions of specific, measurable and achievable risk reduction objectives.</li><li>• Descriptions of specific policies, methods and/or tools for delivery of the desired outcomes.</li></ul>

### 3.3. REDUCTION PRINCIPLES

The CDEM Group has the following principles which underpin reduction:

- Human life and safety takes precedence over all other risk priorities;
- Risks with high likelihood and high consequences have a high priority;
- 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;
- A balanced practical approach to hazard risk reduction will be taken that's achievable, and takes into account the need for the community to provide for their economic and social development;
- Organisations, agencies and key stakeholders recognise that reduction is a key component of building resilience;
- Focus on identification and co-ordination of reduction activities among key stakeholders, rather than undertake significant risk reduction projects as a Group;
- The CDEM Group will collectively work to reduce risk.

### 3.4. REDUCTION OBJECTIVES

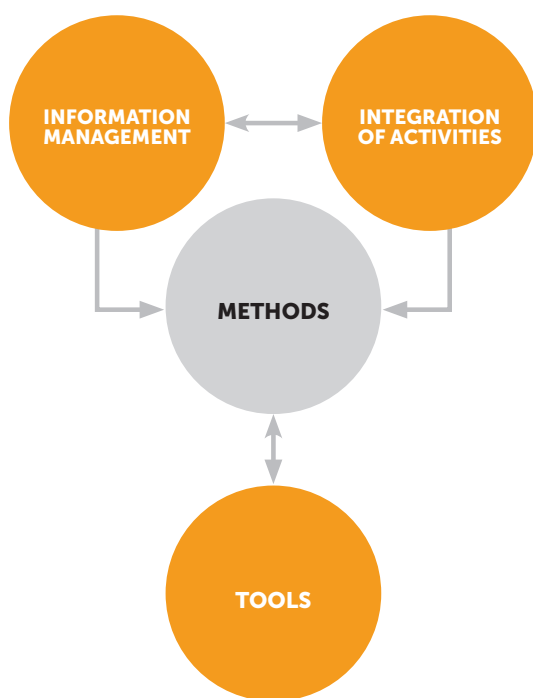
The Manawatū-Whanganui CDEM Group has identified the following objectives for reduction which will guide the development of the work programme over the life of this plan aligned to Strategic Goal 1 "Where possible, reducing the risks from hazards to acceptable levels":

#### Objectives

- To improve our understanding of the hazards within the region and their consequential risks
- To effectively communicate risks to the community and our partners
- To adopt best practice when assessing and communicating risk
- To plan collaboratively with stakeholders for the long term reduction of risks

### 3.5. REDUCTION METHODS

The Group will focus on coordination 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 and the resultant integration of activities.



## INFORMATION MANAGEMENT

This involves:

- The identification of risk reduction programmes across the Group;
- The development of a Group-wide focus on risk management, and development of a 'Group picture' of collective risk management activities;
- The monitoring and evaluation of risk reduction progress, and effective reporting on outcomes; and
- The facilitation of information exchange across the Group.

## INTEGRATION OF ACTIVITIES

This involves:

- The coordination and integration of risk reduction initiatives;
- Influencing future risk reduction programmes.

Information management will continue to be a priority for the life of this plan. Whilst a lot of work has been done in this area there is more to do, such as the Groups \$1.48m hazard information update project. As this updated information becomes available it will further shape the work programme of the Group and enable the integration of information into activities.

## 3.6. REDUCTION TOOLS

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

INFORMATION MANAGEMENT	
HOW	OUTCOME
Specific Group Reduction projects	Identification of Group reduction activities, work programme and business plan informed, reporting and monitoring enabled
\$1.48m Capex Hazard Information upgrade project (LiDAR, flood plain mapping, seismic)	Hazard information updated and disseminated to territorial authorities, developers and community. Land use planning informed and aligned with up to date information
Regional Council District Advice Service	Hazard advice and information disseminated, coordinated approach to district plan changes and development proposals
Regional Planners Forum	Local Authority planners and emergency management practitioners are informed and aligned
Flood Plain Mapping portal	Portal currently under development to allow direct external access to electronic flood plain information
Lifelines Advisory Group	Promotion of information exchange and collaboration, and risk reduction
Central Plateau Volcanic Advisory Group	Facilitation of information exchange regarding reduction activities in regards to volcanic hazards
Flood Forecasting	Automated flood warnings provided to the community, real-time forecasting available via phone and internet
Group Social Media	Information and advice disseminated and received during peacetime and active times. Implementation of Community Engagement Plan & Community Resilience Strategy



## Mechanisms

The Group recognises that there are various tools and mechanisms already in place that are currently addressing the hazard risks across the Group such as information exchange, agency collaboration, and local community aspirations. These tools and mechanisms include, but are not limited to below

HOW	OUTCOME
Legislation	<ul style="list-style-type: none"> <li>• Civil Defence Emergency Management Act 2002</li> <li>• Forest &amp; Rural Fires Act 1977</li> <li>• Fire Service Act 1975</li> <li>• Resource Management Act 1991</li> <li>• Building Act 2004 &amp; subsequent codes</li> <li>• Soil Conservation &amp; Rivers Control Act 1941</li> <li>• Maritime Transport Act 1994</li> <li>• Health Act 1956</li> </ul>
Statutory & Non Statutory Planning Documents	<ul style="list-style-type: none"> <li>• Regional Policy Statements &amp; Plans</li> <li>• District Plans</li> <li>• Local CDEM Plans – Community Response /Contingency Plans</li> <li>• Regional &amp; District Growth Plans</li> <li>• Asset Management Plans</li> <li>• Coastal Management Plans</li> <li>• Business Continuity Plans</li> <li>• Infrastructural Management Plans</li> </ul>
Best Practice Guidelines and/or Technical Standards	<ul style="list-style-type: none"> <li>• MCDEM Directors Guidelines</li> <li>• CDEM Strategies</li> <li>• ISO Standards</li> </ul>



RNZAF Base Ohakea



*Fitzherbert Bridge Palmerston North*

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 'One Plan')**

The One Plan is one of the principle tools for hazard management within the Region. The One Plan is the new regional plan to guide the management of natural resources in our Region. It's called the One Plan because it weaves together resource management plans and the Regional Policy Statement into one easy-to-use document. It provide us with an environmental roadmap, directing how we manage the Region's resources for the next 10 years

Chapter 9 of the One Plan outlines in detail the approach to managing hazards. It outlines the significant issues for natural hazard management within the Region, and sets out the objectives, policies and methods that derive from these issues.

It provides an environmental roadmap, directing how to manage the regions resources for the next 10 years' Specifically, the One Plan:

- Sets out a clear regional framework for natural hazard management;

- Improves clarity around the respective roles of the Regional Council and Territorial Authorities under the Resource Management Act 1991;
- Discourages future residential development and placement of critical infrastructure in areas prone to natural hazard events, particularly areas at high risk of flooding; and
- Continues 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.

# PART 4

# READINESS

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***Readiness activities essentially fall into two specific areas, being organisational readiness and community readiness. Both of these areas are interdependent upon one and other and are key components of the readiness of the regional community.***

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# PART 4:

# READINESS

### 4. READINESS CONTEXT

This section describes how the CDEM Group will work with the regional community to plan and prepare for emergencies. A significant portion of the work that is undertaken as readiness initiatives set in place the arrangements, standards and processes for response and recovery.

Readiness activities essentially fall into two specific areas, being organisational readiness and community readiness. Both of these areas are interdependent upon one and other and are key components of the readiness of the regional community.

### 4.1. RELATIONSHIP TO CDEM GROUP STRATEGIC GOALS

This section of the CDEM Group Plan relates directly to Strategic Goal 2 contained within section 1.1. Organisations such as the CDEM Group and its partner agencies provide leadership in ensuring that communities are able to meet Strategic Goal 2.

### Strategic Goal 2

Our communities are aware of their hazardscape, are prepared and empowered to respond and recover from an emergency

### 4.2. PURPOSE AND COMPONENTS OF THE READINESS SECTION

PURPOSE	COMPONENTS
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	<ul style="list-style-type: none"><li>• State the current level of both organisational and community readiness;</li><li>• Describe the issues that arise from current levels of readiness;</li><li>• Clearly state readiness objectives relating to the maintenance and enhancement of readiness across the CDEM Group, including planning, training and education;</li><li>• Provide an outline of the methods and resources required to achieve these readiness objectives;</li><li>• State the arrangements in place to support readiness planning;</li><li>• Describe on-going readiness activities.</li></ul>

### 4.3. CURRENT LEVELS OF READINESS

Over the life of the previous Group Plan the Group had a strong focus on preparing itself and the community to be able to effectively respond and recover from emergencies. The lessons learnt from the region wide June 2015 flood event showed that, in general, organisations and the community are well prepared for this type of event. The 2013 Colmar Brunton survey conducted for MCDEM showed that the Manawatū-Whanganui sits at around the national average (Table 12).

The challenge over the life of this Group Plan will be for the Group to strive to further enhance organisational and community resilience and to ensure that we are collectively able to meet the challenges thrown up by larger scale events.

	Manawatū- WHANGANUI	NATIONALLY
Fully prepared	17%	17%
Prepared at home	31%	32%
Has a plan	47%	58%
Has survival items	82%	85%
Internet	66.5	72.8

**TABLE 12:** Regional preparedness compared nationally

The Manawatū-Whanganui CDEM Group has identified the following principles for readiness which will guide the development of the work programme over the life of this plan aligned to Strategic Goal 2 *“Our communities are aware of their hazardscape, are prepared and empowered to respond and recover from an emergency”*.

### 4.4. READINESS PRINCIPLES

The CDEM Group has the following principles which underpin readiness:

- The Group recognises the community as an active partner in readiness activities;
- Community Response Plan are seen by the Group as being key in developing community resilience;
- Community Response Plans should be flexible to meet the needs of communities but must be aligned to the principles of the Groups Community Resilience Strategy;

- A coordinated collaborative approach to public education, delivered at the local level across the Group is essential in preparing the community;
- Volunteers play an important role in readiness activities.

### 4.5. READINESS OBJECTIVES

Aligned to Goals 1 and 3 of the National CDEM Strategy, the Group has set the following community and organisational readiness objectives:

#### 4.5.1. Community Readiness

- Increasing the level of community awareness and understanding of the risks from hazards;
- Improving individual, community and business preparedness;
- Improving community participation in CDEM ;
- Encouraging and enabling wider community participation in hazard risk management decisions.

#### 4.5.2. Organisational Readiness

- Maintaining functional relationships with CDEM Group partners and other agencies via agreed memoranda of understanding or agreed protocols, as required;
- Promoting continuing and coordinated professional development in CDEM throughout the Group;
- Maintaining structures, systems and procedures to ensure an appropriate and credible response to emergency;
- Coordination of the delivery of CDEM public education;
- Support to communities to prepare for emergencies;
- Maintain and support Advisory Groups, specifically Welfare, Rural and Lifelines.

### 4.6. COORDINATED 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 coordinated and integrated planning. This leads to clarity of roles and responsibilities, timelines for response and the judicious use of resources.

Four main levels of documentation will be encouraged by the CDEM Group to advance coordinated and integrated emergency planning for specific hazards or risks by key agencies:

- Strategies;
- Contingency Plans;
- Action Plans; and
- Community Response Plans.



