



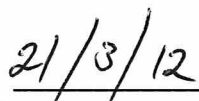
**Otago
Civil Defence Emergency Management
Group Plan 2012-2017**

Adopted by the Otago Civil Defence Emergency Management Group Joint Committee
on 9 December 2011.

Minister's comments received 17 February 2012.

Plan approved:


Chairman Otago CDEM Group


Date

PLAN STRUCTURE

Glossary	The Glossary provides definitions or interpretations of terminology, acronyms and abbreviations.
Introduction	The Introduction section includes the vision, goals and objectives of the Otago CDEM Group, along with the context and regional profile.
Risk Profile	The Risk Profile section describes the hazardscape for Otago and its communities. It describes and systematically analyses the risks associated with hazards, and establishes priorities for risk management.
Reduction	The Reduction section presents a process of mitigating those risks to the CDEM Group's communities.
Readiness	The Readiness section describes how the CDEM Group prepares for the management of emergencies, through planning, training and education, exercising, public education and relationship-building with partner organisations.
Response	The Response section outlines the operational arrangements and requirements of all CDEM Group partner organisations with response roles.
Recovery	The Recovery section provides an outline of recovery arrangements within the CDEM Group area, with reference to, or inclusion of, the CDEM Group Recovery Plan.
Monitoring & Evaluation	The Monitoring and Evaluation section provides guidance on what success looks like and how to effectively identify where objectives are being achieved. This section links to the national CDEM monitoring and evaluation programme.
Management & Governance	The Management and Governance section outlines the structure of CDEM in Otago, the joint committee, the Coordinating Executive Group (CEG), Administering Authority and the Group Emergency Management Office, and includes funding and operational arrangements.
Supporting Information	Supporting information is contained in a separate document to the Plan, and provides further information on the Group area, various national requirements and arrangements, and natural hazards.

TABLE OF CONTENTS

PLAN STRUCTURE	iii
TABLE OF CONTENTS.....	v
GLOSSARY OF TERMS.....	viii
KEY APPOINTMENTS	x
SUMMARY	xi
VISION AND GOALS.....	XI
THE OTAGO CONTEXT	XI
CDEM WORK PROGRAMME 2012-2017:	XII
1 INTRODUCTION	1
1.1 THE PLAN’S PURPOSE.....	1
1.2 BACKGROUND.....	1
1.3 THE OTAGO CONTEXT	2
1.3.1 <i>The Region.....</i>	2
1.3.2 <i>The Otago CDEM Group</i>	3
1.3.3 <i>Local RESPONSIBILITIES.....</i>	3
1.4 THE PLAN CONTEXT.....	4
1.4.1 <i>Statutory Requirements</i>	4
1.4.2 <i>The ‘4Rs Principle’</i>	4
1.5 VISIONS AND GOALS	5
1.5.1 <i>National Visions and Goals.....</i>	5
1.5.2 <i>Otago CDEM Group Vision and Goals</i>	6
1.5.3 <i>How this Plan supports the National Goals.....</i>	6
2 OTAGO’S RISK PROFILE	8
2.1 CDEM GROUP ENVIRONMENTS.....	8
2.1.1 <i>Implications for Otago CDEM.....</i>	8
2.2 CDEM GROUP HAZARDSCAPE	9
3 RISK REDUCTION.....	12
3.1 INTRODUCTION	12
3.1.1 <i>Statutory and Policy Framework</i>	12
3.1.2 <i>Issues and Priorities.....</i>	12
3.1.3 <i>Principles</i>	13
3.2 UNDERSTANDING OTAGO’S HAZARDSCAPE.....	13
3.3 COLLABORATIVE RISK REDUCTION ACROSS THE GROUP	14
4 READINESS.....	15
4.1 INTRODUCTION.....	15
4.1.1 <i>Issues.....</i>	15
4.1.2 <i>Priorities</i>	16
4.2 COMMUNITY READINESS	16
4.2.1 <i>Awareness and Preparedness</i>	16
4.2.2 <i>Community participation.....</i>	17
4.3 GROUP READINESS.....	17
4.3.1 <i>Staff Capacity and Capability</i>	17
4.3.2 <i>Operational Planning Groups</i>	18
4.3.3 <i>Plans and Procedures</i>	20
4.4 WARNING SYSTEMS	21
5 RESPONSE.....	23

5.1	INTRODUCTION.....	23
5.2	LEVELS OF EMERGENCY.....	24
5.3	EMERGENCY OPERATING CENTRES	25
5.3.1	<i>Structure and Roles</i>	<i>25</i>
5.3.2	<i>Activation and Notification</i>	<i>26</i>
5.3.3	<i>Other Emergency Coordination Points</i>	<i>26</i>
5.3.4	<i>Emergency Communications Systems</i>	<i>27</i>
5.4	EOC STAFF ROLES AND RESPONSIBILITIES	27
5.4.1	<i>Controllers</i>	<i>27</i>
5.4.2	<i>Other GECC / EOC Managers.....</i>	<i>27</i>
5.5	OTHER RESPONSE FUNCTIONS AND PROCESSES.....	28
5.5.1	<i>Lead and Support Agencies</i>	<i>28</i>
5.5.2	<i>Declaration</i>	<i>28</i>
5.5.3	<i>Volunteer Management</i>	<i>29</i>
5.5.4	<i>Evacuation.....</i>	<i>29</i>
5.5.5	<i>Welfare management</i>	<i>29</i>
5.5.6	<i>Public Information Management</i>	<i>30</i>
5.5.7	<i>Monitoring and Debrief.....</i>	<i>30</i>
5.5.8	<i>Support from Outside the Group.....</i>	<i>31</i>
6	RECOVERY	32
6.1	INTRODUCTION.....	32
6.2	TRANSITION FROM RESPONSE TO RECOVERY	32
6.3	STRUCTURE AND STAFFING ARRANGEMENTS	32
6.3.1	<i>Structure.....</i>	<i>32</i>
6.3.2	<i>Recovery Managers.....</i>	<i>33</i>
6.4	RECOVERY PROCESSES	34
7	MONITORING AND EVALUATION.....	36
7.1	INTRODUCTION.....	36
7.2	CDEM PROGRAMME AND TARGETS	36
7.3	INTERNAL MONITORING & EVALUATION PROCESSES	41
7.4	EXTERNAL MONITORING & EVALUATION PROCESSES	41
7.4.1	<i>MCDEM Capability Assessment.....</i>	<i>41</i>
7.4.2	<i>External review of the Plan.....</i>	<i>42</i>
8	MANAGEMENT AND GOVERNANCE.....	43
8.1	CDEM GROUP.....	43
8.1.1	<i>Structure and membership.....</i>	<i>43</i>
8.1.2	<i>Meeting arrangements</i>	<i>43</i>
8.1.3	<i>Powers, obligations and functions</i>	<i>43</i>
8.2	COORDINATING EXECUTIVE GROUP (CEG)	44
8.2.1	<i>Structure and Membership.....</i>	<i>44</i>
8.2.2	<i>Meetings arrangements</i>	<i>44</i>
8.2.3	<i>Powers and functions</i>	<i>44</i>
8.3	ADMINISTRATIVE ARRANGEMENTS	45
8.3.1	<i>Administering Authority</i>	<i>45</i>
8.3.2	<i>CDEM Group Emergency Management Office</i>	<i>45</i>
8.3.3	<i>Annual Work Programmes</i>	<i>46</i>
8.3.4	<i>Delegated authorities, functions and powers</i>	<i>46</i>
8.3.5	<i>Declarations</i>	<i>46</i>
8.3.6	<i>Controllers</i>	<i>47</i>
8.4	FINANCIAL ARRANGEMENTS.....	47
8.4.1	<i>Programmed activities</i>	<i>47</i>
8.4.2	<i>Emergency expenditure.....</i>	<i>47</i>
8.4.3	<i>costs following a CDEM Emergency</i>	<i>48</i>
8.4.4	<i>Recovery Phase costs.....</i>	<i>48</i>

8.5	COOPERATION WITH OTHER CDEM GROUPS	49
8.6	COMMITTEES	49

Tables

Table 1	National and Otago CDEM Objectives	7
Table 2	Agencies Responsible for Warning CDEM Groups and the Public	22
Table 3	Levels of Emergency	25

Figures

Figure 1:	Area covered by Otago CDEM Plan	2
Figure 2:	The CDEM Framework	4
Figure 3:	National CDEM Goals, Objectives and Principles	5
Figure 4	Risk Priorities for Action	11

GLOSSARY OF TERMS

Commonly used terms and abbreviations used throughout the Plan include:

4Rs: Four areas of emergency management: Reduction, Readiness, Response and Recovery.

The Act: The Civil Defence Emergency Management Act 2002

CDEM: Civil Defence Emergency Management

CDEM Group: Established under section 12 of the Civil Defence Emergency Management Act 2002. Unless otherwise stated in the Plan, it refers to the Otago CDEM Group, a joint standing committee with membership comprising the Mayors from the Central Otago District, Clutha District, Dunedin City, Queenstown Lakes District and Waitaki District Councils and the Chairperson of the Otago Regional Council.

CEG: Co-ordinating Executive Group Established under Section 20 of the Act. Functions include providing advice to the CDEM Group and any sub-groups of the CDEM Group; co-ordinating and overseeing as appropriate the implementation of decisions of the Group by the Group CDEM Office or by individual members; and overseeing the implementation, development, maintenance, monitoring and evaluation of this Plan.

CIMS: Co-ordinated Incident Management System. Establishes a framework to assist in effective, efficient and consistent response to an incident/emergency management.

Declaration: A Declaration allows the Controller and others access to statutory powers with the purpose to grant people the necessary authority to protect life and property in extraordinary emergency events. The rationale for declaring a state of emergency is:

- an emergency event has occurred or may occur;
- the safety of the public or property is endangered;
- loss of life, injury, illness, or distress may be caused; or,
- usual services are inadequate to deal with the emergency.

Emergency: As defined under the Act: 1. Is the result of any 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 a lifeline utility, or actual or imminent attack or warlike act; and 2. 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 3. Cannot be dealt with by emergency services, or otherwise requires a significant and co-ordinated response under the Act.

Emergency Services: The New Zealand Police, New Zealand Fire Service, National Rural Fire Authority, rural fire authorities and hospital and health services.

EOP: Emergency Operating Procedure refers to a document describing a formally established set of operational procedures that are the commonly accepted method for performing certain emergency management tasks.

GECC/EOC: Group Emergency Coordination Centre / Emergency Operations Centre. An established facility where the response to an event may be managed and supported.

ICP: Incident Control Point. A facility where site response to an incident is managed and controlled.

Lead Agency: The organisation with the legislative authority; or because of its expertise and resources, agreed authority; primarily responsible for control of an incident

Lifeline Utility: An entity named in or described in section 1 of the Act. Within Otago, these include Radio New Zealand, Television New Zealand, airports, port companies, gas, electricity, water, waste water, sewerage, telecommunications, roads, fuel, and rail industries.

Local Authority: Means a Regional Council or District/City Council.

Other Acronyms include:

CDC: Clutha District Council

CODC: Central Otago District Council

DCC: Dunedin City Council

LTP: A Council's Long Term Plan

MCDEM: Ministry of Civil Defence and Emergency Management

NZTA: New Zealand Transport Agency

ORC: Otago Regional Council

QLDC: Queenstown Lakes District Council

WDC: Waitaki District Council

KEY APPOINTMENTS

Group Chair	Stephen Woodhead
Group Deputy Chair	Chris Staynes
CEG Chair	Charles Hakkaart
CEG Deputy Chair	Phil Melhopt
Group Controller:	Wayne Scott
Alternative Group Controllers:	Jeff Donaldson Fraser McRae
Group Recovery Manager	Lesley Laing
Alternate Group Recovery Manager	To be confirmed

Note that appointments were correct at the time that this Plan was adopted, but may change from time to time. Updates on appointments can be obtained from the Group Emergency Management Office, located at the Otago Regional Council.

SUMMARY

VISION AND GOALS

In support of its Vision “Working together to build resilient communities in Otago”, the four goals of the Group are.

Goal 1	Increasing community readiness by ensuring awareness, understanding, preparedness and participation in Civil Defence Emergency Management through public education initiatives and community-led CDEM planning.
Goal 2	Reducing the risks from hazards in the Group area by improving the Group’s understanding of hazards and by developing and monitoring a Group-wide risk reduction programme which demonstrates how individual agency initiatives contribute to overall regional risk reduction.
Goal 3	Enhancing the Group area’s ability to respond to civil defence emergencies through developing sufficient numbers and capability of CDEM staff and by having effective plans, systems and procedures in place to respond to emergencies.
Goal 4	Enhancing the Group area’s ability to recover from civil defence emergencies through a continued focus on recovery plans, training and exercises.

THE OTAGO CONTEXT

The first step to building resilient communities is to understand those communities. Otago covers a large area of approximately 36,000 square kilometres, but has a relatively dispersed population of 205,400 people. This, plus the nature of Otago’s economy and infrastructure, has a number of implications for CDEM:

Limited access to major population areas makes them vulnerable to ongoing support and maintenance of supply chains

The high numbers of tourists and holiday home owners in Queenstown Lakes and Central Otago create particular issues. They cannot be informed and advised regarding preparedness in the same way as the resident population, and they can have very different needs during and after an event. Similar issues also arise for the large number of tertiary students in Dunedin.

The significant tourism industry also means that the Group area is susceptible to economic impacts if a major disaster deters tourists from coming to the area.

The high future population growth in Queenstown Lakes and Central Otago will create increased need for CDEM capacity in those areas.

Otago’s electricity generation facilities and the HVDC link, and ports and airports, are nationally important.

The importance of primary production and processing to the Group area means that it is vulnerable to events that disrupt these sectors such as drought, flooding and snowfall.

The relative importance of key sectors (eg tourism, agriculture, education) varies considerably between different parts of the Group area, meaning that the CDEM issues and appropriate responses may vary around the area.

Climate Change may lead to increased frequency and severity of emergency events, such as more intense rainfall and associated flooding, more frequent and intense droughts in eastern areas, more damaging winds and increased wildfire risk especially in eastern areas, sea level rise and a change in wave patterns.

