

Waikato Civil Defence Emergency Management Group Plan



2011-2015

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1. Introduction

1.1 Plan Overview

1.1.1 PURPOSE

The CDEM Act 2002 (the Act) requires CDEM Groups to prepare a plan describing local CDEM arrangements and how these arrangements support the national framework for CDEM in New Zealand.

The purpose of this Plan is to enable effective and efficient CDEM within the Waikato CDEM Group. The Plan:

- defines the vision, goals and principles for CDEM within the Waikato CDEM group;
- identifies the hazards that present the greatest risk to the community, and how these risks will be actively managed over time to minimise consequences and reduce risks;
- defines the principles of operation as to how the key emergency management agencies will work together to prepare for, respond to and recover from civil defence emergencies; and
- outlines roles and responsibilities and management and governance arrangements.

Members of the Joint Committee are legally obliged to give effect to this Plan. The specific actions required to deliver CDEM outcomes will be outlined within the Group's and Group Member's annual work programmes and Group Partners business and activity plans.

1.1.2 PLAN DEVELOPMENT PROCESS

This is the second plan prepared by the Waikato CDEM Group. It has been prepared in accordance with the Act and the Director's Guideline on CDEM Group Plan Reviews. The Plan was:

- developed by a CDEM Group working party in consultation with the emergency management sector;
- made available for public submission (July/August 2011);
- submitted to the Minister of Civil Defence for review and comment (September 2011); and
- approved by the Waikato CDEM Group (28 November 2011) with effect from that date.

The Plan will remain in effect until reviewed by the Group and either amended, revoked, replaced or left unchanged. The review of this Plan will begin no later than July 2015.

1.1.3 PLAN AUDIENCE

This Plan has been developed primarily for the CDEM sector, including CDEM Group Members, Partners and other stakeholders with involvement and vested interest in CDEM. However the Plan is also a means of informing Waikato communities of the hazards and risks they face. Communities play a very important role in being prepared and being able to get through and recover from emergencies when they happen.

Key Terms used in this Section:

4 'Rs': CDEM in New Zealand has its basis in the '4R's' approach comprising Reduction, Readiness, Response and Recovery. These terms are further defined in sections 3, 4, 5 and 6 respectively.

Civil Defence Emergency Management (CDEM) – from S4 of the CDEM Act 2002:

(a) means 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, coordination, and implementation of those measures, knowledge and practices.

Group Emergency Management Office (GEMO): an office established to coordinate CDEM activities on behalf of the Joint Committee. Specific functions are covered in section 8).

Local Authorities (LAs): Means a Regional Council or Territorial Authority.

Territorial Authorities (TAs): A City Council or District Council.

Waikato CDEM group (the group):

The consortia of local authorities, emergency services, lifeline utilities, welfare organisations, Government departments and non-government organisations with a role in CDEM in the region.

Waikato CDEM Group Partners (Partners): are those organisations that are part of the wider 'group' as defined above.

Waikato CDEM Group (the Group): The Joint Committee established under section 12 or re-established under section 22 of the CDEM Act.

Waikato CDEM Group Members (Members) are the local authorities within the Waikato area.

1.2 Regional Context

The Waikato CDEM group is the largest CDEM Group in New Zealand in terms of numbers of local authority Members (there are 11, as illustrated in Figure 1.1¹). Around 10% of NZ's population is resident in Waikato. The region has a wide-ranging environment from built-up urban areas to remote, isolated small communities. The hazards faced are equally diverse, with variation in level of hazard risk around the region – notably higher tsunami risks on the east coast, volcanic risks in the southern areas and severe storm and flooding risks in the Coromandel area.

Further details on the regional social, environmental and economic environment is included in Section 2.2.

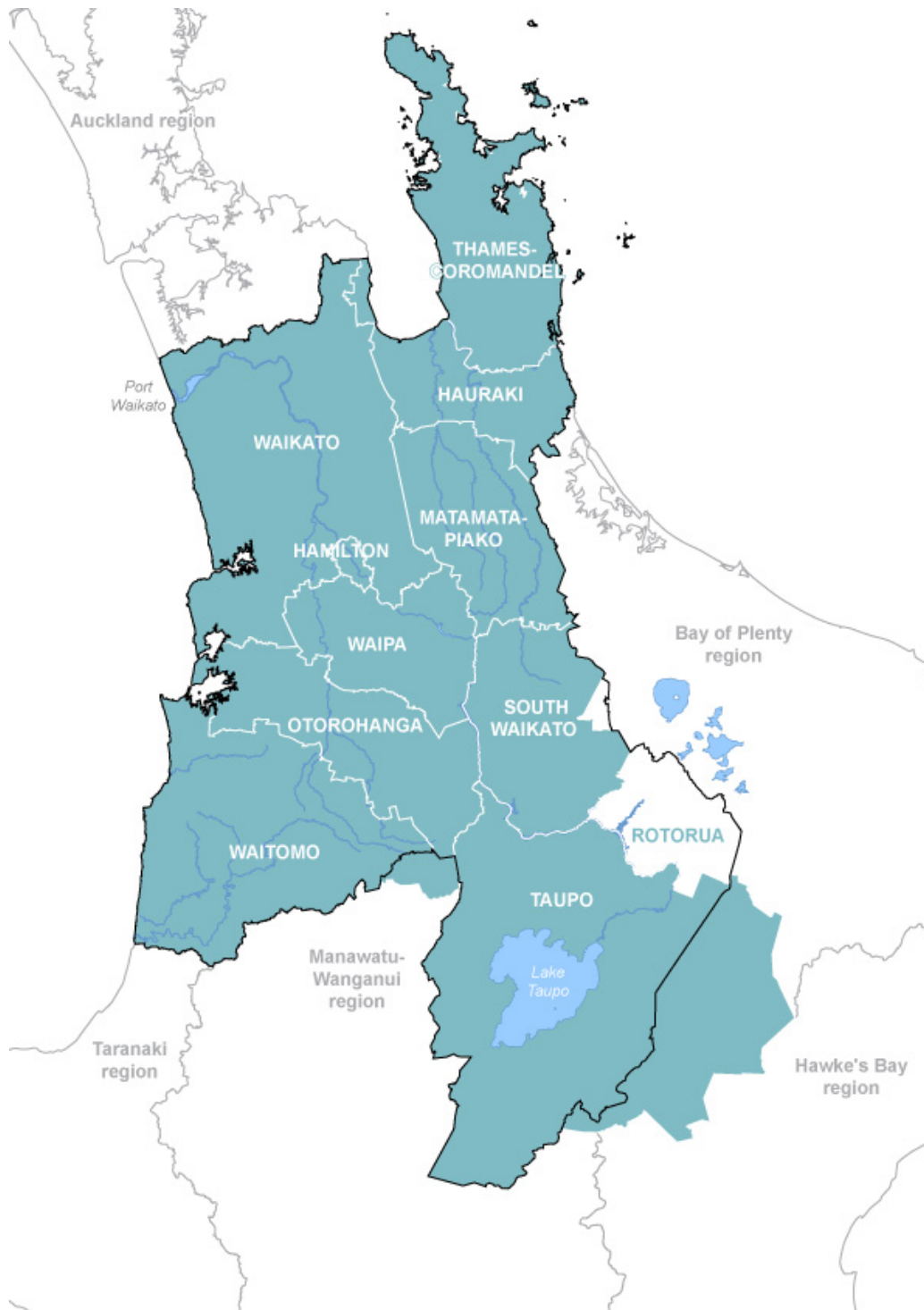


FIGURE 1-1: WAIKATO CDEM GROUP AREA

¹ Whilst part of Rotorua is included in the Waikato CDEM Group area, CDEM responsibilities are contracted to the Bay of Plenty CDEM Group.

1.3 CDEM Group Vision, Goals and Principles

The CDEM group works in partnership to ensure the effective and efficient delivery of CDEM within the group area and deliver the following goals and principles:

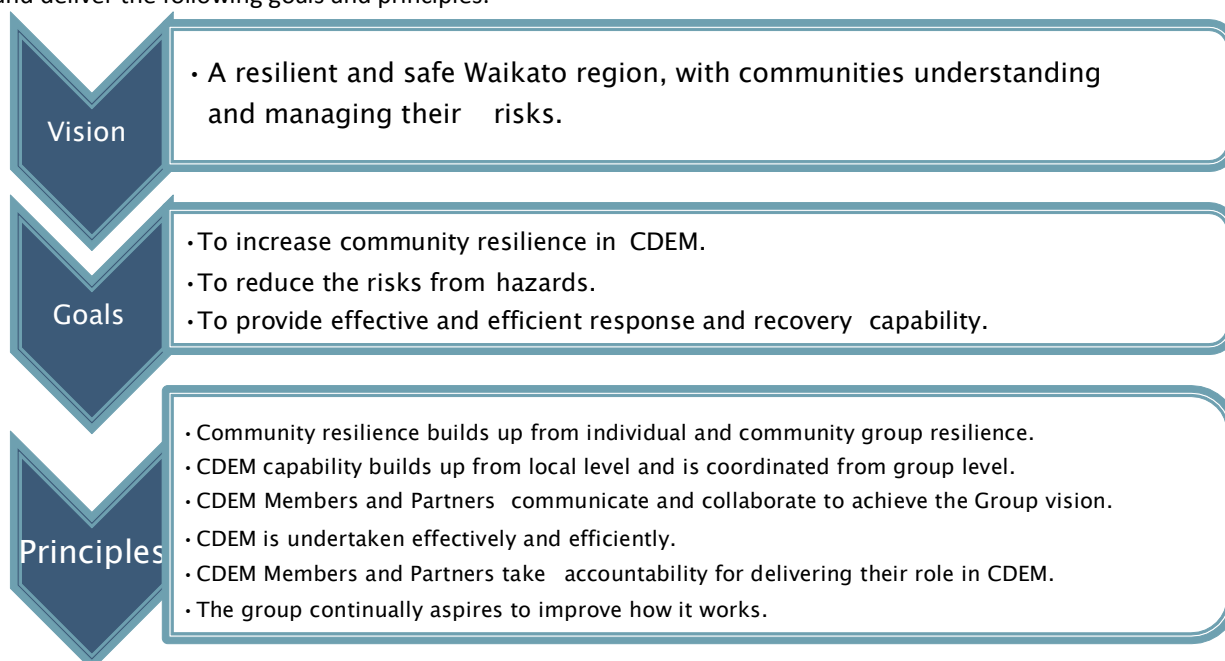


FIGURE 1-2: CDEM GROUP VISION, GOALS AND PRINCIPLES

These principles are enacted as follows:

Principles	Enacted through:
Community resilience builds up from individual and community group resilience.	Community level planning is encouraged through volunteer groups, community response plans and other local CDEM initiatives. CDEM agencies take all appropriate opportunities to educate and promote CDEM principles.
CDEM capability builds up from local level and is coordinated from group level.	Local CDEM staff support the group in its work programme. GEMO provides advice and support to local CDEM staff and coordinates regional CDEM programmes.
CDEM Members and Partners communicate and collaborate.	The group proactively seeks opportunities to integrate and coordinate all CDEM activities.
CDEM is undertaken effectively and efficiently.	Regular forums occur with CDEM Partners to facilitate information and coordination across the group. Regular meetings occur between local and group CDEM officers to share knowledge and to create consistent standards and processes.
CDEM Members and Partners take accountability for delivering their role in CDEM.	The Group has a monitoring and reporting framework to ensure progress against goals and programmes is monitored. Each Group Member establishes annual work programmes to deliver their contribution to the overall Group programme. Group and Group Member progress is reported back to CEG and the Joint Committee.
The group continually aspires to improve how it works.	The MCDEM monitoring and evaluation framework is used to identify opportunities for improvement. Debriefs and reviews are held following exercises and real events. Improvements identified are reviewed and incorporated into future CDEM plans and work programmes as appropriate.

TABLE 1-1: ENACTING CDEM GROUP PRINCIPLES

In October 2009 the Ministry of Civil Defence and Emergency Management (MCDEM) conducted a capability assessment of the Waikato CDEM group. The capability assessment report was delivered in January 2010 and outlined the views as expressed by organisations in the wider group combined with analysis from MCDEM. The Waikato CDEM group was found to have an adequate baseline capability to respond to localised or short duration emergencies but a general level of concern was expressed about the capability and capacity to respond to larger or longer duration events. Further to this, a number of themes emerged which identified areas for improvement such as leadership, culture, funding and structure.

1.5 CDEM Planning Relationships

The National CDEM Plan and Guide outlines core principles and functions for the coordinated management of the consequences of emergencies at the national level and provides guidance for CDEM Groups.

The diagram illustrates the relationship between various disaster management plans and strategies in New Zealand. It is structured as follows:

- Top Row (Operational Plans):** Three blue boxes are connected by double-headed arrows.
 - Local risk reduction** (Yellow box): e.g. local RMA plans, river management, infrastructure design, Business Continuity Planning and LTCCPs.
 - CDEM Group plans and local arrangements** (Blue box): CDEM Groups, local authorities.
 - Government agency operational plans** (Blue box): Health, MAF, Police, MetService etc.
 - Non-govt agency operational plans** (Blue box): Lifeline utility, voluntary welfare, SPCA, etc.
- Central Government Policies:** A yellow box on the left contains **Central government policies for risk reduction** (e.g. Building Code, GeoNet, hazard research, sustainable land management, flood risk management).
- National CDEM Plan:** A blue box on the right, titled **The Guide to the National CDEM Plan**, is connected to the central government policies by a double-headed arrow.
- Other National Strategies and Legislation:** A yellow box on the bottom left contains **Other national strategies and legislation** (e.g. RMA).
- National CDEM Strategy:** A blue box on the bottom right, connected to the other national strategies and legislation by a double-headed arrow.
- Civil Defence Emergency Management Act 2002:** A blue box at the very bottom, connected to the National CDEM Strategy by a double-headed arrow.

Connections and Flow:

- Horizontal double-headed arrows connect the three boxes in the top row.
- A horizontal line connects the three top boxes, with the text **Links between operational plans** below it.
- A vertical line connects the three top boxes to the **National CDEM Plan** box.
- A horizontal double-headed arrow connects the **Central government policies for risk reduction** box to the **National CDEM Plan** box.
- A horizontal double-headed arrow connects the **Other national strategies and legislation** box to the **National CDEM Strategy** box.
- A horizontal double-headed arrow connects the **National CDEM Strategy** box to the **Civil Defence Emergency Management Act 2002** box.

Waikato CDEM Group Plan, 2011-2015

Table 1.2 demonstrates the link between National CDEM Strategy goals and objectives and the CDEM Group Plan.

National CDEM Strategy Goals	Waikato CDEM Group Plan Delivers these goals through
1 Increasing community awareness, understanding, preparedness and participation in CDEM.	Public education and consultation. Supporting community-based response planning. <i>Further details in section 4.</i>
2 Reducing the risks from hazards to New Zealand.	Gathering and sharing hazard and risk information. Developing and monitoring a group risk reduction programme. <i>Further details in section 3.</i>
3 Enhancing New Zealand's capability to manage civil defence emergencies.	Promoting training and professional development. Developing and testing response plans and operating systems to improve inter-agency coordination of response to emergencies. Providing effective warning systems to enable rapid response. Supporting nationally consistent CDEM approaches wherever possible, to improve national coordination and response. <i>Further details in section 5.</i>
4 Enhancing New Zealand's capability to recover from civil defence emergencies.	Develop, implement, test and review the Group Recovery Plan and Arrangements. <i>Further details in section 6.</i>

TABLE 1.2: RELATIONSHIP OF THE WAIKATO CDEM GROUP PLAN TO THE NATIONAL CDEM STRATEGY



1.6 Structure of the Plan

This Plan has been structured in a manner consistent with that described in the Director's Guideline on CDEM Group Plan Reviews. The plan builds upon the '4Rs' approach, which forms the core body of the document from sections 3-7, as shown in Figure 1.4.

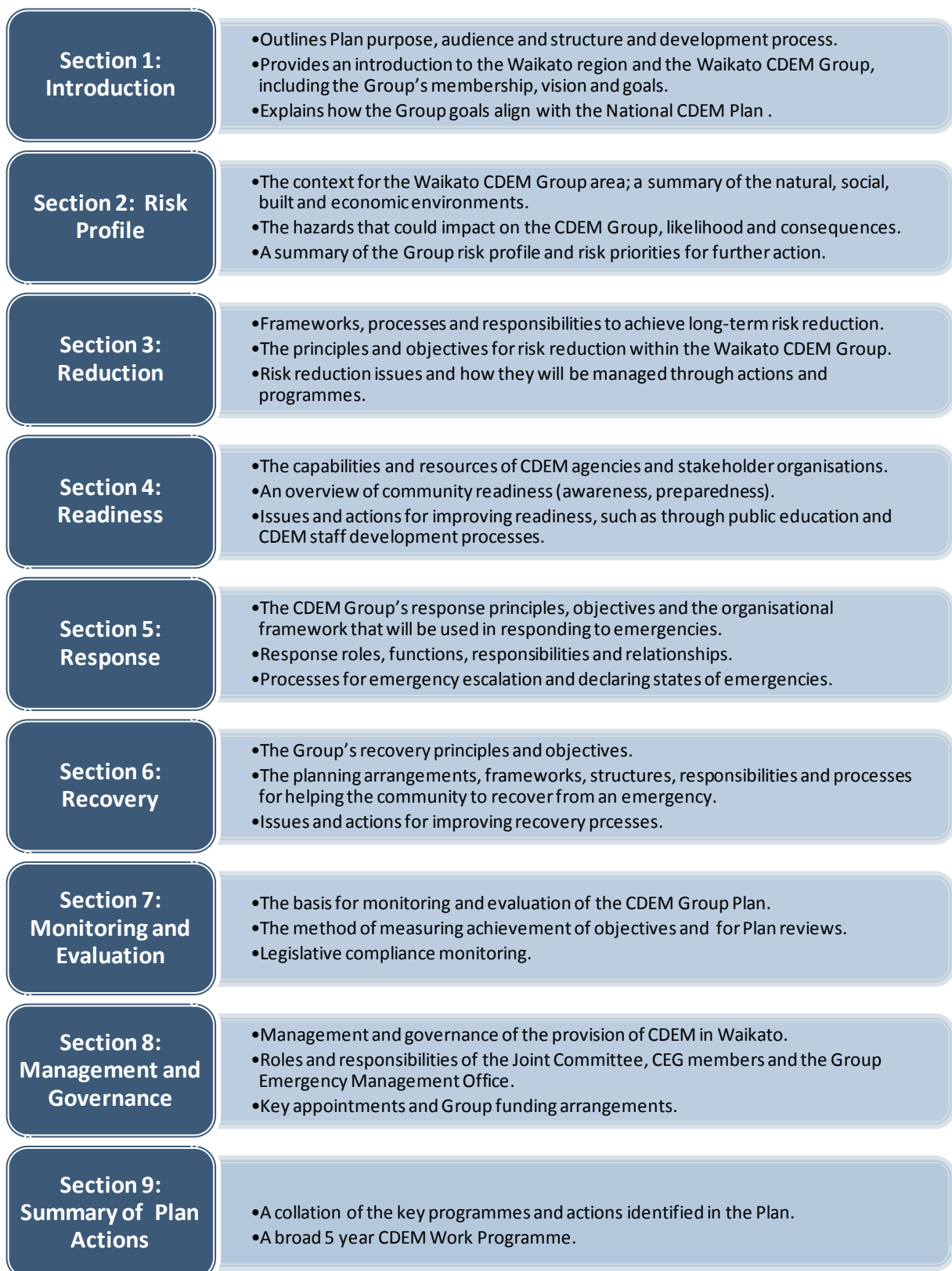


FIGURE 1-4: PLAN STRUCTURE

2. Waikato's Hazard and Risk Profile

2.1 Introduction

An understanding of the vulnerabilities and consequences of hazards within the region is fundamental to guiding the level of activity and effort applied across the 4R's. This section provides the foundation upon which the approach to CDEM reduction, readiness, response and recovery activities are built.

2.2 Environmental Context

The Waikato CDEM group area approximates the area of the Waikato Region, which covers 25,000 square kilometres stretching from the Bombay Hills in the north to Mt Ruapehu in the south. The Group has one Regional Council, one City Council (Hamilton) and nine District Councils and is bordered by five other CDEM groups.

The context of the Waikato CDEM group can be described as a snapshot of the people (social environment), the land (natural environment), the buildings/infrastructure (built environment) and the economy (economic environment). These environments influence how CDEM can be delivered most effectively.