Church Street Palmerston North

STRATEGIES	CONTINGENCY PLANS	ACTION PLANS	COMMUNITY RESPONSE PLANS
Set the ground rules for 4Rs planning and cooperation on a specific hazard or risk	Describe response actions and arrangements	Specify agency plans and describe actions taken by that agency for the levels of response defined in the contingency plan	Specific to the particular community
Provide for interested parties to meet and discuss arrangements	Set the framework for agencies to develop action plans	Integrate with agency procedures and other response activities	Written by the community for the community with support from local CDEM and aligned to the Groups Community Resilience Strategy
Provide for coordinated reduction and readiness activities	Provide for inter-agency auditing of action plans to ensure consistency		
Provide for coordinated contingency and action plans	Set levels of response, trigger levels and describe agency actions		
Provide for coordinated education and awareness activities			





A number of supporting strategies and plans exist within the Group. Over the life of this Plan these will be reviewed and further enhanced where necessary. The current documents are recorded in Appendix 2 (List of Supporting Documents).

The CDEM Group agrees that no opportunity should be lost to share and coordinate 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 coordination:** 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.

#### 4.7. 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 coordination 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 Emergency Operations Centre, Emergency Coordination Centre, and Civil Defence 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;
- Use of emerging technology;
- Activation & Operational procedures (EOC/ECC)
- Civil Defence Centre procedures; and
- Communications procedures.

##### 4.7.1. Emergency Coordination 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 coordination of critical resources is required; or
- A warning of a significant event that will have wide spread impacts has been received; or
- Coordinated 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 Coordination 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;
- Dependant upon the scale and magnitude of the event Direct response activities; and
- Co-ordinate the responses of regional level agencies in support of the local response.

#### 4.7.2. 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;
- **Whanganui**, Whanganui District Council, Guyton Street;
- **Marton**, Rangitikei District Council, High Street;
- **Feilding**, Manawātū 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 Civil Defence 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.

#### 4.7.3. Civil Defence Centres

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

The services required and a plan of action will be determined by the Local Welfare Manager in consultation with the Local Controller/Local Recovery Manager'. Services may include but not be limited to:

- Information on the event and response;
- Emergency shelter;
- Registration of people affected by an emergency;
- Enquiries;
- First aid and counselling support;
- Recording of offers of assistance;
- Recording of requests for assistance;
- Distribution of goods and supplies;
- Communications;
- Contact with welfare service agencies; and
- Refreshments.

In addition to CDCs, some areas have been identified as benefiting from emergency communications but do not warrant resourcing to a CDC 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.

Each Territorial Authority will maintain a list of Civil Defence Centres and radio sites for their area.

# PART 5

# RESPONSE

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*The response phase of an emergency is typically the shortest phase. Response involves actions taken immediately before, during, or directly after an emergency to save lives and property and to help communities begin to recover. Response ends when the response objectives have been met or a transition to recovery has occurred.*

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# PART 5:

# RESPONSE

## 5. RESPONSE CONTEXT

The response phase of an emergency is typically the shortest phase. Response involves actions taken immediately before, during, or directly after an emergency to save lives and property and to help communities begin to recover. Response ends when the response objectives have been met or a transition to recovery has occurred.

### 5.1. RELATIONSHIP TO CDEM GROUP STRATEGIC GOALS

This section of the CDEM Group Plan relates directly to Strategic Goal 3 contained within section 1.1.

#### Strategic Goal 3

Agencies are aligned, prepared and able to provide an effective response to an emergency

### 5.2. PURPOSE AND COMPONENTS OF THE RESPONSE CHAPTER

PURPOSE	COMPONENTS
The aim of this Chapter is to provide key stakeholders, partner response organisations and the community with an outline of the framework intended to be activated, deployed and coordinated during emergencies within the CDEM Group area.	<ul style="list-style-type: none"><li>• A clear statement of principles or criteria for response within the Group.</li><li>• The objectives and outcomes sought in order to deliver on those principles.</li><li>• A clear organisational framework for all emergency response organisations to work within at CDEM Group and, where relevant, local levels.</li><li>• Provision of clarity of emergency response arrangements, roles, functions and responsibilities.</li><li>• Description of coordination arrangements within and across the CDEM Group.</li><li>• Declaration process.</li></ul>



### 5.3. RESPONSE PRINCIPLES

The CDEM Group has, as one of its fundamental principles, 'locally delivered and centrally coordinated emergency management'. This is further underpinned by the response principles described in clause 114 of the National Civil Defence Emergency Management Plan Order 2015. These being:

#### PRINCIPLES

1. Agencies respond to an emergency by coordinating with the lead agency and activating their own plan.
2. Within the constraints that the emergency creates, each agency, operating within its particular mandate, is expected to:
  - a. assess the consequences of an emergency on its own staff, assets, and services; and
  - b. activate its own business continuity and emergency operational arrangements; and
  - c. maintain or restore the services it provides; and
  - d. communicate relevant information to the lead agency, other responders, and the public; and
  - e. align response activities with those of other agencies to avoid gaps and duplications.
3. In addition, CDEM Groups, emergency services, and lifeline utilities are expected to:
  - a. undertake initial assessments of the form, and extent of the consequences of the emergency and potential further risks to people, property, and services within the effected area; and
  - b. coordinate the local efforts of their agency; and
  - c. communicate assessments and actions with the appropriate lead agency

### 5.4. RESPONSE OBJECTIVES

The National Civil Defence Emergency Management Plan Order 2015 provides the sector with response objectives. These are:

#### OBJECTIVES

##### Response objectives include:

- a. the preservation of life; and
- b. the prevention of escalation of the emergency; and
- c. the maintenance of law and order; and
- d. the provision of safety and security measures for people and property; and
- e. the care of the sick, injured, and dependent people; and
- f. the provision of essential services; and
- g. the preservation of governance; and
- h. the protection of assets (including buildings and their contents and cultural and historic heritage assets); and
- i. the protection of natural and physical resources and the provision of animal welfare (to the extent reasonably possible in the circumstances); and
- j. the continuation or restoration of economic activity; and
- k. the putting in place of effective arrangements for the transition to recovery.

## 5.5 LEVELS OF EMERGENCY

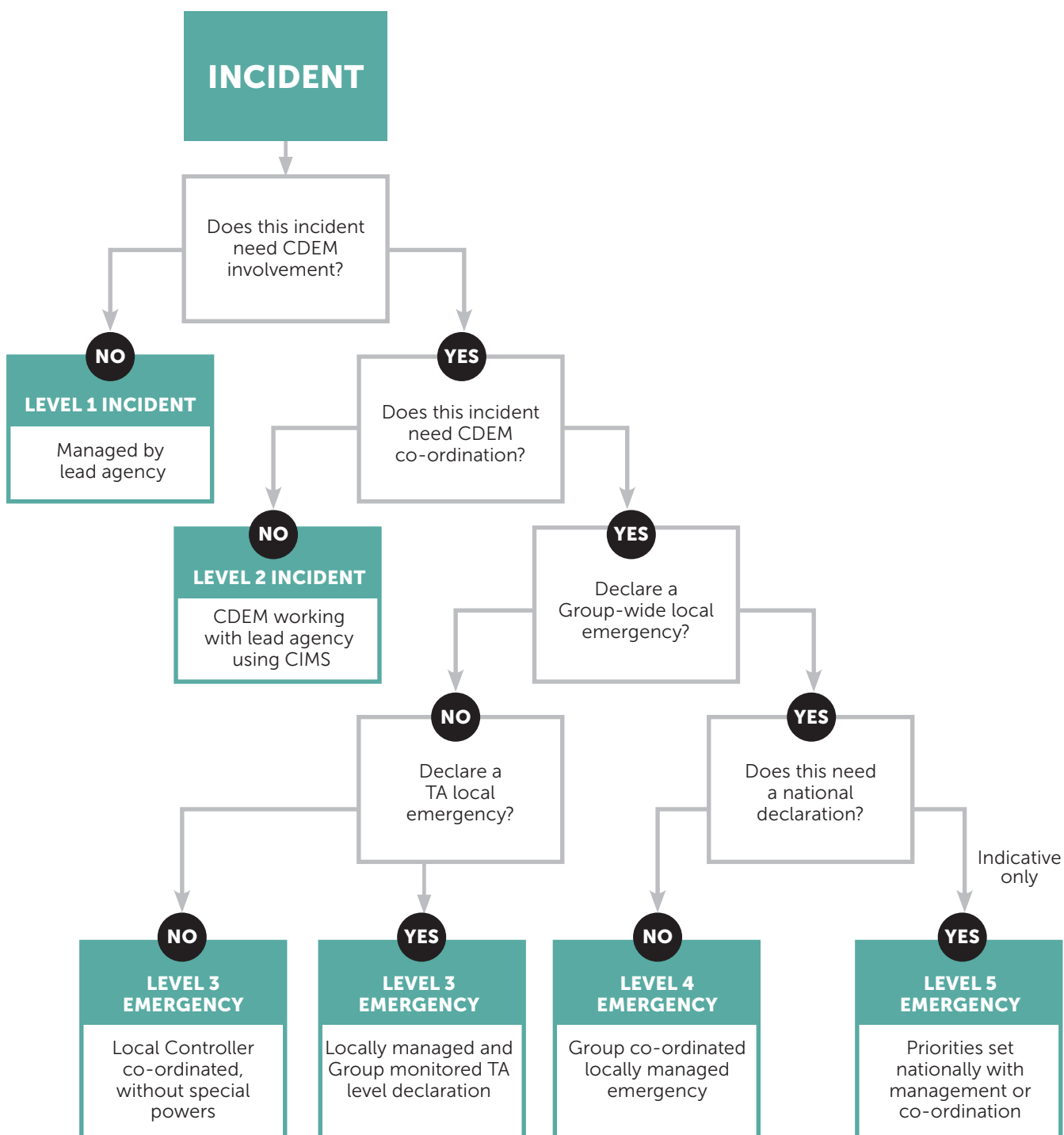
The Group recognises five levels of emergency. These being:

LEVEL	COMMENT
LEVEL 1	<p><b>Single-agency incident with on-site co-ordination:</b> 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.</p>
LEVEL 2	<p><b>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:</b> 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.</p> <p><i>NB: local CDEM staff will monitor the situation if not directly involved and support the response where necessary.</i></p>
LEVEL 3	<p><b>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:</b> 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.</p> <p><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></p>
LEVEL 4	<p><b>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:</b> 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.</p>
LEVEL 5	<p><b>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:</b> 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.</p>



### 5.5.1 Levels of Emergency – decision tree

## CDEM LEADERSHIP









## 5.5.2 Response Arrangement Matrix

EVENT LEVEL	EVENT DESCRIPTION	EOC ROLE	ECC ROLE	CONTROLLERS ROLE	ACTIONS TO SUPPORT CONTROLLERS	REMARKS
<b>LEVEL 1</b> 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"> <li>Agency ICP may be activated (EOC possible but unlikely) to support field based activities.</li> <li>No role for Group's Local EOC.</li> </ul>	<ul style="list-style-type: none"> <li>No role for the Group ECC.</li> </ul>	<ul style="list-style-type: none"> <li>Incident Controller probably from agency operating within agency procedures.</li> <li>No role for Local or Group Controller.</li> </ul>	<ul style="list-style-type: none"> <li>Defined by agency procedures.</li> </ul>	<ul style="list-style-type: none"> <li>No declaration of local emergency by Group.</li> </ul>
<b>LEVEL 2</b> LEAD AGENCY INCIDENT CONTROLLER	Multi-agency incident with on site coordination at an ICP or EOC. Can be dealt with by agencies using agreed procedures and CIMS structure. Action Plan developed.	<ul style="list-style-type: none"> <li>Agency EOCs may be activated to support field based activities.</li> <li>Possible role for Group's Local EOC only if requested by the Incident Controller.</li> </ul>	<ul style="list-style-type: none"> <li>No role for the Group ECC.</li> <li>The Group's Emergency Management Duty Officer may monitor and support the local CDEM duty officers.</li> </ul>	<ul style="list-style-type: none"> <li>Incident Controller to manage resources made available for best effect on site, keeping agencies, media and the public informed as appropriate.</li> <li>No role for Local or Group Controller</li> </ul>	<ul style="list-style-type: none"> <li>Apply CIMS principles and structure.</li> <li>Local CDEM Duty Officer may monitor and support if required and keep Local Controller informed.</li> </ul>	<ul style="list-style-type: none"> <li>No declaration of local emergency by Group.</li> <li>EMOs/Duty Officers may liaise and support each other.</li> <li>Local Controller may support and advise if requested.</li> </ul>
<b>LEVEL 3</b> 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"> <li>Local EOC activated to the extent necessary to assist with coordinating the response.</li> <li>Heads up for full activation of the EOC.</li> </ul>	<ul style="list-style-type: none"> <li>ECC activated to monitor, support and report on activities of the EOC and co ordinate regional level agencies.</li> </ul>	<ul style="list-style-type: none"> <li>Local Controller providing local advice and direction without use of special powers.</li> <li>Group Controller monitoring through ECC and direct liaison with Local Controller.</li> </ul>	<p>In addition to above:</p> <ul style="list-style-type: none"> <li>Incident Controllers to inform Local Controller.</li> <li>Maximise intelligence gathering.</li> <li>Establish priorities for response.</li> <li>Manage deployment of resources for best effect.</li> <li>Provide considered responses to media interest and implement public information initiatives.</li> <li>Provide effective liaison with responding agencies.</li> <li>Understand statutory limitations.</li> </ul>	<ul style="list-style-type: none"> <li>No declaration of local emergency by Group.</li> <li>Local emergency to be considered by declarer in conjunction with EMS where possible.</li> <li>MCDEM Duty Officer notified.</li> </ul>