The second step to building resilient communities is to understand the hazards and risks. The Group has identified that the high priority hazards are earthquakes, dam break, human pandemic, landslide, river and lake floods, tsunami, severe storms (snow, wind and rain), electricity failure, and fuel supply disruption. Of those, the natural hazards and human pandemic have already been the focus of some CDEM Group activity, but dam break, and fuel and electricity disruption, have not. In terms of priorities for future work, earthquake, local tsunami and dam break are considered to be the top priorities due to the potential severity of consequences, lack of warning for earthquake and local tsunami, and lack of existing CDEM work for dam break.

CDEM WORK PROGRAMME 2012-2017:

Based on this understanding of the Otago context, the Plan then sets out how Otago is going to respond to the risks that it faces. To provide the best response possible, it is clear that the various agencies involved must work together, and that is a primary focus of the Plan. A summary is set out in the work programme in Section 7.2 of this Plan.

1 INTRODUCTION

Section 1 outlines the Plan purpose, audience and structure and the process by which the Plan was developed. It also provides an introduction to the Otago Group area and the Otago CDEM Group, including the Group's membership, stakeholders, vision and goals and how those goals align with the National CDEM Plan and Strategy.

1.1 THE PLAN'S PURPOSE

This Plan has been primarily developed for the CDEM and Emergency Services sector, which will use and be directly affected by the Plan. However, the Plan is also for other individuals and groups that could at times be involved in CDEM activities, and of course for the general public who should benefit from the plan.

The broad purpose of this Plan is to enable the effective and efficient management of those regionally significant hazards and risks for which a coordinated regional approach will be required. The Plan sets out a strategic direction, Group objectives and a framework for continuous improvement.

This CDEM Group Plan seeks to:

Strengthen relationships between agencies involved in CDEM

Encourage cooperative planning and action between the various emergency management agencies and the community

Demonstrate commitment to deliver more effective CDEM through an agreed work programme.

Set out arrangements across the Otago CDEM Group for addressing Reduction, Readiness, Response and Recovery.

The Plan also provides information on the hazards and risks in Otago and documents the principles of operation within which agencies involved in CDEM agree to cooperate.

This plan provides a bridge between the National Plan and local arrangements.

1.2 BACKGROUND

The Civil Defence Emergency Management Act 2002 required the establishment of CDEM Groups based on Regional Council boundaries. CDEM Groups are consortia of local authorities working in partnership with emergency services and other key stakeholders (and utilities) to deliver CDEM at a regional and local level.

This Plan is the statutory reference for the Otago CDEM Group and details the arrangements for the implementation of CDEM within the Group's jurisdiction. It has been developed in accordance with the Director's Guideline for CDEM Group Plan Review (DGL0909) to assist with achieving national consistency of CDEM Group Plans.

The Plan is NOT the document that CDEM personnel will use to guide their actions during an emergency. That role will be filled by various local and event-specific plans and standard operating procedures. However, this Plan DOES set out the framework that emergency responses will work under, and will guide the work programmes to ensure that the

information, resources and documentation are there when needed in an emergency. Importantly, the Plan also establishes the relationships that will be called upon when an event goes beyond the scope or capacity of an individual agency.

This is the second edition of this CDEM Group Plan, and replaces the previous version. It has been developed in consultation with the CDEM Group members, CDEM and Emergency Services staff, CEG and other key agencies, and follows a process of public consultation and review.

This Plan will remain in effect for five years from the date of approval until reviewed by the Group and either amended, revoked, replaced or left unchanged. The CDEM Act 2002 sets out a public process by which amendments can be made to the Plan and, other than those deemed to be “minor”, any amendments to the Plan are required to be publicly notified to allow affected parties to lodge submissions.

1.3 THE OTAGO CONTEXT

1.3.1 THE REGION

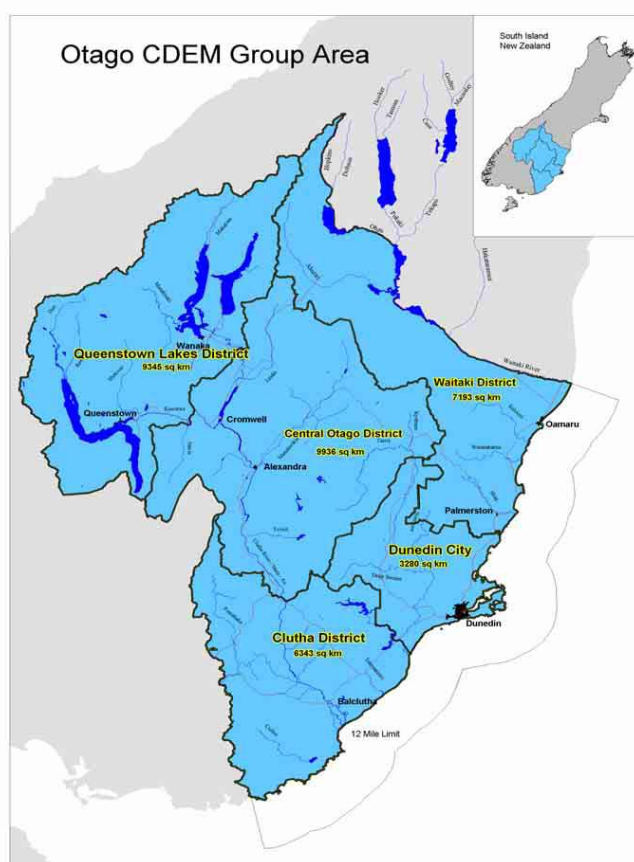
The area covered by the CDEM Group is shown in Figure 1. It includes all of Otago, from the Otago coast to the Southern Alps. The five territorial authorities are Queenstown Lakes, Central Otago, Clutha and Waitaki Districts, and Dunedin City. Although Waitaki District falls partly within the Otago region and partly within the Canterbury region, 90% of its population lives in the Otago region.

Otago is the second largest region in New Zealand in terms of land area, covering approximately 32,000 sq km or 12% of New Zealand's land area. Otago is bordered by Southland to the South, the West Coast to the west, and Canterbury to the north. The two main rivers are the Waitaki River on the northern boundary and the Clutha River in the southern part of the region, and the region also includes the large Lakes Hawea, Wanaka and Wakatipu as well as man-made lakes at hydroelectric power scheme dams on the Clutha and Waitaki Rivers..

The region's estimated population (June 2010) of 207,400 people is relatively dispersed across one large city, nine towns with a population of over 1,000, and a multitude of smaller rural centres and farming areas. This means that a mix of centralised and dispersed responses is needed for CDEM.

Another key factor for CDEM is that the Region has a high transient population, with approximately 20,000 tertiary students studying in Dunedin, and a similar number of tourists in Queenstown Lakes – Central Otago during summer and winter.

Figure 1 Area covered by Otago CDEM Plan



=> Further information on the region and Group environments is contained in Section 1 of the Supporting Information report.

1.3.2 THE OTAGO CDEM GROUP

The Group is governed by a joint committee (set up under s12 of the Act), which is made up of the five local Mayors and the Chairperson of the Otago Regional Council (or persons acting on their behalf). The functions of the Group are detailed in s17 of the Act, and include developing, approving, implementing and monitoring a CDEM Plan.

Although the Waitaki District falls within the boundaries of both the Otago and Canterbury Regional Councils, the Waitaki District Council chose under section 14(2) of the Act to be a member of the Otago CDEM Group.

The Group is supported by the Coordinating Executives Group (CEG), made up of the Chief Executives of the six councils (or persons acting on their behalf), plus senior representatives from the NZ Police, NZ Fire Service, St John, Southern District Health Board, and the Ministry of Social Development. The Group Controller and a representative from MCDEM sit as observers on the CEG. The CEG provides advice to the Group, and implements its decisions.

The Group Emergency Management Office is based at the Otago Regional Council, and that Council employs an Emergency Management Coordinator on behalf of the Group who coordinates the Group's activities. Each of the city and district councils employs its own CDEM staff, who undertake CDEM activities within their own area and contribute to the joint activities of the Group.

The Group Joint Committee and Coordinating Executive Group have overall responsibility for CDEM in the Otago Group area, which includes all aspects of Reduction, Readiness, Response and Recovery.

=> Refer to Section 8.1 for more information on the Group's functions and operations.

1.3.3 LOCAL RESPONSIBILITIES

Each local authority member of the Group is responsible for its own local arrangements, which shall include as a minimum:

- Reduction, readiness, response and recovery activities within its area;
- A current local Civil Defence Plan, which is consistent with the Group Plan;
- Standard Operating Procedures, hazard-specific plans, and other documentation required to give effect to the Group Plan and local Plan;
- At least three local controllers, and trained staff for at least two shifts of full EOC/GECC activation;
- Facilities for a local Emergency Operations Centre (or Group Emergency Coordinating Centre in the case of the Otago Regional Council) at a location which is, as far as practical, safe from natural hazards, with phone, internet, radio and satellite communications and back-up power supply, with access to an alternative EOC/GECC location if required;
- Co-ordination with the other members of the Otago Group on planning, programmes, and activities related to civil defence emergency management across the areas of reduction, readiness, response, and recovery;
- Contribution of staff and/or funding for Group activities as set out in Group Annual Work Programmes;

1.4 THE PLAN CONTEXT

1.4.1 STATUTORY REQUIREMENTS

This Plan is a statutory requirement of the Act (s48). The Act requires that Group plans must not be inconsistent with the National CDEM Strategy (2007) and the National CDEM Plan.

Figure 2 shows CDEM framework and the relationship between the plans.



Figure 2 The CDEM Framework

1.4.2 THE '4RS PRINCIPLE'

The CDEM Act 2002 requires that an integrated risk management approach be taken when dealing with hazards. This integrated approach is often described by the four areas of activity, known as the '4R's'.

Reduction: Identifying and analysing long-term risks to human life and property from hazards; taking steps to eliminate these risks if practicable, or reducing the magnitude of their impact and the likelihood of their occurring. => Refer section 3

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. => Refer section 4

Response: Actions taken immediately before, during or after a civil defence emergency to save lives and protect property, and to help communities recover. => Refer section 5

Recovery: The coordinated efforts and processes to bring about the immediate, medium-term and long-term holistic regeneration of a community following a civil defence emergency. => Refer section 6

1.5 VISIONS AND GOALS

1.5.1 NATIONAL VISIONS AND GOALS

CDEM Groups are the mechanism by which the Crown can achieve its own vision, goals and objectives (see Figure 2 below). Careful consideration has been given to ensure that the Group's direction supports these.

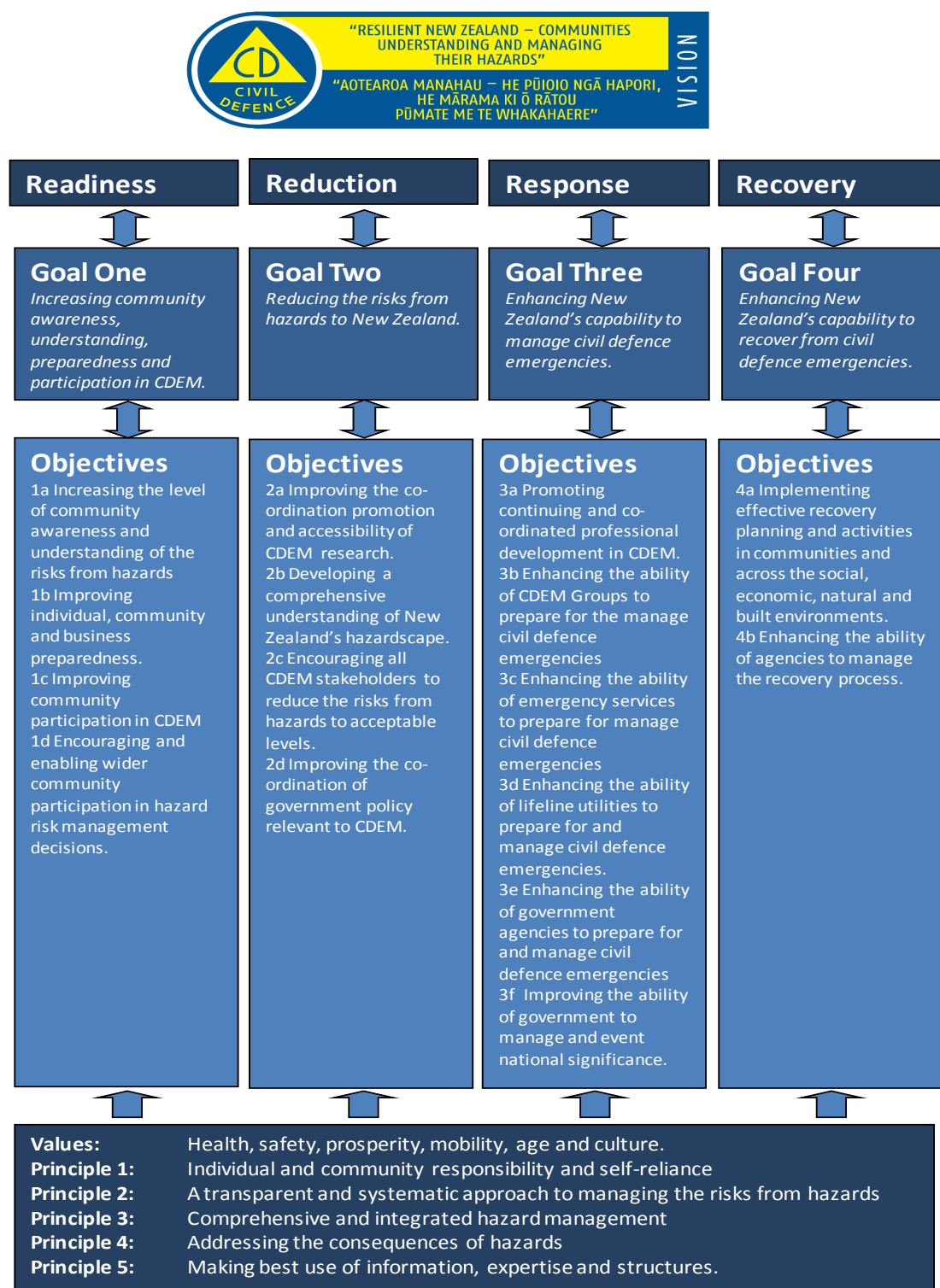


Figure 3 National CDEM Goals, Objectives and Principles

1.5.2 OTAGO CDEM GROUP VISION AND GOALS

The Vision of the Otago CDEM Group reflects the national vision, and is:

Working together to build resilient communities in Otago

The goals of the Group set out what the Group would like to achieve, encapsulating the Vision above, and assisting with directing work streams in CDEM in Otago. The goals for the Group complement the national goals and are:

- Increasing community awareness, understanding, preparedness, and participation in civil defence emergency management through public education initiatives and community-led CDEM planning.
- Reducing the risks from hazards in the Group area by improving the Group's understanding of hazards and by developing and monitoring a Group-wide risk reduction programme which demonstrates how individual agency initiatives contribute to overall regional risk reduction.
- Enhancing the Group area's ability to respond to civil defence emergencies through developing sufficient numbers and capability of CDEM staff and by having effective plans, systems and procedures in place to respond to emergencies.
- Enhancing the Group area's ability to recover from civil defence emergencies through a continued focus on recovery plans, training and exercises.