2.2.1 SOCIAL ENVIRONMENT

In the 2006 Census:

- the population of the Waikato region was 382,716, around 10 per cent of New Zealand's total population;
- the median age for people in the Waikato region was 35.6 years, similar to the New Zealand population;
- 70 per cent of Waikato people classed themselves as European, again similar to the New Zealand population;
- 21% of Waikato people identify themselves as Maori compared to 14 per cent nationally; and
- the median income for people aged 15 years and over was \$24,100, slightly less than the national median.

There are significant differences in economic and social circumstances between communities across the region, and therefore varying ability to provide for everyday needs and prepare for Civil Defence emergencies. Some areas are recognised as having "above average deprivation"², including some urban communities within Hamilton City and Waikato, Hauraki, South Waikato and Waitomo Districts, and some rural communities.

2.2.2 NATURAL ENVIRONMENT

The Waikato region hosts a rich array of natural assets and resources, including:

- 100 lakes, 20 rivers and 1,420 streams;
- 1,150 kilometres of coastline, including iconic west coast and Coromandel beaches;
- 80 per cent of New Zealand's geothermal systems;
- three out of six of the country's internationally important wetlands (recognised under the Ramsar Convention); and
- important mineral producing areas providing coal, aggregate, iron sand, gold, silver and limestone.

Key Terms used in this Section

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: river flooding, landslides, volcanic activity, earthquakes, tsunami, coastal erosion rain, wind, snow, hail, lightning, drought.
- Technological hazards: hazardous chemicals, transport accidents, infrastructure failure, communications failure.
- Biological hazards: animal, plant and human diseases, and biological agents.

Hazardscape: The combination of all hazards within an area.

Lifeline Utilities: The essential infrastructure and services that support communities, including providers of energy, telecommunications, transportation and civil/water services.

Maximum Credible Event: The level of each hazard event that the CDEM Group expects to plan for and manage.

Risk: Defined as the uncertainty relating to achievement of objectives, and is often characterised in terms of the consequences that flow from a hazard event. Risk is measured in terms of the combination of likelihood and consequences to the four environments.

² Atlas of Socioeconomic Deprivation in New Zealand (2008), Ministry of Health, Wellington.

The Waikato region is all within 80 km from the sea which means temperatures are quite regulated. Sheltered and elevated inland places experience extremes of hot and cold. The north central Waikato region tends to have warm, humid summers and mild winters. The average annual rainfall is 1,250 mm; generally enough for agriculture but with potential for drought during summer. The three areas with the highest annual rainfall figures are the Coromandel Peninsula, Waitomo/Kawhia and Tongariro National Park.

The Waikato region's topography includes flat floodplains, rolling hills, mountain ranges and steep volcanoes. The Waikato region can be divided into four distinct topographical areas, characterised by different landscapes – the Taupo Volcanic Zone, the Waikato Lowlands and Hauraki Plains, the Western and Central Hill Country and the Eastern Ranges. The topography has a significant influence on land use, hazards and risks within each area.

2.2.3 BUILT ENVIRONMENT

The main centre of the Waikato Region is Hamilton City, with an estimated population in 2010 of 143,000 people (Statistics NZ). The other main population centres are:

- Waikato Valley: Huntly, Ngaruawahia, Raglan, Cambridge, Te Awamutu, Otorohanga and Te Kuiti;
- Thames Valley: Whitianga, Thames, Whangamata, Waihi, Paeroa, Morrinsville, Te Aroha and Matamata; and
- Southern Area: Putaruru, Tokoroa, Taupo and Turangi.

In addition to the main population centres, there are numerous small communities across the Group area. Some communities are isolated, including those in the northern Coromandel Peninsula and those on the west coast such as Raglan and Kawhia. The key characteristic of the built environment for CDEM is the spread of relatively remote population centres over a large geographic area.

The Waikato region has complex networks of infrastructural assets including 1,700km of state highways and 8,500km of local roads. The region is a major road transport corridor that links Auckland and Tauranga to the rest of the North Island and also a major corridor for the supply of essential services such as electricity generation and distribution, telecommunications networks, rail and gas distribution.

More than 20% of the nation's freight passes through the region. Industry within the region produces and processes heavy bulk goods, which are transported to the two busiest ports in the country. Therefore, there are strong links between regional GDP and the role of the region as a major transport corridor. The region is experiencing strong population growth and ever-increasing freight transport requirements.

2.2.4 ECONOMIC ENVIRONMENT

The Waikato region produced an estimated 9%, or \$15.6 billion of New Zealand's gross domestic product (GDP) in the year ended March 2007. The ten largest industries contributing towards GDP in the Waikato region in 2006 were:

- agriculture, forestry and fishing;
- retail trade;
- manufacturing;
- property and business services;
- health and community services;
- education;
- construction;
- accommodation, cafes and restaurants;
- wholesale trade; and
- personal and other services.

Electricity generation and distribution is an important industry at both the regional and national levels. The Waikato region is the power generating base of the North Island, with eight hydro stations on the Waikato River providing around 1,200 megawatts of generating capacity, geothermal power stations including Wairakei and Ohaaki, and the Huntly thermal power station. The Waikato provides the backbone of the nation's electricity system, with almost 40 per cent of the nation's electricity generation capacity, and it is capable of generating up to 50 per cent of New Zealand's electricity when required.³

³ Waikato Regional Energy Strategy, p. 27.

2.2.5 SUMMARY OF THE CDEM CHALLENGES

The nature of the environments described above presents the following key challenges:

- a large geographic area with widespread small population centres subject to a wide range of hazards;
- an increasing population and development pressure on land subject to a range of natural hazards;
- a strong local economy that produces a significant proportion of New Zealand's GDP;
- important lifelines infrastructure and transport corridors with relatively widespread resources;
- a changing population with increasing numbers of new migrants and a large Maori population that has a special relationship with the region; and
- low levels of household awareness and preparedness for civil defence emergencies.

These factors provide strong reasons for enhancing CDEM capability to safeguard our communities and have influenced the CDEM vision, goals and principles outlined in Section 1.3.

2.3 Waikato CDEM Group Hazards

The regional hazardscape is broadly described below, with hazards grouped into 'natural', 'technological' and 'biological' hazards⁴.

2.3.1 NATURAL HAZARDS

EARTHQUAKE

- New Zealand straddles the boundary between two tectonic plates; the Pacific Plate and the Australian Plate which move towards each other by about 50 mm per year.
- The Waikato region includes some of the most seismically active parts of New Zealand with four large active faults; the Kerepehi Fault within the Thames Valley, the Ngangiho/Rangipo Faults in the southern part of the region, the Wairoa North Fault in the northern part of the Waikato Valley and the Taupo Fault Belt which extends between Taupo and Rotorua across the region's boundary.
- The area between Taupo and Rotorua is the most vulnerable part of the region for earthquakes. It contains many active fault lines running in a north-east direction.
- Small earthquakes occur on a daily basis, though there are longer gaps between larger earthquakes.

VOLCANIC

- The region is vulnerable to a number of volcanic hazards from various sources both within and outside the region. The most widespread, frequent and likely volcanic hazard is ashfall.
- Near source volcanic hazards include ballistic projectiles, ash fall, lahars, lava flows, pyroclastic flows and surges and debris avalanches.

The primary sources of volcanic threat from within the region are:

- Tongariro Volcanic Centre (the most active volcanic centre in New Zealand includes the recently active Mount Ruapehu, Mount Ngauruhoe and Mount Tongariro).
- Taupo Volcanic Centre, a rhyolitic volcanic centre located in the south of Waikato region, partially occupied by Lake Taupo. While there have been no eruptions in historic times, the pre-historic eruption record shows that there have been numerous catastrophic eruption events – the most recent being in 180 AD.
- Maroa Volcanic Centre: The Maroa Volcanic Centre is a rhyolitic volcanic centre located to the north of Lake Taupo, and consists of rhyolite domes and calderas. Although active, it is not considered to be a major hazard area due to the long timeframes between events.

The primary sources of volcanic threat from outside the Group are:

- Mount Taranaki: situated within the Taranaki region to the south-west of the group.

⁴ A key source document for this Section is the Waikato Emergency Management Office (2009): *Hazards and risks of the Waikato CDEM Group*. Waikato CDEM Group, Hamilton. Further information on each hazard can also be found at <http://www.waikatoregion.govt.nz/environmental-information>.

- Okataina Volcanic Centre: situated within the Bay of Plenty region to the east of the group.
- Mayor island: located offshore from the east coast of the Coromandel Peninsula.
- Auckland Volcanic Centre: located within the Auckland region to the north of the group.

TSUNAMI

There are tsunami hazards on both the east and west coasts. The primary sources of tsunami hazards include:

- Distal (far-field): 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 (Vanuatu).
- Local: the Tonga-Kermadec trench to the north-east and the Hikurangi Trench off East Cape, and to a lesser extent Mayor Island and the undersea landslides to the north of East Cape.

RIVER FLOODING

- Frequent, heavy rain and the steep gradient of many rivers means the region is prone to flooding from severe weather patterns, especially tropical cyclones and depressions⁵. River flooding is therefore the most frequent and widespread natural hazard within the region.
- The Kaimai/Coromandel Ranges and the catchments to the east of Lake Taupo typically have short, steep catchments, and rivers and streams that have a high sediment load and are highly active and unpredictable with typically short warning times.
- The lower reaches of the major river systems – the Waikato/Waipā, Waikou and Piako Rivers have a lower gradient and are more predictable during flood events.
- The main areas subject to flood hazards within the Group are the Coromandel rivers and streams, the Waikou and Piako river systems, the Lower Waikato River (from Ngaruawahia north) and land adjacent to the Waikou River, Tongariro and Tauranga-Taupo Rivers.

SEVERE STORMS

- The region is vulnerable to severe storms due to its northern geographical location (meaning that it is vulnerable to storms of tropical origin). The future effects of climate change is also likely to exacerbate its effects.
- Severe storm events occur across the Waikato region, but tend to severely impact the Thames Valley area and low-lying areas in other parts of the region.
- Severe wind events (including tornados, thunder cells and snowfall) are also widespread across the region, with severe wind events particularly common in the north-east area.

DROUGHT⁶

- Droughts occur when the rainfall deficit for a given period is more than the average rainfall deficit for the same period.
- Historically, water shortage and potential drought within the Waikato Region has not been as severe as in other regions of New Zealand, though water shortage events have impacted Waikato communities.
- Areas typically most affected by water shortage conditions are the Hauraki Plains, lower Waikato Basin, Thames-Coromandel District and Pukekohe areas. The recent drought event of 2008/09 resulted in direct, off-farm and total output economic impacts of over \$2 billion within the Waikato.

LANDSLIDES

- The region is susceptible to landslide hazards throughout its area, due to the nature of the climate and topography.
- While landslides are typically small-scale events, there are two significant landslide hazards within the group; the Hipaua landslide at the south-western edge of Lake Taupo and debris flow hazards along the western side of the Coromandel and Kaimai Ranges.

⁵State of the Environment Report (1998), WRC.

⁶<http://www.ew.govt.nz/Policy-and-plans/Risk-mitigation-plans/Water-Shortage-Risk-Mitigation-Plan/>

OTHER NATURAL HAZARDS

- Coastal Flooding and Erosion is a hazard along the western coast of the Coromandel Peninsula and in parts of the east coast, including Whitianga. Active coastal erosion areas occur primarily on the east coast of the Coromandel Peninsula, but also around harbours and river mouth along the west coast, including Mokau, Kawhia, Aotea and Raglan.
- Rural fire impacts rural forest, scrub, peat and tussock areas to various degrees across the region.

2.3.2 TECHNOLOGICAL HAZARDS

LIFELINE UTILITIES FAILURE⁷

Lifeline utilities failure can either be a result of direct systems failure or a consequence of a large-scale natural hazard event. The following types of infrastructure failure events have been identified in Waikato:

- Electricity failure: widespread loss of electricity to Hamilton City and/or major towns, or loss of electricity to an isolated, vulnerable area such as the Coromandel Peninsula over a considerable period of time. Loss of electricity to farming communities is also a significant risk, notably for the dairy industry.
- Telecommunications failure: loss of landline and/or mobile communications over a widespread area and/or in remote locations over an extended period of time.
- Transportation failure: loss of major land transport routes due primarily to natural hazards, or loss of significant infrastructure such as Hamilton Airport or the main trunk line railway.
- Other utility services failure such as water and sewerage services.

OTHER TECHNOLOGICAL HAZARDS

- Hazardous chemical accidents: spillage of toxic industrial chemicals in a populated area and/or into waterways, particularly where it affects potable water supplies, and hazardous substances events from industrial facilities – often associated with industrial fires.
- Transportation accidents: primarily air accident associated with Hamilton Airport.
- Terrorism: deliberate acts of sabotage against specific populated areas.
- River/lake control structure failure: downstream impacts from a dam-break scenario on the Waikato River.

2.3.3 BIOLOGICAL HAZARDS

HUMAN DISEASE⁸

- The 2009 incidence of influenza A (H1N1), also known as “swine flu”, has demonstrated to the World the speed with which modern transportation can facilitate the spread of disease.
- Since 2004, the potential of the H5N1 avian influenza virus to create a pandemic has been the cause of concern to governments worldwide. Considerable research, planning and preparation has been undertaken within New Zealand to prepare for response to a pandemic, including the Group Pandemic Plan.
- While the likelihood of a pandemic is uncertain, the consequences of a full-blown event would almost certainly be severe for the Group, and for New Zealand.

ANIMAL DISEASE⁹

- Animal diseases relates to a range of animal diseases typically found in livestock such as foot and mouth disease, bovine encephalitis and equine influenza.
- 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.

⁷<http://www.waikatolifelines.org.nz/>

⁸<http://www.moh.govt.nz/pandemicinfluenza>

⁹<http://www.biosecurity.govt.nz/pests/animals>

2.4 CDEM Group Risks

2.4.1 HAZARD RISK ANALYSIS

Table 2-1 describes a range of hazard scenarios, the likelihood and consequences of each hazard and an overall risk rating. The scenarios were based on maximum credible events for the Group, while noting that risks can vary greatly across the Group. The analysis indicates that tsunami poses the greatest risk to the Group.

2.4.2 RISK MANAGEMENT PRIORITIES

The Group also evaluated each hazard based on the following criteria:

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



The combination of seriousness, manageability and growth factors were combined to produce a prioritised list of risks that should be addressed in the Group. Table 2.2 shows the results of the risk prioritisation process, and lists the risks to the Waikato CDEM Group in priority order. The Group will use these risk priorities to guide the development of annual work programmes.

The risk profile within the region can be summarised as follows:

- A large and complex hazardscape.
- Despite the significant level of effort applied to some hazards such as tsunami and river flooding, the region remains vulnerable to the consequences of these hazards.
- Since the previous Group Plan was developed, events, research and exercising has highlighted the potential consequences of landslide (debris flow) and liquefaction due to earthquake.

The manageability implications of the Risk Prioritisation process are as follows:

- There have been limited reduction activities for risks with a rating of “very high” or “high” (with the exception of tsunami and flooding). There is a need to establish links between the day-to-day reduction activities of CDEM Group Members and Partners and encourage collective risk reduction activities.
- Readiness levels are generally high for risks rated as “moderate” or “low”, but there is opportunity for improvement to readiness and response procedures for higher rated risks – particularly for volcanic, tsunami earthquake and mass evacuation.
- There have been limited actions to address recovery issues and planning within the group. There are significant opportunities to improve recovery planning for most of the risks rated “very high” or “high”.

Hazard	Risk Evaluation	Frequency	Scenario and Consequences
Tsunami	Very high	Centuries	2.5m locally generated wave leading to inundation along east coast. Multiple deaths and injuries, widespread damage to buildings, local failure of lifelines utilities, large regional economic losses.
Earthquake	High	Millennia	There are two main areas where large damaging earthquakes could be generated (Hauraki and Taupo Fault Belt). These could result in multiple deaths and injuries, widespread damage to buildings, major failure of lifelines utilities and large economic losses followed by long-term reconstruction requirements.
Caldera Unrest	High	Decades to Centuries	An increase in the volcanic alert level for any of the caldera complexes from 0-1. No eruption signs are visible but social and economic responses would be significant due to uncertainty and likely length of unrest sequence (years to decades).
Severe Storm	High	Decades	Possible deaths or injuries, damage to buildings, electricity failure and road closures, economic losses.
Volcanic eruption (within region)	High	Decades to Centuries	Could expect up >20mm of ash across much of the region. Small likelihood of injuries close to vent, minor damage to buildings, some risk of failure of lifelines utilities including water supplies. Social and economic disruption, eg: agriculture and tourism industries.
Human Pandemic	High	Centuries	H5N1 outbreak (or similar) with 2% mortality rate. Multiple deaths (potentially thousands), widespread illness (40% of population), large economic losses, reduced workforce to maintain infrastructure.
Volcanic eruption (distal)	Moderate	Decades to Centuries	<20mm of ash across much of the region. Very minor to no damage of buildings, some risk of failure of lifelines utilities including water supplies closer to the source. Social and economic disruption.
River Flooding	Moderate	Centuries	River levels above flood protection schemes. Likely deaths and injuries, need for evacuations, isolated communities, widespread damage to buildings and infrastructure, large economic losses.
Animal Epidemic	Moderate	Unknown	Foot-and-mouth disease outbreak. Social impacts of unemployment and psychological impacts to rural communities, pressure on infrastructure, large economic losses through reduced exports.
Lifeline Utility Failure	Moderate	Unknown	Social disruption, possible injuries from increased accidents and urgent treatment requirements, economic losses.
Drought	Moderate	Decades	Loss of agricultural production, large economic losses, environment impacts.
Terrorism	Moderate	Unknown	Probable deaths and injuries, evacuations, social disruption, psychosocial impacts, loss of tourism, infrastructure damage.
Rural Fire	Moderate	Unknown	Possible injuries and health effects, disruption to transport systems, damage to rural infrastructure, economic losses, ecological impacts.
Landslide	Moderate	Centuries	Large scale landslide at Hipaua or debris flow along Coromandel Peninsula. Climate/weather and earthquakes are possible causes of smaller scale landslides. Multiple deaths and some injuries, localised damage to buildings, lifelines infrastructure damage, economic losses.
Hazardous Substances Incident	Moderate	Unknown	Possible deaths, health impacts from toxic fumes, evacuation, closure of transport routes, economic losses, impacts to environment – air and waterways.
Waikato hydro dam burst	Moderate	Unknown	Probable multiple deaths and injuries, inundation of buildings, damage to transportation links, lifelines infrastructure damage, economic costs, environmental effects from erosion.
Storm Surge/ Coastal Flooding / Erosion	Moderate	Decades	Inundation of coastal buildings, minor damage to coastal infrastructure.
Geothermal Ground Activity	Low	Unknown	Small scale eruptions occur at least annually, frequency is not well documents. Very localised impacts. Possible injuries, damage to buildings and infrastructure.
Transport Accident	Low	Unknown	Major Transport Accident - Air, Sea or Land. Multiple fatalities and injuries, pressure on rescue/health services.

TABLE 2-1: RISK ANALYSIS

	Risk Evaluation												
	Seriousness					Manageability					Growth	Total	Rank
Hazard	Social	Built	Economic	Natural	(a) Weighted Sub-total	Reduction	Readiness	Response	Recovery	(b) Weighted Sub-total	(c) Weighted Sub-total	(a) + (b) + (c)	
Tsunami (local)	5	4	4	4	9	3	2	4	5	3.5	4	16.5	1
Earthquake	4	4	3	4	7.7	4	4	5	5	4.5	2	14.2	2
Caldera Unrest	3	3	5	4	6.8	4	4	4	5	4.25	3	14.1	3
Severe storm	3	4	3	2	6.3	3	1	2	2	2	4	12.3	4
Volcanic eruption (within region)	2	3	2	4	4.9	4	4	4	5	4.25	3	12.2	5=
Human Pandemic	5	1	4	1	6.9	1	3	2	3	2.25	3	12.2	5=
Volcanic eruption (distal)	2	2	2	4	4.4	4	4	4	5	4.25	3	11.7	7
River flooding	3	4	3	4	6.7	1	1	2	5	2.25	2	11.0	8
Animal Epidemic	3	1	4	2	5.1	1	3	3	4	2.75	3	10.9	9
Lifelines Utility failure	3	3	2	1	5.3	3	3	2	2	2.5	3	10.8	10
Drought	2	1	3	3	4	2	3	3	2	2.5	4	10.5	11
Terrorism	4	2	2	1	5.8	1	1	1	1	1	3	9.8	12
Landslide	3	3	2	3	5.7	2	2	3	4	2.75	1	9.5	13
Rural fire	1	2	3	3	3.5	3	3	3	3	3	3	9.5	14
Hazardous subs. incident	3	1	2	2	4.5	1	2	2	2	1.75	3	9.3	15
Storm surge/coastal flood	2	2	2	2	4	2	2	2	2	2	3	9.0	16
Waikato River dam failure	3	3	3	3	6	1	2	2	3	2	1	9.0	17
Geothermal ground eruption	2	2	2	2	4	3	3	3	2	2.75	2	8.8	18
Major air transport accident	3	1	1	1	4	1	1	1	1	1	3	8.0	19
Major road accident	1	2	1	1	2.5	2	2	2	2	2	3	7.5	20
Ranking Values													
Note - Maximum value is 20, minimum is 4													
Extreme = 18-20		Very High = 15-17		High = 12-14		Moderate = 9-11		Low = 6-8		Very low = 4-5			

TABLE 2-2: RISK EVALUATION AND PRIORITISATION

2.4.3 HAZARDS OF NATIONAL SIGNIFICANCE

While Table 2.1 and 2.2 shows the risks that the group can reasonably expect to prepare for and manage, there are some potentially nationally significant hazards that are identified as being beyond the capacity of the CDEM Group to manage without wider support.