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

EVENT LEVEL	EVENT DESCRIPTION	EOC ROLE	ECC ROLE	CONTROLLERS ROLE	ACTIONS TO SUPPORT CONTROLLERS	REMARKS
<b>LEVEL 3</b> LOCAL CONTROLLER LED	Local emergency being coordinated by Local Controller.	<ul style="list-style-type: none"> <li>Local EOC fully activated to co ordinate responses by local agencies and support the affected community.</li> <li>Liaison with responding agencies.</li> </ul>	<ul style="list-style-type: none"> <li>ECC activated to the extent necessary to support the EOC.</li> <li>Heads up for full activation of the ECC.</li> <li>Liaison with relevant agencies.</li> </ul>	<ul style="list-style-type: none"> <li>Local Controller takes the lead in coordinating local response.</li> <li>Group Controller supports the local response and provides advice and assistance.</li> </ul>	<p>In addition to above:</p> <ul style="list-style-type: none"> <li>Local emergency declared for affected area.</li> </ul>	
<b>LEVEL 4</b> GROUP CONTROLLER LED	<p>Local emergency being managed by Local Controllers and coordinated by the Group Controller.</p> <p>May be the result of a warning of a significant event that will have regional impact.</p> <p>May be required to support another CDEM Group.</p>	<ul style="list-style-type: none"> <li>Continue as for level 3.</li> </ul>	<ul style="list-style-type: none"> <li>ECC fully activated to co ordinate Group-wide response and to support EOC activities.</li> <li>Liaison with regional level responding agencies and MCDEM.</li> </ul>	<ul style="list-style-type: none"> <li>Local Controllers continue to take the lead locally within the priorities set by the Group Controller.</li> <li>Group Controller provides strategic advice and direction to ensure Group wide priorities are met.</li> </ul>	<p>In addition to above:</p> <ul style="list-style-type: none"> <li>Local emergency terminated and new emergency declared for wider area (if appropriate).</li> </ul>	<ul style="list-style-type: none"> <li>Once a declaration for the whole area of a CDEM Group is made any other state of local emergency already in force within the Group ceases to have effect (S68 (2A))</li> </ul>
<b>LEVEL 5</b> NATIONAL CONTROLLER LED	National emergency being managed by Local Controllers, coordinated by the Group Controller in accordance with the priorities set by the National Controller.	<ul style="list-style-type: none"> <li>Continue as for levels 3 and 4.</li> </ul>	<ul style="list-style-type: none"> <li>Continue as for level 4.</li> </ul>	<ul style="list-style-type: none"> <li>Local Controllers continue to take the lead locally within the priorities set by the Group Controller.</li> <li>Group Controller provides strategic advice and direction to ensure Group wide priorities are met within the priorities set by the National Controller.</li> </ul>	<ul style="list-style-type: none"> <li>Continue as for level 4.</li> </ul>	

## 5.6 WARNINGS

Most response actions will be initiated via a warning of some form. 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 as part of their business as usual mandate, however specific warnings are also issued by the Ministry of Civil Defence & Emergency Management (MCDEM). MCDEM is responsible for issuing National

Warnings to CDEM Groups and other key emergency response agencies for events of national significance. The Manawatū-Whanganui CDEM Group must be capable of receiving, acknowledging, and responding to National Warning messages within 30 minutes at all times. The Group must also have procedures in place to facilitate an effective response. The CDEM Group maintains various operational documents to ensure this.

### 5.6.1 Agencies Responsible for Warnings

HAZARD ALERTS/WARNINGS	MONITORING AGENCY
River flood warnings	Horizons Regional Council (HRC)
Tsunami – regional and distal	MCDEM
Volcanic unrest or eruption	GNS Science
Public health and pandemic	Ministry of Health / District Health Boards
Rural Fire	Rural Fire Authorities (National and Local)
Weather – severe weather outlooks, watches and warnings - heavy rain, wind, snow, thunderstorm, heavy swells, storm surge	MetService
Animal and plant disease, outbreaks and pest invasions	Ministry of Primary Industries
Terrorism	NZ Police
Drought	Ministry of Primary Industries and HRC
Tides	National Institute of Water and Atmosphere
Any hazard that might lead to or worsen an emergency	MCDEM or Emergency Services with relative agency and lifeline utility



## 5.7 CDEM GROUP EMERGENCY COORDINATION CENTRE

The Group Emergency Coordination Centre (ECC) operates in accordance with the Coordinated Incident Management System (CIMS) with the principle of 'Lead Agency' being applied in response. The ECC operates under five modes as described in table 13. Table 14 outlines the agreed lead and support agencies across the Group with table 15 showing the outline ECC structure.

LEVEL	GENERAL DESCRIPTION	GENERAL DESCRIPTION
1	Normal Activity - Monitor	Emergency Management Duty Officer on 24/7 standby, Controllers and alternates are identified and trained.
2	Precautionary Activation - Engage	A potential emergency situation has developed which requires a coordinated response and has the potential to escalate to a Level 3 event. Declaration of emergency unlikely.
3	Complete Activation - Assist	The situation has developed, or is immediately recognisable, as requiring a coordinated inter-agency approach. Declaration of emergency possible.
4 - 5	Regionally or Nationally significant - Manage	Can include a Declaration of emergency at either Local or National level.

**TABLE 13:** ECC Modes of Operation

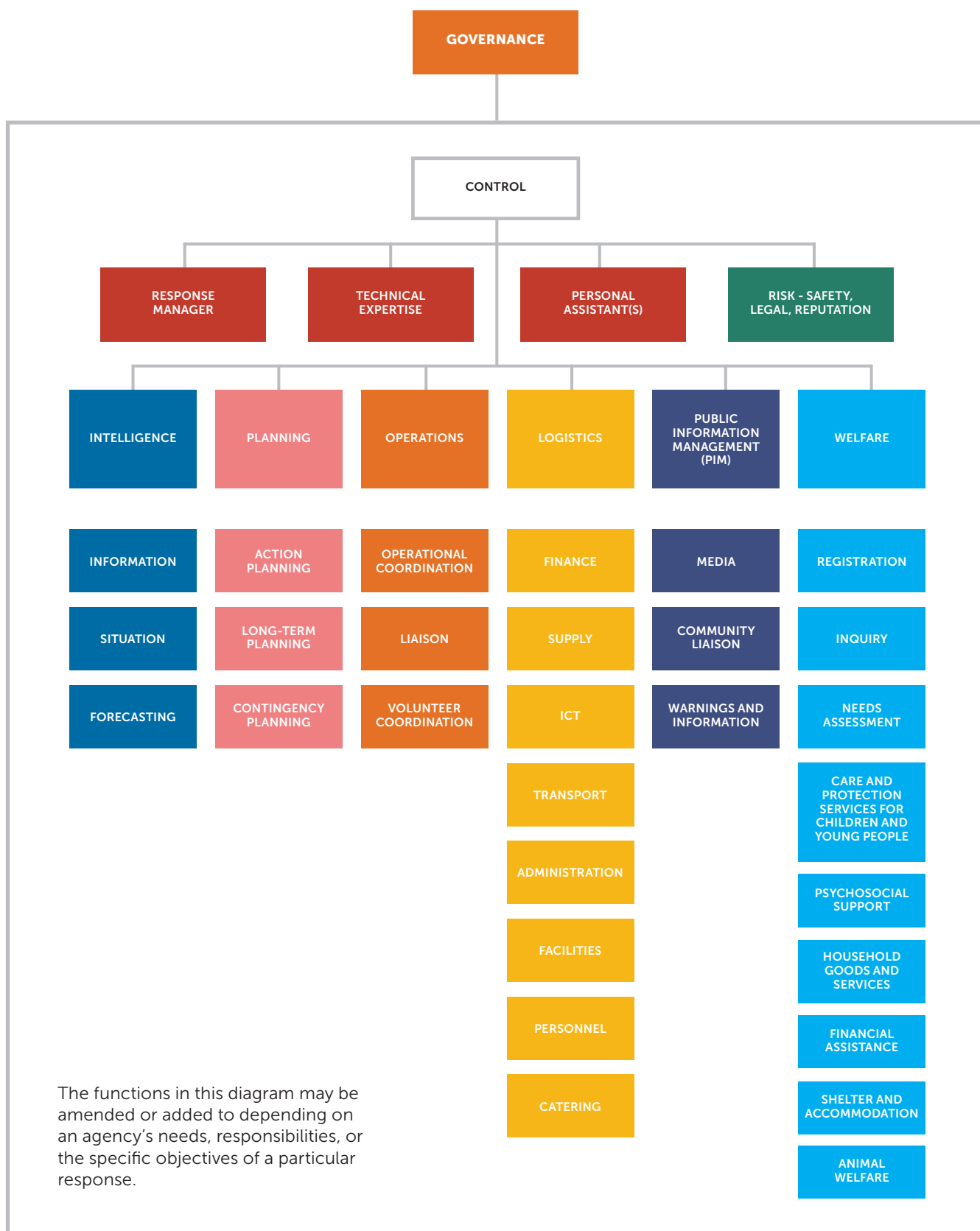


RESPONSE FUNCTION	LEAD AGENCY	KEY SUPPORT AGENCY
<b>RESCUE</b>		
Sea	NZ Police (within 12nm limit)	CDEM Group - a potential emergency situation has developed which requires a coordinated response and has the potential to escalate to a Level 3 event. Declaration of emergency unlikely.
Land	NZ Police	LandSAR NZ, NZ Defence Force
Air	Rescue Coordination Centre NZ	NZ Police, NZ Defence Force, LandSAR NZ
Structural Collapse	NZ Fire Service	Urban Search & Rescue, local responder/rescue teams
<b>MASS FATALITIES</b>		
Disaster Victim Identification, Notification of Deceased	NZ Police	
Mortuary Services	Coroner	District Health Board
Reconciliation of People	Police	NZ Red Cross, CDEM Group, Ambulance services
<b>MEDICAL</b>		
Treatment	District Health Boards	Local Medical Practitioners, Public Health Organisations
Public Health	Public Health Unit	CDEM Group
<b>CIVIL DEFENCE WELFARE</b> Lead and Key support agencies, including their roles are fully described in the National CDEM Plan 2015.		
Registration	MCDEM – at National Level	CDEM Group – at Group Level
Needs Assessment	MCDEM – at National Level	CDEM Group – at Group Level
Inquiry	NZ Police – at National Level	NZ Police – at Group Level
Care & Protection Services for Young People	Ministry of Social Development through Child, Youth and Family	Ministry of Education, NZ Police, NZ Red Cross, Te Puni Kokiri
Psychosocial Support	Ministry of Health	District Health Boards
Household Goods & Services	MCDEM – at National Level	CDEM Group – at Group Level
Shelter & Accommodation	MCDEM & Ministry of Business, Innovation and Employment (Temporary Accommodation)	CDEM Group – (Shelter & Emergency Accommodation)
Financial Assistance	Ministry of Social Development	
Animal Welfare	Ministry for Primary Industries	CDEM Group
<b>MARINE OIL SPILL</b>		
	Maritime NZ – Tier 3	Horizons Regional Council – Tier 2