1.5.3 HOW THIS PLAN SUPPORTS THE NATIONAL GOALS

NCDEM goal	NCDEM objectives	Otago CDEM Group objectives
1 Increasing community awareness, understanding, preparedness and participation in civil defence emergency management	1a Increasing the level of community awareness and understanding of the risks from hazards	1a Increase the level of business and community awareness through public education and consultation.
	1b Improving individual, community and business preparedness	1b Improve community participation and preparedness through community-based planning.
	1c Improving community participation in CDEM	
	1d Encouraging and enabling wider community participation in hazard risk management decisions	
2 Reducing the risks from hazards to New Zealand	2a Improving the co-ordination, promotion and accessibility of CDEM research	2a Improve understanding of Otago's hazardscape and associated risks.
	2b Developing a comprehensive understanding of New Zealand's hazardscape	2b Undertake long-term, strategic reduction of the risks from hazards through collaborative work within the group and with other stakeholders.
	2c Encouraging all CDEM	

NCDEM goal	NCDEM objectives	Otago CDEM Group objectives
	<p>stakeholders to reduce the risks from hazards to acceptable levels</p> <p>2d Improving the co-ordination of government policy relevant to CDEM</p>	
3 Enhancing New Zealand's capability to manage civil defence emergencies	<p>3a Promoting continuing and co-ordinated professional development in CDEM</p> <p>3b Enhancing the ability of CDEM Groups to prepare for and manage civil defence emergencies</p> <p>3c Enhancing the ability of emergency services to prepare for and manage civil defence emergencies</p> <p>3d Enhancing the ability of lifeline utilities to prepare for and manage civil defence emergencies</p> <p>3e Enhancing the ability of government agencies to prepare for and manage civil defence emergencies</p> <p>3f Improving the ability of government to manage an event of national significance</p>	<p>3a Enhance professional development for all emergency management personnel through training, exercises and learning from other CDEM Groups</p> <p>3b Strengthen the coordination and cooperation amongst all relevant sectors in planning for and responding to an emergency</p> <p>3c Develop and maintain appropriate documentation to describe key activities, functional responses and protocols in support of the CDEM Group Plan</p> <p>3d Provide effective warning systems to enable agencies and the community to respond rapidly to a potential event</p> <p>3e Establish and maintain effective and resilient inter-agency communications systems.</p>
4 Enhancing New Zealand's capability to recover from civil defence emergencies	<p>4a Implementing effective recovery planning and activities in communities and across the social, economic, natural and built environments</p> <p>4b Enhancing the ability of agencies to manage the recovery process</p>	<p>4a Strengthen recovery capability and capacity across all agencies and the wider community.</p>

Table 1 National and Otago CDEM Objectives

2 OTAGO'S RISK PROFILE

Section 2 provides the context for the Otago CDEM Group area. The section describes the hazards that could impact upon the CDEM Group, potentially requiring CDEM involvement, and characterisation of their likelihood and consequences. At the end of the section is a summary of the risk profile of the CDEM Group and risk priorities for further action.

Knowledge of the Group area's vulnerability to hazards is fundamental to guiding the activity and effort applied to developing comprehensive and integrated risk reduction, readiness, response and recovery programmes. The characterisation of the risk environment in this section provides a basis for sound prioritisation of resources and effort in CDEM planning. It also provides a snapshot in time of the risk profile, as a baseline for ongoing monitoring and evaluation of risk reduction programmes.

2.1 CDEM GROUP ENVIRONMENTS

The contextual elements for the CDEM Group are the people, the land, the buildings/infrastructure and the economy, commonly referred to as the social, natural, built and economic environments. Analysing these elements helps the Group understand the unique combination of factors that influence CDEM planning.

Detailed information on those factors is contained in Section 1 of the Supporting Information report. However, the implications that arise from those factors are outlined below, as these influence this Plan and Work Programme.

2.1.1 IMPLICATIONS FOR OTAGO CDEM

Implications of Otago's regional profile for Civil Defence and Emergency Management include:

- Limited access to major population areas makes them vulnerable to ongoing support and maintenance of supply chains
- The high numbers of tourists and holiday home owners in Queenstown Lakes, Central Otago and the Waitaki Valley create particular issues. They cannot be informed and advised regarding preparedness in the same way as the resident population, and they can have very different needs during and after an event. Similar issues also arise for the large number of tertiary students in Dunedin.
- The significant tourism industry also means that the Group area is susceptible to economic impacts if a major disaster deters tourists from coming to the area.
- The high future population growth in Queenstown Lakes and Central Otago will create increased need for CDEM capacity in those areas.
- Otago's electricity generation facilities and the HVDC link, and ports and airports, are nationally important.
- The importance of primary production and processing to the Group area means that it is vulnerable to events that disrupt these sectors such as drought, flooding and snowfall.
- The relative importance of key sectors (eg tourism, agriculture, education) varies considerably between different parts of the Group area, meaning that the CDEM issues and appropriate responses may also vary around the Group area.

- Climate Change may lead to increased frequency and severity of emergency events, such as more intense rainfall and associated flooding, more frequent and intense droughts in eastern areas, more damaging winds and increased wildfire risk especially in eastern areas, sea level rise and a change in wave patterns.

2.2 CDEM GROUP HAZARDSCAPE

Analysing the Level of Risk

The combination of all hazards within an area is commonly referred to as the hazardscape. The Otago Group area is subject to a wide range of significant hazards including:

Natural Hazards:	Flooding, Storm, Tsunami, Earthquake, Rural Fire, Drought, Landslide
Technological Hazards:	Lifeline Utility Failure, Dam Break, Hazardous Substances Spill, Major Transport Accident, Criminal Act/Terrorism, Human Pandemic, Animal/Plant Diseases and Pests.

⇒ Further information on hazards is contained in Section 5 of the Supporting Information Report.

The risk posed by each hazard was evaluated using the following risk matrix. The evaluation was based on Group knowledge and analysis of available scientific hazard and historical event data. The overall ratings are based on two components:

Risk Analysis considers the level of risk associated with different hazards. It is a combination of the likelihood of a risk occurring, and the consequences if it does occur.

Risk evaluation has been used to determine priorities for the Groups response. It is based on the consequences, manageability, and likely growth in risk over time.

⇒ Further information on the analysis and evaluation criteria is contained in Section 2 of the Supporting Information Report.

Hazards Excluded from Detailed Analysis

Some hazards have not been assessed in detail but are summarised below. In general, these hazards were excluded from detailed analysis because they are events in which the CDEM Group is unlikely to play an active or primary role. The hazards include:

Climate Change is not considered a hazard but a factor impacting on the frequency and intensity of existing hazards, and so is incorporated where appropriate in the weightings given for risk growth. It may introduce long-term shifts in climate patterns such as more intense rainfall and associated flooding, more frequent and intense droughts in eastern areas, more damaging winds and increased wildfire risk especially in eastern areas, sea level rise and a change in wave patterns.

Urban fire can cause significant damage to buildings and risk to life. However, it is the direct responsibility of the New Zealand Fire Service, so is not specifically addressed in this Plan (although CDEM systems and resources would be available to assist in a major fire should that ever be required).

Mine collapse can cause significant risk, but is dealt with directly by local emergency services so is not specifically addressed in this Plan (although CDEM systems and resources would be available to assist in a major fire should that ever be required).

Coastal erosion is the retreat of the shoreline caused by water, waves, currents and wind. It is a natural process but it can be exacerbated by human activities. Sudden or catastrophic erosion would be dealt with by the CDEM Group as part of storm response, but the gradual and ongoing process of erosion is more appropriately dealt with through District Plans and council infrastructure works.

Space debris could have potentially catastrophic impacts, but is well beyond the capacity of the CDEM Group to predict or prepare for.

Risk Matrix

Figure 4 shows the results of the risk prioritisation process using the model described above. The hazards have been divided into three bands – high, medium and low priority hazards for CDEM planning.

The high priority hazards are earthquakes, dam break, human pandemic, landslide, river and lake floods, tsunamis, severe storms (snow, wind and rain), electricity failure, and fuel supply disruption. Of those, the natural hazards and human pandemic have already been the focus of significant CDEM Group activity, but dam break, fuel and electricity disruption have not. It is also important to be aware that some hazards can occur in conjunction, eg river and lake flooding, or heavy rain and storm surge.

Hazard Identification	Risk Analysis			Risk Evaluation											
	Likelihood	Consequence	Rating	Seriousness					Manageability					Growth	Total
				Social	Built	Economic	Natural	Sub-total	Reduction	Readiness	Response	Recovery	Sub-total	Sub-total	
Alpine Fault Earthquake	Possible	Catastrophic	Very High	4.5	5.0	5.0	4.0	9.3	3.0	4.5	4.0	4.0	3.9	3.5	16.7
Local Earthquake	Likely	Major	Very High	5.0	5.0	4.0	2.0	9.1	3.0	4.0	3.0	4.0	3.5	4.0	16.6
Dam break	Possible	Catastrophic	Very High	4.0	4.0	3.0	4.0	7.7	3.0	3.0	3.5	4.0	3.4	3.5	14.6
Human Pandemic	Likely	Catastrophic	Extreme	4.5	1.5	3.5	1.0	6.5	2.5	3.0	4.0	3.5	3.3	3.0	12.8
Landslide	Possible	Major	Extreme	3.0	3.0	2.0	3.0	5.7	3.0	4.0	4.0	4.0	3.8	3.0	12.5
River flood	Almost certain	Moderate	Very High	2.0	4.0	3.0	3.0	5.5	2.0	3.0	2.0	4.0	2.8	4.0	12.3
Local Tsunami	Possible	Major	High	4.0	4.0	3.0	3.0	7.5	3.0	3.0	3.0	2.0	2.8	2.0	12.3
Severe Storm - Snow	Almost certain	Major	Extreme	3.0	3.0	2.0	4.0	5.9	2.0	3.0	4.0	4.0	3.3	3.0	12.2
Electricity failure	Almost certain	Moderate	Very High	3.0	4.0	3.0	1.0	6.1	2.0	3.0	3.0	3.5	2.9	3.0	12.0
Lake Flood	Almost certain	Moderate	Very High	2.0	3.0	3.0	2.0	4.8	3.0	3.0	2.0	4.0	3.0	4.0	11.8
Fuel supply disruption	Likey	Major	Very High	2.5	4.0	3.0	3.0	6.0	1.0	3.0	3.0	3.5	2.6	3.0	11.6
Regional/Distal Tsunami	Likely	Catastrophic	Extreme	3.0	3.5	2.5	3.0	6.1	3.0	4.0	3.0	4.0	3.5	2.0	11.6
Severe Storm - Wind	Almost certain	Moderate	Very High	3.0	3.0	1.0	1.0	5.0	2.0	3.0	4.0	3.5	3.1	3.5	11.6
Heavy Rain	Almost certain	Major	Extreme	3.0	3.0	1.0	3.0	5.4	3.0	2.5	2.0	3.0	2.6	3.5	11.5
Sewerage failure	Likely	Moderate	High	3.0	3.0	1.0	3.0	5.4	2.0	3.0	3.0	3.5	2.9	3.0	11.3
Storm Surge	Almost certain	Moderate	Very High	2.0	2.0	2.0	2.0	4.0	3.0	3.0	3.0	4.0	3.3	4.0	11.3
Telecommunications failure	Almost certain	Moderate	Very High	2.5	3.0	2.0	1.0	4.8	2.0	3.0	3.0	3.5	2.9	3.5	11.2
Food supply disruption	Almost certain	Moderate	Very High	2.5	4.0	2.0	1.0	5.3	2.0	3.0	3.0	3.5	2.9	3.0	11.2
Rural Fire	Possible	Moderate	High	2.0	3.0	1.0	3.0	4.4	3.0	2.5	3.5	3.0	3.0	3.5	10.9
Terrorism	Unlikely	Catastrophic	Very High	3.5	1.0	1.0	3.0	4.9	4.0	4.0	2.0	4.0	3.5	2.0	10.4
Animal Epidemic	Possible	Catastrophic	Very High	2.0	1.0	3.0	3.0	4.0	2.5	3.0	4.0	3.5	3.3	3.0	10.3
Major transport accident- Air	Likely	Catastrophic	Extreme	3.0	2.5	2.0	3.0	5.5	2.0	3.0	3.0	3.5	2.9	2.0	10.3
Drought (Agriculture)	Likely	Moderate	High	2.0	1.0	3.0	3.0	4.0	4.0	3.0	2.5	3.0	3.1	3.0	10.1
Drought (Water Supply)	Almost certain	Moderate	Very High	2.0	1.5	2.0	3.0	4.0	4.0	3.0	2.5	3.0	3.1	3.0	10.1
Plant & Animal Pests	Possible	Major	High	2.0	1.0	2.0	3.0	3.7	2.0	3.0	4.0	4.0	3.3	3.0	10.0
Major transport accident- Marine	Likely	Catastrophic	Extreme	3.0	1.0	1.5	3.0	4.6	4.0	3.0	3.0	3.5	3.4	2.0	9.9
Major transport accident- Road/Rail	Almost certain	Catastrophic	Extreme	3.0	1.0	1.0	3.0	4.4	4.0	3.0	3.0	3.5	3.4	2.0	9.8
Information systems failure	Almost certain	Moderate	Very High	1.0	2.5	1.5	3.0	3.3	2.0	3.5	3.0	3.0	2.9	3.0	9.2
Extreme Temperature	Almost certain	Insignificant	Moderate	2.0	1.0	1.0	3.0	3.4	4.0	4.0	2.0	3.0	3.3	2.0	8.7
Civil Unrest	Unlikely	Moderate	Moderate	2.0	1.0	1.0	3.0	3.4	3.0	4.0	2.5	4.0	3.4	1.5	8.3
Hazardous substances spill	Almost certain	Moderate	Very High	2.0	1.0	1.5	3.0	3.6	1.0	3.0	3.0	3.5	2.6	1.5	7.7
Distal Volcano	Possible	Moderate	Moderate	1.0	2.0	2.0	3.0	3.2	1.0	4.0	4.0	4.0	3.3	1.0	7.5

Figure 4 Risk Priorities for Action

3 RISK REDUCTION

This section provides guidance on frameworks, roles, responsibilities and processes to achieve long term comprehensive risk reduction. It states the principles for risk reduction within the Otago CDEM Group and describes how risk reduction challenges will be managed. At the end of the section is a summary of the specific risk reduction objectives and the methods and tools by which these will be achieved.