Examples of hazards that have been identified as potentially being matters of national significance (defined in the CDEM Act) that could affect the Waikato region include:

- Taupo Volcanic Centre eruption: caldera unrest that develops into an eruption;
- widespread human pandemic;
- widespread animal epidemic; and
- large-scale terrorist activity

Events of national significance still require the Group to be responsible for CDEM within the region, even where National CDEM activation occurs. The Group will develop scenarios for each of these hazards, and will undertake response planning for these events during the life of this Plan.

3. Risk Reduction

3.1 Introduction

Section 2 presented a wide range of risks facing the Waikato community. Risk reduction activities aim to minimise these risks (refer box to the right).

However, risk can rarely be eliminated altogether and the purpose of CDEM is to manage hazard risks, as far as practicable, within acceptable levels. The costs of risk reduction activities need to be balanced against the likely benefits. Available funding will almost certainly constrain what can be done, therefore there is a need to establish the communities' priorities for reducing risk. Emergency readiness, response and recovery offer other important risk management options when reduction is not feasible or affordable, as does risk transfer options such as insurance.

It also needs to be recognised that the community may consciously choose to accept the risks, for example living close to a beach or river because they enjoy the benefits in doing so.

3.2 Statutory and Policy Framework

The CDEM Act (2002) mandates the Waikato CDEM Group to identify, assess and manage the region's hazards and risks. However the Group is only one part of the region's risk management context, which involves many other stakeholders, including central government organisations, emergency services and lifeline utilities, as well as individuals and communities.

Also, the CDEM Act is only one of a number of statutes which provide legislative provision for risk reduction. Others include the Resource Management Act (RMA) 1991, Local Government Act 2002, Building Act 2004, Soil Conservation and Rivers Control Act 1941, and many others.

The New Zealand policy framework includes policies and plans such as Regional Policy Statements and District Plans under the Resource Management Act 1991 and Long Term Plans under the Local Government Act 2004. There are also numerous non-statutory instruments such as regional and local growth strategies, and hazard and risk management guidelines and plans.

3.3 Principles and Objectives

The Waikato CDEM Group **risk reduction principles** are:

- Risk reduction methodologies should be practical and achievable.
- Reduction activities among key stakeholders and the community should be coordinated and monitored.
- Reduction activities will be prioritised taking into account the impact on human life and safety, the economy, the built and natural environment as well as the manageability of the risk and the likelihood of it occurring.

The reduction objectives are those measurable outcomes that the Waikato CDEM Group intends to deliver on or achieve through the life of this Plan. In support of the National CDEM Strategy Goal 2 (Reducing the Risks from Hazards to New Zealand), the Group has adopted the following **risk reduction objectives**.

1. Improve the understanding of Waikato's hazardscape and associated risks across the community.
2. Long term reduction of the risks from hazards through collaborative planning with stakeholders.

Key Terms used in this Section

Risk reduction is the process of "Identifying and analysing long-term risks to human life and property from hazards; taking steps to eliminate these risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurring" (*National CDEM Strategy 2007*).

Risk reduction activities typically aim to reduce the consequence arising from hazards (eg: don't permit building in flood plains).

Examples of risk reduction activities include:

- land use planning;
- regulation of building codes and standards;
- flood management and coastal erosion protection structures;
- border control measures to minimise risk of pandemic disease coming into the country;
- strengthening critical structures and assets; and
- building redundancy into critical lifeline networks

Waikato Regional Policy Statement (WRPS):

Provides an overview of resource management issues in the Waikato Region. It provides policies and a range of methods to achieve integrated management of natural and physical resources across resources, jurisdictional boundaries and agency functions, and guides the development of sub-ordinate plans (regional as well as district) and the consideration of resource consents.

Action (a) in Table 3.1 contributes to the first objective (improve understanding of hazardscapes and risks) while actions (b)-(f) support the second objective (long term risk reduction through collaborative planning).

3.4 Issues and Actions

The CDEM Group Plan has identified a number of issues relating to risk reduction:

- Waikato has a complex hazardscape with a wide range of hazards. Some good material exists on the hazard analyses for the region, however there are gaps in some areas that require further scientific input and analysis and not all stakeholders have a good awareness of the hazards.
- Most risk reduction efforts in Waikato currently focus on flood mitigation, though the region also benefits from regional/local land use planning and national standards such as building codes. In addition, individual agencies such as lifeline utilities design, upgrade and manage their networks to be resilient to hazards.
- There is a need to develop a common understanding and interpretation of the purpose and status of reduction activities and practices. The Waikato Regional Policy Statement (WRPS) identified that a key issue relating to management of natural hazards was: *“The roles and responsibilities of local authorities and other agencies for the management of natural hazards in the Waikato Region have not been agreed or clearly identified. Until this is done, inefficiencies and/or a duplication of functions may occur”*.

Issue	Proposed Actions
Hazard identification, management and mitigation roles are not clear. Need for improved knowledge on liquefaction risks.	a) Establish a Regional Hazards Forum, to: <ul style="list-style-type: none"> ■ Coordinate and integrate hazard planning and strategy development. ■ Coordinate hazard and risk research across jurisdictional boundaries (with improved knowledge of earthquake/liquefaction risk noted as priority area). ■ Monitor that agencies are implementing policies in WRPS section 3.8.3.
Lack of a coordinated regional response to risk reduction. Lack of a common understanding of risk reduction principles.	b) Develop and Monitor a Group Risk Reduction Programme <ul style="list-style-type: none"> ■ Develop a risk reduction monitoring programme identifying key reduction activities by all Group Members and Partners. Work is aligned to national direction and best practice (i.e. MCDEM and GNS). ■ Include in the programme, a statement of purpose, principles and status of risk management, including risk reduction practice. ■ Review the programme to identify gaps and issues and recommend appropriate action by Member and Partner agencies. ■ Annually monitor and review progress against the programme and recommend appropriate action by Partner agencies.
The relationship and linkages between CDEM and other planning documents needs to be clearer.	c) CDEM Input and Review to Related Plans <ul style="list-style-type: none"> ■ Investigate methods of integrating planning between CDEM, RMA and LTP frameworks. ■ Review and submit (where appropriate) on district plan reviews, growth management strategies and other policies and plans with CDEM relevance.
TA participation in engineering lifelines group activities is not strong.	d) Advocate and Monitor Lifelines Group Participation <ul style="list-style-type: none"> ■ Monitor the level of engagement and contribution of TAs in the lifelines project. ■ Receive regular progress reports from the lifelines group on the status of key projects.
The Group's role in the Central Plateau Volcanic Advisory Group (CPVAG) and Caldera Advisory Group (CAG) is not clear.	e) Review Role in CPVAG and CAG <ul style="list-style-type: none"> ■ Clarify role and provide ongoing administrative support in accordance with the agreed Terms of Reference. ■ Fund the above projects on a 50/50 cost share basis with the Manawatu and Bay of Plenty CDEM Groups respectively. ■ Promote improved understanding of the volcanic hazard in the region.
Individual approaches to Earthquake Prone Building Policies may benefit from Group coordination.	f) Earthquake Prone Building Policies. <ul style="list-style-type: none"> ■ Facilitate a joint approach to review and ongoing development of these policies across the group.

TABLE 3-1: RISK REDUCTION ISSUES AND ACTIONS

4. Readiness

4.1 Introduction

Readiness comprises two distinct but related aspects:

1. **Community readiness:** the ability of individuals, families, businesses and communities to be able to meet their own needs during and after emergencies. Enhancing community readiness is primarily about public education, effective public warning systems and supporting community-level response planning.
2. **Organisational readiness:** the readiness of the CDEM Group Member and Partner organisations. Enhancing organisational readiness is primarily about ensuring that arrangements, standards and processes for response are in place and that emergency management staff have the capability to enact these arrangements.

The community and organisational readiness components are highly interdependent. Communities rely on the CDEM group to provide leadership and coordination during emergencies and CDEM groups rely on local communities for hazard awareness and warnings, local knowledge, relationships with community members and provision of response resources.

Readiness activities are the foundation of response and recovery activation; the capability and capacity during response and recovery is highly dependent upon readiness activities undertaken prior to emergencies occurring.

Key Terms used in this Section

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. Readiness is about building *capability* and *capacity* in CDEM.

Capability: The ability of an entity to deliver its objectives. In the CDEM context, capability means the effectiveness of cooperation and coordination arrangements across agencies for the delivery of resources in the event of an emergency.

Capacity: The adequacy of resources in terms of quantity and suitability of personnel, equipment, facilities and finances.

Resilience: The capacity of a community to draw upon its own individual, collective and institutional resources to cope with, adapt to, and prosper following the challenges and changes encountered during and after a significant adverse event.

4.2 Principles and Objectives

The group **readiness principles** are to:

- Achieve clarity and collaboration on the responsibility for and management of all readiness activities – especially the standards required and integration between management at the organisational, Local and Group CDEM levels.
- Collaborate regionally on readiness priorities, but provide flexibility to allow local implementation.
- Directly link readiness activities to building capability and capacity at the community and/or organisational levels.
- Ensure all Group Members commit to training and ongoing professional development and release of personnel for CDEM purposes.

In support of the National CDEM Strategy Goal 1 (Increasing community awareness, understanding, preparedness and participation in CDEM), the CDEM group has established the following **community readiness objectives**:

1. Increase the level of community awareness and understanding of the risks from hazards.
2. Improve individual, community and business preparedness.
3. Improve community participation in CDEM and hazard risk management decisions.

In support of the National CDEM Strategy Goal 3 (Enhancing New Zealand's capability to manage civil defence emergencies), the CDEM group has established the following **organisational readiness objectives**:

1. Maintain a Group Emergency Coordination Centre (GECC) that can effectively support local events and coordination of responses to regionally and nationally significant events.
2. Enhance the capability of CDEM personnel through professional development programmes.
3. Develop operational plans and processes to ensure systems and protocols are consistent and coordinated between local and group level and with Partner organisations.
4. Establish telecommunications and information management systems to support effective response coordination.

4.3 Community Readiness: Issues and Actions

Community readiness issues include:

- The measurement of levels of community readiness within the group is limited.
- There has been limited coordination of initiatives among Group Members, Partners and stakeholders in the development of public information and awareness initiatives.
- The level of community awareness of hazards, their consequences and potential community actions needs improving to provide a solid basis for effective community readiness planning.
- Anecdotally, community involvement in community-based response organisations is low or declining.

Key programmes to address these issues and deliver community readiness objectives are shown in bold and discussed further below.

Issue	Proposed Actions
Limited community awareness of the wide range of hazards and potential consequences.	a) Develop and implement a Group Public Education Strategy .
There is an opportunity to coordinate and improve public information management across the group.	b) Develop and maintain a Group Public Information Management Plan .
Declining community involvement in community-based response organisations.	c) Support and advocate the development of Community Response Plans . d) Support and advocate the CDEM initiatives of community-based groups. e) Support and encourage trained volunteer involvement in CDEM.
Limited measurement of levels of community readiness.	f) Develop and implement a system for measuring and reporting on community readiness and resilience.

TABLE 4-1: COMMUNITY READINESS: ISSUES AND ACTIONS

4.3.1 GROUP PUBLIC EDUCATION STRATEGY

It is intended that regional public education programmes will be developed and delivered collaboratively between the GEMO and local authorities to maximise the effectiveness of campaigns. Both the GEMO and local authorities will primarily focus public education around activities such as the national *Get Ready Week*, national or group exercises, and events.

GEMO public education activities will focus on raising public awareness of regional hazards (such as tsunami, flooding, earthquakes volcanic eruptions), what people need to do to prepare for an emergency and what they should do when an emergency occurs.

Local authority public education activities will focus on activities related to specific local hazards, drawing on generic MCDEM and GEMO public education resources as required.

Public education work programmes will be developed annually to:

- maximise the materials and resources available at national, group and local level;
- enable the targeting of specific audiences across the region; and
- leverage off MCDEM public education activities.

4.3.2 GROUP PUBLIC INFORMATION MANAGEMENT PLAN

The Group Public Information Management Plan outlines how local and group public information will be managed and coordinated in an emergency. The plan aims to put in place processes that:

- provide timely, accurate, and clear information to those who need it; and
- promote effective information management between government agencies, CDEM groups, councils, emergency services, lifeline utilities, the media, and the public.

4.3.3 COMMUNITY RESPONSE PLANS

Community response planning is currently undertaken in a variety of ways across the group, though not as part of a coordinated standardised framework. The Waikato CDEM group has received funding from MCDEM resilience fund and is currently reviewing its approach to community response planning to ensure robust, integrated end-to-end planning occurs to enable communities to respond to an event.

4.4 Organisational Readiness: Issues and Actions

Organisational readiness issues include:

- The need to increase the capability and capacity of response coordination staff through provision of improved training opportunities and better understanding of available skills and resources.
- Current communication and emergency information management systems do not meet the collective needs of the CDEM Group Member and Partner organisations.
- The transition between levels of emergency events is not well understood across the CDEM group.
- The need to improve coordination between key response organisations in large-scale events and in general the CDEM procedures across the group could be better defined and aligned.
- Fast-moving consumable goods (FMCG) and fuel providers are a critical part of response and recovery during major emergencies, and should be included in emergency management plans in the CDEM group area.

Key programmes to address these issues and organisational readiness objectives are shown in bold and discussed further below.

Issue	Proposed Actions
There is an opportunity to coordinate and improve training opportunities across the group.	a) Develop and implement a Group Professional Development Programme for CDEM and Partner agencies. b) Develop a Group Exercise Plan .
Limited understanding of skills and resources available to the group in emergencies.	c) Develop and maintain a database of personnel with CDEM skills and training across the region, and other key resources that are likely to be required in an emergency ¹⁰ .
CDEM agencies operate on different systems.	d) Implement and operate and test an Emergency Management Information System (EMIS) . e) Review options for an emergency radio network accessible to CDEM Members and Partners across the region, or other options to provide alternative communications if public services fail. This may include reviewing facilities available by other radio networks (eg: Amateur Radio Emergency Corps). Regularly test and review communication systems.
Warning Systems are not widely or consistently implemented around the group. There is no clear strategy.	f) Develop and implement an appropriate Warning Systems Strategy .
CDEM procedures across the group could be better defined and aligned.	g) Complete, review and align SOPs across the group for consistent response activities. Implement a consistent set of multi-agency response principles for the group.
There are 5 neighbouring CDEM Groups and Waikato may need to support evacuees from these areas.	h) Develop a Mass Evacuation Plan .
Lack of baseline Emergency Operating Centre operational capability	i) Review and define the baseline Capability Requirements for the GECC . Provide these baseline requirements including staffing, systems and other capabilities.
FMCG, fuel and some other sectors are not fully engaged with CDEM planning.	j) Develop a Liaison and Partnerships Strategy identifying how each CDEM stakeholder sector engages with the CDEM Group.

TABLE 4-2: ORGANISATIONAL READINESS ISSUES AND ACTIONS

¹⁰ This may be able to be implemented through the EMIS, depending on the functionality.

4.4.1 GROUP PROFESSIONAL DEVELOPMENT PROGRAMME

The purpose of the programme is to:

- address development needs for CDEM roles and functions that have been identified through a development needs analysis;
- ensure all staff and managers are capable of performing their GECC roles and demonstrate their competencies consistent with the CDEM Competency Framework;
- provide opportunities for shared learnings and coordinated training across all local and group CDEM staff; and
- achieve efficiencies by standardising training provision and combining and coordinating training opportunities across the group.

4.4.2 GROUP EXERCISE PLAN

The development and implementation of a Group Exercise Plan will:

- provide opportunities to review or test procedures and practice participants in defined roles; and
- ensure local, regional and national exercise plans are coordinated and aligned.

Exercises will be followed by debriefs and a review of current work programmes to ensure operational improvements are identified, addressed, implemented and tested.

4.4.3 EMERGENCY MANAGEMENT INFORMATION SYSTEM (EMIS)

The EMIS will be implemented so that it:

- is used by CDEM staff and Partner agencies across the group;
- provides up-to-date and consistent operational information during emergencies;
- manages data from all channels (voice, fax, email); and
- has functions for workflow and resource management.

4.4.4 WARNING SYSTEMS STRATEGY

The purpose of the Warning Systems Strategy is to ensure:

- appropriate warning systems arrangements are maintained and operational on a continual basis;
- standards for participation in the national warning system are maintained, per section 19.3.3 of the National CDEM Plan Guide;
- warning systems are integrated across the group, where appropriate; and
- compatibility with best practice and the National Warning Systems Strategy.

Current warning systems and processes are described in Section 5.5.

4.4.5 EMERGENCY RESPONSE PLANS AND STANDARD OPERATING PROCEDURES

The highest priority is the review, completion and standardisation of CDEM response plans and SoPs across the group. Mass evacuation planning has also been identified as a specific area requiring attention.

Existing MOUs (between territorial authorities and with other Groups) should be reviewed alongside the SoPs and response plans as many of these agreements contain procedural arrangements.

4.4.6 GECC CAPABILITY AND CAPACITY REVIEW

The MCDEM Capability Assessment identified concern about the group's capability and capacity to respond to larger or longer duration events. This project will identify GECC capability and capacity requirements in terms of staffing, systems and other resources, and put in place an implementation plan to deliver these requirements. The appointment of a Lifeline Utility Coordinator will be implemented as part of this review.

4.4.7 LIAISON AND PARTNERSHIPS STRATEGY

This strategy will be developed to ensure that CDEM Group Members, Partners and key stakeholders work together cooperatively by ensuring:

- regular and appropriate communication occurs between CDEM Group Members, Partners and stakeholders;
- structures and processes are developed for effective multi-agency coordination in an emergency event;
- there is a shared understanding of multi-agency capacity and capability in the group; and
- there is collaboration and cooperation with other CDEM Groups to share learnings (eg: shared training and exercises) and to develop arrangements for inter-Group support in response to a major CDEM event.

5. Response

5.1 Introduction

The first priority during emergency response is the safety of life. However response actions also aim to minimise the effect of the emergency and ensure that people are given early support to recover.

5.2 Principles and Objectives

The Group **response principles** are:

- Each CDEM Member and Partner is individually responsible for planning its own continuity in respect of emergencies.
- Each CDEM Member and Partner will have pre-planned and agreed coordination arrangements that enable each organisation to fulfil its function in an integrated and complementary manner within the CDEM group area.
- Coordinated and integrated planning will provide effective response and improve coordination in the management of day-to-day incident responses.
- Response arrangements focus on supporting and enhancing local emergency services capabilities and therefore increasing the thresholds of local capacity.
- Local authority response arrangements will provide community leadership and coordination during significant local emergencies.
- CIMS will be used by all organisations with emergency response roles to establish common incident management rules.

The CDEM group's **response objectives** are:

1. To provide support to communities, and the coordination and integration of response between communities and the CDEM Group.
2. To improve cooperation and coordination between CDEM Group Members and Partner organisations both prior to and during the response phase of a civil defence emergency.
3. To ensure that response plans are implemented effectively during emergencies.
4. To monitor, evaluate and continuously improve response coordination arrangements.
5. Emergency responses will be managed to ensure, as far as reasonably possible:
 - preservation of life;
 - prevention of escalation of the emergency;
 - maintenance of law and order;
 - care of sick, injured, and dependent people (first aid, medical, and evacuation facilities, and welfare);
 - provision of essential services (lifeline utilities, food, shelter, public information, and media);
 - preservation of governance (continuity of the machinery of government);
 - asset protection, including buildings and historic heritage assets (including structures, areas, landscapes, archaeological sites, and waahi tapu);
 - protection of natural and physical resources; and
 - preservation of economic activity.