RESPONSE FUNCTION	LEAD AGENCY	KEY SUPPORT AGENCY
<b>LIFELINES INFRASTRUCTURE</b>		
Transport Networks	NZTA / Territorial Local Authorities	Contractors / Consultants
Utilities	Utility Operators & Territorial Local Authorities	Contractors / Consultants
<b>BUILDINGS &amp; STRUCTURES</b>		
Building Safety Assessments	Territorial Local Authorities	Consultants/ Department of Labour
Re-occupancy	Territorial Local Authorities	Consultants / Public Health
<b>ENVIRONMENT</b>		
	Horizons Regional Council	

**TABLE 14:** Lead and Support Agencies





**TABLE 15:** ECC CIMS Structure



## 5.8 ACTIVATION OF EMERGENCY FACILITIES

The CDEM Group has two general levels of facility and services for use during an emergency, these being local Emergency Operations Centre (EOC) and Group Emergency Coordination Centre (ECC). The nature, magnitude and location of the event will determine the extent of whether each facility is partially or fully activated.

### 5.8.1 Emergency Operations Centre

Local Controllers have been appointed in accordance with the Civil Defence Emergency Management Act 2002 and are in the best position to determine the need for activation of the local EOCs and supporting Civil Defence Centres (CDCs) and will be in close liaison with the Group Controller when activating their facilities. Local Controllers will be guided by emergency services and other responders to the level of emergency.

Each member of the CDEM Group has EOC activation and operating procedures which are consistent across the Group.

### 5.8.2 Emergency Coordination Centre

The CDEM Group has appointed a Group Controller and Alternate Controllers in accordance with the Civil Defence Emergency Management Act 2002. The ECC will be activated by staff of the Regional Council in accordance with the Council's procedures.

The key support agency members of the CDEM Coordinating Executive Group will form the initial basis of the Group Controllers advisory panel, with relevant technical experts being brought in as required to further support the Controllers.

### 5.8.3 National Crisis Management Centre

The National Crisis Management Centre (NCMC) is Government's facility for coordinating events of national significance and is located in the basement of the Beehive in Wellington. MCDEM is the agency responsible for ensuring the NCMC is maintained in an operational state. Activation of the NCMC is typically undertaken by MCDEM however in some instances, MCDEM may not be the lead agency for the coordination of Government response, e.g. terrorism or pandemic response.

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

## 5.9 COORDINATION ARRANGEMENTS

### 5.9.1 Local Coordination

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 coordinated 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 coordinated response.

### 5.9.2 Group Coordination

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 common and consistent approach by agencies across the Group and maximise the use of resources.

Where available a MCDEM Regional Emergency Management Advisor will be domiciled in the ECC to provide support and guidance to the Group Controller.

#### 5.9.2.1 Integrated Coordination

The primary role of the ECC is the coordination of emergency response activities in a centralised, integrated and coordinated manner across a range of audiences. Communication and liaison is the key to achieving this.

### Public Information Management

The Public Information Manager will provide assistance to the Group/Local Controller to ensure the provision of timely and accurate information to the community. Directors Guidelines and the Group's Community Engagement Plan will be used to achieve this.

### Community Response Plans

Community Response Plans (CRPs) are seen by the Group as being vital in building community resilience which will assist in integrated coordination during the response phase. CRPs aligned to the Group's Community Resilience Strategy will be developed with identified at risk communities.



### **Volunteer Management**

Volunteers, particularly spontaneous volunteers play a significant role in any response or recovery operation, particularly after highly publicized events. The management of spontaneous volunteers will be aligned to the Groups Spontaneous Volunteer Management Plan.

### **Welfare Services in an Emergency**

During and after an emergency welfare is a significant component of the response and recovery phases. Dependent upon the event and its location, people may suffer bereavement, physical injury, separation from families and loss of personal belongings, dwellings may be uninhabitable for short or long periods of time.

Welfare is managed at the local level via Local Welfare Committees, at the regional level via the Welfare Coordination Group, and at the national level via the National Welfare Coordination Group. Integrated coordination is vital to ensure that those mandated agencies with a welfare role provide the appropriate level services to the affected communities.

The Group's Rural Coordination Group provides the rural linkages to ensure the integration of rural welfare related matters.

### **Lifeline Coordination**

Lifeline coordination in the ECC is provided by the Lifeline Utility Coordinator (LUC) appointed by the Group. The LUC role includes:

- The coordination of the flow of information between Lifeline Utilities and the ECC;
- Providing the Group Controller with information and advice about Lifeline Utilities;
- Ensuring the Lifeline Utilities are aware of, and acting on the Group Controllers priorities regarding Lifelines.

### **5.9.3 National Coordination**

The CDEM Group Controller will provide regular reports to the National Controller in the NCMC. This will ensure a common 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. Section 27 of the Act is explicit in terms of the requirements of Group Controllers.

Any requirement for international support will be coordinated via the NCMC.

## 5.10 DECLARATION ARRANGEMENTS

Declaration is a formal process carried out under the Civil Defence Emergency Management Act 2002 (CDEM Act) which establishes a 'state of local emergency' across all or parts of the Manawātū-Whanganui Region. Declaration means that the Controller immediately gains the range of legal powers delegated to him/her by the CDEM Group and described in the CDEM Act.

Prior to establishing a Declaration the Controller will consider the declaration process as described in the Directors Guidelines – DGL13/12. Some of the reasons for declaring may include:

- an emergency has occurred as defined in the CDEM Act;
- the situation has caused, or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property;
- the powers conferred to the Controller under the CDEM Act are required;
- CDEM agencies agree that there is a requirement to declare.

The type of event, its magnitude and its impacts on the community will determine if the powers conferred to the Controller under the CDEM Act are required to be extended or terminated.

### 5.10.1 Procedure to Declare, Extend or Terminate a Local Emergency

The procedure to declare, extend or terminate is fully described in Directors Guidelines – DGL13/12. The persons appointed by name who are able to declare, extend or terminate a state of local emergency for the Manawātū-Whanganui CDEM Group are included in Appendix 3.

## 5.11 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.

## 5.12 EXTERNAL SUPPORT

In a large emergency the Manawātū-Whanganui CDEM Group may require resources and support from outside of our regional boundary. Dependent upon the impact of the event on our neighbouring CDEM Groups, it is expected that any requests for assistance will initially be sought from them.

This assistance will be formally requested through established processes via MCDEM and the NCMC. If those neighbouring CDEM Groups are unable to assist MCDEM will seek, on the Group's behalf, support nationally. Any requirement for international assistance will be coordinated via the NCMC.

## 5.13 DEBRIEF AND REPORTING

A debrief will be conducted at the conclusion of an activation of any EOC within the Group or the Group ECC. This is an essential process to not only reflect on the response to the emergency but to also ensure that any opportunities for improvement identified are not lost. The results of the debrief will be reported to relevant agencies. If required a Corrective Action Plan (CAP) will be developed in conjunction with the CEG, and reported to the Joint Standing Committee for approval. The CEG will oversee the implementation of the CAP.

## 5.14 TRANSITION TO RECOVERY

The recovery process begins on the first day of the emergency and continues during the response phase gaining full momentum when the state of local emergency is lifted. During the transition period there is a gradual shift in priorities from the urgent, immediate community needs towards long-term community recovery.

The Group Controller and Group Recovery Manager will work in tandem to ensure that the termination of the state of emergency does not impact on planned recovery operations.



# PART 6

# RECOVERY

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***Recovery activities are those directed at providing the information, resources, personal support and community infrastructure necessary for individuals and the community to achieve self-sufficiency and sustained independent functioning as soon as possible after an emergency event.***

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# PART 6:

## RECOVERY

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### 6. RECOVERY CONTEXT

The Civil Defence Emergency Management Act 2002 defines 'Recovery Activities' carried out after an emergency as:

- The assessment of the needs of a community affected by an emergency; and
- The coordination of resources made available to the community; and
- Actions relating to community rehabilitation and restoration; and
- New measures to reduce hazards and risks.

Essentially recovery activities are those directed at providing the information, resources, personal support and community infrastructure necessary for individuals and the community to achieve self-sufficiency and sustained independent functioning as soon as possible after an emergency event.

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.

The Group Recovery Plan is a supporting document to this Plan, and provides the detailed planning and management arrangements for recovery within the Group. As a group we recognise that recovery is an area for further development.

This has been reflected in Part 9 Summary of Proposed Actions where it is intended to rewrite the Groups current Recovery Plan to ensure currency with anticipated CDEM recovery legislation changes.

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.

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***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.***

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## 6.1. RELATIONSHIP TO CDEM GROUP STRATEGIC GOALS

This section of the CDEM Group Plan relates directly to Strategic Goal 4 contained within section 1.1.

### Strategic Goal 4

Communities and agencies can effectively recover from an emergency

## 6.2. PURPOSE AND COMPONENTS OF THE RECOVERY

PURPOSE	COMPONENTS
The aim is 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.	<ul style="list-style-type: none"><li>• Develop a clear and concise statement of principles or criteria for recovery within the CDEM Group;</li><li>• Refer to the CDEM Group Recovery Plan;</li><li>• Describe the current arrangements and structures in place;</li><li>• State the objectives relating to the maintenance and enhancement of recovery across the CDEM Group, including planning, training and education;</li><li>• Provide the outlines of methods and resources required to help in the recovery objectives;</li><li>• Identify the reporting requirements of the Recovery Manager both locally and nationally;</li><li>• State the financial arrangements for recovery at both CDEM Group and local authority level;</li><li>• Outline the recovery exit strategy.</li></ul>

## 6.3. RECOVERY PRINCIPLES

The following guiding principles will be used by the CDEM Group for recovery activities.

- 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 Manawatū-Whanganui 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.

## 6.5. RECOVERY OBJECTIVES



## 6.4. STRATEGIC RECOVERY PLANNING

### 6.4.1 Strengthening the Recovery Framework

The Civil Defence Emergency Management (CDEM) Amendment Act 2016 amends the CDEM Act 2002 to strengthen the recovery framework requirements to help communities recover more efficiently and effectively from small to moderate scale emergencies.

These types of emergencies (such as severe weather resulting in flooding) remain our most frequent emergencies. The amendments can also be used for larger scale emergencies.

### 6.4.2 Strategic Planning For Recovery

Part of the changes under the Amendment Act 2016 introduced a requirement on CDEM Groups to state and provide for strategic planning for recovery from the hazards and risks in the CDEM Group Plan by 1 June 2018. This is an ongoing requirement in Group Plans.

The Priority Actions and supporting Enablers to achieve those actions which underpin strategic planning for recovery requirements are consistent with, and aligned with the Vision and Strategic Goals of the Group Plan.

#### **Vision: A Resilient Regional Community**

##### **Strategic Goal 1**

Where possible, reducing the risks from hazards to acceptable levels.