3.1 INTRODUCTION

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).

The National CDEM Strategy 2007 encourages communities to identify and achieve “acceptable levels of risk” (where some risks will be eliminated, some will be reduced, and the community should be well-informed of the risks that remain).

3.1.1 STATUTORY AND POLICY FRAMEWORK

The CDEM Act (2002) gives the Otago CDEM Group the responsibility to identify, assess and manage the Group area’s hazards and risks. However, risk management also involves many other stakeholders, including central government organisations, local authorities, emergency services and lifeline utilities, as well as individuals and communities. There are also many other pieces of legislation which are relevant, including:

- Resource Management Act 1991
- Local Government Act 2002
- Building Act 2004
- Soil Conservation and Rivers Control Act 1941
- Hazardous Substances and New Organisms Act 1996

The NZ 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.

Thus, while the Group has an oversight role and can undertake some reduction activities itself, much of the actual implementation is outside the Group’s direct control.

3.1.2 ISSUES AND PRIORITIES

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

- Otago has a complex hazardscape with a wide range of hazards. Some good material exists on the hazard analyses for the Group area, 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.

- Hazard management, risk assessment and implementation of mitigation measures are fragmented and lack consistency across a broad range of organisations.
- There is a need to develop a common understanding and interpretation of the purpose and status of reduction activities and practices.
- Risk reduction often has the highest cost compared with other '4Rs' areas – it can involve costly infrastructure programmes that can be difficult to justify economically, especially when compared to other activities with more immediate and tangible outcomes. It can also involve planning controls under the Resource Management Act, which place restrictions and impose costs on private landowners.

Most physical risk reduction efforts in Otago currently focus on flood mitigation. Risk reduction is also built into national building codes (earthquake/wind/flooding protection) and regional/local land use planning. In addition, individual agencies such as utility operators incorporate risk reduction into their activities (for example, extra storage capacity in pump stations, and battery/generator backups at telecommunication sites). The Christchurch earthquakes in 2010/2011 have highlighted the need for all agencies to address risk reduction.

The risk prioritisation model described in section 2.2 was used to identify priorities for reduction activities in Otago.

3.1.3 PRINCIPLES

The Otago CDEM Group risk reduction principles are:

- To identify and co-ordinate reduction activities among key stakeholders and the community.
- To prioritise reduction activities taking into account the impact on human life and safety, the economy and the built and natural environment as well as the manageability of the risk and the likelihood of it occurring.
- To develop practical, achievable objectives and methodologies to reduce risk in the Group area.

Objectives for risk reduction are set out in Table 1, and addressed in more detail below.

3.2 UNDERSTANDING OTAGO'S HAZARDSCAPE

Objective 2a: Improve understanding of Otago's hazardscape and associated risks

A fundamental part of reducing risk is to first understand what the risks are. Our current understanding of the Otago hazardscape has been outlined in Section 2. More detailed information is contained in Section 5 of the Supporting Information Report, including a report from the Otago Regional Council on previous, current and future investigations. There are a number of areas where either there is ongoing work, or further work is required.

Methods, Tools and Actions

- An assessment of the vulnerability of coastal Otago communities to storm surge and tsunami hazard.
- An investigation into the hazard of eleven alluvial fans in the Queenstown-Lakes and Central Otago districts, where areas of existing development, or zones with a high potential for development, intersect active alluvial fan areas.
- Investigative work to assess the hazard associated with flood events in the catchments to the east of Milton. Work has been undertaken to highlight the importance of

overland flow paths in draining floodwaters, and the need to ensure those features can continue to serve that purpose.

- Work is continuing on development of the Otago Natural Hazards Database (NHDB). The NHDB will provide access to hazard information to help the public, local authorities and others make informed decisions about their exposure to natural hazards.
- Further investigation into the risk associated with flood and debris flow hazard for Pipson Creek and the Young River and Buckler Burn rockfall dams.
- An investigation into the vulnerability of the Clutha Delta to natural hazards, including the effects of predicted changes in climate, in order to assist long-term sustainable occupation and land use in this area.
- Collating and reporting on current natural hazard information for the Taieri Plain.
- Reviews of Territorial Local Authority's Policies on Earthquake-Prone buildings.

3.3 COLLABORATIVE RISK REDUCTION ACROSS THE GROUP

Objective 2b: Undertake long-term, strategic reduction of the risks from hazards through collaborative work within the group and with other stakeholders

The MCDEM Monitoring and Evaluation exercise identified that Risk Reduction was an area of relatively low effort, both by individual authorities and by the Group as a whole. The Group needs to improve its understanding of reduction practices in the Otago Group area, and then needs to assess whether collective efforts are being directed in accordance with the Group priorities.

Most of the major risks occur across more than one authority's area, so it will be more efficient and effective if reduction activities are coordinated. This is a key area where the Group can add value to the work of its individual members.

Implementation will involve all CEG members and a range of other organisations (eg scientific agencies, infrastructure operators, network utilities). In order to get commitment and involvement from all parties there will need to be leadership from the CEG and the Group to drive the strategy. Responsibility for specific actions will then be the responsibility of the various organisations (individually and in collaboration), with the Risk Reduction Committee coordinating and monitoring this work and reporting back to the CEG.

Methods, Tools and Actions

Establish a specific Risk Reduction Committee with responsibility for developing a risk reduction strategy and improving linkages to CDEM. The strategy is to be developed in the first year following adoption of this Plan, and implemented over the remaining four years.

4 READINESS

This section provides an overview of the readiness of CDEM organisations (the capabilities and resources of CDEM agencies and stakeholder organisations) and community readiness (how aware and prepared the community is to meet their own needs in an emergency). The Plan objectives and proposed methods for improving readiness, such as through public education and CDEM staff development, are stated.

4.1 INTRODUCTION

Readiness involves planning to ensure that CDEM organisations and the community have the capacity and capability to respond to an emergency and includes:

- Organisational readiness - which focuses on the readiness of emergency response organisations, emergency services, lifeline utilities and other CDEM stakeholders.
- Community readiness - which focuses on the ability of communities, businesses, families and individuals to be able to meet their own needs during and after an emergency.

4.1.1 ISSUES

Although significant work has already been done and is under way, based on the Otago CDEM Capability Assessment, and input from the CDEM sector into this Plan, areas where further work is required in relation to readiness include:

- Improving awareness and implementation of this Plan.
- Improving the knowledge, acceptance and commitment to legislative responsibilities, particularly at the executive and elected levels.
- Ensuring the provision of adequate and effective Group and Local Emergency Operations Centres.
- Reviewing Emergency Management information systems and technology to maximise the increased capability offered by the pending introduction of the 'Emergency Management Information System'.
- Developing agreed training standards and delivery.
- Developing agreed communications methods.
- Developing agreed resource sharing/managing arrangements.
- Maintaining and improving community awareness of hazards.
- Ensuring that the community is capable of responding appropriately to warnings (formal, informal and natural).
- Increasing coordination/cooperation between all members of the group.
- Ensuring consistent levels of staffing in key CDEM roles.
- Supporting businesses to develop effective business continuity planning.
- Fostering relationships with key partners.

4.1.2 PRIORITIES

The risk prioritisation (SMG) model has been used to identify priorities for readiness improvements in relation to specific hazards. The most difficult hazards to 'be ready for' are those that have little or no warning time and that have very long return periods such as earthquakes and local source tsunamis, as it is difficult to motivate communities to maintain high community preparedness.

The high priority hazards that have the most effort applied to warning systems and community readiness are floods, storms, human pandemic and regional/distal tsunami (the Pacific Tsunami Warning system).

Overall, the Group area is assessed as being:

- Least ready for earthquake, dam failure and local tsunami
- Most ready for flooding, pandemic, and regional / distal tsunami

4.2 COMMUNITY READINESS

4.2.1 AWARENESS AND PREPAREDNESS

Objective 1a: Increase the level of business and community awareness through public education and consultation

All individuals and communities need to be aware of hazards and risks, and how to prepare for and cope in an emergency. The National Public Education Programme (2006-2016) provides the overall direction for developing and delivering public education while local and regional strategies offer specific advice about local hazards, risks and preparedness steps.

The Otago CDEM Group has identified public education as the foundation for improving levels of community resilience. Some collaborative work has occurred across the group, but lacks an overall strategy. Recent high profile natural disasters have raised public awareness, but there is still a significant need to increase actual preparedness – both in general (eg household plans and emergency supplies) and for specific circumstances (eg tsunami preparedness in coastal communities).

Methods, tools and actions

- Develop and implement a Public Education Strategy which identifies:
 - Priority target groups (Businesses, Tourism etc).
 - Key public education messages in relation to hazards and business continuity planning.
 - Methods of delivering messages to different target groups - through existing networks, appropriate media and other means, and including annual public education plans.
 - Methods for evaluating / monitoring public awareness and preparedness, consistent with national monitoring done by MCDEM.
 - A detailed action plan to deliver the strategy (resources, materials, etc).
- Monitor and report on progress on the Public Education Strategy and annual public education plans.
- Develop and regularly update a Group website with appropriate hazard and CDEM information.

4.2.2 COMMUNITY PARTICIPATION

Objective 1b: Improve community participation and preparedness through community-based planning

Many communities in Otago can be isolated during an emergency event, and even when they are not isolated there may be delays in outside resources being available to assist. This makes it imperative that communities can survive with little or no outside assistance, particularly during the early stages of a response. Some local councils have been working to address these issues by working with local communities to formulate Community Response Plans.

Methods, tools and actions

Territorial Authorities will work with their local communities to develop preparedness and planning as specifically relevant for those communities.

4.3 GROUP READINESS

4.3.1 STAFF CAPACITY AND CAPABILITY

Objective 3a: Enhance professional development for all emergency management personnel through training, exercises and learning from other CDEM Groups.

Professional Development

Professional development is a core component of all readiness activities. Appropriate performance during an emergency can often be attributed to strong working relationships being established and exercised prior to emergency events. It is important that senior management demonstrate commitment to professional development through allocation of budget, resources and staff release time.

- CIMS training is available locally at NZQA levels 2 and 4, and is recommended for all people involved in CDEM response and recovery.
- Specific training for some EOC positions (Controllers, Public Information Managers and Recovery Managers) is available nationally, and is essential for all Controllers, Alternate Controllers, and first and second shift Public Information and Recovery Managers.
- More general EOC training is currently, or will be available through the MCDEM RAPID training programmes and commercial providers, and should be undertaken by all first and second shift EOC personnel.
- There is significant scope for increased collaboration across the Group area on professional development, which will make this more locally relevant and cost-effective, while also improving cooperation and interoperability by having staff from various agencies working together. However, there is currently no framework for such collaboration.
- Similarly, there is significant scope for increased collaboration with neighbouring Groups.

Exercises play an important role in testing readiness and will be undertaken on a regular basis. Exercises allow plans and staff capabilities to be tested and improvements identified. Although there is already a level of collaboration on joint exercises across and beyond the Group area, there is also scope to further enhance this.

Learning from other CDEM Groups

Sharing information and experiences is an ongoing process. However, given the significance of the Canterbury earthquakes while this Plan was being developed, there is a need to specifically address lessons from those events.

Methods, Tools and Actions

- Undertake a training needs gap analysis to evaluate current levels of training in CDEM and stakeholder organizations and identify gaps in that training.
- Develop a professional development strategy and training programme to address the gaps identified above.
- Facilitate the provision of training in accordance with the programme, including organising joint training within the Group area and/or in conjunction with neighbouring Groups where that is the most effective way of meeting a training need.
- Maintain a calendar of relevant training opportunities (eg: by MCDEM and other CDEM Groups) and make available to CDEM agencies/stakeholders.
- Develop an exercise programme which is consistent with the National Exercise Programme and which ensures that all CDEM Group Members and Strategic Partners are involved regularly. Seek opportunities for joint and multi-agency exercises led by other agencies.
- Review Group systems and operations in light of the lessons from the Canterbury earthquakes.

4.3.2 OPERATIONAL PLANNING GROUPS

Objective 3b: Strengthen the coordination and cooperation amongst all relevant sectors in planning for and responding to an emergency.