Key Terms used in this Section

Response: The actions taken immediately before, during, or directly after a civil defence emergency to save lives, protect property and to support communities in the transition to recovery. Response starts prior to an emergency being declared and lasts until the immediate threats to lives, safety and property are over, and systems and processes are in place to manage the recovery process.

CDEM Partners: Key agencies with roles in CDEM response, including emergency services, lifeline utilities, welfare agencies and government agencies such as Ministry of Social Development.

Emergency Management Information Systems (EMIS): systems that are used to receive, process and disseminate all information in support of emergency response activities.

Emergency Operating Centre (EOC): The CDEM Group's EOCs in local authorities, for the coordination of local response activities, the management of local welfare centres, and the care of local communities.

Group Emergency Coordination Centre (GECC): The CDEM Group's centre for the coordination of regionally significant events and/or the management of critical resources during a local emergency.

Incident Control Points (ICPs): the location from which the Incident Controller coordinates the response to site-specific aspects of the emergency.

Regionally Significant Events: Events that are normally the result of:

- a large magnitude or geographic spread of an incident(s), causing one or more local EOCs to be activated, and Group coordination of critical resources is required;
- a warning of a significant event that will have wide-spread impacts; or
- coordinated assistance being required to support another CDEM Group.

5.3 Response Roles and Functions

In order to achieve the response objectives, it is essential for all stakeholders to have a good understanding of the primary response roles and functions.

5.3.1 PRIMARY CDEM RESPONSE ROLES

The following primary CDEM response roles have been identified by the group. The roles are further detailed in the Guide to the National CDEM Plan.

Agency	Responsibility
Local Authorities (LAs)	<ul style="list-style-type: none"> ■ Maintaining an ongoing response capability and capacity within LA boundaries. ■ Monitoring events and issuing warnings to local communities. ■ Assessing local response resources required for emergencies and activating those resources. ■ Providing response coordination for local emergencies within TA boundaries. ■ Providing community leadership and ongoing support to communities. ■ Providing for transition to recovery. ■ Providing response support and assistance to the Waikato CDEM Group and other CDEM Groups as required.
GEMO	<ul style="list-style-type: none"> ■ Maintaining response capability and capacity for group response coordination via the GECC. ■ Monitoring events and issuing warnings over the group area. ■ Assessing the group response resources required for response to emergencies and activating those resources in support of local EOC response. ■ Providing response coordination as required for local emergencies within the group. ■ Providing for transition to recovery at the group level. ■ Providing response coordination support between the CDEM group, MCDEM, and assistance to other CDEM Groups as required.
MCDEM	<ul style="list-style-type: none"> ■ Providing national CDEM management and support to CDEM Groups. ■ Initiating and coordinating any national emergency response from the CDEM sector. ■ Ensuring the establishment of structures to provide the capability to manage and respond to civil defence emergencies. ■ Providing support to sector stakeholders in their delivery of CDEM. ■ Managing central government response and recovery functions for large scale civil defence emergencies that are beyond the capacity of local authorities.
NZ Police	<ul style="list-style-type: none"> ■ Maintaining law and order. ■ Taking all measures within their power and authority to protect life and property. ■ Coordinating movement control over land, including communications and traffic control to assist the movement of rescue, medical, fire, and other essential services. ■ Assisting the coroner. ■ Conducting inland search and rescue. ■ Assisting with the dissemination of warning messages. ■ Providing security of evacuated areas, including the establishment of cordons. ■ Conducting evacuations. ■ Tracing missing persons and notifying their next of kin.
NZ Fire Service	<ul style="list-style-type: none"> ■ Fire fighting: to control, contain, and extinguish fires. ■ Containment of releases and spillages of hazardous substances. ■ Urban search and rescue for entrapped victims: including national management team, USAR task forces and registered response teams with USAR capabilities. ■ Limitation of damage: salvage of essential material from endangered locations. ■ Redistribution of water in order to preserve health and hygiene in stricken areas. ■ Assisting with evacuations.
District Health Boards (Waikato and Lakes)	<ul style="list-style-type: none"> ■ Provision of health services, including public, primary, secondary, tertiary, mental, and disability health services, in an emergency, and maintaining a response capability for significant incidents and emergencies. ■ Integrating the provision of health services with any regional and national response. ■ Coordination with other agencies such as local authorities, ambulance, fire services, and police. ■ Liaison with the EOCs or GECC leading up to, during and after an emergency.

Agency	Responsibility								
	<ul style="list-style-type: none"> Requiring health providers to have plans and resources in place to ensure they can respond to emergencies in an effective and integrated manner. Ensuring that hospitals and other health services are ready to function to the fullest possible extent. Provide health related advice relevant to the response to the Public Information Manager. Provide targeted information about patients and community client's specific care needs. 								
Ambulance providers	<ul style="list-style-type: none"> Participation on DHB regional groups and CDEM Groups as required. Preparing an incident and emergency plan that is integrated with that of the DHB. Ensuring that Ambulance services are ready to function to the fullest possible extent during and after an emergency. 								
Lifeline Utilities	<ul style="list-style-type: none"> Be able to function to fullest possible extent in an emergency, albeit at a reduced level. Establishing contact with and providing information on the status of their network to the EOCs and/or the GECC as agreed pre-event (refer section 5.7). Receiving EOC and/or GECC reports and taking action as appropriate – including requests for prioritisation of services to support the response effort. 								
Welfare Agencies	<table border="0"> <tr> <td>■ Psychosocial support</td><td>Registration of people</td></tr> <tr> <td>■ Emergency and temporary accommodation</td><td>Animal welfare</td></tr> <tr> <td>■ Inquiry and identity</td><td>Provision of helplines</td></tr> <tr> <td>■ Emergency food, clothing and bedding</td><td>Financial assistance</td></tr> </table>	■ Psychosocial support	Registration of people	■ Emergency and temporary accommodation	Animal welfare	■ Inquiry and identity	Provision of helplines	■ Emergency food, clothing and bedding	Financial assistance
■ Psychosocial support	Registration of people								
■ Emergency and temporary accommodation	Animal welfare								
■ Inquiry and identity	Provision of helplines								
■ Emergency food, clothing and bedding	Financial assistance								
Government departments and other agencies	<ul style="list-style-type: none"> All government departments have obligations under section 58 of the CDEM Act, and many non-Government organisations and other agencies have CDEM roles and responsibilities. The roles and responsibilities of Government departments, non-Government organisations and other agencies are outlined Annex 4.A of the Guide to the National CDEM Plan 2006. 								

TABLE 5.1: PRIMARY CDEM ROLES

5.3.2 SPECIFIC RESPONSE ISSUES AND FUNCTIONS

Attachment 2 provides an overview of the lead and support agency roles across the four “environments” – social, economic, built and natural.

5.4 Response Activation and Coordination Arrangements

The response structure for the CDEM Group is illustrated in Figure 5-1 and discussed further below.

5.4.1 INCIDENT CONTROL POINTS (ICPs)

ICPs are the fundamental on-site means of controlling Level 1 responses (refer to Table 5.2), where a single agency takes primary responsibility for response management. ICPs are often set up on or near to the incident site, and managed from a mobile response facility. The responsibility for setting up and managing ICPs rests with the Incident Controller from the lead agency (refer Attachment 2) and the systems for control of the incident are agency-specific.

The ICP is the location from which the Incident Controller coordinates the response to site-specific aspects of the emergency. Incident objectives, strategies and tactics for the site are formulated and directed from the ICP. An ICP is also the location from which responding agencies achieve coordinated situational awareness, response, resource management, and public information management.

5.4.2 EMERGENCY OPERATIONS CENTRES (EOCs)

EOCs provide permanent coordination facilities for supporting responses within territorial authorities and providing coordination between ICPs and the GECC. EOCs typically become fully activated during the transition from Level 2 to Level 3 responses. The role of EOCs is to:

1. Provide a base for the Local Controller to exercise coordination and control functions.
2. Provide a coordination and liaison point for all emergency services, voluntary organisations, territorial authority personnel and Government departments involved in emergency management during significant, multi-agency events.
3. Collect, collate, analyse and disseminate intelligence and information about the impact of the emergency from all parts of the district.

4. Control and coordinate the deployment of personnel and material resources throughout the District.
5. Keep the GECC informed on the emergency situation.
6. Provide public information management.
7. Activate Welfare Centres to service the needs of the affected communities.
8. Request assistance from the GECC as required.

EOCs may be activated at the request of responding agencies, the Local Controller or the Group Controller.

Each territorial authority is responsible for maintaining the EOC identified within its jurisdiction according to local arrangements. Some of the territorial authorities have shared services arrangements for delivery of the EOC functions, as discussed in Section 8.3.

One or more of the EOCs needs to have the capability and capacity to perform the role of GECC if the primary GECC is unavailable. The preferred alternate GECC will be reviewed as part of the broader GECC capability review (section 4.4).

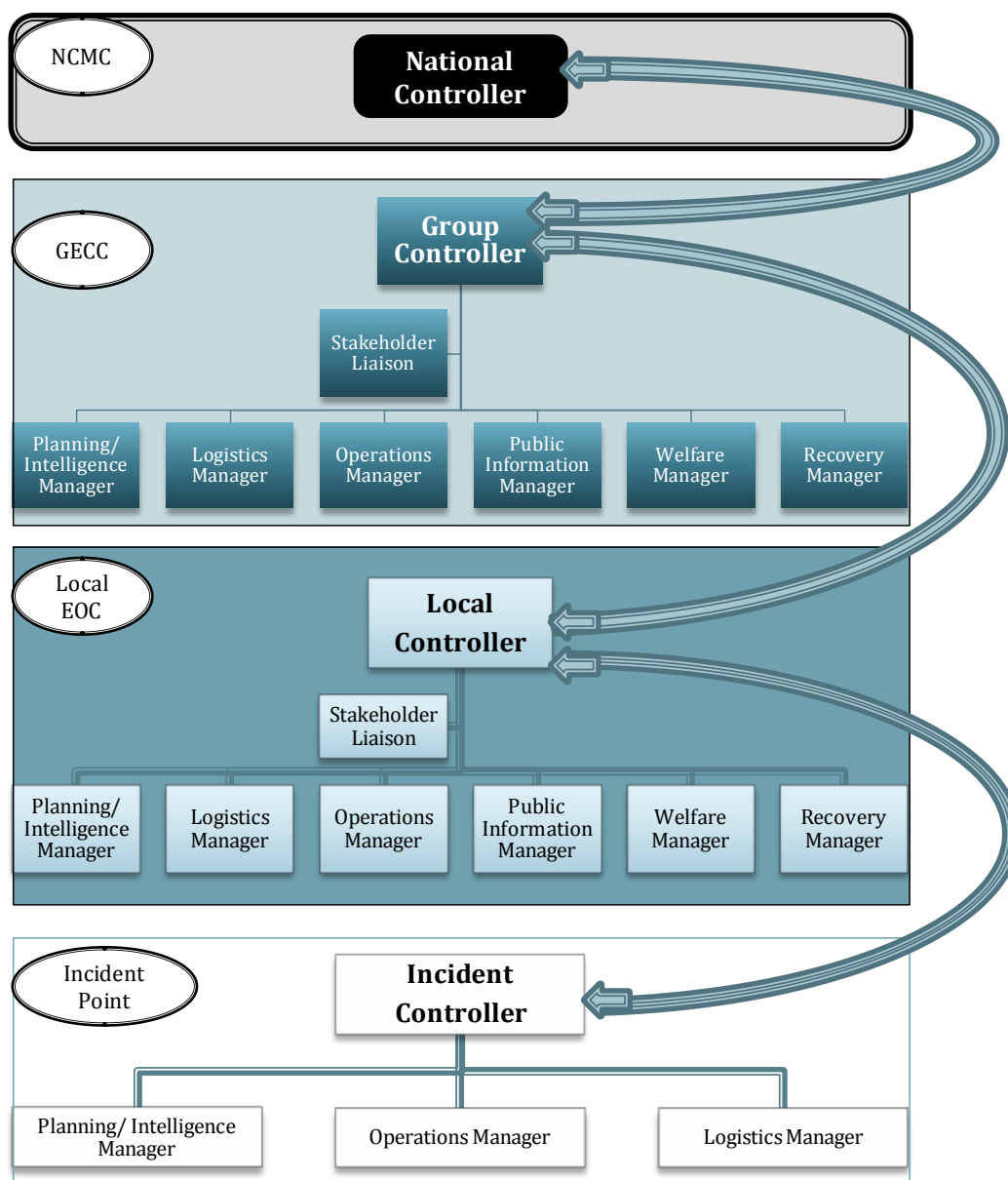


FIGURE 5.1: WAIKATO CDEM GROUP RESPONSE COORDINATION STRUCTURE¹¹

¹¹ The location of the proposed Lifeline Utility Coordinator role is not shown in the structure above and will be reviewed as part of the establishment of this role

Response level	Event description	EOC role	Group ECC role	Controllers role	Actions to support Controllers	Status
Level 1 Agency Incident Controller led	Single agency incident with on-site coordination. Can be dealt with by the agency without additional support possibly using CIMS.	Mode 1 - monitor <ul style="list-style-type: none"> Response agency EOC may be activated to support field based activities 	No role for the GECC	<ul style="list-style-type: none"> Incident Controller probably from agency operating within agency procedures. Local Controller may be informed. 	<ul style="list-style-type: none"> Defined by agency procedures. 	<ul style="list-style-type: none"> No declaration of local emergency by Group.
Level 2 Lead agency Incident Controller led	Multi agency incident with on-site coordination at an ICP. Can be dealt with by agencies using agreed procedures and CIMS structure. Incident Action Plan developed.	Mode 2 – Support <ul style="list-style-type: none"> May be requested by Incident Controller. Response agency EOCs may be activated to support field based activities. 	Mode 1 – monitor <ul style="list-style-type: none"> Initially via the GECC Duty Officer, who may provide support for local CDEM Duty Officers. 	<ul style="list-style-type: none"> Incident Controller to manage resources made available for best effect on site, keeping agencies, media and the public informed Local Controller involved. Group Controller may be informed. 	<ul style="list-style-type: none"> Apply CIMS principles and structure. Local CDEM duty officers may monitor and support if required and keep Local Controller informed. 	<ul style="list-style-type: none"> No declaration of local emergency by Group. CDEM Duty Officers may liaise and support each other. Local Controller may support and advise if requested.
Level 3 Lead agency Incident Controller led Local Controller supported	Multi agency incident with on-site coordination, and/or multiple single agency incidents, that would benefit from coordination	Mode 3 - Coordinate <ul style="list-style-type: none"> Local EOC activated to the extent necessary to coordinate the response. Notification for full activation of the EOC 	Mode 2 – Support <ul style="list-style-type: none"> GECC activated to monitor and support activities of the EOC and coordinate GECC level agencies if required. 	<ul style="list-style-type: none"> Local Controller providing local advice and direction without use of special powers. Group Controller monitoring through ECC and direct liaison with Local Controller 	<i>In addition to above...</i> <ul style="list-style-type: none"> Incident Controllers to inform Local Controller Maximise intelligence gathering Establish priorities for response Manage deployment of resources for best effect. Provide considered responses to media interest and implement public information initiatives Provide effective liaison with responding agencies Understand statutory limitations 	<ul style="list-style-type: none"> No declaration of local emergency by Group Local emergency to be considered by declarer in conjunction with EMC where possible. MCDEM Duty Officer notified

Response level	Event description	EOC role	Group ECC role	Controllers role	Actions to support Controllers	Status
Level 3 Local Controller led	Local emergency being coordinated by Local Controller.	Mode 4 - Manage <ul style="list-style-type: none"> Local EOC fully activated to coordinate responses by local agencies and support the affected community. Liaison with responding agencies 	Mode 3 - Coordinate <ul style="list-style-type: none"> GECC activated to the extent necessary to support the EOC. Heads up for full activation of the GECC Liaison with relevant agencies. 	<ul style="list-style-type: none"> Local Controller takes the lead in coordinating local response Group Controller supports the local response and provides advice and assistance. 	<i>In addition to above...</i> <ul style="list-style-type: none"> Local emergency declared for affected area. 	
Level 4 Group Controller led	Local emergency being managed by Local Controllers and coordinated by the Group Controller. May be the result of a warning of a significant event that will have regional impact. May be required to support another CDEM Group.	Mode 4 - Manage <ul style="list-style-type: none"> Continue as for level 3 	Mode 4 - Manage <ul style="list-style-type: none"> GECC fully activated to coordinate Group-wide response and to support EOC activities. Liaison with Group-level responding agencies and MCDEM. 	<ul style="list-style-type: none"> Local Controllers continue to take the lead locally against the priorities set by the Group Controller. Group Controller provides strategic advice and direction to ensure Group-wide priorities are met. 	<i>In addition to above...</i> <ul style="list-style-type: none"> Local emergency may be terminated and new emergency declared for wider area (if appropriate) 	<ul style="list-style-type: none"> The new emergency should be declared first and the old emergency terminated. There should be no gap in the period covered by the declarations.
Level 5 National Controller led	National emergency being managed by Local Controllers, coordinated by the Group Controller in accordance with the priorities set by the National Controller.	<ul style="list-style-type: none"> Mode 4 - Manage Continue as for level 3 and 4 	<ul style="list-style-type: none"> Mode 4 - Manage Continue as for level 4 	<ul style="list-style-type: none"> Local Controllers continue to take the lead locally against the priorities set by the Group Controller. Group Controller provides strategic advice and direction to ensure Group-wide priorities are met against the priorities set by the National Controller 	<ul style="list-style-type: none"> Continue as for level 4 	

TABLE 5.2: RESPONSE COORDINATION MATRIX

5.4.3 GROUP EMERGENCY COORDINATION CENTRE (GECC)

The GECC provides a permanent coordination facility for response to regionally significant events. A state of local emergency may or may not be declared for the event to be considered regionally significant. However, the GECC is activated in support whenever an emergency response by the territorial authorities is being initiated through an EOC.

The role of the GECC at response levels 3 and 4 is to:

1. Provide a base for the Group Controller to exercise his/her functions.
2. Collect, collate, analyse and disseminate intelligence and information about the event.
3. Provide advice to the NCMC on the status and nature of response within the group.
4. Provide advice to EOCs on response and gathered intelligence.
5. Liaise between EOCs and the Group Controller.
6. Coordinate the responses of regional level agencies in support of the local response.
7. Provide coordination for national resources assigned to the group.
8. Organise support with other CDEM Groups.
9. Provide and coordinate resources and facilities for the Group Controller.
10. Coordinate a group-wide response (communications, database access, expert advice, briefing and liaison).
11. Planning and intelligence services: responsible for the collection and evaluation of information related to the incident and reporting this to the CDEMG Controller and developing appropriate action plans.
12. Public information: responsible for preparation, dissemination and coordination of public information.
13. Coordinated liaison with Partner agencies: responsible for communication with representatives from other organisations within the region (e.g. utilities, welfare, emergency services)¹².
14. Logistics: responsible for the allocation and prioritisation of facilities, services and materials or resources necessary for emergency management response.

Detailed arrangements for GECC operations are documented in the GECC Operating Manual.

5.4.4 NATIONAL CRISIS MANAGEMENT CENTRE (NCMC)

The NCMC is the Government's facility for coordinating the response to events of national significance and providing national support to CDEM groups for regionally significant events. MCDEM is responsible for ensuring the NCMC is maintained in a permanent operational state. Activation of the NCMC is typically undertaken by MCDEM, however, in some instances the Ministry may not be the lead agency for the coordination of Government responses, such as terrorism and pandemic response.

The NCMC is used to manage existing or potential national emergencies or civil defence emergencies of national significance, and to support CDEM Groups in their management of local civil defence emergencies. The NCMC:

- gathers, collates, assesses and produces information;
- directs response operations and support, issues public information and conducts media liaison;
- informs and advises the Government; and
- where required, coordinates government and non-government resources.

Activating the NCMC for a civil defence emergency involves links with GECCs, key support agencies and national lifeline utilities. The NCMC may activate in support of Waikato CDEM group responses at any level, but typically will activate in support for a Level 3 or 4 GECC response. The primary interaction between the NCMC and the Group will be between the National Controller and Group Controller as illustrated in Figure 5.2.