##### **Strategic Goal 2**

Our communities are aware of their hazardscape, are prepared and empowered to respond to and recover from an emergency.

##### **Strategic Goal 3**

Agencies are aligned, prepared and able to provide an effective response to an emergency.

##### **Strategic Goal 4**

Communities and agencies can effectively recover from an emergency.

### 6.4.3 Strategic Planning for Recovery Aims to Ensure:

A comprehensive understanding of the consequences for communities from specific hazards and risks, and opportunities to reduce risk and strengthen resilience.	That communities are engaged and prepared to adapt, and decision-makers understand what is important to communities.	The immediate, medium-term and long-term recovery outcomes, and community recovery vision, are defined.	That recovery risks are identified and managed through additional reduction, readiness, response and recovery measures.
The local and regional capacity and capability to prepare for, manage and deliver recovery is readily accessible, with a clear understanding of the local, regional and central government roles and responsibilities.	Collaborative relationships and processes are established, managed and maintained at local, regional and central government level.	Performance frameworks are developed to monitor and evaluate the progress and effectiveness of recovery preparedness and the management of recovery, which in turn prompts improvements to be implemented.	Local authorities engage with business, iwi and community leaders to allow a two way exchange of information about the risks, and encourage leaders to effectively demonstrate leadership in the management of risk and community preparedness.

To ensure these outcomes are achieved, the Group has prioritised to following actions. Some will be completed over the life of this current Group Plan (2016 – 2021), some others will be completed over a longer period.

#### 6.4.4 Priority Actions and Timelines:

- |   |   |
|---|---|
| <ul style="list-style-type: none"><li>• Identify the current gaps in the understanding of the communities' values and priorities to inform strategic planning for recovery. (The values and priorities of the urban community may well differ from that of the rural community) – by June 2021.</li></ul> | <ul style="list-style-type: none"><li>• Continue to refine the identification and understanding of the relevant hazards and risks at both the regional and local levels – over the life of the current Group Plan and ongoing.</li></ul>                                    |
| <ul style="list-style-type: none"><li>• Develop a post event vision with the community based upon the current understanding of the consequences from the relevant hazards and risks – by June 2021.</li></ul>   | <ul style="list-style-type: none"><li>• Champion the professional development of recovery leadership and the continued provision of resources to support recovery to further build capability and capacity – over the life of the current Group Plan and ongoing.</li></ul> |
| <ul style="list-style-type: none"><li>• Identify the current gaps in capacity and capability to prepare for and manage recovery including the resources required to fill those gaps – by June 2021.</li></ul>   | <ul style="list-style-type: none"><li>• Establish and maintain key relationships, protocols and procedures in advance – over the life of the current Group Plan and ongoing.</li></ul>  |

#### 6.4.5 Enablers to Achieve Actions

##### 6.4.5.1 Understand Community Values and Priorities for Recovery

- The strengths, vulnerabilities, needs and priorities of those that will be or have been affected by an emergency are identified;
- Leaders in the community are identified that can champion recovery and leverage social capital within their community.

##### 6.4.5.2 Recovery Vision and Outcomes are Established

- Existing council and community engagement processes are used to facilitate communication with communities regarding recovery.
- A strategy is developed and implemented to communicate the recovery vision to the community.

##### 6.4.5.3 The Consequences and Opportunities from Specific Hazards and Risks are Understood

- A strategy is developed to respond to the consequences and opportunities of an event.
- Areas vulnerable to repeat consequences from an event are identified and risk reduction and/or retreat strategies developed.

- Community Response Plans include recovery aspects.
- The likely consequences of specific hazards and risks are integrated into Business Continuity Planning and Asset Management Planning.

##### 6.4.5.4 Capacity, Capability, Collaboration and Leadership

- A plan is prepared identifying capacity and capability gaps and the measures required to fill those gaps.
- Business as Usual arrangements are reviewed to allow for recovery actions if required.
- Recovery leadership is championed at all levels.

##### 6.4.5.5 Monitoring and Evaluation

- Key measures and baselines of success are defined and agreed in advance.
- Systems are developed to measure progress against priority actions.

The following objectives have been identified for recovery:

### Objectives

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

## 6.6. TRANSITION TO RECOVERY

The recovery process begins on the first day of the emergency and gains momentum during the response phase. The transition from response to recovery will be seamless with both the Group Controller and Group Recovery Manager working in tandem to ensure that the termination of the response phase does not impact on planned recovery operations.

Some reasons for the transition to recovery may include:

- There has been a shift in priorities from the urgent community needs towards long-term recovery;
- The immediate threats to life and property have passed;
- The powers conferred under a state of local emergency are no longer needed;
- Activities can be managed under business as usual processes; and
- The Controller and Recovery Manager agree that it is an appropriate time to transition from response to recovery.

## 6.7. GENERIC RECOVERY STRUCTURES

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***The recovery process begins on the first day of the emergency and gains momentum during the response phase.***

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Aligned to the Guide to the National CDEM Plan 2015 generic recovery structures are made up of the community and four environments of recovery as shown below. These structures involve members of the community and are supported by local, regional and national agencies. (Fig 3)

The four standard environments being:

- Social Environment
- Economic Environment
- Natural Environment
- Built Environment

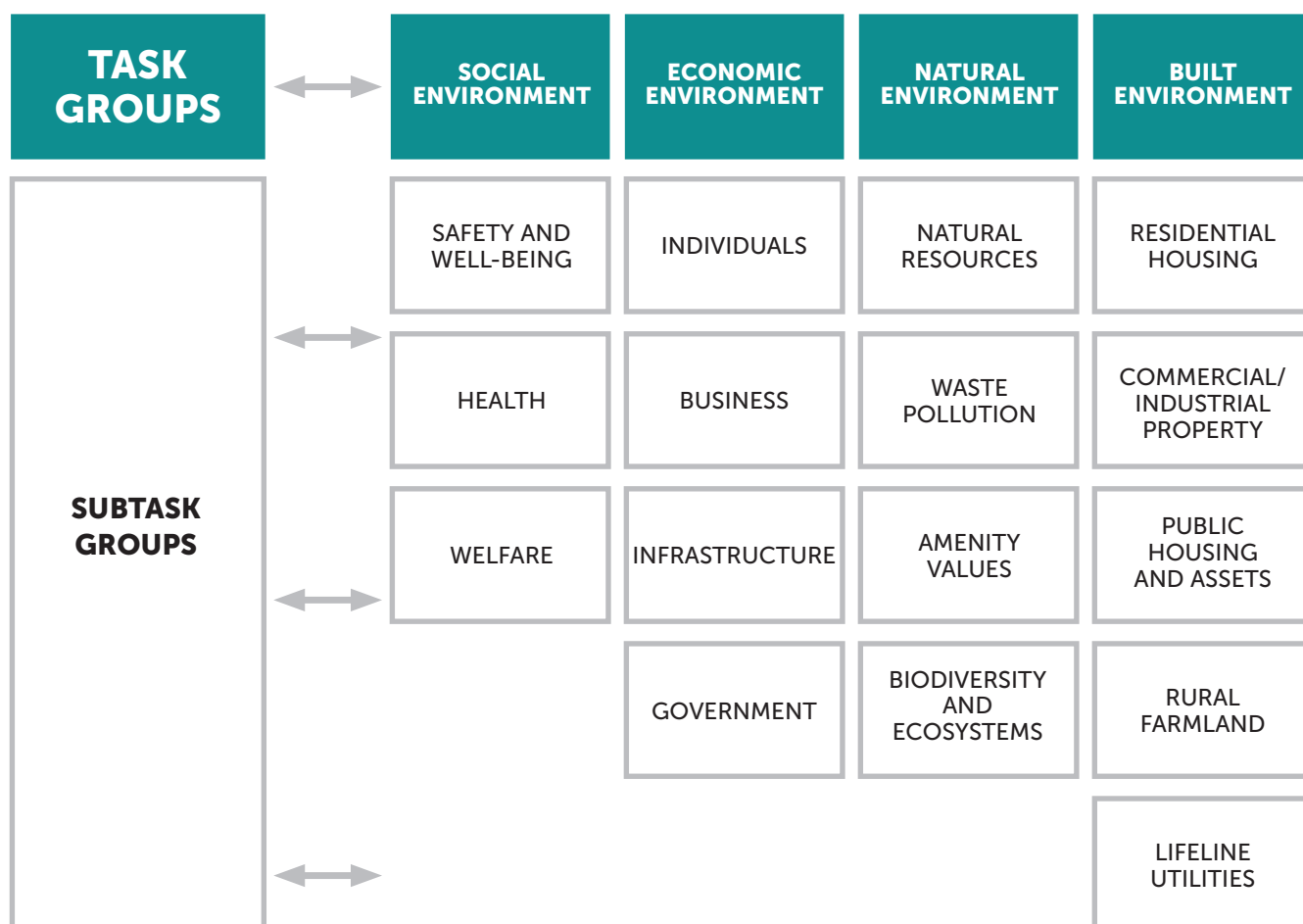
The four environments are represented by a variety of task groups, coordinated by a Recovery Manager to address the required elements of recovery. Alternately, separate sub-task groups may be set up depending upon the scale of the emergency. (Fig 4)



**FIG 3:** Generic Recovery Structure



# COMMUNITY



**FIG 4:** Recovery Environments

Whilst the Guide to the National CDEM Plan 2015 shows "rural farmland" lying within the Built Environment the Group considers it important that rural issues are considered under its own environment. To this end the Groups recovery structure will span five environments, Social, Economic, Natural, Built, and Rural.

## 6.8. RECOVERY MANAGEMENT STRUCTURE

The recovery management structure of the CDEM Group is based on the national recovery framework above and is fully described in the Group Recovery Plan.

The recovery management structure comprises the following:

- Recovery Offices at the Local, Group and National levels; and
- Recovery Task Groups replicated as required at the Local, Group and National levels.

Recovery Offices at all levels are the fundamental coordination points for recovery management, and are responsible for delivering overall recovery objectives. This includes:

- Coordinating 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.

The role of the Task Groups at all levels is to act as advocates for and provide support to specific sectors (such as welfare services 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.

### **6.8.1. Local Recovery Offices**

Local Recovery Offices are the fundamental delivery points for recovery management. At the local level, recovery is coordinated by Local Recovery Managers based at Territorial Authorities. Local Recovery Managers are responsible for local coordination 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, 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.

### **6.8.2. Group Recovery Management Team / Recovery Office**

The Group via the Coordinating Executive Group (CEG) is responsible for establishing 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 coordination 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, administration, and advisors to ensure that appropriate support is provided.

### **6.8.3. MCDEM / National Recovery Office**

The Director Ministry of Civil Defence & Emergency Management is responsible for coordinating 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 coordinated, and to ensure that the National CDEM Plan is implemented.







Rangitikei River

A Recovery Coordinator may be appointed by the Minister to ensure that recovery activities are properly coordinated; if the Minister considers that the Group is unable to ensure that recovery activities can be carried out.

#### 6.8.4. Recovery Task Groups

Recovery task groups based upon the five environments are replicated at local and group 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 coordinate tasks among participating agencies. The task groups are:

1. **Social Environment:** safety and well being, health, and welfare services.
2. **Built Environment:** residential housing, commercial/industrial property, public building and assets, and lifeline utilities.
3. **Economic Environment:** individuals, businesses, infrastructure, and government.
4. **Natural Environment:** natural resources, waste pollution, amenity values, and biodiversity and ecosystems.
5. **Rural Environment:** agriculture, horticulture, and other rural industries.

At the Group level the Welfare Coordination Group, Lifelines Advisory Group, and Rural Coordination Group will be key in informing the respective task groups. At the Local levels the respective Welfare services, Lifelines, and Rural members of the local emergency management committees will provide local context and advice.