Emergency management operational planning covers a wide range of activities and a number of emergencies that are extremely varied in duration, frequency, intensity, nature and consequences. Integrated and coordinated planning facilitates consideration of all the consequences of the threat or impact of an emergency event on a community. In addition to the planning undertaken by the Otago CDEM Group there are a number of other groups and structures that contribute to operational planning in the Group:

Emergency Services Coordinating Committees (ESCCs)

ESCCs operate in each territorial authority with membership drawn from the NZ Police, NZ Fire Service, Health, St John and local government Emergency Management.

The Otago ESCCs provide a mechanism for multi-agency planning and the building of relationships between emergency services and the response organisations within each district. Their role is to ensure that the emergency services readiness, response and recovery planning at the local level are co-ordinated and consistent with the CDEM Group Plan. The ESCCs as such have no operational role during an emergency, although their members will be involved in most responses.

Hazardous Substances Technical Liaison Committee (HSTLC)

The Otago/Southland HSTLC is chaired and managed by the NZ Fire Service with membership from the emergency services and other agencies with statutory responsibilities under the HSNO legislation, or agencies which have particular expertise useful to the Committee (eg Otago University). The HSTLC provides a mechanism for the hazardous substances industry

(enforcement agencies and emergency responders) to plan for incidents or emergencies involving hazardous substances.

The HSTLC tends to deal with incidents that don't require CDEM involvement. The HSTLC has no formal links or reporting requirements to the Coordinating Executive Group.

Rural Fire Authorities

Rural Fire Authorities are a requirement of the Forest and Rural Fires Act 1977. Rural Fire Authorities within the Group area are responsible for prevention, restriction, detection and suppression of fires in their gazetted area.

The Rural Fire Authority is an autonomous organisation and tends to deal with incidents that don't require CDEM involvement. There is no formal reporting to the Coordinating Executive Group. However, there is significant sharing of personnel and resources between Rural Fire and CDEM, particularly in the smaller rural councils.

Otago Lifeline Utilities Group

Representatives from a number of lifeline utility organisations are establishing a Lifelines Utility Group for Otago. The Otago Lifeline Utilities Group will link to and be supported by the Otago CDEM Group through shared membership. It will be funded by the participating organisations. The Lifelines Group will report to the Coordinating Executive Group through the Reduction Committee under terms to be developed.

The Otago Lifelines Group will not have an operational role, however its individual member agencies will. The response and recovery coordination arrangements between lifeline utilities and CDEM agencies will be outlined in Lifeline Utility Protocols.

Welfare Advisory Group

The Welfare Advisory Group (WAG) is comprised of agencies with roles and responsibilities in the provision of welfare in an emergency, and CDEM Welfare Managers. The WAG is chaired by the Ministry of Social Development for the purpose of co-ordination regional level agencies with a role in providing welfare support to communities affected by an emergency. The WAG chair is a member of the Coordinating Executive Group.

The purpose of the Welfare Advisory Group is to:

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

Rural Support Trust

The Rural Support Trust is a part of a national network to ensure that rural communities are well prepared, supported and able to recover quickly from a range of adverse weather events. The trust also aims to strengthen the network of rural landowners, managers, professionals and other industry organisations and identify key training requirements.

Methods, Tools and Actions

- Review coordination and processes across CEG members and other CDEM agencies, and develop a strategy for improving coordination and collaboration.
- Communicate with CEG members and other CDEM agencies and encourage reporting to CEG on matters of interest.
- Work with stakeholder groups where relevant in the development of plans and procedures under the Group CDEM Plan.

4.3.3 PLANS AND PROCEDURES

Objective 3c: Develop and maintain appropriate documentation to describe key activities, functional responses and protocols in support of the CDEM Group Plan.

Group Plans

A number of functional plans, contingency plans and emergency operating procedures (EOPs) are required to give effect to the operational arrangements outlined in this Plan.

The Coordinating Executive Group is responsible for oversight and/or developing and approving the supporting (activity or hazard-specific) Group plans and EOPs. Where required, other agencies or specialist groups will take the lead or joint lead in developing a supporting plan. For example the Welfare Plan will be created by the Welfare Advisory Group and the Lifeline Plan will be developed by the Lifelines sub-committee.

Group activity plans to be developed or updated include:

- Welfare Plan
- Lifelines Plan
- Recovery Plan

Hazard-specific Group plans that emerged as required through the hazard prioritisation in section 2.2 of the Plan include:

- Group Tsunami Plan
- Group Alpine Fault Earthquake Plan
- Group Dam Failure Plan

Local Authority CDEM Plans

In addition to joining together to form a CDEM Group and produce a CDEM Group Plan (this Plan), territorial local authorities must plan and provide for civil defence emergency management within their own districts (s.64(1) CDEM Act 2002).

To meet this obligation, each territorial authority has produced CDEM Plans for their respective areas of jurisdiction. These plans are important to give effect to the Group's operational arrangements, however they are not considered to be a legally incorporated part of the Group Plan and hence are not subject to the same approval and amendment process.

In addition to CDEM planning, local authorities must ensure that they are able to function to the fullest possible extent, even though this may be at a reduced level, during and after an emergency (s.64(2) CDEM Act). This requires territorial authority to have business continuity management processes in place.

Methods, Tools and Actions

- Review existing plans following the adoption of this Group Plan, to ensure that they are consistent with, and support, the Group Plan. Ensure relevant stakeholder groups are involved.
- Develop the following Group plans over the 2012-2017 period:
 - Lifelines Plan
 - Recovery Plan
 - Tsunami Plan
 - Alpine Fault Earthquake Plan
 - Dam Failure Plan
- Review the current Welfare Plan for alignment with latest guidelines.

In preparing and reviewing plans, the Group will use National Guidelines and Templates where available.

4.4 WARNING SYSTEMS

Objective 3d: Provide effective warning systems to enable agencies and the community to respond rapidly to a potential event.

National Warning System

The MCDEM is responsible for issuing National warnings to CDEM Groups (ie Group Office and member agencies) and other key emergency response agencies for events of national significance. The Otago CDEM Group is required to be capable of receiving, acknowledging and responding to National warning messages within 30 minutes and have procedures in place to facilitate an effective response. The National System is tested by MCDEM quarterly.

Otago Group Warning System

The Group CDEM Office coordinates the issue, dissemination, and confirmation at the regional level in accordance with Standard Operating Procedures. The procedures outline the agencies responsible for issuing warnings, levels of warnings and explanations of warning criteria. Individual Local Authorities and Emergency Services are then responsible for further disseminating the warnings as appropriate, in accordance with their own Standard Operating Procedures. Systems are to be tested regularly, both within the Group and as part of national tests.

Public warnings

Public warnings across the Group area will be issued by the Group CDEM Office in collaboration with each territorial authority, in accordance with the relevant Level of Emergency (see Section 5.2).

The general public can be alerted to an impending emergency using a variety of systems, including radio and television, email, text messages, websites, 0800 telephone numbers, sirens, etc. The method depends on the event type and particular community affected. Warning systems need to be part of Standard Operating Procedures and public education activities to ensure the community know how to respond appropriately.

Other Agencies Involved

There are a number of agencies involved in the surveillance, monitoring, assessment of hazards and issuing alerts and warnings to incidents or events that may be a pre-cursor to an emergency (see Table below).

The Otago Group CDEM Office will ensure the Group warning system is tested at least four times per year in conjunction with MCDEM tests. Any issues with the effectiveness of the system will be reported to the Coordinating Executive Group.

Hazard alerts/warnings	Monitoring / Surveillance Agency
Tsunami (distant and regional source)	Pacific Tsunami Warning Centre via MCDEM
Public health warnings	Ministry of Health & District Health Boards
Hazard that might lead to or worsen an emergency.	MCDEM & Emergency Services
Forecasting and alerts / warnings / watches / outlooks / advisories for heavy rain, gales, snow, thunderstorms, swells, surge.	NZ MetService & NIWA (forecasting)
Flood warnings for major rivers, including interpretation of meteorological information	Otago Regional Council
Weather conditions likely to increase the possibility of wildfire.	National Rural Fire Authority and local Rural Fire Authorities
Animal disease outbreaks and pest invasions.	Ministry of Agriculture and Forestry
Criminal act	NZ Police
Major Industrial Accidents	Department of Labour

Table 2 Agencies Responsible for Warning CDEM Groups and the Public

Methods, Tools and Actions

- Develop a regional tsunami plan that identifies:
 - Warning and notification arrangements procedures, including links with national warning systems.
 - At-risk communities.
 - Public alerting processes.
 - Media arrangements.
- Incorporate pre-scripted messages in the Public Information plan.
- Test and exercise warning systems as part of the overall exercise programme.
- Provide signage, maps and education to support Community based plans.

5 RESPONSE

This section outlines the CDEM Group's response principles, objectives, priorities, information flows and the organisational framework that will be used in responding to emergencies. Response roles, functions, responsibilities and relationships (locally, regionally and nationally) are defined. Processes for emergency escalation and declaring states of emergencies are also described.

5.1 INTRODUCTION

Response describes the actions taken immediately before, during or directly after a civil defence emergency to save lives, protect property and support communities to recover. The Group's response arrangements have been established to ensure that all available resources are effectively applied to plan for and manage the consequences of emergencies that affect Otago. While the first priority during an emergency is the safety of life, response planning aims to minimise all the effects of an emergency and ensure that people are given early support to recover.

Principles

Key principles for the Otago CDEM Group are:

- Command, control and coordination of incidents, emergencies and disasters will be dealt with using the Coordinated Incident Management System (CIMS).
- The response will escalate only to the level required to manage the Incident. Incident Control Points and EOCs will be flexible and able to be established by Controllers to a size and structure appropriate to the incident.
- The CDEM Group, through its Group ECC located at the Otago Regional Council, will activate to the level required to monitor, support, coordinate and/or direct as appropriate to the event.
- All agencies will be responsible for their own response under their own plans, but as coordinated by the lead agency.

The National Civil Defence Emergency Plan Order (2005) Section 59 sets out the principles of response as:

- Agencies should respond to an emergency by activating their own plans and co-ordinating with the lead agency.
- Within the constraints that the emergency creates, each agency, operating within its own jurisdiction, must cooperate with interdependent agencies to –
 - Assess the impact of the event on its own staff, assets, and services; and
 - Activate its own continuity and emergency arrangement; and
 - Maintain or restore the services it provides; and
 - Communicate with the lead agencies, other responders, and the public; and
 - Align response activities with other agencies to avoid gaps and duplications.
- In addition, the emergency services are expected to –
 - Assess the effect of an event on the community; and

Co-ordinate the local efforts of their agency

Communicate assessments and actions with the appropriate lead agency

- Emergency response objectives include-
 - Preservation of life; and
 - Prevention of escalation of the emergency; and
 - Maintenance of law and order; and
 - Care of sick, injured, and dependent people (first aid, medical, and evacuation facilities, and welfare); and
 - Provision of essential services (lifeline utilities, food, shelter, public information, and media); and
 - Preservation of governance (continuity of the machinery of government); and
 - Asset protection, including buildings and historic heritage assets (including structures, areas, landscapes, archaeological sites, and wahi tapu); and
 - Protection of natural and physical resources (to the extent reasonably possible in the circumstances); and
 - Preservation of economic activity.

5.2 LEVELS OF EMERGENCY

Response relationships, roles, activities and EOC operation change as an Incident escalates into an Emergency. The Group recognises five levels of Incident/Emergency, which are consistent with those described in the National CDEM Plan:

Event Type	Event Status / Procedures	GECC / EOC Roles	Controllers' Roles
1 Local Incident: Can be dealt with by Emergency Services and/or Local Authority resources alone. Specialists may be required for specific circumstances.	No Declaration. CIMS structures and principles used to manage Incident. Lead agency depends on Incident type.	EOCs may be alerted or be partially operative in support of the Lead Agency.	Local controller notified if EOC involved.
2 Local multi agency Incident: Can be dealt with by Emergency Services and/or Local Authority resources though remote support (ICP) likely to be required. Specialists may be required for specific circumstances.	No Declaration. CIMS structures and principles used to manage Incident. Local authority may assume coordinating role for functions agreed on the day.	EOC in Key Support Agency role. Local Authority EOC partially or fully activated and co-ordinating agreed functions. Possibility of GECC partially activated in monitoring role	Local Controller coordinating the agreed functions. Group Controller notified.
3 Imminent or State of Local Emergency involving a single TLA: The event may not or	Declaration of state of local emergency in a single TLA is being considered, or has been	EOC fully activated and is coordinating response and management of the	Local Controller exercising statutory powers. Group Controller

cannot be able to be managed without the adoption of emergency powers.	deemed necessary. Declaration can be for an entire district or one or more wards.	emergency. GECC and adjacent EOCs alerted or partially activated to monitor the situation and ready to respond if the situation deteriorates.	supporting the Local Controller, and giving consideration to further escalation. Adjacent CDEM Groups and National Controller notified.
4 Imminent or State of Local Emergency that is regionally significant: The event impacts on one TLA but requires response and resources from outside that TLA, OR The event impacts on two or more TLAs within Otago, OR Co-ordinated assistance is required to support an adjoining CDEM Group.	Declaration of state of local emergency in Otago is being considered, or has been deemed necessary, that involves the entire CDEM Group area or one or more districts, OR an adjacent CDEM Group requires assistance.	GECC and all EOCs fully activated. NCMC and adjacent GECCs may be alerted or partially activated to monitor the situation and be ready to respond if the situation deteriorates.	Group Controller exercising statutory powers. National Controller giving consideration to further escalation. Local Controllers responding to priorities set by the Group Controller.
5 Imminent or State of National Emergency.	Declaration of state of national emergency is being considered, or has been deemed necessary.	NCMC, GECCs and all EOCs fully activated	National Controller exercising statutory powers Group Controller responding to priorities set by the National Controller. Local Controller responding to priorities set by the Group Controller

Table 3 Levels of Emergency

Responses to an event can occur progressively – eg the GECC may initially take a monitoring role for localised flooding in a part of Otago, and increase staffing and involvement over time if the flooding gets worse. This approach is appropriate, as the scale of each agency’s response should be in proportion to the event. However, the points where control changes must be definite and clear, and communicated immediately to all agencies – eg if the Group Controller takes a directing role due to increased flooding across the Group area.