5.4.5 ACTIVATION OF RESPONSE ARRANGEMENTS

Activation of response coordination is on the basis of need, generally as a result of receipt of a warning, or a response to a sudden or gradually escalating event. Activation involves the mobilisation of personnel and EOCs in response to an event. Initial activation of response coordination occurs via CDEM Duty Officers, who maintain a continuous response capacity at both the EOC and GECC levels.

The response and activation levels of EOCs and the GECC were outlined within Table 5.3. The specific activation procedures for EOCs and the GECC are contained within the respective Standard Operating Procedures of the

¹² Noting that local level liaison around operational matters will also be occurring.

administering organisation. The nature and extent of the emergency will dictate the functions required in the EOC and the staffing levels necessary to manage them. Due consideration must be given to the advice of emergency services and CDEM Group staff as well as the need for the functions of the EOC and GECC (as outlined in section 5.2).

5.5 Warning Systems

5.5.1 AGENCIES RESPONSIBLE FOR ISSUING WARNINGS

Warnings are the notifications used to advise agencies, authorities, and the public of possible events, enabling them to prepare for a potential or actual emergency. Early warnings and alerts to potential hazards and emergency events enables effective response and timely mobilisation of resources.

There are a number of agencies involved in surveillance, monitoring and assessment of hazards, both at the national and local levels. These agencies are responsible for alerting the public and emergency management agencies to an incident that may be a pre-cursor to a civil defence emergency. In a number of cases, these agencies are also responsible for issuing warnings under the National CDEM Plan 2006. Table 5.4 sets out a summary of key agencies involved in the issuing of warnings and their responsibilities for various hazards.

5.5.2 NATIONAL WARNING SYSTEM

The National Warning System establishes a process for the receipt of general warnings and communication of CDEM related warning information at all hours. MCDEM maintains the system to issue civil defence warnings received from responsible agencies. National warnings must be provided by MCDEM to CDEM Groups, local authorities, police, certain government departments, lifeline utilities, and certain broadcasters.

Hazard	Lead Agency	Responsibilities
Volcanic unrest or eruption	GNS Science (Geonet)	Develop and disseminate volcanic status (Volcanic Alert Levels) to MCDEM and CDEM Groups.
Earthquake	GNS Science	Develop and disseminate seismic activity (magnitude/location) to MCDEM and CDEM Groups and public.
Severe weather	MetService	Issue severe weather outlooks, watches and warnings; special weather advisories; severe convection and thunderstorm outlooks; road snowfall warnings; heavy swell and storm surge warnings.
Regional and distal source tsunami	MCDEM	Receive tsunami information bulletins, watches or warnings from the Pacific Tsunami Warning Centre and issue warnings to CDEM Groups and the public.
Local source tsunami	Waikato CDEM Group	It may not be possible to warn the public due to short timeframes, so response relies on the public responding to physical warnings.
Public health and pandemic	Ministry of Health/District Health Boards	Develop and disseminate alerts and warnings to MCDEM, CDEM Groups and the public.
River flood	WRC	Develop and disseminate regional river flood warnings and flood level predictions.
Rural Fire	Rural Fire Authorities	Develop and disseminate warnings about adverse weather conditions likely to increase the possibility of rural fires.
Animal disease	Ministry of Agriculture and Forestry	Develop and disseminate alerts and warnings to MCDEM, CDEM Groups and the public
Tides	National Institute of Water and Atmosphere	Develop and disseminate warnings about tidal events that are likely to present risks to coastal communities.
Drought	WRC	Identify conditions that may lead to droughts and issue advice to communities and stakeholders.
Land instability	GNS Science	Issue alerts and warnings.
Any hazards that may lead to or exacerbate an emergency	MCDEM and emergency services	Warnings may be issued for any hazard by the National Warning System, and MCDEM is responsible for notification to CDEM Groups.

TABLE 5.4: AGENCIES RESPONSIBLE FOR HAZARD WARNINGS

5.5.3 WAIKATO CDEM WARNING SYSTEM

The Waikato CDEM Group is responsible for maintaining warning systems and disseminating warnings to local communities within the CDEM group area. The role of the CDEM warning system is to issue warnings to the public concerning physical safety from a hazard or emerging threat, prior to and during a civil defence emergency. The Waikato CDEM warning system is illustrated in Figure 5-3.

Initial notification of hazard events comes from alert notification systems from either the National Warning System, local or Government agencies responsible for warnings and/or directly from local communities. Warnings from the National Warning System are distributed to local authority CDEM Duty Officers. Local arrangements and procedures are then used to:

- disseminate warning messages across the CDEM group organisations as required;
- issue warnings to local communities;
- activate response to the event; and
- notify other agencies such as MCDEM.

While the framework for the Group warning system are in place, the Group recognises the need to continuously improve warning systems, public awareness and work towards an integrated system. The actions to be undertaken in maintaining warning systems and working towards an integrated system are outlined in section 4.

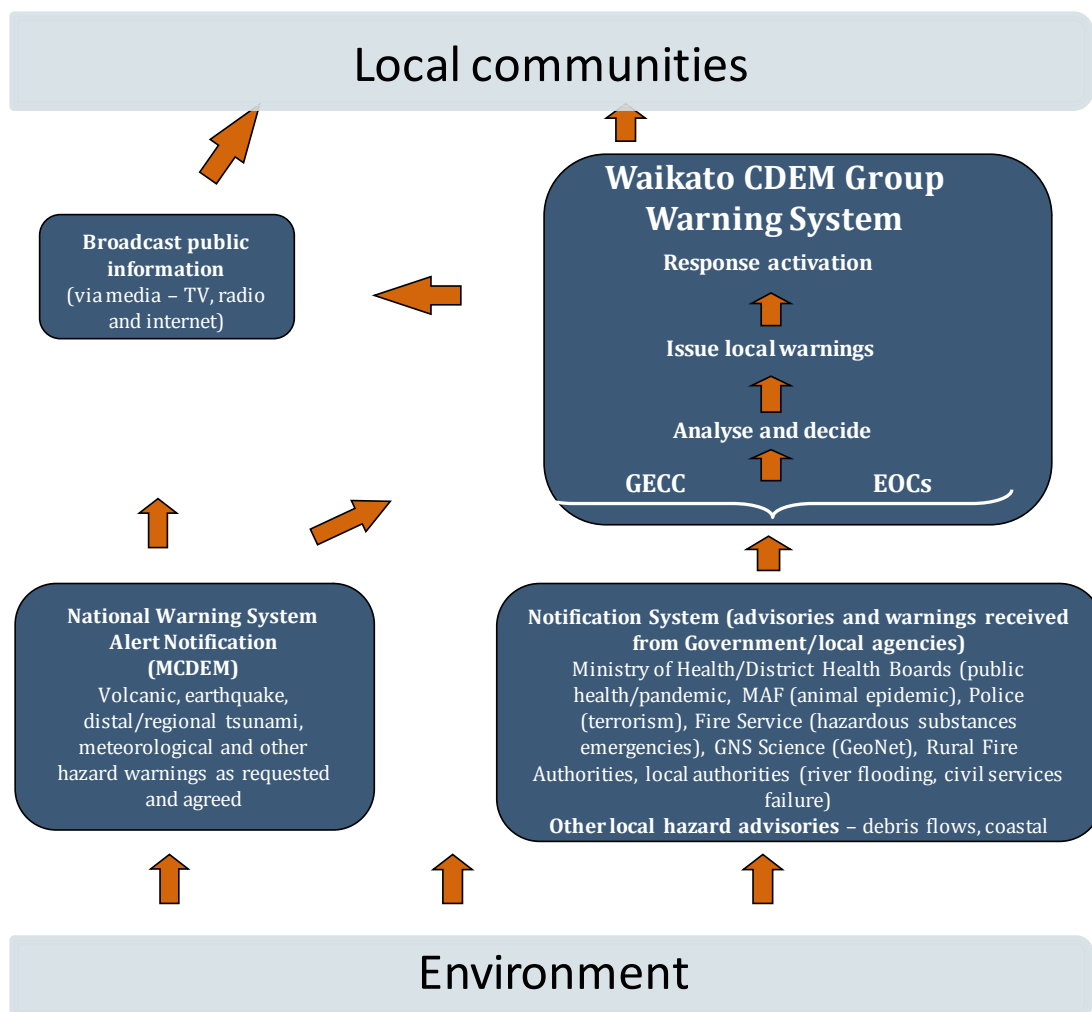


FIGURE 5.3: WAIKATO CDEM WARNING SYSTEM

5.6 Declaration Arrangements

This Plan identifies situations that require consideration to be given to the declaration of a state of emergency. In so doing, it also recognises the many issues that need to be considered, and the need for a decision to declare being based on a thorough and well informed risk evaluation at the time of the emergency. Under the CDEM Act 2002, there are two types of declarations.

1. National declarations: Under section 66 of the Act, the Minister of Civil Defence may declare that a state of national emergency exists over the whole of New Zealand, or any areas or districts, if an emergency has occurred or may occur, and the emergency is, or is likely to be, of such extent that it is beyond the resources of the CDEM Group(s) whose area(s) may be affected by the emergency.

2. Local declarations: Under section 68 of the Act, a state of local emergency may be declared by those persons authorised under the CDEM Act.

While the Lead Agency for a specific function may not change as the result of a declaration, overall coordination becomes the responsibility of the CDEM Group. Declaring a state of emergency gives the Group Controller access to statutory powers under the CDEM Act to protect life and property in emergency events (refer Glossary for definition of emergency events). Local Controllers also gain statutory powers under a declaration.

5.6.1 FACTORS TO CONSIDER BEFORE DECLARING

Factors to consider before making a declaration include:

1. Can the emergency be managed through the powers of agencies without a declaration being made?
2. Can a Controller coordinate without the need for a declaration?
3. Is there clear and present danger to the population within the group area?
4. Is there a need to evacuate significant numbers of people?
5. Are lifeline utility services still functioning e.g. power, roads, water supplies?
6. Are any problems perceived if any (or all) of lifeline utility services are unavailable for several days?
7. Is sufficient and correct information available?
8. Have other agencies been consulted in reaching a decision to declare?

⇒ **Director's Guideline for CDEM Sector (DGL 05/06); Declarations, provides detailed guidance on the Declaration process.**

5.6.2 AUTHORISATION FOR LOCAL DECLARATIONS

LOCAL DECLARATIONS WITHIN TERRITORIAL AUTHORITIES

In accordance with section 25(5) of the Act, the following persons are appointed to make local declarations within all or part of a territorial authority area:

- The Mayor, or a designated elected member of the territorial authority in the absence of the Mayor.

Typically, the following should be consulted:

- The Chief Executive Officers of the appropriate territorial authorities.
- The Local Controller.
- A representative from MCDEM.
- The Group Controller.
- The Chair of the Joint Committee, as required.
- Senior members of the emergency services, as required.
- Other agencies as deemed appropriate.

LOCAL DECLARATIONS WITHIN THE WAIKATO CDEM GROUP AREA

In accordance with Section 25 of the CDEM Act 2002, the following persons are appointed by the Joint Committee to make local declarations for all or part of the Waikato CDEM group area:

- The Chairperson of the Joint Committee.

In the absence of the Chairperson, the following person is authorised, in order, to undertake this function:

- The Deputy Chairperson of the Joint Committee.

In the absence of the Chairperson and Deputy Chairperson, the following persons are authorised to undertake this function:

- Any other Member's representative on the Joint Committee.

Prior to making a declaration for all or part of the Waikato CDEM group area, the person authorised to declare should consult with:

- The Group Controller.
- Persons appointed to make local declarations within territorial authorities.
- Local Controllers.
- CEOs of affected Councils.
- A representative from MCDEM.
- Senior members of the emergency services, as required.
- Other agencies as deemed appropriate.

If at any time it appears to the Minister of Civil Defence that an emergency has occurred or may occur in the area and a state of local emergency has not been declared, the Minister of Civil Defence may declare a state of local emergency for that area.

5.6.3 EXTENSION AND TERMINATION OF LOCAL DECLARATIONS

In accordance with Section 71 of the CDEM Act 2002, a state of local emergency may be extended by declaration by a person authorised by the Waikato CDEM Group or by the Minister of Civil Defence. Cessation of a state of declaration, either through expiry of the declaration or through termination, will also be publicised to stakeholders and the public in accordance with the Public Information and Media Management Plan. Cessation of the declaration is a significant event because it marks:

- the formal end of the execution of the statutory powers of the Controller;
- a key point in the financial recording of expenditure by central and local government; and
- a key point for the emotional and societal rehabilitation of the affected community by signalling that regeneration has begun.

Before a declaration terminating a state of local emergency is made, all arrangements for recovery management should be in place.

The forms for extension and termination of local declarations are contained in the CDEM Act 2002.

5.7 Emergency Communications and Information Management Systems

INFORMATION MANAGEMENT SYSTEMS

In the CDEM context, information management systems are those systems that are used to receive, process and disseminate all information in support of emergency response activities. This is covered for the Waikato CDEM Group by the EMIS. Implementation of the EMIS is identified as a priority in section 4.

TELECOMMUNICATIONS SYSTEMS

The primary means of emergency telecommunications within the Waikato CDEM Group is land and cellular telephone systems. In case of failure of these primary systems, alternative telecommunications systems include:

- HF (State Services Band) maintained by MCDEM, some territorial authorities and the GECC.
- Fleetlink maintained by GECC (three of the four EOC's and the GECC have Fleetlink capability).
- Satellite communications (three of the four EOC's and the GECC have Satellite capability)
- Amateur radio that is privately owned and operated.

CDEM telecommunications systems must be able to function in both day-to-day and emergency conditions. The order of preference for communication methods within the group during responses is as follows:

1. Electronic messages between computers.
2. Facsimile.
3. Voice over the public switched telephone network.
4. Voice over HF or VHF radio.

Specific arrangements for the Group telecommunications and information management systems are documented within the local EOC and the GECC Operating Manuals (in development) and communications plans.

5.8 Other Response Functions

5.8.1 PUBLIC INFORMATION MANAGEMENT

Public information management (PIM) during an emergency involves collecting, analysing, and disseminating information to the public. It promotes effective leadership and decision-making, and enables the people affected by the emergency to understand what is happening and take the appropriate actions to protect themselves.

The primary responsibilities of Public Information Managers are:

1. Establishment of public information response within EOCs/GECC.
2. Media liaison and information management.
3. General emergency information release.
4. Coordination and liaison with Controllers, other PIMS and national response agencies.
5. Assistance with establishment and management of enquiry centres.
6. Management of VIPs.

The Group has appointed a Public Information Manager who is responsible for developing and maintaining the Group Public Information Management Plan (refer section 4.3).

5.8.2 WELFARE

Welfare includes supporting people with the provision of shelter, accommodation, food, clothing and other financial assistance, psychosocial support and advice. Providing for the welfare of disaster victims is one of the most important tasks of CDEM organisations. Welfare assistance may have to be immediate in order to cope with the physical and emotional well-being of people including bereavement, physical injury, separation, personal loss of clothing, housing, goods, employment and income during periods such as evacuation, movement and rehabilitation.

The primary welfare activities undertaken within the Waikato CDEM group during response are:

- registration of evacuated and affected persons and provision of local inquiry service;
- provision of emergency clothing and bedding;
- provision of emergency catering or food provision to isolated persons and provision of meals for people at welfare and evacuation centres, those unable to care for themselves and CDEM response personnel;
- identification and provision of emergency accommodation;
- communication with affected people in isolated areas to assess their immediate and ongoing welfare needs;
- liaison with telecommunication providers with respect to the maintenance and/or restoration of telecommunications links – particularly in affected isolated areas;
- identification and evacuation, when and where necessary, of vulnerable people (for example, pregnant women, the elderly and sick persons and those with disabilities) from isolated areas;
- immediate personal support services including the identification of agencies with the capacity to put in place services that mitigate the effects of trauma on individuals and communities;
- immediate companion animal care;
- donated goods management;
- identification of locations for welfare, evacuation and recovery centres;
- support the operation of welfare, evacuation and recovery centres;
- provision of registration and evacuation information to the National Welfare Coordination Group if requested;
- liaise with all welfare agencies to ensure their supporting needs are met (for example, logistics); and
- manage the welfare function in response by coordinating agencies; monitoring welfare provision against arising needs in response; identifying gaps and supporting responding welfare agencies.

Welfare delivery within the group is primarily dependent upon the capability and capacity of territorial authorities at the local level, but also depend upon the ability of the Welfare Advisory Group (WAG) to liaise with national level agencies to obtain welfare support. Territorial authority arrangements provide for local coordination of

response functions by a Local Welfare Manager or equivalent person, pre-determined locations of welfare centres and detailed arrangements for setting up and managing welfare centres.

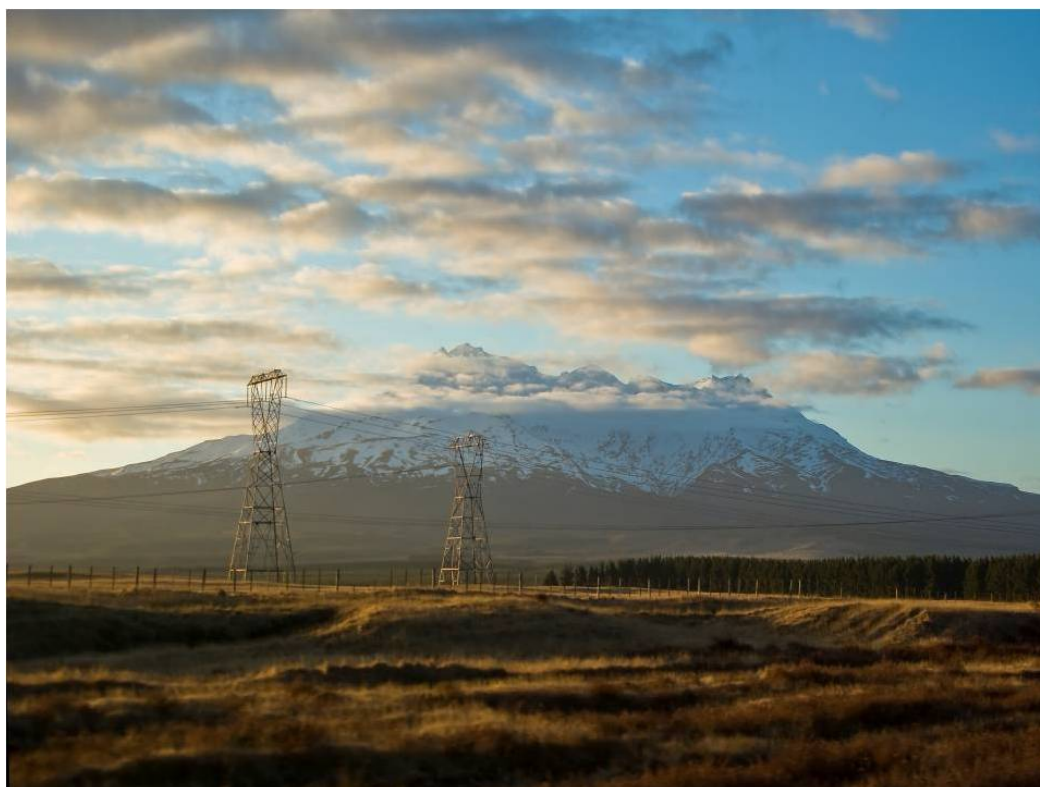
The Local Welfare Manager's role is to manage delivery of services associated with a local state of emergency.. The Group Welfare Manager liaises with the Local Welfare Manager/s to support local welfare delivery and may be supported by a Welfare Coordinator at the GECC if required. Together they determine any gaps in delivery of welfare services across the affected area/s. The Group Welfare Manager will in turn liaise with the Welfare Advisory Group to best identify coordination of the welfare resources across the region.

Welfare response at the Group level is coordinated by the Welfare Advisory Group. Membership is drawn from all key welfare organisations within the group¹³. National welfare assistance will be sought when the Waikato CDEM group cannot meet demand for welfare assistance and requires help from either the responsible national agency, National Welfare Coordination Group or the National Controller.

5.8.3 LIFELINE UTILITY COORDINATION

Coordination of group level lifeline utility information and response is a key function of the GECC. The appointment of a Lifeline Utility Coordinator to perform this function will be implemented as part of the GECC Capability review. To support lifeline utility coordination processes, utility providers are expected to be able to provide the following information where possible:

- the scale and extent of event impact on networks;
- major disruptions experienced, including location and number of users affected;
- the nature and locations of immediate actions that require the support of access and tasking prioritisation;
- estimated restoration times for known disruptions;
- priority areas of response actions being undertaken;
- alternative solutions available to users where appropriate;
- precautions, and public information to be promulgated; and
- requests for support or specific information.