#### 6.9. 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;
- Maintain strong relationships with advisory groups.

#### 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 recovery principles and objectives, and the recovery actions outlined within the Group Recovery Plan.

#### 6.9.1. Local Recovery Manager

The role of the Local Recovery Manager is to coordinate the recovery activity within the local authority area. Further information is available within the Group Recovery Plan.

#### 6.9.2. Group Recovery Manager

The role of the Group Recovery Manager is to coordinate 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.

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***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.***

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The appointment and delegation of Group Recovery Managers is outlined within Chapter 8 – Management and Governance. The Group Recovery Managers are named within Appendix 3. Further information, including a full role description is available within the Group Recovery Plan.

### 6.10. 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.

The Group will maintain strong relationships with the Welfare Coordination Group, Lifelines Advisory Group, and the Rural Coordination Group and their respective members.

#### 6.10.1. 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, and replicable and has an economic basis. Details of the impact assessment process are outlined within the Group Recovery Plan.

#### 6.10.2. 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 Civil Defence Centres in the early stages of response, will also help to ensure effective recovery at the local and Group levels.

### 6.10.3. 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.

### 6.10.4. Public Information Management

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.

### 6.10.5. 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.

### 6.10.6. Financial Arrangements

The Group has developed financial arrangements for recovery.







Ruapehu

The arrangements cover:

- Linkages to Government financial support via section 33 of the Guide to the National CDEM Plan (2015);
- Group recovery funding arrangements, per Chapter 8 'Emergency recovery costs'; and
- Arrangements for operation of the Manawātū-Whanganui Disaster Relief Fund and Mayoral Relief Funds.

Detailed arrangements are outlined within the Group Recovery Plan.

#### 6.10.7. 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 services, housing, counselling, relationships with Maori, health, education and tax. Detailed arrangements are outlined within the Group Recovery Plan.

#### 6.10.8. 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.

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***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.***

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# PART 7 MONITORING AND EVALUATION

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*The CDEM Group recognises the importance of an effective monitoring and evaluation programme.*

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# PART 7:

# MONITORING AND EVALUATION

## 7. CONTEXT OF MONITORING AND EVALUATION

Ongoing monitoring and evaluation is key to ensuring that the CDEM Group is complying with its obligations, achieving its objectives and making progress towards its goals and those of the National CDEM Strategy.

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.

- Monitoring is about measuring performance against standards, checking and tracking against a plan or work programme and keeping record of what has happened, or not happened;
- 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.

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.

***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***

### 7.1. PURPOSE AND COMPONENTS OF THE MONITORING AND EVALUATION CHAPTER

PURPOSE	COMPONENTS
To provide a basis for monitoring and evaluation of the CDEM Group Plan, CDEM Group activities, and to meet requirements in the CDEM Act.	<ul style="list-style-type: none"><li>• A clear and concise statement of principles and objectives for monitoring and evaluation within the CDEM Group;</li><li>• A description of the process for reviewing the CDEM Group Plan;</li><li>• A description of the process for monitoring and evaluation of the CDEM Group and the CDEM Group activities;</li><li>• A description of the process to ensure that legislation compliance requirements are being monitored.</li></ul>

## 7.2. MONITORING AND EVALUATION PRINCIPLES

The following guiding principles will be used by the CDEM Group for monitoring and evaluation.

### PRINCIPLES

- The CDEM Group recognises that monitoring and evaluation is an important and continuous process;
- That regular reviews of its progress in implementing this Plan will ensure that it is achieving the strategic vision and goals of the Group;
- That the CDEM Group Business Plan is the mechanism for implementing the Group Plan;
- That regular reporting to the Coordinating Executive Group and the Joint Standing Committee on the progress with the delivery of the Group Business Plan outputs will occur; and
- That the Coordinating Executive Group is responsible for the oversight of the delivery of the Group Business Plan.

## 7.3. MONITORING AND EVALUATION OBJECTIVES

The CDEM Group has the following monitoring and evaluation objectives.

### OBJECTIVES

- The CDEM Group will develop and implement a Business Plan which will include group and local outputs supported by Annual Plans;
- Annual Plans will include a process to monitor progress against the Groups strategic vision and goals;
- The CDEM Group will be able to demonstrate compliance with the CDEM Act 2002 and relevant other legislation;
- Continuous improvement will be seen by the Group as core to business as usual activities.





## 7.4. MONITORING AND EVALUATION PROCESS

The CDEM Group is required under section 17 (1) (h) of the CDEM Act 2002 to monitor and report on compliance with the Act and legislative provisions relevant to the purpose of the Act. The relevant provisions are defined by section 17 (3)(a)-(k) as:

- Biosecurity Act 1993
- Building Act 2004
- 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 2002
- Maritime Transport Act 1994
- Resource Management Act 1991
- Any enactment passed in substitution for any of the Act above.

The performance of the CDEM Group will be measured against the CDEM Group's 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 Coordinating Executive Group.

The Business Plan and Annual Plans are developed by the Coordinating Executive Group and approved by the Joint Standing Committee.

Routine reporting on progress on implementing the Annual Plan to the Coordinating 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.

### 7.4.1. Outcome Monitoring and Evaluation

Monitoring and evaluation of outcomes will take place during the life of the Plan. Outcomes will be described in the Business Plan to enable assessing progress towards the Groups vision, goals and objectives.

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## ***The CDEM Capability Assessment Tool aims to create a standard assessment of emergency management capability in New Zealand.***

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### 7.4.2. 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.

### 7.4.3. Process for Reviewing the CDEM Group Plan

The process for reviewing the CDEM Group Plan will be aligned to and conform to CDEM Group Planning Directors Guidelines for CDEM Groups – DGL 09/15 or any subsequent amendment.

This will ensure a nationally consistent approach to CDEM group planning which supports integration with National CDEM policy, planning, and monitoring and evaluation arrangements.

The use of such a process will promote 'comprehensive emergency management' through risk reduction, readiness, response, and recovery, and a strategic approach that is underpinned by purposeful management and governance of CDEM activity.

### 7.4.4. External Monitoring and Review

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'. This is primarily undertaken 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.

# PART 8

# MANAGEMENT AND GOVERNANCE

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***This chapter outlines the management and governance arrangements, structures and relationships within the CDEM Group to ensure collective understanding of roles and responsibilities, and to encourage cooperative action between CDEM Group members and Partners with CDEM responsibilities.***

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# PART 8:

# MANAGEMENT AND GOVERNANCE

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## 8. INTRODUCTION TO MANAGEMENT AND GOVERNANCE

The CDEM Act 2002 (the Act) sets out the requirements for CDEM arrangements and the requirement for the establishment of CDEM Groups in New Zealand.

This chapter outlines the management and governance arrangements, structures and relationships within the CDEM Group to ensure collective understanding of roles and responsibilities, and to encourage cooperative action

between CDEM Group members and Partners with CDEM responsibilities. The formation and governance of the Manawatū-Whanganui CDEM Group is in accordance with sections 12 to 22 of the Act.

### 8.1. PURPOSE AND COMPONENTS OF THE MANAGEMENT AND GOVERNANCE CHAPTER

PURPOSE	COMPONENTS
To clearly state the management and governance arrangements for the CDEM Group.	<ul style="list-style-type: none"><li>• Identify the members of the CDEM Group, their role and established arrangements.</li><li>• State the members of the Co-ordinating Executive Group, their role and established arrangements.</li><li>• State the administering authority functions and arrangements.</li><li>• Describe the functions of the Group’s Emergency Management Office.</li><li>• State the delegated authorities, functions and powers.</li><li>• State any key appointments, persons authorised to declare, Group Controller, Local Controllers and Recovery Manager.</li><li>• State the cooperative arrangements with other CDEM Groups.</li><li>• Describe the financial arrangements for the CDEM Group and its members.</li><li>• Describe the work programme for the CDEM Group and its linkages.</li></ul>

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## 8.2. POWERS AND OBLIGATIONS

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.

## 8.3. FUNCTIONS

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 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.
- e. carryout recovery activities:
- 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.



#### 8.4. POWERS

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 8.14, to the Local Controllers.

Despite the delegation of functions, powers and obligations, the CDEM Group remains ultimately responsible and accountable for the conduct of CDEM business within the Group.

To this end, the Joint Standing Committee will:

- Set the strategic direction of the Group via the CDEM Group Plan;
- Approve the 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.

#### 8.5. JOINT STANDING COMMITTEE

Each member of the Group shall provide a representative as provided for in s.13 of the Act. The Manawatū-Whanganui CDEM Group agrees to the following provisions for the performance of the Joint Standing Committee:

1. The Joint Committee is constituted under s. 12 of the Act. The Joint Committee shall be titled the Manawatū-Whanganui CDEM Group Joint Standing Committee. In general terms this will be shortened to the Joint Committee.
2. The Manawatū-Whanganui CDEM Group comprises:
  - Ruapehu District Council;
  - Whanganui District Council;
  - Rangitīkei District Council;
  - Manawatū District Council;
  - Tararua District Council;
  - Horowhenua District Council;
  - Palmerston North City Council; and
  - Manawatū-Whanganui Regional Council
3. The Joint Committee shall comprise the Mayor or Chairperson (or their delegated representative)





of the eight local authorities of the Manawatū-Whanganui 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 Joint 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.

## 8.6. COORDINATING EXECUTIVE GROUP

The Coordinating Executive Group (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 Business Plan (refer to s. 20(2)) of the Act.



### 8.6.1. CEG Membership

Membership of CEG is in accordance with s 20 (1) of the Act.

## 20 Appointment and functions of Civil Defence Emergency Management Coordinating Executive Groups

### 1. A Civil Defence Emergency Management Group must establish and maintain a Civil Defence Emergency Management Coordinating 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.

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

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

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.

## 8.7. ADVISORY / COORDINATION GROUPS

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

### 8.7.1. Welfare Coordination Group

The Group's Welfare Coordination Group (WCG) is comprised of agencies with responsibilities for welfare services in an emergency under the National CDEM Plan 2015.

The WCG sets the strategic direction, and develops welfare work programmes for the Group and local levels. It provides planning input and coordination at the Group level and support to local level CDEM welfare.

At the Group level, the WCG is responsible for planning and coordinating welfare services under the direction of the CEG in reduction and readiness, the CDEM Group Controller during response, or the Group Recovery manager during recovery. The WCG is chaired by the CDEM Group Welfare Manager. Administration of the WCG is via the Emergency Management Office.



### 8.7.2. Rural Coordination Group

The Rural Coordination Group (RCG) is comprised of agencies with a rural sector focus and chaired by a member of the RCG elected from the members for the purpose. The Emergency Management Office provides administrative support. The purpose of the RCG is to:

- Provide a forum for the sector to integrate with CDEM to plan for an adverse event through strengthened relationships and networks with key stakeholders;
- Assist with the development and implementation of the Manawatū-Whanganui CDEM Group Plan through integration of local knowledge of the rural community; and
- Represent the rural sector during a civil defence emergency in the Region.

### 8.7.3. 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:

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

The LAG meets at least bi-annually and the Chair of the LAG reports to the CEG. The LAG is administered by the chair in coordination with the Emergency Management Office.

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***The purpose of the RCG is to represent the rural sector during a civil defence emergency in the Region***

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#### 8.7.4. Central Plateau Volcanic Advisory Group

The Group's Central Plateau Volcanic Advisory Group (CPVAG) is a co-operative arrangement between the Manawātū-Whanganui 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:

- 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;
- Facilitate and integrate agency level volcanic hazard planning documents;
- Provide strategic advice for the development of CDEM Group Plans for Waikato and Manawātū-Whanganui CDEM Groups;
- Facilitate the co-ordination of multi-agency exercises for testing volcanic emergency response;
- Facilitate the development and implementation of volcano awareness outreach programmes and educational resources; and
- 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.