=> Refer to Sections 5.5.2 and 8.3.5 for more information on Declarations

5.3 EMERGENCY OPERATING CENTRES

5.3.1 STRUCTURE AND ROLES

There are three levels of Centres:

- Local Emergency Operating Centres (EOCs) are operated by each territorial authority member of the Group. Their role is to co-ordinate the response of local emergency agencies within the authority’s area, including logistics, welfare, information

management, media advise and recovery preparation. Once activated, the local EOCs must advise the GECC and keep it informed throughout the event.

- The Group Emergency Coordinating Centre (GECC) focuses on coordination, and where required direction, of the event through tactical and strategic management. In order to carry out these functions, the GECC must collect, collate and assess information, issue public statements and advice, issue warnings, manage and coordinate the response, and maintain records.
- The National Crisis Management Centre (NCMC) co-ordinates events of national significance and the MCDEM is responsible for its operation. Routine communication between the GECC and the NCMC ensures that Government and other departments are informed about emergency issues.

5.3.2 ACTIVATION AND NOTIFICATION

During small scale events, the emergency can be managed by an Incident Controller preferably at the incident control point. The Incident Controller should contact the local CDEM organisation if coordination or support is required.

During larger scale events the Local EOC will operate to coordinate local agencies. Agency liaison officers or advisors may be required in the Local EOC to co-ordinate resource allocation and provide critical information. The Local EOC and Welfare Centres are activated at the direction of the Local Controller, guided by information from the Civil Defence Officer, emergency services and other responders. The Group Controller will be informed of any activation. Local EOCs will provide regular reports to the GECC.

Where an emergency potentially involves more than one Territorial Local Authority, the Group ECC will be activated. Initially this may just be to provide liaison, coordination and support for the local EOC or EOCs. However, if responses or resources need to be directed between TLA areas, or more than one TLA has declared a State of Emergency, then it becomes a Level 4 Event under the direction of the Group Controller.

The Otago Regional Council has agreed to provide the facilities and staffing for the Group Emergency Coordinating Centre. For an extended activation, staffing may need to be supplemented from some of the territorial authorities not impacted by the emergency event. It is the responsibility of the Group Controller to ensure that organisations including CDEM at a national level and other key agencies across Otago are kept informed by regular Situation Reports and Action Plans.

Once activated at any level of event, local EOCs are required to report regularly to the Group ECC and to ensure that the Group Controller is kept aware of all actions being taken. Regular Situation Reports and Incident Action Plans must be prepared and distributed to key members across the Group.

5.3.3 OTHER EMERGENCY COORDINATION POINTS

Other key locations for emergency management functions include:

- Individual agency EOC, as a lead or supporting agency (for example, police, fire service and health agencies have their own EOCs, which they can activate in support of a CDEM emergency response, or for an emergency such as transport accident, fire, or disease outbreak which is their own responsibility).
- Welfare Centres, Reporting Centres and Community Facilities: These Centres provide the point of contact for many agencies to interact with impacted communities. They are temporary facilities usually established at a venue such as a school, marae, hall or sport

complex to provide immediate welfare needs of an impacted community. Centres may also be set up in other venues to suit the needs of the community depending on the type of emergency.

5.3.4 EMERGENCY COMMUNICATIONS SYSTEMS

Objective 3e: Establish and maintain effective and resilient inter-agency communications systems

The ability to effectively communicate in the lead up to, during and after an emergency is a critical component of operational capability. The Group expects all responding agencies to be able to effectively communicate with each other at all times.

Methods, Tools and Actions

- Agree and implement Group wide protocols for inter-agency reporting during an emergency event.
- When it becomes available, implement the Emergency Information Management System (EMIS) at the GECC and all EOCs.

5.4 EOC STAFF ROLES AND RESPONSIBILITIES

5.4.1 CONTROLLERS

The CDEM Group has appointed Group and Local Controllers in accordance with Sections 26 and 27 of the CDEM Act (2002). The primary roles of a Controller during response are to assess impacts, prioritise response measures, monitor agencies and coordinate and allocate resources where required.

The role of the Local Controller is to coordinate, the activities of the various agencies/organisations during the response. Other functions include acting as an advisor to the Group Controller and fostering relationships with declaring members. The Local Controller must follow any directions given by the Group Controller during an emergency.

The role of the Group Controller is to make decisions for responding to and managing the adverse effects of emergencies within the Otago Group area and provide advice, guidance and direction to the Local Controllers.

In the event of a vacancy in the office, or an absence from duty of the Group Controller, one of the appointed Alternate Group Controllers will be authorised to act as the Group Controller.

5.4.2 OTHER GECC / EOC MANAGERS

Planning and Intelligence Manager: Responsible for the collection, collation and evaluation of information relevant to the emergency; the development of high level plans to respond to the emergency; and the recording and storage of all information and records involving the GECC / EOC.

Operations Manager: Oversees the 'on ground' response, including allocating tasks, monitoring progress, and communicating between responding agencies and the Incident Management Team.

Logistics Manager: Responsible for management of the movement and welfare of GECC / EOC staff, IT and communications systems, tracking expenditure; receipt and coordination of public donations of money, goods and services; coordination of the distribution of logistical supplies.

Public Information Manager: Responsible for providing a media management function for the emergency, ie both to disseminate necessary information for people affected by the emergency (eg warnings, road closures), and to provide the media with the more general information they need for reporting to the wider public.

Welfare Manager: The Welfare Manager has the overall responsibility for those people who have been displaced from their homes by an emergency, and the coordination of community welfare.

Recovery Manager: While Recovery is not a function of the GECC / EOC during the response phase, the Recovery Manager should be involved from the start of the response in order to make the necessary preparations and provide a smooth transition from response to recovery.

5.5 OTHER RESPONSE FUNCTIONS AND PROCESSES

5.5.1 LEAD AND SUPPORT AGENCIES

There is a wide range of potential lead and support agencies depending on the nature of the event. Further information is provided in the Background Information document which accompanies this Plan.

In the event that a declaration is made, the Lead Agency may change, either by existing mandate or by direction from the Controller.

=> Further information on Lead and Support Agencies is contained in Section 3 of the Supporting Information Report.

5.5.2 DECLARATION

For each territorial authority the mayor, or an elected member of that territorial authority designated to act on behalf of the mayor if the mayor is absent, may declare a state of local emergency covering that district.

For the Group, the Chairperson, or in their absence the Deputy Chairperson, or in both their absences any other available member of the Group are appointed to declare a state of local emergency. That declaration may cover the whole of the Group area, or one or more districts or wards within the Group area. Note that the Group Controller can exercise their powers under the Act regardless of whether the declaration is made at the territorial authority or Group level.

A state of local emergency may be declared in respect of an area that is not affected by an emergency if the resources of that area are needed to assist any other area where a state of local emergency is in force.

The state of local emergency comes into effect immediately on the making of such a declaration.

Declaring a state of local emergency gives the Controller and others access to statutory powers under the CDEM Act to protect life and property in extraordinary emergency events.

If multiple groups are affected, or the situation escalates beyond the capacity of the Otago Group to manage, the Minister may declare a state of national emergency.

Factors to consider before making a declaration include:

- Can the emergency be managed through the powers of agencies without a declaration being made?
- Can a Controller coordinate without the need for a declaration?
- Is there clear and present danger to the population within the Otago CDEM Group area?
- Is there a need to evacuate significant numbers of people?
- Are lifeline utility services still functioning e.g. power, roads, water supplies?
- Are any problems perceived if any (or all) of lifeline utility services are unavailable for several days?
- Is sufficient and correct information available?

Prior to making a declaration, other relevant agencies (including any other affected local authorities or emergency services) should be consulted if possible. Where the circumstances allow, a declaration should be made early rather than late, in daylight rather than in darkness, should be proactive, and should be well-publicised.

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

5.5.3 VOLUNTEER MANAGEMENT

There are likely to be two types of volunteers; those from a specific organisation such as the Red Cross and the Salvation Army (organised volunteers) and those members of the general public who offer their services after the disaster has occurred (spontaneous volunteers). Across the Otago CDEM Group councils use a number of local agencies to support the provision of welfare, including the Red Cross and Salvation Army. The CDEM Group does not co-ordinate spontaneous volunteers but refers them to other agencies with the capability to co-ordinate their efforts.

5.5.4 EVACUATION

The evacuation process is:

Phase 1: Decision: A choice is made whether to order an evacuation or advise people to 'shelter-in-place'.

Phase 2: Warning: Notifications to the public advising them of the situation and what action to take.

Phase 3: Evacuation: This phase describes the actual physical evacuation of occupants from an area.

Phase 4: Shelter: The registration process, accommodating evacuees, assessing and provision of welfare and recovery requirements.

Phase 5: Return: an assessment of the evacuated area, issuing an 'all-clear', coordinating the physical return of evacuees and the continuation of recovery provisions.

5.5.5 WELFARE MANAGEMENT

The Welfare Advisory Group is comprised of agencies with a welfare focus and is Chaired by the Ministry of Social Development. The aim of the WAG is to coordinate the agencies across Otago with responsibility for providing welfare, to plan and coordinate the Group's welfare activities across reduction, readiness, response and recovery. The purpose of the WAG is to:-

- Develop and provide advice for operational planning, guidelines and standard operating procedures at a strategic level for the provision of welfare services during and following an emergency;
- Establish procedures for control, organisation and interagency communication to ensure the effective delivery of welfare services during and following an emergency;
- Provide advice and assistance to the CEG for the development implementation, maintenance, monitoring and evaluation of the Otago CDEM Group Plan

The WAG will not be responsible for the preparation of agency plans or remove the responsibility for local welfare preparedness from local agencies other than to ensure that plans are in place, agencies fully understand their responsibilities and that the needs of the community are met in respect of the provision of welfare services.

The WAG will meet regularly with a minimum of 3 meetings per year to address the routine and urgent business of ensuring welfare services are in place, training is undertaken and arrangements tested and evaluated.

The WAG reports to the CEG and is administered by the Chair with support from the Group Emergency Management office.

=> Refer to the Group Welfare Plan for further details

5.5.6 PUBLIC INFORMATION MANAGEMENT

The management of Public Information during any emergency event is critical to both the response and recovery phases and includes:

- public enquiries;
- media liaison; community relations; managing and informing VIP's and elected representatives;
- maintenance of website information; and
- ensuring staff and the community are well informed.

The Controller, via the Public Information Manager or their staff, needs to provide timely and accurate information. The media is the primary means of disseminating such information, by providing up-to-date information quickly to a wide audience. The information it provides reduces the time and staff resources that local government would have to divert from response and recovery tasks to deal with what could be an overwhelming number of public inquiries.

5.5.7 MONITORING AND DEBRIEF

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

There will be an organisational and agency debrief at the conclusion of any event for which there has been an activation of the GECC. The debrief allows for those participating in or liaising with the GECC to evaluate the response and provide opportunities for improvement which can be incorporated into future planning. There may be several stages – a hot debrief immediately after the event, a detailed debrief a few days after (which may be multi-agency).

A copy of the findings will be communicated to all relevant agencies involved in the event.

5.5.8 SUPPORT FROM OUTSIDE THE GROUP

An emergency in Otago may require resources from other CDEM Groups. The specific nature of the support that a CDEM Group can provide to another during the response and recovery phase of an emergency will depend on the circumstances at the time, including the extent to which the emergency has affected each CDEM Group. The support outlined below is therefore conditional and will be provided on the best endeavours basis:

- Personal - Persons trained in EOC and welfare centre operations, communications specialists, response teams members, public information staff, technical and other specialists from within councils and supporting agencies.
- Equipment and materials - Stocks on hand of particular items or supplies.
- Logistics management - management of rail, sea and air facilities, supply points and the processes required to manage the allocation of resources.
- Welfare Management - Management of evacuees arriving from an affected area, including registration and arranging food, clothing, temporary accommodation as required.

Depending on the magnitude of an emergency event the Otago Group will generally seek assistance for support and resources from its neighbouring CDEM Groups working through the National Crisis Management Centre in Wellington.

In a major emergency affecting Otago or the wider New Zealand all requests for and the coordination of international assistance will be coordinated via the National Crisis Management Centre.

=> Further information on potential support is contained in Section 4 of the Supporting Information Report.

6 RECOVERY

This section sets out the planning arrangements, frameworks, structures, responsibilities and processes for helping the community to recover from an emergency. The transition from response to recovery, the Recovery Managers role, financial arrangements during recovery and the recovery exit strategy are also covered.

6.1 INTRODUCTION

Recovery is defined as the coordinated efforts and processes to effect the immediate, medium and long-term holistic regeneration of a community following a disaster. It is the process of re-establishing the quality of life of the community following an emergency while taking opportunities to meet future community needs and reduce future exposure to hazards and risks.

Recovery generally operates without discrete legislative powers and relies in large part on the active collaboration of partners and stakeholders for its effectiveness.

6.2 TRANSITION FROM RESPONSE TO RECOVERY

The Recovery Manager commences recovery activities on the first day of the response phase to become familiar with the situation, liaise with the Controller, and make the necessary preparations to execute a smooth transfer from the response to the recovery phase of the emergency.

During this time, the Controller continues to exercise the statutory power to direct and co-ordinate all resources provided with the Recovery Manager focusing on preparation for the recovery task.

The transition from response to recovery incorporates:

- The preparation of a response transition report by the Controller immediately prior to the termination of the response phase;
- Acknowledgement of the transfer of control and accountability from the Controller to the Recovery Manager;
- The establishment and agreed terms of reference for the Recovery Manager including funding, expenditure authority and reporting requirements;
- Transfer of responsibilities and outstanding issues from the response phase which continue into recovery phase;
- A transition briefing; and
- Development of a Recovery Action Plan.