¹³ A list of participating welfare organisations can be found within the GECC Operating Manual.

6. Recovery

6.1 Introduction

Communities that can quickly restore the everyday functions of life, such as returning to homes and re-opening businesses, will recover from emergencies more quickly. The importance of reducing the long-term consequences of civil defence emergencies through sound recovery planning and management cannot be overstated.

Financial recovery arrangements are covered in Section 8.

6.2 Principles and Objectives

The CDEM group **recovery principles** are:

- Group recovery capability and capacity is founded at the local territorial authority level, and will build upon local recovery capability and capacity.
- Taking an inclusive approach to community participation, recognising the roles of individuals and communities and recognising the diversity of communities and the importance of taking local knowledge into account.
- Begin the recovery process at the beginning of the response phase, take immediate actions to ensure the safety of individuals and communities, and integrate recovery with response wherever possible.
- Make recovery management a part of the everyday work of the group, and integrate the work with existing organisational systems wherever possible.
- Ensure that recovery management is comprehensive by linking recovery activities to the other 'Rs' activities.

The CDEM group **recovery objective** is:

- To implement effective recovery planning and management arrangements which meet the immediate needs of communities, and provide for the long-term regeneration of communities.

6.3 Transition to Recovery

The transition from response to recovery needs to be well managed and communicated to all stakeholders to ensure continuity. While recovery begins on the first day of an emergency, it gains momentum when the state of local emergency is terminated.

It is important to consider the implications of the termination of the state of civil defence emergency will have on CDEM activities. Not only will statutory powers cease, but some agencies and organisations whose contribution may be linked directly to the state of civil defence emergency may decide their role is over. During transition to recovery there is a gradual shift in priorities away from the urgent, immediate community needs towards long-term community welfare and regeneration.

The Controller has a key role in ensuring that the transition is managed effectively and in a timely manner, by:

- identifying issues for the Recovery Manager to act on;
- including the Recovery Manager in critical response briefings;
- being aware of recovery planning requirements and tasks prior to the termination of the state of emergency;
- ensuring that agencies with both response and recovery obligations are aware of their continuing role;
- initiating key recovery arrangements during the response; and
- motivating the affected community to help itself.

The Controller should prepare a Response Transition report immediately prior to termination of the state of emergency (or the end of the response if a declaration has not been made), outlining:

- the Response Action Plan in place at the time of transition noting actions that are incomplete;
- the type and status of all assigned resources;
- action taken to finalise the calculation of emergency expenditure; and
- a summary of the type and extent of damage and impacts on the community at the time of transition.

Key Terms used in this section

Recovery: The coordinated efforts and processes to effect the immediate, medium and long-term holistic regeneration of a community following an emergency. The aim is to increase the speed at which communities can resume normal activities. Recovery often lasts many times longer than response, involves a far greater level of planning and management and is a very complex process.

Local Recovery Managers may establish local taskgroups to support recovery management, and participate in the Recovery Action Group as required. The Local Recovery Manager may also liaise directly with MCDEM 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.

6.4.3 GROUP RECOVERY OFFICE

The Joint Committee via CEG is responsible for coordinating the recovery process at Group level and reporting to Government. CEG fulfils this responsibility by ensuring the Joint Committee appoints a Group Recovery Manager, to coordinate recovery across the group during and following an emergency. The Group Recovery Manager reports to the Joint Committee 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.

6.4.4 NATIONAL RECOVERY OFFICE

The Director of MCDEM 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. A Recovery Coordinator may be appointed by the Minister via the Director, if the Minister considers that the Group is unable to ensure that recovery activities can be carried out.

6.4.5 RECOVERY TASK GROUPS

There are five key task groups that are based on sectors (or “environments”), as illustrated in Figure 6.2. The key roles of each task group are to represent and support the interests of that sector, contribute to the resolution of issues and development of recovery goals, coordinate tasks among participating organisations and provide advice to recovery offices.

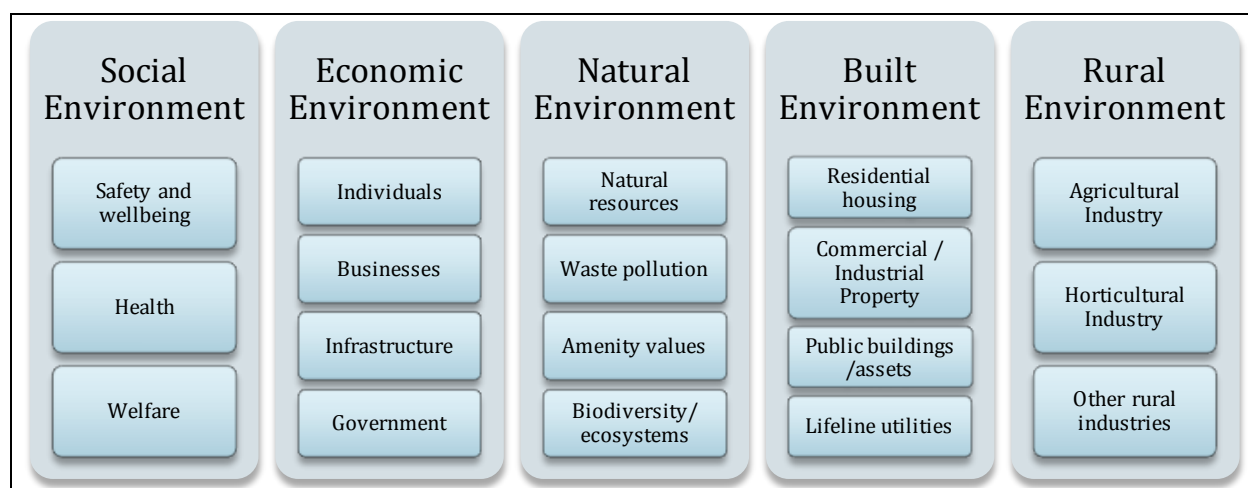


FIGURE 6.2: WAIKATO CDEM GROUP STRUCTURE FOR RECOVERY TASK GROUPS

6.5 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 arrangements for work required both prior to recovery and during activation of the recovery arrangements are as follows:

6.5.1 WORK REQUIRED PRIOR TO RECOVERY

1. Ensure that Local Recovery Managers and a Group Recovery Manager and Alternate are appointed, trained, have established relationships with key recovery stakeholders, and are familiar with and able to activate recovery arrangements.
2. Review, update and maintain recovery arrangements at both the local and group levels.
3. Ensure that regular testing of recovery arrangements occurs in conjunction with exercise programmes.
4. Ensure that recovery arrangements are part of the monitoring and review programme.
5. Encourage regular meetings with key stakeholders to encourage the development of relationships.

6.5.2 ACTIVATION OF RECOVERY PROCESSES

1. Begin the recovery process on the first day of response.
2. Ensure that Recovery Managers activate recovery using some or all of the group recovery structure, and quickly adapt the structure to suit the characteristics of the event.
3. Conduct recovery according to the recovery principles.

The programmes for ensuring pre-event recovery management actions are contained within territorial authority and GEMO annual business plans, and are the combined responsibility of the territorial authority/GEMO business units and Recovery Managers.

6.5.3 RECOVERY MANAGERS

The key roles of Recovery Managers at both local and group levels are to ensure that:

- planning, prioritisation and management functions are undertaken;
- effective reporting mechanisms are in place;
- government is informed of local and group issues;
- recovery resources are identified and obtained as required;
- information is provided on the impact of the event on the affected area; and
- emerging issues are identified and solutions sought.

The specific local and group roles are:

Local Recovery Managers: to coordinate recovery activities within the local authority, and to manage Local Recovery Offices. The Local Recovery Manager primarily liaises with communities affected by the emergency, the group and/or national recovery managers, and the local task groups.

Group Recovery Manager: to provide leadership to the group on pre-event recovery planning, assistance and advice to Local Recovery Managers, and to coordinate recovery activities across the group as required. The Group Recovery Manager liaises primarily with the local Recovery Managers, the National Recovery Manager and the Recovery Action Group.

6.6 Recovery Issues and Actions

The central issues identified for the group are a lack of stakeholder relationships and an absence of planning processes and structures.

Issue	Proposed Actions in the 2GP:
Lack of recovery stakeholder relationships planning processes and monitoring and review.	<ol style="list-style-type: none">1. Develop and maintain stakeholder relationships.2. Develop a Group Recovery Plan.3. Ensure recovery is included in CDEM exercises.

TABLE 6-1: RECOVERY ISSUES AND ACTIONS

6.6.1 GROUP RECOVERY PLAN

The Group Recovery Plan will provide comprehensive coverage of all pre-event and recovery activation structures and processes used by the group to facilitate recovery. The key recovery actions, which will be further detailed within the Group Recovery Plan include:

1. Transition from response to recovery.
2. Impact assessment: information is gathered to support recovery actions.
3. Community participation: ensuring the active involvement of the community in recovery management.
4. Information management and reporting: utilisation of existing systems and processes.
5. Public information management: supporting community engagement via communication and consultation.
6. Professional development: enhancing the capability of recovery managers.
7. Financial arrangements are developed and confirmed prior to recovery activation.
8. Exit strategy: planning the transition arrangements to “business as usual”.
9. Review and improvement: debriefs, lessons learned.

7. Monitoring and Evaluation

7.1 Introduction

Ongoing monitoring and evaluation will provide assurance to the CDEM group and Waikato communities that the group is complying with its obligations, achieving its objectives and making progress towards its goals, and those of the National CDEM Strategy.

7.2 Principles and Objectives

The Waikato CDEM group has the following principles for monitoring and evaluation:

- Monitoring and evaluation is a continuous process that informs planning and delivery, and is considered a matter of priority within CDEM work programmes.
- Work programme (local and group) progress, outputs and outcomes will be reported annually to the joint committee, and quarterly to the coordinating executive group.
- A coordinating executive subgroup is established to oversee progress on goals and objectives within this Plan and to highlight group wide issues arising from activities such as exercises.

Key Terms used in this Section

Capability Assessment is the evaluation process developed by MCDEM for CDEM Groups.

Evaluation is measuring effectiveness and establishing and assessing why outcomes have or have not occurred.

Monitoring is establishing, checking, controlling and keeping record of what has happened.

Coordinating Executive Group (CEG): The CDEM Group Coordinating Executive Group (functions are detailed in Section 8).

The Waikato CDEM group has the following objectives for monitoring and evaluation which reflect recommendations made as a result of the Capability Assessment Report¹⁴:

1. Develop and implement 5-year Group and Local CDEM programmes which are further detailed in annual work programmes.
2. Develop and implement a monitoring process that tracks the annual achievement of Group and Local annual work programmes.
3. Demonstrate compliance with the CDEM Act 2002 and related legislation.
4. Demonstrate transparency and accountability to Waikato communities.

7.3 Contextual Framework

Monitoring and evaluation is a requirement of the Group (CDEM Act s17 (1) (h) and s37 (1)). Relevant benchmarking documents include:

- the CDEM Act;
- National CDEM Strategy, Plan and Guide;
- Director's Guideline on CDEM Group Plan Reviews;
- Waikato CDEM group goals and objectives from this Plan;
- Waikato local and group work programmes;
- public surveys and analysis;
- Long Term Plans; and
- the CDEM Capability Assessment Tool.

7.4 Issues and Proposed Actions

The Capability Assessment Report identified that minimal monitoring and evaluation of the CDEM Plan was occurring, and that the level of resourcing to deliver this Plan objectives was inadequate.

Key programmes are shown in bold and discussed further below the table.

¹⁴ The Waikato received its Capability Assessment Report in June 2009.

Issue	Proposed Actions
Lack of a coordinated monitoring and evaluation programme across the group. Lack of transparency and accountability in CDEM delivery.	<ol style="list-style-type: none"> 1. Develop an annual work programme to deliver on the objectives of this Plan that clearly outlines roles for delivery (local, group, Partner agencies), timeframes and deliverables. 2. Develop a monitoring programme that demonstrates achievements against the annual work programme and this Plan objectives. 3. Evaluate progress at least 5-yearly using the CDEM Capability Assessment tool.
The level of resourcing required to review this Plan does not meet expectations. Roles and responsibilities also remain unclear.	<ol style="list-style-type: none"> 4. Review the capability and resources at local and group level to deliver on the objectives in this Plan.

TABLE 7-1: MONITORING AND EVALUATION ISSUES AND ACTIONS

7.4.1 MONITORING AND REPORTING PLAN PROGRESS

This Plan will be monitored in the following ways:

- Regular scrutiny of Group and Local CDEM Activity across the CDEM Group by the CEG.
- An annual check will be conducted by the Waikato CDEM group to ensure that the plan is still accurate and legislatively compliant.
- Quarterly reports provided to CEG will determine progress against the CDEM Group's and territorial authorities annual work programme.
- An annual report against the annual local and Group work programmes and broad five year work programme will be provided by the CEG to the Joint Committee.

The Waikato GEMO and local EMOs will monitor compliance between the Group Plan (or Local Plan) and the CDEM Act, and with other relevant legislation and amendments.

7.4.2 REGULAR EVALUATION

The MCDEM Capability Assessment Tool will be used to evaluate progress across the CDEM group at least every five years. It is anticipated that this will be led by MCDEM staff with support by GEMO and local EMO staff.

7.4.3 REVIEW OF CAPABILITY AND RESOURCES

The Joint Committee and CEG have identified that continuation of status quo structures and resourcing will fail to deliver on the objectives of this Plan. Reliance on the use of staff who have another primary role in a local authority is not giving CDEM the focus and resource it requires, particularly at a Group level. A key focus in the first year of this Plan is to review resources and capabilities at a local and Group level to deliver the Plan objectives.

8. Management and Governance

8.1 Introduction

The CDEM Act 2002 places a requirement on all local authorities to provide for CDEM in their area and for all agencies with CDEM responsibilities to support the coordinated effort of CDEM. This section clarifies management and governance arrangements to ensure the collective understanding of roles and responsibilities, and to encourage cooperative action between CDEM Group Members and Partners with CDEM responsibilities.

8.2 Group Structure and Membership

The Waikato CDEM group comprises the following:

- Joint Committee;
- Coordinating Executive Group (CEG);
- Group Emergency Management Office (GEMO);
- Local Authorities (refer Figure 8.1);
- Emergency services;
- Lifelines utilities (via the Waikato Engineering Lifelines Group); and
- Welfare organisations (via the Welfare Advisory Group).

The relationships between these agencies are illustrated in Figure 8.1 and outlined below.

8.2.1 JOINT COMMITTEE

MEMBERSHIP

The Joint Committee is established through the Waikato CDEM Group Constitution. It is formed from one elected representative from each of local authorities in the Group.

FUNCTIONS

The functions of the group are detailed in section 17 of the CDEM Act 2002, and are summarised as follows:

- *Risk Management:* Identify, assess and manage relevant hazards and risks. Consult and communicate on risks, and identify and implement cost-effective risk reduction measures.
- *Planning for CDEM:* Develop, implement, monitor and review the CDEM Group Plan. Participate in the development of the National CDEM Strategy and Plan.
- *Delivering CDEM:* Maintain and provide resources for effective CDEM, including equipment, materials, services, information and suitably trained and competent personnel, including volunteers, and response and recovery activities.
- *Provide assistance* to other CDEM Groups.
- *Promoting and Monitoring CDEM:* Promote and raise public awareness of the purposes and requirements of the Act and monitor and report on compliance with it.

RESPONSIBILITIES

The Joint Committee is responsible for ensuring the group fulfils its CDEM responsibilities and will:

1. Set the strategic direction of the group via the CDEM Group Plan.
2. Approve Group and local authority annual CDEM work programmes.
3. Monitor the progress in implementing the work programme.
4. Amend and approve the CDEM Group Plan as required.
5. Appoint Controllers and delegate powers as required.
6. Appoint the Group Recovery Manager as required.

Key Terms used in this Section

Waikato Joint Committee: Section 12 of the CDEM Act 2002 requires local authorities to establish CDEM Groups as joint standing committees under the Local Government Act 2002.

Waikato CDEM group (the group): The consortia of local authorities, emergency services, lifeline utilities, welfare organisations, Government departments and non-government organisations with a role in CDEM in the region.

Waikato CDEM Group Partners (Partners): are those organisations that are part of the wider 'group' as defined above.

Waikato CDEM Group (the Group): The Joint Committee established under section 12 or re-established under section 22 of the CDEM Act.

Waikato CDEM Group Members (Members) are the local authorities within the Waikato area.

Member's Representatives: The elected representative nominated by each Member local authority.

The democratic arrangements are summarised in Table 8.1.

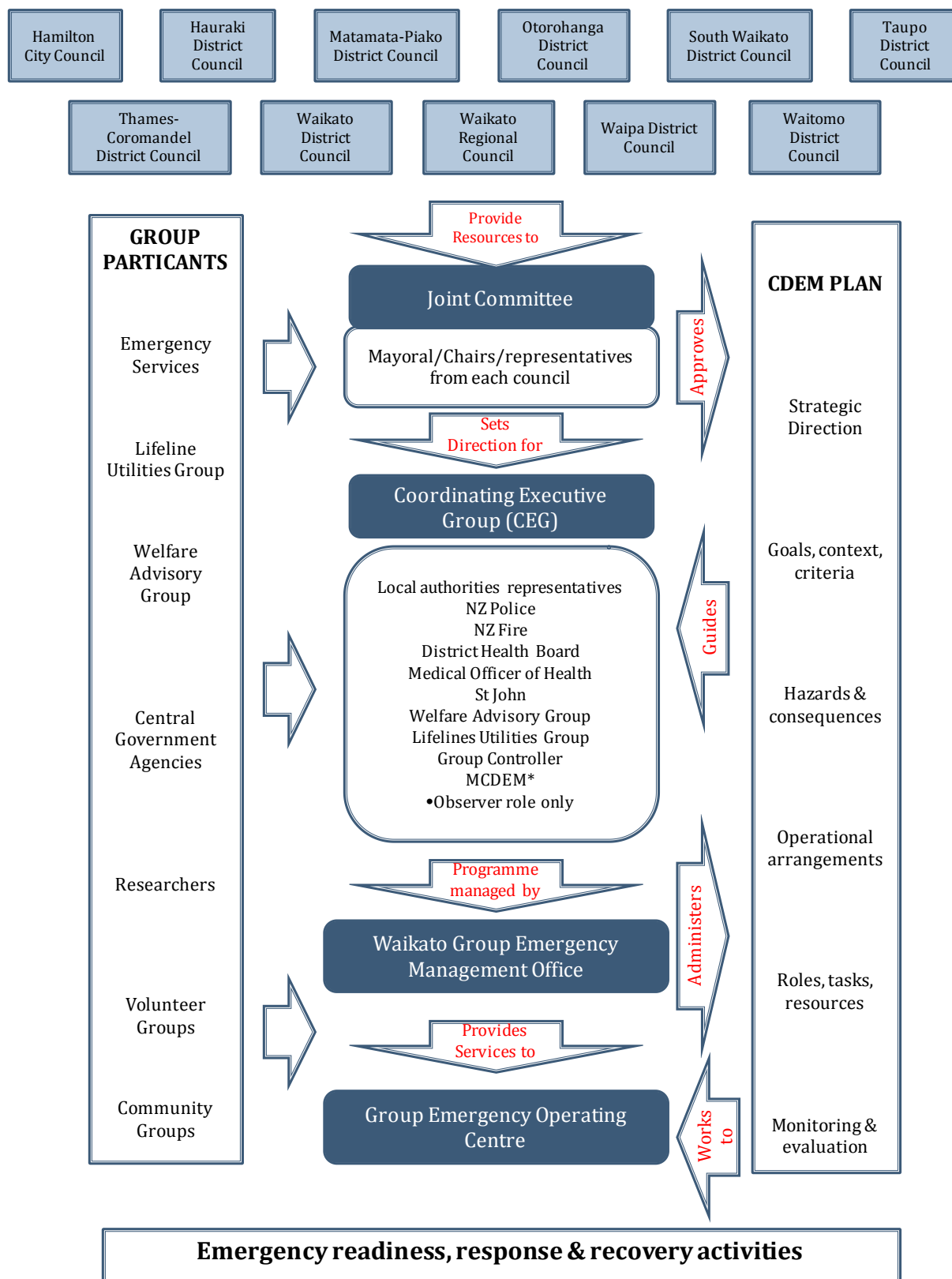


FIGURE 8.1: PLANNING RELATIONSHIPS

Chair of the Joint Committee	One of the Joint Committee Members' representatives will be elected as chair for three years..
Nature of the Joint Committee	The Joint Committee is permanently established (under clause 30(7), schedule 7 of the Local Government Act 2002) and is not discharged following triennial elections.
Voting	The voting system is one vote per Member representative with the Chair having a casting vote.
Delegated Authority	Each Member's representative has authority to vote and make decisions on behalf of that Member without further recourse to that Member, subject to the decision being within approved budgets.
Standing Orders	The standing orders for the Joint Committee are NZS9202:2003, except as may be varied by the Joint Committee by resolution.
Quorum	The quorum for the group, as provided for in LGA Schedule 7, C30 (9B).
Meetings	Meetings occur up to four times per year, or as required to fulfil the functions and duties required.