#### 8.8. EMERGENCY MANAGEMENT COMMITTEES

Emergency Management Committees (EMCs) are established in areas of operational focus at the local level and comprise of 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, coordination, 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 Business Plan;
- Support and participate in local emergency management exercises;
- Inform and advise the CEG, through their CEG representative, of emerging issues and opportunities ;
- Emergency Management Committees should 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.

#### EMCs have been formed to cover the districts of:

- Ruapehu
- Whanganui
- Rangitikei
- Manawātū
- Palmerston North
- Tararua
- Horowhenua

#### 8.9. 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.

#### 8.10. ADMINISTERING AUTHORITY

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

Horizons, and as appropriate, the Chief Executive of Horizons are responsible for the provision of administrative and related services that may from time to time be required by the CDEM Group (refer to s. 24(1) of the Act 2002).

Horizons will maintain the CDEM Group Emergency Management Office to manage the administrative and related services required by the Group, described in section 8.11.

The costs of administrative and related services will be funded by Horizons 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.

### 8.11. EMERGENCY MANAGEMENT OFFICE

Horizons will maintain the CDEM Group Emergency Management Office to coordinate 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, Coordinating Executive Group and Emergency Management Officer meetings;
- Project and financial management, including developing, and coordinating the implementation of the CDEM Group Plan, and 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 coordinated 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.

### 8.12. DELIVERY MODEL

The underlying concept for CDEM delivery across the Group will be based on the 'centrally coordinated 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;
- Communities are supported in an emergency by welfare services 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.

### 8.13. KEY APPOINTMENTS, DELEGATED AUTHORITIES, FUNCTIONS AND POWERS

#### 8.13.1. Declarations and Transition Periods

In accordance with s. 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 or give notice of a local transition period for the CDEM Group's area. Furthermore, the representatives of the members of the Group listed at Appendix 3 are authorised to declare a state of local emergency or give notice of a local transition period for the area represented by them, or in the absence of either person (and in accordance with s. 25(4)), a representative of any member of the Group may exercise the power to declare a state of local emergency or give notice of a local transition period.

In accordance with s. 25(5) the Mayor, or a person designated by the Mayor in their absence, may declare

a state of local emergency or give notice of a local transition period that covers the district of the Territorial Authority.

Any person authorised to declare a state of local emergency to exist or give notice of a local transition period may also make a declaration extending or terminating a state of emergency or local transition period in accordance with s. 71 and 72 of the Act and s. 94D and 94E respectively.

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).

The following is the preferred order of preference for declarations and / or notices of local transition period made under the Act in the Manawatū-Whanganui CDEM Group:

#### **Local Emergency or Notice of Transition Period 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 or Notice of Transition Period**

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

## **25 Persons appointed and otherwise authorised to declare state of local emergency or give notice of local transition period**

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

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). The following is the order of preference for declarations made under the Act in the Manawatū-Whanganui 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 Joint Committee
- 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.  
2A If an authorised person declares a state of local emergency for-  
(a) the whole area of a Civil Defence Emergency Management Group, then any other state of local emergency already in force for 1 or more districts or wards within the area ceases to have effect;  
(b) a district within the area of a Civil Defence Emergency Management Group, then any other state of local emergency already in force for 1 or more wards within the district ceases to have effect'.
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 procedure to declare, extend or terminate a Local Emergency is recorded in Chapter 5 (5.10). The accompanying documentation, process and persons appointed by name who are able to declare, extend or terminate a state of local emergency are included in Appendix 3.

### 8.14. CONTROLLERS

In accordance with s. 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 Appendix 3 of this Plan.

In accordance with s. 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 s. 28(2) 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 s. 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.

#### 8.14.1. Delegation of Authority to Replace the Group Controller

In accordance with s. 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.

***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.***





#### 8.14.2. Delegation of Functions and Powers to the Group Controller

In accordance with s. 18(1) 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];





*Manawatu River Ashhurst*

### **8.15. 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 Appendix 3.

In accordance with s. 18(1) of the Act, the CDEM Group delegates the carrying out of recovery activities (refer to s. 17(1)(e) the Act) 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.

### **8.16. COOPERATIVE ARRANGEMENTS WITH OTHER CDEM GROUPS**

In accordance with s.17(1)(f) of the Act, the CDEM Group will seek from, and offer support to other CDEM Groups in New Zealand as needed. The Group seeks to actively strengthen its relationships with other CDEM Groups, particularly its near neighbours Wellington, Hawkes Bay, Taranaki and Waikato.

The specific support sought or requested will be dependant upon the type, scale and magnitude of the emergency. Section 113 of the Act provides for the recovery of costs under s.17 (1)(f).

### **8.17. COLLABORATIVE PLANNING AND OTHER ACTIVITIES**

The CDEM Group will ensure that no opportunity is lost to share and coordinate planning and other activities with other CDEM Groups 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 coordination

- 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.

## 8.18. FINANCIAL ARRANGEMENTS

The costs associated with the provision of administrative and related services incurred by Horizons 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 costs is available, the Group will endeavour to be reimbursed. All expenditure as it relates to CDEM will be monitored by the Coordinating Executive Group in relation to the Business Plan.

### 8.18.1. 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 coordinating 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.

### 8.18.2. 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

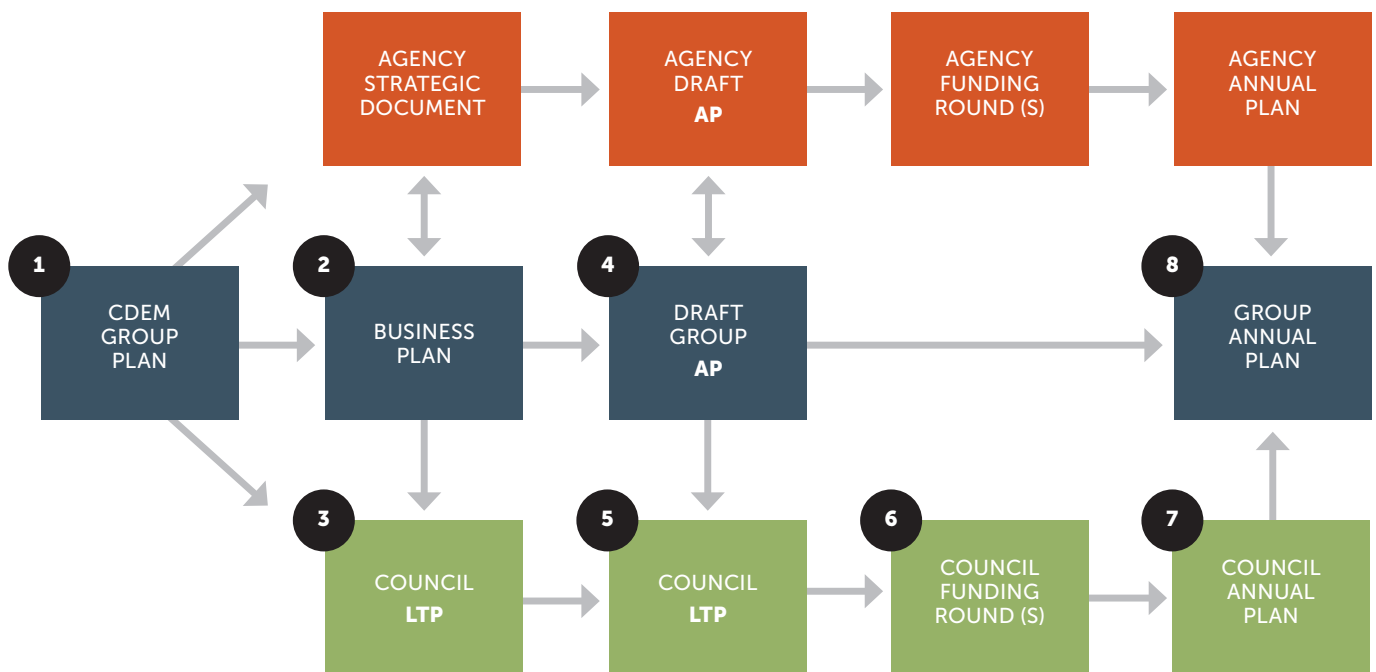
Financial delegations for Group Recovery Manager and alternatives will be made by the administering authority. Local Recovery Managers and alternatives shall be delegated financial authority by the local authority making the appointment of persons to these roles. The financial systems and process of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



### 8.19. 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 Business Plan provides the mechanism for linking the intentions of the Group to the members' Long-term Council Community Plans and funding arrangements.

The 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. 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 5:** Document relationships and planning path

Figure 5 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 Business Plan describes the work programmes of the Group for the life of the CDEM Group Plan
3. The Group Plan and Business Plan inform Council and agency direction in Long-term 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 Coordinating 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.





Floodway marker Pharazyn Road, Feilding



# PART 9

# SUMMARY OF PROPOSED ACTIONS

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*This section summarises the key high level activities of the CDEM Group over the 5 year life of the Group Plan.*

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# PART 9: SUMMARY OF PROPOSED ACTIONS

## 9. INTRODUCTION

This section summarises the key high level activities of the CDEM Group over the five year life of the Group Plan. The programmes identified below will be prioritised and assigned to annual work programmes aligned to the Groups Business Plan in accordance with the themes of 'Operational Capability' 'Community Resilience' and 'Riskscape'.

Every opportunity will be taken to ensure that annual work programmes align as best as practicable with Partner agency activities to ensure that the best use of resources across the Group is achieved. The Coordinating Executive Group (CEG) will oversee the preparation and delivery of the work programmes in accordance with the process described in section 8.19 of this Plan. The outline work programme shown at Fig 6 is indicative and will be adjusted by CEG as required.

### 1. Operational Capability

- Review all current documentation including strategies, plans and operating procedures to ensure currency and fit for purpose;
- Develop a Group Professional Development Strategy and supporting Development Programme;
- Fully implement Emergency Management Information System (EMIS) across the Group;
- Rewrite the Group Recovery Plan;
- Plan and run a Group wide Tier 3 exercise;
- Develop a Group Mass Casualty Evacuation Plan;
- Review the Groups mode of operation.

### 2. Community Resilience

- Implement the Groups Community Resilience Strategy;
- Implement the Groups Community Engagement Plan;
- Support and advocate the development of Community Response Plans;
- Establish and operate a Group website aligned to the methodology contained within the Community Engagement Plan;
- Develop a framework that enables the growth and capability and capacity of volunteers in local communities;
- Develop communication messages to ensure that communities understand that in the first 48 hours that they may be on their own.

### 3. Riskscape

- Gather and disseminate hazard information aligned to the Hazard Information Upgrade project;
- Advocate and participate in Lifeline Group activities;
- Integrate a hazards platform into the Regional Planners Forum;
- Establish access to, and populate a hazards portal for the dissemination of hazard information.

YEAR 1	YEARS 1 - 3	YEARS 1 - 5
<ul style="list-style-type: none"> <li>• Review all current documentation</li> <li>• Integrate hazard platform into Planners Forum</li> <li>• Develop Professional Development Strategy &amp; Programme</li> <li>• Support and advocate Community Response Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Fully implement EMIS</li> <li>• Rewrite Recovery Plan</li> <li>• Implement Community Resilience Strategy</li> <li>• Establish &amp; populate hazards portal</li> <li>• Establish &amp; operate Group website</li> <li>• Implement Community Engagement Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Plan &amp; run Tier 3 Exercise</li> <li>• Develop Mass casualty Evacuation Plan</li> <li>• Review mode of operation</li> <li>• Gather &amp; disseminate hazard information</li> <li>• Advocate &amp; participate in Lifelines activities</li> </ul>

# PART 10

# **APPENDICES**

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# PART 10:

## APPENDICES

### APPENDIX 1. GLOSSARY OF TERMS

TERM	DEFINITION
4Rs	<ul style="list-style-type: none"><li>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</li><li>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</li><li>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</li><li>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).</li></ul>
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"><li>a. Government agencies, including public service departments, non-public service departments, Crown entities, and Offices of Parliament; and</li><li>b. Non-governmental organisations; and</li><li>c. Lifeline utilities.</li></ul>
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.