6.3 STRUCTURE AND STAFFING ARRANGEMENTS

6.3.1 STRUCTURE

The recovery management structure of the Otago CDEM Group is to be based upon the national recovery framework. The recovery management structure comprises the following:

- Recovery Managers at the local, group and national levels, with each local authority having at least one Recovery Manager and one alternate, an operative Recovery Plan, and an operative Business Continuity Plan ; and
- Recovery task groups as required at the local and national levels

The recovery role at both the local and Group levels includes:

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

The local, group and national offices operate as follows:

- Local Recovery Offices are the fundamental delivery points for recovery management. The Local Recovery Manager reports to the Group Recovery Manager and through them the National Recovery Office.
- The Group Recovery Manager liaises with the National Recovery Office.
- The Director of the Ministry of CDEM is responsible for co-ordinating the recovery process at national level and reporting to Government. The Director fulfils this responsibility by the appointment of the National Recovery Manager and where necessary the establishment of the National Recovery Office.

The recovery organisational arrangements will need to support administration, information management, public liaison, aid management, financial management and coordination of government initiatives. The arrangements need to be flexible enough to allow the recovery organisation to rapidly adjust to the specific nature and duration of the event.

6.3.2 RECOVERY MANAGERS

The role of the Local Recovery Manager is to co-ordinate the recovery activity within the local authority area. Further information on Local recovery arrangements are outlined in Local CDEM Plans, and will be further developed in a Group Recovery Plan.

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

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

The Otago CDEM Group has designated a Group Recovery Manager, and an Alternate will be appointed through the Recovery Committee. Further training, development and exercising for those positions and local Recovery Managers will then be undertaken in accordance with the 5 year work programme.

The Group Recovery Manager may, at the CDEM Group's sole discretion, commence some recovery activities, whether or not an emergency has been declared. However the designated Group Recovery Manager is officially appointed to manage the recovery of a specific event when a declaration is terminated and specific Terms of Reference adopted.

6.4 RECOVERY PROCESSES

Objective 4a: Strengthen recovery capability and capacity across all agencies and the wider community.

The following methods and actions guide the achievement of recovery objectives and provide a systematic way of organising tasks and activities both before and after activation.

- **Damage and needs assessment:** Contributes to the longer-term recovery measures and effectively establishes the priorities for the whole recovery process.
- **Facilitation of Government Assistance:** Most central government involvement and assistance during the recovery phase of an emergency is delivered through a variety of normal government agency functions, e.g. Work and Income NZ; Child Youth and Family; Housing NZ. To assist with access, "One Stop Shops" can be set up in accessible locations or alternatively a "Mobile Task Force" can be organised. Work and Income NZ normally organises this facility. Government also may approve and fund schemes such as Enhanced Task Force Green to be used for helping clean up and repair damage.
- **Public information and communication:** Community recovery will occur more quickly if individuals understand the process of recovery and actively participate in the process.
- **Information management and reporting:** Reporting maintains accountability and transparency, keeps the wider community informed, gains support and assistance and records an account of recovery efforts and financial commitments.
- **Professional development, training and exercising:** Recovery training arrangements and requirements will be incorporated into the Professional Development Strategy and includes a needs analysis relating to staff, training and available management systems. The Group Recovery Plan will also be tested through regular exercising at the National and Group level.
- **Financial Arrangements:** Government policy on the reimbursement of local government expenditure for recovery activities is set out in section 26 of the Guide to the National CDEM Plan. Cash donations are the preferred source of aid and Mayoral Relief Funds should be set up to collect and distribute this aid.
- **Exit Strategy:** The exit strategy outlines the handover responsibilities for the Recovery Manager, the recovery office, the task groups and the public information management and any support teams. Withdrawal of formal recovery structures from the impacted community must be planned and staged and the responsibility of outstanding tasks and actions must be assigned and acknowledged.
- **Review and improvement:** The Group will hold appropriate and timely debriefs and reviews following an emergency, including the recovery process. Debriefs will be done both internally within the Group and externally with key stakeholders to allow for learning and improvement to occur.
- **Support from other Groups:** Recovery can be a protracted and lengthy process that draws upon local and regional resources. A prolonged recovery phase may require additional resources which can be sourced from other CDEM Groups; this is coordinated through the National Recovery Manager.

Tools, Methods and Actions

The Group Recovery Manager appointment shall be confirmed and an alternate appointed, and training, exercises and liaison undertaken to prepare them for this function.

A Recovery Committee is established under this Plan, and has responsibility for preparing a Group Recovery Plan, in the first year following adoption of this Plan. The Group Recovery Plan will then be implemented over the remaining four years life of this Plan.

Specific actions to be addressed include:

- Incorporate a recovery component in Group and local exercises in order that the recovery capability (particularly at local level) can be developed.
- Instigate an annual programme for Recovery Managers to meet to discuss and coordinate planning and documentation, with the first meeting(s) to look particularly at lessons from the Canterbury earthquakes.
- Develop mechanisms for incorporating lessons learnt from responding to and recovering from an emergency event back into risk reduction planning activities.

7 MONITORING AND EVALUATION

This section provides a basis for monitoring and evaluation of the CDEM Group Plan. It sets out the criteria and methods for measuring achievement of Plan objectives and a process for Plan reviews. The means of monitoring legislative compliance is also outlined. A broad 5 year CDEM Work Programme is presented

7.1 INTRODUCTION

Monitoring and evaluation allow comparisons between actual and desired states and ongoing analysis and improvement of processes and outcomes. Monitoring involves tracking progress against a plan or performance against standards, generally using quantitative data. Evaluation is about measuring effectiveness; it compares what is happening against what was intended by the plan (the goals, objectives and targets) and interprets the reasons for any differences.

Monitoring and evaluation can be undertaken internally or by external agencies and are generally focused in three different areas:

- Compliance – monitoring compliance of the CDEM Group against any relevant legislative requirements.
- Performance – can be measured as capability and capacity – whether the CDEM Group Plan or work programmes (Group and Local) are being carried out according to needs and requirements.
- Outcomes – monitoring and evaluating progress towards the high-level goals and objectives of the CDEM Group.

The legislative requirements of CDEM Groups for monitoring and evaluation are:

- Section 17(1) (h) – Monitor and report compliance within its area with this Act and legislative provisions relevant to the purpose of this Act.
- Section 37(1) – A CDEM Group must ensure that its actions in exercising or performing its functions, duties and powers under this Act are not inconsistent with any national CDEM strategy that is for the time being in force.
- Section 49 – A CDEM Group must send a copy of its proposed Plan to the Minister for comment.

The Group meets these requirements by:

- Identifying the legislative provisions of the Acts (described in Section (3) (a) – (k)).
- Routine reporting on compliance to the CDEM Group.
- Participating in external reviews which assess legislative compliance and group performance.

7.2 CDEM PROGRAMME AND TARGETS

Table 4 presents a consolidation of the key tasks (detailed in sections 3-6) which the CDEM Group proposes to undertake in pursuit of its objectives. It is based on the objectives and tasks above, the more general information contained throughout this Plan, and the 2010 Otago CDEM Capability Assessment Report by MCDEM.

This five year work programme will form the basis of each Otago CDEM Group Annual Work Plan, which will set out the details of how the Group Plan objectives and the five year work programme will be met. Individual local authority Annual Work Plans will be consistent with the Group Annual Work Plan, and will include activities to be undertaken by the local authority in support of that Plan. The individual local authorities and the Group will subsequently report on the implementation of those Annual Work Programmes.

	Otago CDEM Group Objectives	Actions	Who	When	Targets
Community Readiness	1a Increase the level of business and community awareness through public education and consultation.	1. Develop and implement a Public Education Strategy which identifies: <ol style="list-style-type: none"> Priority target groups (Businesses, Tourism etc). Key public education messages in relation to hazards and business continuity planning. Method of delivering messages to different target groups - through existing networks, appropriate media and other means. Methods for evaluating / monitoring public awareness and preparedness. A detailed action plan to deliver the strategy (resources, materials, etc). 2. Monitor and report on progress on the Public Education Strategy. 3. Develop and regularly update a Group website with appropriate hazard and CDEM information.	Readiness & Response Committee Group Office / CEG Group Office	Developed June 2012 Progress report each year Report each year On- going	Strategy approved by Group Group Office & TLA's public education completed according to strategy Public awareness improving each year Web Site up to date and relevant
	1b Improve community participation and preparedness through community-based planning.	1. Territorial Authorities will work with their local communities to develop preparedness and planning as specifically relevant for those communities.	TLA EMO's	On-going	Community plans developed and operating
Reduction	2a Improve understanding of Otago's hazardscape and associated risks.	1. An assessment of the vulnerability of coastal Otago communities to storm surge and tsunami hazard. 2. An investigation into the hazard of eleven alluvial fans in the Queenstown-Lakes and Central Otago districts, where areas of existing development or zones with a high potential for development intersect active alluvial fan areas. 3. Investigative work to assess the hazard associated with flood events in the catchments to the east of Milton. 4. Development of the Otago Natural Hazards Database (NHDB). 5. Further investigation into the risk associated with flood and debris flow hazard for Pipson Creek and the Young River and Buckler Burn rockfall dams.	ORC CDC DCC WDC ORC QLDC CODC ORC CDC ORC All TLAs ORC	December 2011 December 2012 December 2012 December 2012 December 2013	Assessment completed and incorporated into Tsunami Plan
	2b Undertake long-term, strategic reduction of the risks from hazards through collaborative work within the group and with other stakeholders.	1. Confirm and prepare Group Recovery Managers 2. Establish a Risk Reduction Committee. 3. Coordinate and complete Lifelines Studies 4. Develop Risk Reduction Strategy 5. Implement Risk Reduction Strategy	CEG, Group Office CEG Group Office & Risk Reduction Committee CEG & Risk Reduction Committee ORC All TLAs	Dec 2011 June 2012 June 2012 June 2012 Onwards	Membership and ToR agreed Study presented to Group Study presented to Group Report progress annually via CEG to Group

	Otago CDEM Group Objectives	Actions	Who	When	Targets
Group Readiness and Response	3a Enhance professional development for all emergency management personnel through training, exercises and learning from other CDEM Groups	<ol style="list-style-type: none"> Undertake a training needs gap analysis to evaluate current levels of training in CDEM and stakeholder organizations and identify gaps in that training. Develop a professional development strategy and training programme to address the gaps identified above. Facilitate the provision of training in accordance with the programme, including organizing joint training within the region and/or in conjunction with neighbouring regions where that is the most effective way of meeting a training need. Maintain a calendar of relevant training opportunities (eg: by MCDEM and other CDEM Groups) and make available to CDEM agencies/stakeholders. Develop an exercise programme which is consistent with the National Exercise Programme (NEP) and which ensures that all CDEM Group Members and Strategic Partners are involved regularly. Seek opportunities for joint and multi-agency exercises led by other agencies. 	<p>Readiness & Response Committee</p> <p>Readiness & Response Committee</p> <p>Readiness & Response Committee</p> <p>Readiness & Response Committee</p> <p>Readiness & Response Committee</p>	<p>Dec 2011</p> <p>June 2012</p> <p>On-going</p> <p>On-going</p> <p>Annually</p>	<p>Report submitted to CEG</p> <p>Strategy and programme agreed by Group Annual report on EOC personnel capability versus strategy</p> <p>Annual training programmes completed CEDM response and recovery people CIMS L2 & L4 trained</p> <p>Opportunities for training taken</p> <p>One Group exercise each year (across shifts) Plus at least one exercise per EOC each year All stakeholders included</p>
	3b Strengthen the coordination and cooperation amongst all relevant sectors in planning for and responding to an emergency	<ol style="list-style-type: none"> Review coordination and processes across CEG members and other CDEM agencies, and develop a strategy for improving coordination and collaboration. Communicate with CEG members and other CDEM agencies and encourage reporting to CEG on matters of interest. Work with stakeholder groups where relevant in the development of plans and procedures under the Group CDEM Plan. 	<p>CEG</p> <p>CEG</p> <p>CEG & All Committees</p>	<p>Plan adopted</p>	<p>Good awareness of Group Plan Good Group and CEG awareness of legislative responsibilities</p> <p>At least 2 Group meetings per year At least 3 CEG meetings per year</p> <p>Stakeholders are included in work programmes</p>
	3c Develop and maintain appropriate documentation to describe key activities, functional responses and protocols in support of the CDEM Group Plan	<ol style="list-style-type: none"> Review existing plans at the review frequency identified in each plan. Ensure relevant stakeholder groups are involved. Develop the following Group Plans over the 2012-2017 period: <ul style="list-style-type: none"> Lifelines Plan Recovery Plan Tsunami Plan Alpine Fault Earthquake Plan Dam Failure Plan Review the current Welfare Plan for alignment with latest guidelines 	<p>CEG</p> <p>Reduction Committee Recovery & Welfare Committee Readiness & Response Committee Readiness & Response Committee Reduction Committee</p> <p>Readiness & Response Committee</p>	<p>By June each year</p> <p>June 2012 June 2012 June 2013 June 2014 June 2015</p> <p>June 2012</p>	<p>Annual Work and review plans adopted by Group SOP's in place and reviewed annually</p>
	3d Provide effective warning systems to enable agencies and the community to respond rapidly to a potential event	<ol style="list-style-type: none"> Develop a regional tsunami plan that identifies: <ul style="list-style-type: none"> Warning and notification arrangements procedures, including links with national warning systems. At-risk communities. Public alerting processes. Media arrangements. Incorporate pre-scripted messages in the Public Information plan. Test and exercise warning systems as part of the overall exercise programme. Provide signage, maps and education to support Community based plans. 	<p>Readiness & Response Committee</p> <p>Readiness & Response Committee</p> <p>Readiness & Response Committee</p> <p>Readiness & Response Committee</p>	<p>June 2014</p> <p>2012</p> <p>2014</p> <p>2014</p>	<p>Tsunami exercise at least every three years</p> <p>Maps and signage in place for at risk coastal communities.</p>
	3e Establish and maintain effective and resilient inter-agency communications systems.	<ol style="list-style-type: none"> Agree and implement region wide protocols for inter-agency reporting during an emergency event. When it becomes available, implement the Emergency Information Management System (EMIS) at the GECC and all EOCs. 	<p>Readiness & Response Committee</p> <p>Readiness & Response Committee</p>		<p>Protocols implemented and tested</p> <p>EMIS in place and tested within one year of availability</p>

	Otago CDEM Group Objectives	Actions	Who	When	Targets
Recovery	4a Strengthen recovery capability and capacity across all agencies and the wider community.	<ol style="list-style-type: none"> 1. Incorporate a recovery component in Group and local exercises in order that the recovery capability (particularly at local level) can be developed. 2. Investigate a programme for Recovery Managers to meet at least annually to discuss their work, impact of legislation and linkages to reduction activity. 3. Develop mechanisms for incorporating lessons learnt from responding to and recovering from an emergency event back into risk reduction planning activities. 	<p>Readiness & Response Committee</p> <p>Recovery and Welfare Committee</p> <p>Recovery and Welfare Committee Readiness & Response Committee</p>	<p>Every two years 2014</p> <p>2012 then annually</p> <p>As identified.</p>	<p>At least one exercise every two years incorporates hand over to recovery and recovery response exercise.</p> <p>Annual meeting minutes and notes reported to CEG</p> <p>Obtain and review debriefs material from other events in NZ and overseas.</p>
Enable		<ol style="list-style-type: none"> 1. Establish new committees 2. Confirm Group Office arrangements 3. Implement Group Office arrangements 4. All Group members confirm GECC/EOC and staff arrangements 5. Prepare Annual Work Programmes 6. Review Annual Work Programmes 	<p>CEG</p> <p>CEG</p> <p>CEG, ORC</p> <p>ORC, All TLAs</p> <p>CEG</p> <p>CEG</p>	<p>June 2012</p> <p>First CEG meeting in 2012</p> <p>June 2012</p> <p>June 2012</p> <p>June each year</p> <p>September each year</p>	<p>Membership and terms of reference in place.</p> <p>All members meet criteria set in Group Plan Sec 1.3.3</p> <p>All Programme targets met</p>

Table 4: Summary of tasks proposed to meet Group Plan objectives

7.3 INTERNAL MONITORING & EVALUATION PROCESSES

Annual Work Programme

Quarterly reports to CEG and the Group Joint Committee are provided on progress against the Annual Work Programme. This provides Executive oversight for CEG members and ensures public accountability through the elected representatives.