TABLE 8.1: DEMOCRATIC ARRANGEMENTS

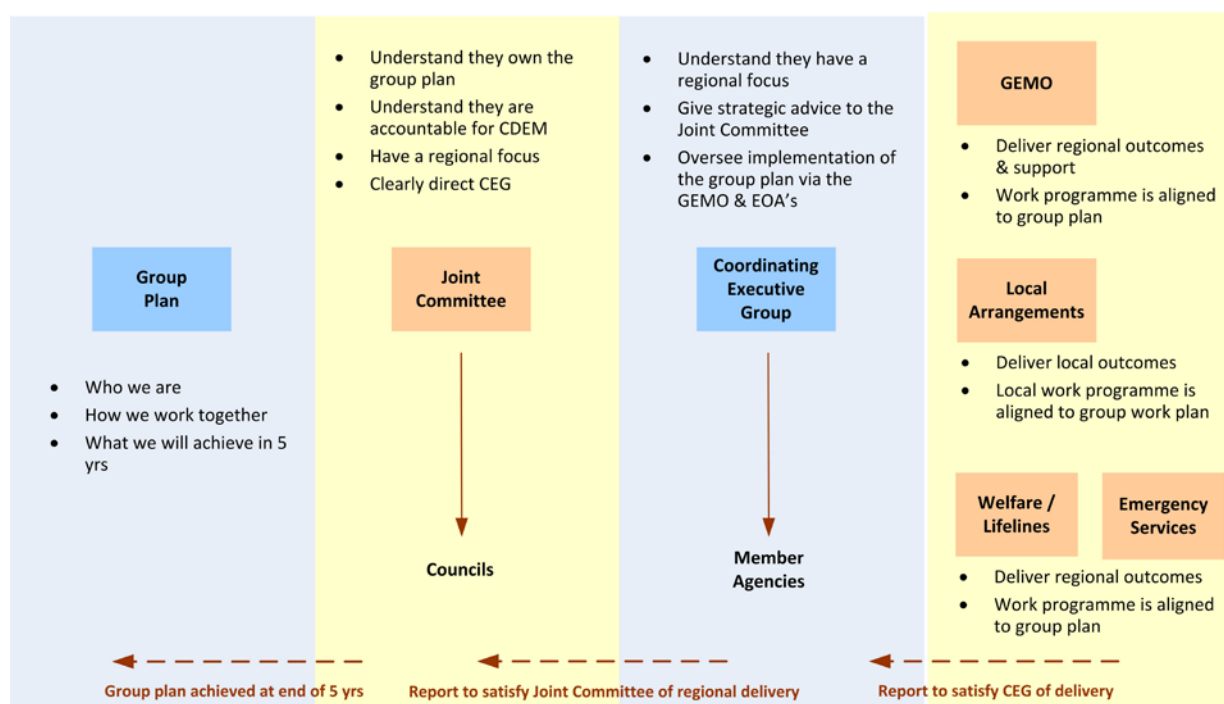


FIGURE 8.2: GROUP AND LOCAL REPORTING ROLES

INDIVIDUAL MEMBER REPRESENTATIVES ROLES

As stated in the Group's constituting agreement, each Member confers full delegated authority on its representative, or in their absence the alternate representative on the Joint Committee, to exercise the functions, powers and duties of Members under the Act.

The role of Joint Committee Member representatives within their local authority include:

- providing a point of contact for elected members relating to CDEM matters;
- advocating CDEM development and delivery; and
- liaising with CEG members to ensure that their local authority is delivering on CDEM goals and work programmes.

8.2.2 COORDINATING EXECUTIVE GROUP (CEG)

MEMBERS OF THE CEG

In accordance with the CDEM Act 2002, the CEG comprises Chief Executive Officers, or a senior management representative acting on behalf of the Chief Executive Officer, from each of the 11 local authorities in the Group, the New Zealand Police, New Zealand Fire Service and Waikato/Lakes District Health Boards.

In addition to these statutory members specified in the Act, the Joint Committee shall appoint or co-opt non-statutory CEG members as full CEG members and specialist advisors of the CEG (or their nominated alternate) as appropriate. For the Waikato CDEM Group, the following shall also be members of CEG:

- Welfare Advisory Group Chairperson.
- Waikato Lifelines Group Chairperson.
- The Group Controller.
- The Group Recovery Manager.
- A St John's Ambulance representative.

A representative from MCDEM is also accorded observer status.

ROLES AND RESPONSIBILITIES

The CEG plays a pivotal role in coordinating and integrating CDEM Group strategy with local CDEM planning and implementation, and has the following prescribed functions (s.20(2) CDEM Act):

- providing advice to the Joint Committee and any subgroups or subcommittees;
- implementing, as appropriate, the decisions of the Joint Committee;
- overseeing the implementation, development, maintenance, monitoring, and evaluation of the CDEM Group Plan (refer section 7 for more details on monitoring and evaluation role); and
- responsibility for the preparation and implementation of the annual work programme and associated budget.

Individual CEG members' responsibilities include:

- ensuring effective liaison and communication on CDEM matters with their respective elected representative on the Joint Committee (where applicable);
- ensuring effective communication of CDEM matters within the organisation; and
- championing CDEM principles within their organisations.

In order for CDEM activity to be planned and delivered effectively, the CEG may establish CEG sub-committees with specific roles.

ADMINISTERING AUTHORITY

The WRC is the administering authority for the Joint Committee as required by the Act. It also provides administrative services for CEG such as convening meetings, providing venues, organising agendas, providing minutes and catering.

WRC also supports the CDEM Group with the following;

- accountant for CDEM Group finances and budgets;
- publishing the CDEM Group's work programme, budget and performance (once adopted);
- provision of the GECC; and
- entering into contracts with service providers on behalf of the Group.

8.2.3 GROUP EMERGENCY MANAGEMENT OFFICE (GEMO)

The GEMO coordinates and facilitates the 'day-to-day' planning and project work on behalf of the CDEM Group and CEG. The operation of the GEMO is overseen by CEG and GEMO staff are currently employees of Waikato Regional Council (WRC).

The functions of the CDEM Office include:

1. Advice and technical support to the CEG and the CDEM Group and Group Members (local authorities).
2. Project coordination and management, including the ongoing development; implementation, monitoring and review of the CDEM Group Plan and supporting documentation.
3. Coordination of regional CDEM policy and its implementation.
4. Management of contracts entered into on behalf of the CDEM Group or CEG.
5. Coordination of the integrated professional development of key personnel for CDEM.
6. Monitoring and responding to, the adverse effects of emergencies on behalf of the CDEM Group and disseminating warnings.
7. Maintaining the GECC.
8. Assisting with recovery operations on behalf of the CDEM Group.
9. External liaison with the CDEM sector.

10. Preparation in consultation with CEG, of the annual report of the CDEM Group's activities, budget and performance to the CDEM Group for adoption.
11. Representing the CDEM Group on national bodies and projects.

The costs of undertaking these services are to be met in accordance with the CDEM Group financial policy (section 8.5).

To ensure a coordinated approach across the group the following strategy has been adopted:

- CEG members task and direct the appropriate local authority or agency to carry out a CDEM Group Plan objective;
- the GEMO Manager will call meetings of the group's professional CDEM staff to ensure a regionally consistent approach to matters relating to CDEM; and
- local CDEM staff must work collaboratively with each other and GEMO staff and participate in GEMO meetings and initiatives as requested.

8.3 Local Authority Shared Service Arrangements

The geographical extent, hazardscape and number of local authorities within the Waikato region has prompted some of the territorial authorities to adopt a shared services approach for delivery of response functions through EOCs. The areas in which these shared services functions are typically called 'Emergency Operating Areas'. Territorial authorities are able to establish and manage such shared services arrangements, but any new establishment or modification of arrangements should be endorsed by the Joint Committee.

As at August 2011, the following shared services arrangements operate:

Thames Valley: covering the Thames-Coromandel, Hauraki and Matamata-Piako District Council areas, with an Emergency Operating Centre (EOC) at Thames. The administering authority is the Thames-Coromandel District Council.

Waikato Valley: covering the Hamilton City, Waikato District, Waipa District, Otorohanga District and Waitomo District Council areas, with the EOC located in Hamilton. The administering authority is the Hamilton City Council.

Shared services arrangements do not devolve each local authority's responsibility for managing the 4Rs activities within its own area, providing support across the CDEM group area as required, and for reporting to CEG on progress against CDEM activities across the 4Rs.

Governance, funding and operation of any shared services arrangement is the responsibility of the local authorities, including:

1. Approval of annual work programmes and budgets.
2. Establishing methods of control, organisation and communication to facilitate the coordinated deployment of resources and services.
3. Review of and input into local and district emergency management plans.
4. Planning, support for, and review of local exercises.
5. Liaising with CEG on significant CDEM issues.
6. Recommending appointments for Local Controllers to the Joint Committee.

8.4 Delegated Authorities, Functions and Powers

The Joint Committee has legislative responsibilities to appoint Group and Local Controllers, and to carry out recovery activities. The Joint Committee recognises the importance of these functions to the effective management of CDEM, and maintains continuous appointments in the following roles:

- Group Controllers
- Local Controllers
- Group Recovery Managers

The appointments, functions and powers associated with these roles are outlined below.

8.4.1 CONTROLLERS

Group Controllers and Local Controllers play a pivotal role in the management of any civil defence emergency. Under sections 26 and 27 of the CDEM Act 2002, the Joint Committee appoints:

- A Group Controller and a minimum of two alternates.
- Local Controllers and a minimum of two alternates.

New appointments to Controller positions will be made in line with the proposed *Waikato CDEM Group Policy on New Controller Appointments*.

The names of Group and Local Controllers are available on the Group website.

In accordance with section 26(1) of the Act, the CDEM Group directs the Group Controller to exercise any or all of the functions and powers delegated or designated to the Group Controller.

In accordance with section 27(1) of the Act, the Joint Committee will appoint Local Controllers to exercise any or all of the functions and powers of the Group Controller within an area to which they are appointed, whether delegated or designated by statute. Noting that, despite anything in subsection 27(1), the Local Controller must follow any directions given by the Group Controller during an emergency (see 27(2)).

In accordance with section 28(4) of the Act 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.

By appointing Controllers, the Joint Committee have delegated Group and Local Controllers the appropriate powers to enable them to effectively and efficiently manage any response operation that will be undertaken during a state of emergency in the Waikato Region or their defined area of jurisdiction within the Waikato area.

8.4.2 GROUP CONTROLLERS

The Group Controller is the head of the CDEM Group response organisation and has two key functions:

1. To participate in the planning and implementation of activities which will prepare the community to respond effectively to any emergency
2. To lead, direct, and coordinate all resources as necessary to respond effectively to the impact of a disaster during a state of emergency.

FUNCTIONS OF GROUP CONTROLLERS – SECTION 28

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

POWERS OF GROUP CONTROLLERS

Under the CDEM Act 2002, Group Controllers have the following powers:

- power of entry to obtain information in urgent cases (section 78);
- evacuation of premises and places (section 86);
- entry onto premises (section 87);
- closing of roads and public places (section 88);
- removal of aircraft, vessels, vehicles, etc (section 89);
- requisitioning powers (section 90);
- power to give directions (section 91);
- power to carry out inspections etc (section 92); and

- power to enter into contracts (section 94).

The Group also delegates the authority to make financial decisions on behalf of the Group during a local state of emergency for a regional event for all resources and services under the control of the Group Controller to the Group Controller. Specific financial delegations will be agreed between the Group Controllers, Local Controllers and Joint Committee.

Under section 26 (4) of the CDEM Act 2002, the authority to replace the Group Controller during a state of emergency has been delegated to two Joint Committee representatives, being in order of preference the:

- Chair and Deputy Chair of the CDEM Group;
- In the absence of the Chair and/or Deputy Chair, other elected members of the Joint Committee.

Where practicable, this delegation should be exercised by the same Joint Committee Member representatives who were responsible for the declaration.

8.4.3 LOCAL CONTROLLERS

FUNCTIONS OF LOCAL CONTROLLERS

Local Controllers have been appointed to provide for any situation where an emergency is restricted within one or more territorial authorities, and to ensure that effective response operations can be carried out throughout the Waikato Region during a state of emergency.

The Local Controllers must, during a state of emergency for the area for which they are authorised, direct and coordinate the use of personnel, materials, information, services, and other resources made available by departments, CDEM Groups, and other persons.

Other functions may include:

- acting as an advisor to the Group Controller;
- training and mentoring;
- maintaining relationships with declaring Members; and
- monitoring and auditing response capability through exercises.

The interaction between a Group and Local Controller is one of the most critically important interfaces in the CDEM environment. Knowing the boundaries of responsibilities before, during and after an emergency is essential to ensure an effective response.

POWERS OF LOCAL CONTROLLERS

The powers of Local Controllers under section 27(1) are similar to Group Controllers with the following critical differences:

- Local Controllers are authorised to exercise the functions and powers only within the territorial authority(s) to which they are appointed; and
- Local Controllers must follow any directions given by the Group Controller during an emergency.

8.4.4 RECOVERY MANAGERS

While there are no specific legislative powers for Recovery Managers, they play an important role in carrying out recovery activities, and therefore fulfilling section 17(1)(e) of the Act. The roles of both Local and Group Recovery Managers are outlined in section 6. The following appointments will be made:

- the Joint Committee will appoint a Group Recovery Manager and one Alternate Group Recovery Manager; and
- local authorities will appoint Local Recovery Managers within each of the territorial authorities.

The names of Group and Local Recovery Managers are available on the Group website.

8.5 Cooperation and Support Arrangements

The Waikato CDEM Group recognises the importance of maintaining cooperation and support arrangements across the CDEM sector. There are three primary levels:

1. Cooperation within the CDEM group.
2. Cooperation with other CDEM groups.
3. National support.

8.5.1 COOPERATION WITHIN THE CDEM GROUP

The CDEM group recognises the fundamental importance of cooperation within the CDEM group during response. The Group will enhance cooperation of agencies during the response phase by considering all response activities collectively, involving all stakeholders, creating coordination mechanisms and facilitating information exchange. The specific cooperation arrangements for response are outlined within local arrangements and the GECC Operating Manual.

8.5.2 COOPERATION AND COORDINATION WITH OTHER CDEM GROUPS

In accordance with section 17(1)(f), the CDEM Group will support other CDEM Groups in New Zealand. The basis of this support is built upon memoranda of understanding which were previously in place with neighbouring Groups.

The specific nature of support that the CDEM Group can provide during the response and recovery phases of an emergency will depend on the circumstances at the time and to what extent an emergency has affected each CDEM Group. The support will be conditional on a best endeavours basis having regard for all of the circumstances.

The CDEM Act (2002) (s113) provides for the recovery of actual and reasonable costs associated with provision of assistance to other CDEM Groups.

8.5.3 NATIONAL SUPPORT

The MCDEM provides national support to the CDEM sector per the roles and responsibilities outlined in section 5.2. The national support that is anticipated from MCDEM is:

- monitoring and impact assessment at the site of the event;
- provision operational support for CDEM activities at the local level;
- use of NCMC facilities and establishment of linkages with relevant CDEM Groups and agencies;
- coordination of sectors engaged in common areas of CDEM activity; and
- provision of national coordination for recovery activities.

GECC will provide regular reports to MCDEM. This will ensure a fair and consistent approach by agencies across New Zealand and maximise the use of resources. Regional offices of national level agencies may receive direction from their national offices regarding the delivery of agency responsibilities, and the Waikato CDEM Group recognises that responses must be managed within the constraints of these national level directives.

The Joint Committee acknowledges that the Group Controller may receive direction from the National Controller, and that Group or Local 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.

Local and Group Controllers will ensure that all requests for national level resources such as urban search and rescue and support from the New Zealand Defence Forces will be directed through MCDEM.

8.6 Financial Arrangements

The activities of the CDEM Group incur costs as part of:

Programmed Activities: Administrative and related services under s.24 of the CDEM Act 2002 and the approved annual work programme.

Emergency Expenditure: Expenditure incurred by the Group in the lead up to, during and immediately after a declared state of emergency (e.g. reimbursement for cost of specialist advice).

8.6.1 PROGRAMMED ACTIVITIES

The Group is responsible for funding:

- administrative and related services under s.24 of the CDEM Act 2002; and
- agreed annual work programme.

The Group has adopted a Charging Policy that sets out a clear, transparent and equitable framework for the allocation of costs associated with the operation of the Group and for Members involved in Group activities. The Policy is based on four guiding principles:

1. The operation of GEMO, and the administrative support provided to the Joint Committee and GECC (non-active status) are core Group activities, and therefore these costs are appropriately shared across the Group (as per the cost sharing arrangement or until such time as a region-wide Uniform Annual General Charge (UAGC) is introduced by the Waikato Regional Council. The level of resourcing for GEMO is determined by the work programme (and associated budget) approved by the Joint Committee.
2. The effective operation of the Group relies on the appointment of senior management staff to the CEG and elected members to the Joint Committee. The time and associated costs for these personnel fulfilling their responsibilities to the Group will be borne by the Member or Partner organisation.
3. Where a staff/elected member is appointed to a Group role, such as Controller, Recovery Manager, Public Information Manager, etc, the costs associated with such appointments will be borne by the Member or Partner organisation.
4. Where equipment, facilities or other non-personnel resources are specifically and solely required to support the operation of the GEMO/GECC, then those costs shall be borne by the Group and reflected in the Group budget.

The following table sets out how the charging principles will apply.

Role	Situation	Resourcing Type	Group Cost	Member Cost
Administering Authority staff & GEMO/GECC Manager/staff	Activities in accordance with approved work programme (including GECC administration/activation).	Time	✓	
	Approved training & associated costs (e.g. representing Group at recognised CDEM event).	\$	✓	
Key Appointment – Controller, Recovery Manager, Public Information Manager, etc (fulfilling all aspects of role – i.e. steady state and activation)	Staff of a member organisation.	Time		✓
	External appointment.	\$	✓	
	Approved training & associated costs (e.g. representing Group at recognised CDEM event).	\$	✓	
CEG Member (Council & non-Council appointees)	Fulfilling responsibilities of a CEG member – attendance at meetings/workshops and related work. Includes costs relating to travel, training and upskilling.	Time		✓
Joint Committee Member	Fulfilling responsibilities of a JC member – attendance at meetings /workshops and related work.	Time		✓
GECC Staff	GECC training/activation.	Time		✓
Non-CDEM staff	Periodic support of CDEM Group activities on an 'as required' basis.	Time		✓

TABLE 8-1: GROUP CHARGING POLICY¹⁵

Unless agreed otherwise, the costs of completing any specific agency actions as outlined in the annual work plan will be met by the local authority or agency concerned. There will be other occasions where charging to the Group is appropriate, but falls outside the scope of the policy. In such circumstances the decision shall rest with CEG where the matter is in general accordance with the approved work programme/budget. Other matters will be referred to the Joint Committee for consideration.

¹⁵Doc # 1796819, Group Charging Policy

8.6.2 EXPENDITURE IN A CIVIL DEFENCE EMERGENCY

IN THE LEAD UP TO A DECLARED EMERGENCY (LEVEL 3)

The Group is responsible for funding:

- all costs associated with the resourcing, activation and operation of the GECC;
- all reasonable direct expenses incurred by the Group Controller; and
- all reasonable direct expenses (such as travel, meals and accommodation) incurred by recognised technical advisors when they are requested to attend meetings to provide specialist technical advice.

Local authorities are responsible for meeting all costs associated with their own CDEM personnel, facilities and resources.

DURING A DECLARED EMERGENCY (LEVEL 4)

The Group is responsible for funding as per Level 3 above.

Local authorities take full first line responsibility for dealing with the impact of disaster in their geographic and functional areas of responsibility. This includes the prior provision of the necessary physical and financial resources needed for response and recovery. Each local authority is to be responsible for meeting all emergency expenditure incurred in its district or under its jurisdiction, and arising out of the use of its resources and services under the control of either a Local Controller (directed to carry out any of the functions or duties of, or delegated to by, the Group Controller), or the Group Controller.