TERM	DEFINITION
CDEM	Civil Defence Emergency management (refer to s.4). a. The application of knowledge, measures, and practices that: 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 Manawatū-Whanganui CDEM Group in this Plan.
CEG	Coordinating 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 Coordinated Incident Management System. An agreed method of incident management to be employed by emergency responders for efficient incident management.
Civil Defence Centres	The CDEM Group's local centres for direct involvement with the public for: <ul style="list-style-type: none"> <li>• The provision of advice and information about an emergency;</li> <li>• Temporary shelter for evacuees;</li> <li>• Registration of evacuees and relocation to accommodation; and</li> <li>• The provision of aid to affected communities.</li> </ul>
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.

TERM	DEFINITION
CPVAG	Central Plateau Volcanic Advisory Group
Displaced Person(s)	A person unable or unwilling to stay in their usual place of residence as a result of an incident or emergency.
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 Coordination Centre for the co ordination of regional significant events and/or the management of critical resources during a local emergency.
EMC	Emergency Management Committee
Emergency	Means a situation that: <ul style="list-style-type: none"> <li>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</li> <li>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</li> <li>c. Cannot be dealt with by emergency services, or otherwise requires a significant and co-ordinated response under the Act.</li> </ul>
Emergency Services	Has the same meaning as in section 4 of the CDEM Act. 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).
EMIS	Emergency Management Information System is a computer database for disaster response that provides graphical, real-time information to responders.
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.

TERM	DEFINITION
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"> <li>• 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.</li> <li>• 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).</li> </ul> <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>
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.
Hazard	Has the same meaning as in section 4 of the CDEM Act and means something that may cause, or contribute substantially to the cause of, an emergency.
Horizons	Horizons Regional Council, the trading name of the Manawatū-Whanganui Regional Council.



TERM	DEFINITION
Joint Committee	The CDEM Group's Joint Standing Committee established under section 12 of the Act.
LAG	Lifelines Advisory Group
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 means the person who is the National Controller in accordance with section 10.
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"> <li>a. There is widespread public concern or interest; or</li> <li>b. There is likely to be significant use of resources; or</li> <li>c. It is likely that the area of more than one CDEM Group will be affected; or</li> <li>d. It affects or is likely to affect or is relevant to New Zealand's international obligations; or</li> <li>e. It involves or is likely to involve technology, processes, or methods that are new to New Zealand; or</li> <li>f. It results or is likely to result in or contribute to significant or irreversible changes to the environment (including the global environment).</li> </ul>
RCG	Rural Coordination Group.

TERM	DEFINITION
Recovery Coordinator	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 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 means a state of national emergency or a state of local emergency.
State of Local Emergency	Has the same meaning as in section 4 of the CDEM Act and means a state of local emergency declared under section 68 or section 69.
State of National Emergency	Has the same meaning as in section 4 of the CDEM Act and means a state of national emergency declared under section 66.
WCG	Welfare Coordination Group

## APPENDIX 2. SUPPORTING DOCUMENTS

The Manawatū-Whanganui CDEM Group Plan is a strategic document, therefore details of operational processes and procedures are contained within supporting operational documents. It has been recognised within the Group Plan that there is a need to review all existing documentation; this has been included in the 5 year work programme. The current documentation used at the Group level is shown below.

### Supporting Strategies

Central Plateau Volcanic Advisory Group Strategy (2009)  
Community Resilience Strategy (2015)  
Tsunami Strategy (2011)

### Supporting Plans

Tongariro Volcanic Centre Contingency Plan (2013)  
Tsunami Action Plan (2011)  
Pandemic Plan (2010)  
Welfare Plan (2011)  
Community Engagement Plan (2015)  
Spontaneous Volunteer Management Plan (2015)  
Recovery Plan (2004)  
Marine Oil Spill Contingency Plan (2015)  
Flood Action Plans (Specific locations)  
CDEM Group Business Plan (2013-2018)  
Lifelines Advisory Group Business Plan (2014)

### Operational Procedures

Emergency Response Manual (2014)

- Emergency Management Duty Officer
- EOC/ECC Activation
- Warnings and Advisories
- National Warning System
- Severe Weather Warnings
- Flood Warnings
  - River Height Alarms
  - Flood Evacuation Sirens
- CDEM Local Support
- Environmental Incidents
- Marine Oil Spill
- Navigation Safety

Lifelines Risks and Responsibilities Report (2006)

Volcanic Ash in Water Supplies (2014)

A Guide to Lifeline Utility Coordinators in Response to Emergencies (2014)

Declaration Arrangements (2016)

## APPENDIX 3. APPOINTMENTS

The following are appointed as member's representatives to the Manawatū-Whanganui CDEM Group. These members are authorised to make declarations or give notice of local transition period under S.25 of the CDEM Act 2002.

The procedure to Declare, Extend or Terminate a Local Emergency is fully described in Directors Guidelines – DGL 13/12 and the Groups Operational Procedure – SOP 01 2016.

- |  |   |   |
|--|---|---|
| • Horizons Regional Council<br>Cr. Rachel Keedwell (Chair) | • Ruapehu District Council<br>Mayor Weston Kirton           | • Manawatū District Council<br>Deputy Mayor Michael Ford            |
| • Horizons Regional Council<br>Cr. Jono Naylor             | • Ruapehu District Council<br>Deputy Mayor Vivienne Hoeta   | • Tararua District Council<br>Mayor Tracey Collis                   |
|  | • Whanganui District Council<br>Mayor Andrew Tripe          | • Tararua District Council<br>Deputy Mayor Erana Peeti-Webber       |
|  | • Whanganui District Council<br>Deputy Mayor Helen Craig    | • Palmerston North City Council<br>Mayor Grant Smith (Deputy Chair) |
|  | • Rangitikei District Council<br>Mayor Andrew (Andy) Watson | • Palmerston North City Council<br>Deputy Mayor Debi Marshal-Lobb   |
|  | • Rangitikei District Council<br>Deputy Mayor Dave Wilson   | • Horowhenua District Council<br>Mayor Bernie Wanden                |
|  | • Manawatū District Council<br>Mayor Helen Worboys          | • Horowhenua District Council<br>Deputy Mayor David Allan           |



### **Group Controllers, Local Controllers, Group Recovery Managers, Local Recovery Managers and Group Welfare Managers**

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

- Michael McCartney - Group Controller
- Gerald (Ged) Shirley - 1st Alternate
- Craig Grant - 2nd Alternate

The following are appointed as Local Controllers in accordance with sections 4 & 5 of this Plan, followed by an indication of their general area of operation:

- Margaret Hawthorne - Ruapehu
- Peter Till - Ruapehu
- Allan Young - Ruapehu
- Clive Manley - Ruapehu
- Kevin Ross - Whanganui
- Rowan McGregor - Whanganui
- Stuart Hylton - Whanganui
- Lance Kennedy - Whanganui
- Kym Fell - Whanganui
- Bryan Nicholson - Taranaki
- Peter Beggs - Rangitikei
- Johan Cullis - Rangitikei
- Michael Hodder - Rangitikei
- Hamish Waugh - Manawatu
- Mathew Baylis - Manawatu
- Peter Wimsett - Taranaki
- Maureen Reynolds - Taranaki
- Chris Edsall - Taranaki
- Christopher Dyherberg - Palmerston North
- Sharon Grant - Rangitikei
- David McCorkindale - Horowhenua
- Daniel Haigh - Horowhenua
- Dave Tombs - Rangitikei
- Leigh Sage - Palmerston North
- Sarah Sinclair - Palmerston North
- Wiremu Greening - Manawatu
- Jason McDowell - Palmerston North
- Marianne Cavanaugh - Whanganui
- David Langford - Whanganui
- Brent Harvey - Horowhenua
- John Lynch - Palmerston North

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

- Dr. Nic Peet  
Recovery Manager
- Dr. Jon Roygard  
Alternate Recovery Manager
- Allan Cook  
Alternate Recovery Manager

The following are appointed as Local Recovery Manager and Alternate Local Recovery Manager followed by an indication of their general area of operation:

- Warren Furner  
Local Recovery Manager - Ruapehu
- Anne-Marie Westcott  
Alternate Local Recovery Manager - Ruapehu
- Catherine Dutton  
Alternate Recovery Manager - Whanganui
- Johan Cullis  
Local Recovery Manager - Rangitikei
- Shayne Harris  
Local Recovery Manager - Manawatu
- Hamish Waugh  
Alternate Recovery Manager - Manawatu
- Karel Boakes  
Alternate Recovery Manager - Manawatu
- Rachelle Johnson  
Alternate Recovery Manager - Manawatu
- Jason McDowell  
Local Recovery Manager - Palmerston North
- Craig Lunn  
Local Recovery Manager - Taranaki
- Cameron McKay  
Alternate Recovery Manager - Taranaki
- Brent Maguire  
Local Recovery Manager - Horowhenua
- Joanne Manual  
Local Recovery Manager - Rangitikei
- Bryan Nicholson  
Local Recovery Manager - Taranaki
- Vini Dutra  
Local Recovery Manager - Ruapehu

The following are appointed as Group Welfare Manager and Alternate Group Welfare Manager:

- Matthew Putt  
Group Welfare Manager
- Sarah Carswell  
Alternate Group Welfare Manager

As appointments will change during the life of the Plan, the current version will be maintained on Horizons Regional Council's web site [www.horizons.govt.nz/flood-emergency-management/civil-defence-in-our-region](http://www.horizons.govt.nz/flood-emergency-management/civil-defence-in-our-region)

## AMENDMENTS

DATE	NATURE OF AMENDMENT	APPROVED JOINT COMMITTEE
June 2017	Update membership of Joint Committee due to triennial elections. Reappointment of Nic Peet & Allan Cook as Gp Recovery Mgrs, add Jon Roygard as Gp Recovery Mgr. Update Local Controllers for PNCC & RuaDC. Add Sarah Carswell as Gp Welf Mgr.	7 March 2017
June 2017	Add new appointment of Local Recovery Mgrs to Appendix 3. Amend S.8.13.1 to include appointment of persons to declare state of local emergency or give notice of local transition period aligned to S.25 of the CDEM Act 2002. Amend the wording in table page 85 to reflect new wording of S.25.	6 June 2017
May 2018	Amend to reflect new Group Welfare Manager structure, update to reflect latest Local Controllers for Horowhenua & Whanganui Districts.	5 September 2017 5 December 2017 & 28 March 2018
June 2018	Amend to include Strategic Planning for Recovery requirements, update to reflect latest Controllers for Horowhenua & Manawatū, new Recovery Managers for Horowhenua also added.	6 June 2018
June 2019	Deputy Mayor Jo Mason as Elected Member for Horowhenua. Amend to reflect Local Controller and Recovery Manager arrangements for Horowhenua, Palmerston North, and changes in Group Welfare Manager	4 September 2018 6 March 2019 5 June 2019
June 2020	Amend to update new spelling of Group name and Region. Update membership of Joint Committee due to triennial elections. Further amendments to reflect Local Controller and Recovery arrangements for Rangitikei, Manawatū, Whanganui and Horowhenua.	3 September 2019 3 December 2019 3 March 2020
June 2021	Minor amendments to reflect new appointments and staff changes.	1 September 2020 1 December 2020 30 March 2021 1 June 2021 7 June 2023



CIVIL DEFENCE EMERGENCY MANAGEMENT  
**GROUP PLAN 2016 - 2021**

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