A clear record of who authorises any expenditure, its purpose, etc, is required to be kept.

The Group Controller will ensure all costs are properly accounted for.

8.6.3 RECOVERING COSTS IN A CIVIL DEFENCE EMERGENCY

Upon termination of a declared Level 4 emergency, the Group Controller will recommend to the CDEM Group which costs could reasonably be met by the Group. There may be circumstances where shared Group funding could be applied where there are widespread adverse regional impacts, and consequential regional benefits from localised response efforts to reverse these impacts.

Claims for government assistance are to be made by the organisation incurring the expenditure. When a declaration involves more than one district (Level 4), the CDEM Group will co-ordinate and check respective local authority claims, independently prepare a claim for agreed Group costs, and submit the consolidated application.

Any reimbursement of CDEM Group expenditure by central government will be distributed back to constituent councils in accord with the method outlined in section 8.4.5, or as otherwise agreed.

Volunteers suffering personal injury or damage to or loss of property while carrying out emergency work under the control or authority of a Controller may also submit claims to the local authority employing the Controller, or in the case of the Group Controller to the CDEM Group (refer to sections 108 and 109 CDEM Act 2002).

8.6.4 EMERGENCY RECOVERY FINANCES

Upon termination of a declared emergency, the expenditure management regime established for the response phase must be closed off and re-commenced for the recovery phase under the control of the Recovery Manager.

A clear record of who authorises any expenditure, its purpose etc is required to be kept to support claims for Government subsidies and repayments.

The Recovery Manager will ensure all costs are properly accounted for.

The Recovery Manager will recommend to the CDEM Group which recovery costs could reasonably be met by the Group, and which costs could be recovered from the government. Claims for government assistance are to be made by the organisation incurring the expenditure, or in the case where there are agreed Group costs, by the CDEM Group. Any central government involvement will be contingent upon the principles and conditions set out in

Part 10 of the National Civil Defence Emergency Management Plan (2005) and section 26 of the Guide to the National Civil Defence Emergency Management Plan (2005).

Central government assistance for recovery from damage to private property, productive enterprises etc. is only available if it can be shown that the risk was uninsurable and hardship can be demonstrated.

If it becomes apparent that there will be a significant number of people suffering financial hardship and more immediate relief is required, Mayoral Relief Funds may be established.

8.6.5 COST APPORTIONMENT

For those costs agreed to be met by the Group, the cost will be collected through a Uniform Annual General Charge (UAGC) per property across the Waikato region, administered by the Waikato Regional Council.

In an emergency, in the interim, costs will lie where they fall, or where a territorial authority requests a resource, the cost will lie with the relevant territorial authority. Where the Group Controller directs a resource, the cost will be apportioned by agreement until such time as a WRC-administered UAGC funding source is in place .

9. Summary of Proposed Plan Actions

9.1 Key 5-Year Programmes

The proposed key programmes identified in sections 3-7 are summarised below. There are other actions identified in sections 3-7 that should be considered each year for inclusion in the Group and local authority annual work programmes.

An indicative, high-level work programme for the period of this Plan is shown in Figure 9.1. This will be reviewed each year, and annual work programmes developed by CEG and local authorities to deliver the broad 5 year programme.

1. Risk Reduction

- a) Establish a Regional Hazards Forum.
- b) Develop and Monitor a Group Risk Reduction Programme.
- c) Provide CDEM Group Input and Review to Related Plans (eg: WRPS).
- d) Advocate and Monitor Lifelines Group Participation.
- e) Review Role in CPVAG and CAG.
- f) Group facilitation of Earthquake Prone Building Policies.

2. Community Readiness

- a) Develop and implement a Group Public Education Strategy.
- b) Develop and maintain a Group Public Information Management Plan.
- c) Support and advocate the development of Community Response Plans.

3. CDEM Organisational Readiness and Response

- a) Develop a Group Professional Development Strategy.
- b) Develop and implement a Group Professional Development Programme.
- c) Develop a Group Exercise Plan.
- d) Develop and maintain a database of personnel and other key resources required in an emergency.
- e) Implement, operate and test an Emergency Management Information System (EMIS).
- f) Review options for a Group emergency radio network and / or other backup emergency communication systems.
- g) Develop and implement an appropriate Warning Systems Strategy.
- h) Complete, review and align SOPs across the Group for consistent response activities.
- i) Develop a Group Mass Evacuation Plan.
- j) Review and provide the baseline capability requirements for the GECC.
- k) Develop a Liaison and Partnerships Strategy.
- l) Review the capability and resources at local and group level to deliver the Plan objectives and actions.

4. Recovery

- a) Develop and exercise the Group Recovery Plan.

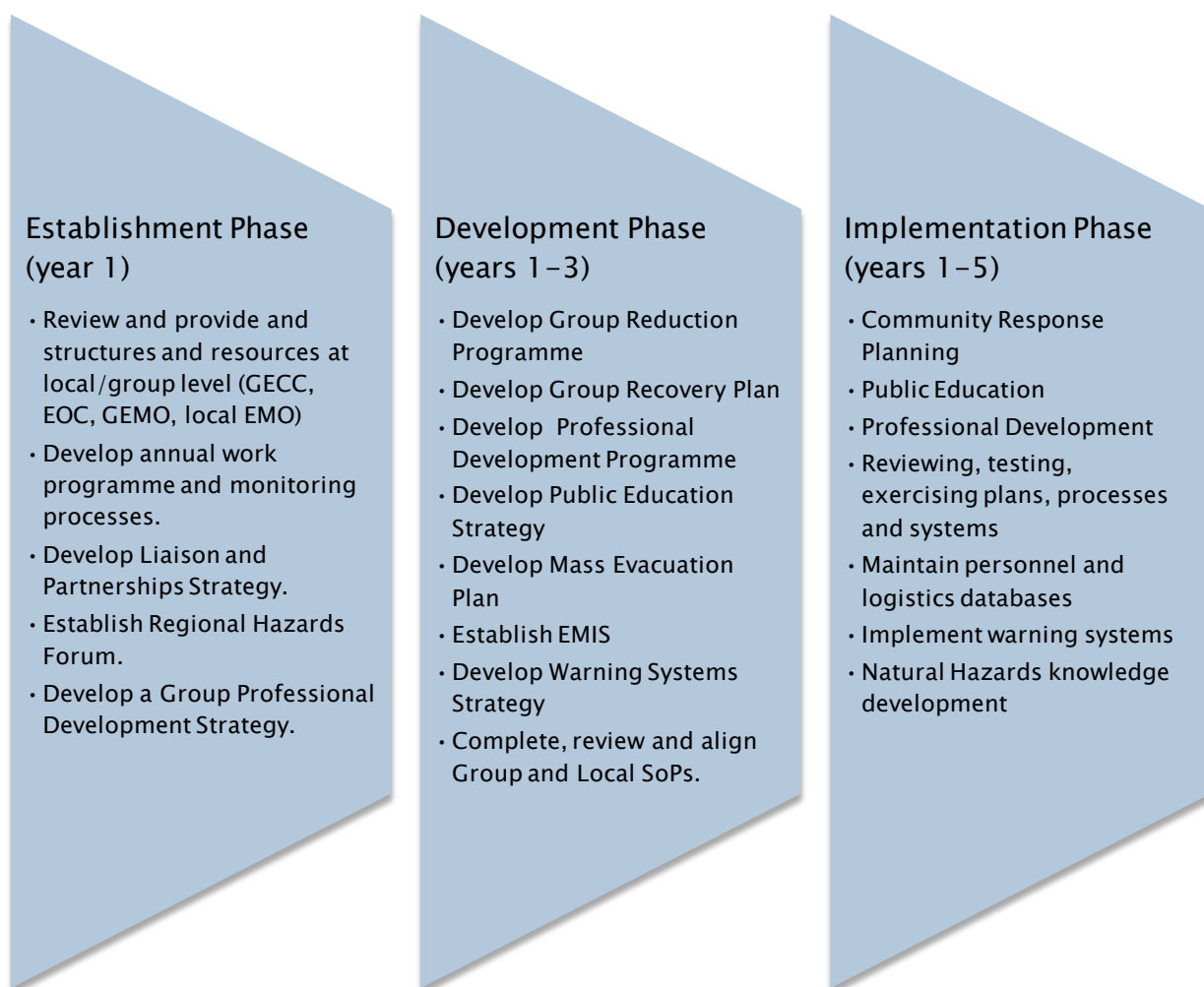


FIGURE 9.1: BROAD 5 YEAR CDEM GROUP PROGRAMME

9.2 Annual Work Programme

The development and implementation of annual work programmes is the primary mechanism for delivering the outcomes required by this Plan. CEG has overall responsibility for implementing this Plan and has set the following requirements for the development of work programmes:

1. Local authorities will develop annual work programmes that identify its contributions towards the objectives in this Plan, which will be reviewed and approved by CEG.
2. The CEG will develop a Group annual work programme on behalf of the Joint Committee.
3. Emergency services, lifelines utilities and welfare agencies will identify their contribution to achieving the outcomes of this Plan within their annual agency work programmes.

Attachment 1: Glossary of Terms and Acronyms

Term	Definition
4R's	The four parts of emergency management, being reduction, readiness, response and recovery: <ul style="list-style-type: none"> a. Reduction: identifying and analysing long-term risks to human life and property from natural or non-natural hazards; taking steps to eliminate these risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurring. 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. c. Response: actions taken immediately before, during, or directly after a civil defence emergency to save lives and property, and to help communities recover. d. Recovery: the coordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration of a community following a civil defence emergency.
Act	Civil Defence Emergency Management Act 2002.
Administering authority	Means, in relation to the CDEM Group, the administering authority appointed under section 23 of the CDEM Act (refer section 8).
Capability	<ul style="list-style-type: none"> a. An organisation's ability to undertake functions, such as provide a service or fulfil a task; and b. The effectiveness of co-operation and coordination arrangements across agencies for the delivery of resources in the event of an emergency.
Capacity	The adequacy of resources in terms of quantity, and suitability of personnel, equipment, facilities and finances.
Civil Defence Emergency Management (CDEM)	Civil defence emergency management (cf. s.4). <ul style="list-style-type: none"> a. The application of knowledge, measures, and practices that: <ul style="list-style-type: none"> i. Are necessary or desirable for the safety of the public or property; and ii. Are designed to guard against, prevent, reduce, or overcome any hazard or harm or loss that may be associated with any emergency; and b. Includes, without limitation, the planning, organisation, coordination, and implementation of those measure, knowledge and practices.
CDEM Group	The Joint Committee established under section 12 of the Act or re-established under section 22 of the Act.
CDEM group (the group):	The consortia of local authorities, emergency services, lifeline utilities, welfare organisations, Government departments and non-government organisations with a role in CDEM in the region.
CDEM Group Members	The local authorities within the Waikato area.
CDEM Partners	Those organisations that are part of the wider 'group' as defined above.
CEG	Coordinating Executive Group established under s. 20 of the Act, comprising representatives from the Joint Committee Member local authorities, Police, Fire Service, Ambulance, District Health Boards and the Ministry of Civil Defence Emergency Management.
CIMS	The New Zealand Coordinated Incident Management System. An agreed method of incident management to be employed by emergency responders for efficient incident management.
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
Distal	Far from the area, ie, distal tsunami are typically generated from America and have a travel time > 8-10 hours. Distal volcano are typically > 50km from the referenced area.
GECC	The CDEM Group's Emergency Coordination Centre for the coordination of regionally significant events and/or the management of critical resources during a local emergency.
Emergency	Means a situation that: <ul style="list-style-type: none"> a. Is the result of a happening, whether natural or otherwise, including without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or lifeline utility, or actual or imminent attack or warlike act; and b. Causes or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property in New Zealand or any part of New Zealand; and c. Cannot be dealt with by emergency services, or otherwise requires a significant and coordinated response under the Act. <i>National CDEM Act 2002.</i>
Emergency Management Office (EMO)	Offices established at local and Group level to coordinate CDEM activities (see also GEMO).
Emergency services	The New Zealand Police, New Zealand Fire Service, National Rural Fire Authority, rural fire authorities, and hospital and health services, (i.e. District Health Boards). <i>National CDEM Act 2002.</i>
EOC	The CDEM Group's local Emergency Operations Centres in local authorities, for the coordination of local response activities, the management of local welfare centres, and the care of local communities.
Evacuation	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. 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. 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.
Evacuee	A person unable or unwilling to stay in their usual place of residence as a result of an incident or emergency.
GIS	A Geographic Information System (GIS), or geographical information system, captures, stores, analyses, manages, and presents data that is linked to location.
GEMO	Group Emergency Management Office: an office established to coordinate CDEM activities on behalf of the Joint Committee. Specific functions are covered in section 8.
Hazard	Has the same meaning as in section 4 of the CDEM Act and <i>means something that may cause, or contribute substantially to the cause of, an emergency.</i>
ICP	Incident Control Point.
Joint Committee	Means a joint standing committee established under section 12 of the CDEM Act comprising the Regional Council and Territorial Authorities within the Waikato region. The joint standing committee is formed under clause 30(1)(b) of Schedule 7 of the Local Government Act 2002.
Lead agency	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 (LA)	Means a Regional Council or Territorial Authority (TA).
Local emergency	A state of local emergency declared under section 68 or 69 of the Act.

Term	Definition
National significance	Includes, without limitation, any case where the Minister of Civil Defence or the Director of Civil Defence Emergency Management considers that: <ul style="list-style-type: none"> a. There is widespread public concern or interest; or b. There is likely to be significant use of resources; or c. It is likely that the area of more than one CDEM Group will be affected; or d. It affects or is likely to affect or is relevant to New Zealand's international obligations; or e. It involves or is likely to involve technology, processes, or methods that are new to New Zealand; or f. It results or is likely to result in or contribute to significant or irreversible changes to the environment (including global).
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 Coordinator 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 coordination of recovery during and following an emergency.
Recovery Manager - Local	Appointed by a Territorial Authority or Emergency Operating Area to give effect to local coordination of recovery during and following an emergency.
Regional significance	Due to the magnitude or geographic spread of the incident, one or more EOC's has been activated to manage the emergency, which now requires ECC coordination of critical resources; or A warning of a significant event that will have a regional impact has been received; or Coordinated assistance is required to support an adjoining CDEM Group.
Risk	The likelihood and consequences of a hazard.
SoP	Standard Operating Procedure.
State of emergency	Has the same meaning as in section 4 of the CDEM Act and <i>means a state of national emergency or a state of local emergency.</i>
State of local emergency	Has the same meaning as in section 4 of the CDEM Act and <i>means a state of local emergency declared under section 68 or section 69.</i>
State of national emergency	Has the same meaning as in section 4 of the CDEM Act and <i>means a state of national emergency declared under section 66.</i>
Territorial Authority (TA):	A City Council or District Council.
WAG	Welfare Advisory Group
Welfare Centre	The CDEM Group's local centres for direct involvement with the public for: <ul style="list-style-type: none"> • The provision of advice and information about an emergency; • Temporary shelter for evacuees; • Registration of evacuees and relocation to accommodation; and • The provision of aid to affected communities. <p><i>NB the Guide makes reference to Reception Centres, Evacuation Centres and Assembly Areas. The general trend of CDEM Group and the Ministry now is to refer to Welfare Centres.</i></p>

Attachment 2: Agency Response Roles and Functions

The table below provides an overview of the lead and support agency roles across the four “environments” – social, economic, built and natural. This list is not exhaustive and local EOC arrangements and procedures provide further detail on issues, functions and agencies.

Response issue/ function	Lead Agency/mandate	Key support agencies
Social and Economic		
Health		
First Aid	Waikato and Lakes DHB's have mandate, St John lead agency under contract	Primary health organisations (PHO's), NZ Police, NZ Fire Service (NZFS), NZ Defence Forces (NZDF)
Medical treatment and public health	Waikato and Lakes DHB's	Ministry of Health (MOH), PHO's, NZDF.
Search and rescue		
Major maritime and air response to distress beacons	Maritime New Zealand (MNZ) via the national Rescue Coordination Centre (RCCNZ)	NZ Police, NZFS, NZDF, St John, Waikato and Lakes DHB's, volunteer maritime and rescue groups
Land, marine (within 12 nautical miles from coast)	NZ Police	NZFS, NZDF, volunteer rescue groups
Urban Search and Rescue (USAR)	NZFS	MCDEM, NZ Police, Red Cross, St Johns, volunteer rescue groups, CDEM (TAs)
Mass fatalities		
Disaster victim identification	NZ Police	
Reconciliation	NZ Police	Red Cross, TAs
Notification of dead	NZ Police	
Mortuary services	Coronial Services of NZ	NZ Police, funeral directors
Evacuation		
Non-declared	NZ Police NZFS	NZFS, TAs NZ Police, CDEM (TAs)
Declared	CDEM (via TAs and/or WRC)	NZ Police, NZFS
Welfare		
Psychosocial support	Ministry of Social Development (MSD)	Waikato and Lakes DHB's, Ministry of Health, Victim support, Child Youth and Family (CYF), Iwi/Maori providers, Church groups
Registration of people	CDEM (TAs)	Red Cross, NZ Police, CYF, Ministry of Foreign Affairs and Trade (MFAT)
Emergency accommodation	CDEM (TAs)	Housing NZ Corporation (HNZ), CYF, MSD, Ministry of Education (MinEDU), Department of Building and Housing (DBH), Insurance Council of NZ (ICNZ), Te Puni Kokiri (TPK)
Temporary accommodation	Housing NZ	CYF, MSD, MinEDU, DBH, ICNZ, TPK, Red Cross, CDEM (TAs)
Inquiry and identity	CDEM (TAs)	Red Cross, MCDEM, MFAT, MSD, HNZ, Department of Internal Affairs (DIA), Inland Revenue Department (IRD), NZ Police
Government helpline	Ministry of Social Development	MCDEM, CDEM (TAs)
Emergency food, clothing and bedding	CDEM (TAs)	Red Cross, Salvation Army, volunteer organisations

Response issue/ function	Lead Agency/mandate	Key support agencies
Financial assistance	MSD via Work and Income NZ (WINZ)	CYF, IRD, Accident Compensation Corporation, DIA, ICNZ, Earthquake Commission, TPK, MAF, HNZ, St John
Animal welfare	MAF	Royal NZ Society for the Protection of Cruelty to Animals, MAF
Maintenance of law and order	NZ Police	NZDF
Donated goods management	CDEM (TAs)	Volunteer groups, Red Cross, Salvation Army
Media management	Incident lead agency (non-declared) CDEM (TAs/GECC)	Media organisations – TV, radio and print Media organisations – TV, radio and print
Information management	Incident lead agency (non-declared) CDEM (TAs/GECC)	CDEM (TAs) MCDEM
Built		
Lifelines		
Lifelines Coordination	Incident lead agency (non-declared) CDEM (TAs/GECC)	CDEM (TAs), National Lifelines Coordinator
Electricity supply and distribution	Power generation companies (SOE's), Transpower, retailers	WELG, National Lifelines Coordinator
Water, wastewater, local roads	TAs	NZFS (water distribution)
Road transportation and access	NZ Police (non-declared) CDEM (TAs/GECC)	TAs, NZ Transport Agency (NZTA) NZ Police, NZTA
Rail transport	Kiwirail	
Airports	Airport authorities	
Air traffic control	Airways NZ, NZDF	
Telecommunications	Telecommunications providers	CDEM (TAs/GECC), MCDEM, NZ Police, NZFS, Amateur radio operators, Ministry of Economic Development
Fast moving consumer goods	FMCG providers (Progressive Enterprises, Foodstuffs)	CDEM (TAs/GECC), MCDEM, NZTA, NZ Police
Fuel	Fuel companies	CDEM (TAs/GECC), MCDEM, NZTA, NZ Police
Natural gas	Gas supply companies	
Buildings and structures		
Damage limitation	NZFS, HNZ	NZDF
Safety evaluations	TAs	DBH, WNZ Society for Earthquake Engineering, Building safety consultants, volunteers
Re-occupancy	TAs	
Rural fire fighting	Rural Fire Authorities	NZFS, TAs, Department of Conservation, NZDF
Urban fire fighting	NZFS	
Environment		
Air, coast, land and water	WRC	TAs, Department of Conservation, Iwi, Government departments
Science advice	GNS Science (Geonet)	National Institute of Water and Atmosphere
Rural fire fighting	Rural Fire Authorities	NZFS, TAs, Department of Conservation, NZDF
Hazard warnings	Refer to Table 5.4 (section 5.5)	

TABLE 2: SPECIFIC RESPONSE ISSUES AND FUNCTIONS