CDEM Plan targets

An annual report will be provided to CEG and the Group Joint Committee on progress of the objectives and targets set out in this plan. Work programmes may need to be adapted where outcomes are not being achieved or improvements or alternatives have been identified.

7.4 EXTERNAL MONITORING & EVALUATION PROCESSES

7.4.1 MCDEM CAPABILITY ASSESSMENT

Under section 8 of the CDEM Act, the Director of Civil Defence Emergency Management has a function to “monitor the performance of CDEM Groups and persons who have responsibilities under this legislation”. This will be undertaken primarily via the MCDEM Capability Assessment Tool. This Tool aims to create a standard assessment of emergency management capability in New Zealand. It consists of a set of key performance indicators and performance measures against which organisations can assess themselves or be externally assessed.

As well as providing an understanding of the organisational strengths, weaknesses and gaps, it also enables MCDEM to provide a nationwide picture of implementation of requirements of the CDEM Act and progress towards CDEM’s high-level goals and objectives

The Ministry of Civil Defence and Emergency Management conducted its capability assessment during mid-2010 and provided a comprehensive report containing a number of recommendations to the Group. The results of this Assessment were based on self-assessments by key stakeholders and interview feedback from over 40 key personnel involved across Otago.

The evaluation found the Otago CDEM Group to be capable and have the commitment of stakeholders at all levels. Positive working relationships and the strong regional focus of the Joint Committee and the Coordinating Executive Group were of note. The strength of the Group was also found to lie in the competent and experienced individuals in key roles; however this was tempered by a reluctance by some to work collectively as a Group and the need to adopt a more functional sub-committee structure with appropriate technical expertise.

There was a high level of confidence in the Group’s ability to respond to an event of short duration and there was a strong sense that members will be able to support each other if needed. However further work was required to develop these arrangements. The evaluation identified a number of opportunities for improvement for the Otago CDEM Group. These included welfare, lifelines, recovery, business continuity management, funding arrangements for CDEM, and the role and function of the Otago Regional Council as the administering authority.

Those outcomes identified through the assessment process have been incorporated into this plan. Further assessments will be made in the future, as programmed by the Ministry in conjunction with the Group.

7.4.2 EXTERNAL REVIEW OF THE PLAN.

The Plan is also subject to external review through comment by the Ministry and any interested organisation or member of the public, through the plan notification and the submission process.

8 MANAGEMENT AND GOVERNANCE

This section describes the management and governance arrangements for the provision of CDEM in Otago. This includes how CDEM will be delivered and the roles and responsibilities of the Group, CEG, the Group Emergency Management Office, and sub-committees. Key appointments and funding arrangements are also described.

8.1 CDEM GROUP

8.1.1 STRUCTURE AND MEMBERSHIP

The Otago CDEM Group is a joint standing committee with membership comprising the Mayors from the Central Otago District, Clutha District, Dunedin City, Queenstown Lakes District and Waitaki District Councils and the Chair of the Otago Regional Council (noting that the Mayors or Chair may delegate their role to another Councillor). All representatives have authority to vote and make decisions and commitments for their respective councils without having to seek further approval from their organization. The Group elects a Chair and Deputy Chair from among its members.

Although the Waitaki District falls within the boundaries of both the Otago and Canterbury Regional Councils, the Waitaki District Council chose under section 14(2) of the Act to be a member of the Otago CDEM Group.

8.1.2 MEETING ARRANGEMENTS

Meetings are to be held at least three times a year. Meetings are conducted in public, and in accordance with the Local Government Act 2002 and the Otago Regional Council Standing Orders.

8.1.3 POWERS, OBLIGATIONS AND FUNCTIONS

The powers and obligations of members of the Group are covered in section 16 of the Act (2002). The Group has all the powers to enable it to perform its functions, including the power to delegate any of its functions to members, the Group Controller, or any other person. Members of the Group:

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

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 about risks, and identify and implement cost-effective risk reduction.
- Planning for CDEM: Develop, implement, monitor, and review the CDEM Group Plan. Participate in the development of the National Strategy and Plan.
- Delivering CDEM: Maintain and provide resources for effective CDEM including materials, services, information, and suitable trained and competent personnel, including volunteers, response and recovery activities.
- Providing assistance to other CDEM Groups.
- Promoting and monitoring CDEM: Promote and raise public awareness of the Act and monitor and report on compliance with it.

The CDEM Group Joint Committee is responsible for the conduct of the CDEM business in the Group. The Joint Committee will:

- Set the strategic direction of the Group via the CDEM Group Plan.
- Approve Group annual work programmes.
- Monitor the work progress in implementing group work programmes
- Amend and approve the CDEM Group Plan as required.
- Appoint Controllers and delegate powers as required.
- Appoint the Group Recovery Manager.
- Ensure that member work plans reflect the priorities of the Group Plan.

8.2 COORDINATING EXECUTIVE GROUP (CEG)

8.2.1 STRUCTURE AND MEMBERSHIP

The Otago Coordinating Executive Group is made up of the Chief Executives (or persons acting on their behalf) of the constituent Local Authorities and District Health Board and senior representatives of NZ Police, NZ Fire Service, St John, Southern District Health Board and Ministry of Social Development. The Group Controller and a representative of the Ministry of Civil Defence and Emergency Management are fully participating members of the CEG but have no voting rights. The CEG elects a Chairperson and Deputy Chairperson from among its members.

8.2.2 MEETINGS ARRANGEMENTS

Meetings are held at least three times a year, timed to occur prior to the Group meetings, but with extra meetings held as required to fulfil functional requirements.

8.2.3 POWERS AND FUNCTIONS

The Coordinating Executive Group is a statutory group under the Act (s20) with the following prescribed functions:

- providing advice to the CDEM Group and any subgroups or subcommittees;
- implementing, as appropriate, the decisions of the CDEM Group;

- overseeing the implementation, development, maintenance, monitoring and evaluation of the Group Plan.

The Coordinating Executive Group will also oversee group annual work programmes and members' contributions

The Coordinating Executive Group has no prescribed operational role during the response phase of an emergency. However, in addition to fulfilling the functions listed above, its members do have responsibility to ensure effective liaison and communication with their respective elected representatives (where applicable), and to facilitate the implementation of the Group Plan within their respective organisations.

8.3 ADMINISTRATIVE ARRANGEMENTS

8.3.1 ADMINISTERING AUTHORITY

The Otago Regional Council is the administering authority for the Otago CDEM Group and the CEG. The administrative and related services it provides include:

- Secretariat for the CDEM Group and CEG (eg: convening meetings, providing venues, organising agendas, providing minutes and catering);
- Accounting services for CDEM Group finances and budgets;
- Publishing the CDEM Group's Plan, work programme, budget and performance (once adopted);
- Entering into contracts with service providers on behalf of the Group.

The Otago Regional Council also reports separately on its CDEM activities in its own Annual Plans and Annual Reports.

8.3.2 CDEM GROUP EMERGENCY MANAGEMENT OFFICE

In addition to the Administering Authority functions noted above, which are carried out by the Otago Regional Council itself, the Group CDEM Office is also based in the Otago Regional Council's Dunedin office. The Group CDEM Office coordinates and facilitates the 'day-to-day' planning and project work on behalf of the CDEM Group and CEG (including assisting with administering authority services where appropriate), and reports to the CEG. However, control of, and responsibility for, those activities remains with the CEG. The details of the required Group Office services, and how they are to be provided, managed and reported, are to be set out in a Memorandum of Understanding between the Otago Regional Council and the CEG.

The Group CDEM Office will act as the focal point for CDEM activity across the Otago Group area. Its functions include:

- Advice and technical support to the CEG and the CDEM Group;
- Project coordination and management, including the ongoing development, implementation, monitoring and review of the CDEM Group Plan and supporting documentation;
- Coordination of regional CDEM policy and its implementation;
- Management of contracts entered into on behalf of the CDEM Group or CEG;
- Coordination of CDEM professional development across the Group area to ensure consistency, effectiveness and efficiency;

- Liaison with and between CDEM staff of the member organisations to assist coordination and collaboration;
- Disseminating information and warnings on a 24/7 basis;
- Monitoring and working with the Group Controller to ensure that the Group ECC is activated to the level required;
- Ensuring that the Group ECC is able to be activated quickly as required, and that staff are trained to perform their designated roles;
- Assisting with recovery operations on behalf of the CDEM Group;
- External liaison with stakeholders across the CDEM sector;
- Managing and reporting on the Group Office activities at each CEG meeting;
- Preparing, in consultation with CEG, the annual report of the CDEM Group's activities, budget and performance report to the Group for adoption;
- Participating in national bodies and projects on behalf of the CDEM Group.

The costs of undertaking these services are to be met by the Otago Regional Council, which will be responsible to the Group via the CEG to have the resources in place to provide the functions listed above and set out in Annual Work Plans and Five Year Work Programmes.

The day-to-day operation of the Group Office will be overseen and supported by a Management Committee consisting of the CEG Chair, CEG Deputy Chair, and ORC Chief Executive. The Committee will meet regularly between CEG meetings, may hold extra meetings as required, and will report through the CEG.

8.3.3 ANNUAL WORK PROGRAMMES

Annual Work Programmes will be developed to support the objectives of this Plan. Each Work Programme will be developed in consultation with the CEG and approved by the CDEM Group prior to July each year, and shall include budgets, funding, staffing and responsibility arrangements for all work streams. Member authority work programmes will be developed individually by those organisations but must reflect the objectives of the Group annual work programme.

8.3.4 DELEGATED AUTHORITIES, FUNCTIONS AND POWERS

Although the CDEM Group retains the responsibility for CDEM in the Group area there are a number of authorities, functions and powers delegated (CDEM Act (2002) (s18, 25-27)) to persons and/or positions as key appointments. The register of key appointments and delegations is maintained by the Group Emergency Management Office.

8.3.5 DECLARATIONS

In accordance with section 25(1) of the Act, the CDEM Group appoints the Chairperson of the Otago CDEM Group as the person authorised to declare a state of local emergency for all or part of Otago. In their absence the Deputy Chairperson or any other available member of the CDEM Group can declare.

In accordance with section 25(5) the persons authorised to declare a state of local emergency are the Mayor of the territorial authority affected, or an elected member of that territorial authority designated to act on behalf of the Mayor.

Any person authorised to declare a state of local emergency may also make a declaration to extend or terminate a state of emergency in accordance with section 71 and 72 of the Act.

8.3.6 CONTROLLERS

The CDEM Group has appointed personnel to the positions of Group Controller, Alternative Group Controller and Local Controller. The power to appoint local controllers has been delegated to each member territorial authority.

The following details the powers that are delegated to the Group Controller by the CDEM Group under the CDEM Act (2002).

- General powers: The Group Controller is delegated the authority to co-ordinate the activities (as are required to perform his/her duties) detailed in s.18 (2), under the direction of the CEG.
- Power to require information: The Group Controller is delegated the authority to require information to be provided under s.76.
- Information to obtain a warrant: The Group Controller is delegated the authority to provide the necessary information under oath for a warrant to be issued under s.78.
- Receipt of information: The Group Controller is delegated the authority to receive information seized under s.81.
- Emergency Powers: The Group Controller is delegated the authority to exercise all the emergency powers conferred on the Group by s.85 and shall make reports on the actions undertaken at such intervals as are directed by the Chairperson of the Group. For the avoidance of doubt, the Group Controller has the specific emergency powers conferred on Controllers in ss.86-92 and s.94.

8.4 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 Annual Work Programme.
- Emergency Expenditure: Expenditure incurred by the Group in the lead up to, during and immediately after a declared state of emergency, over and above the normal response costs of the member organisations (e.g. reimbursement for cost of specialist advice).

8.4.1 PROGRAMMED ACTIVITIES

The Group is responsible for funding the administrative and related services, and the agreed Annual Work Programme. The costs of these activities will be funded by the Otago Regional Council, except where a different arrangement is specified for an activity in the Annual Work Programme. Although the Otago Regional Council has agreed to fund these activities, which enables the costs to be directly rated across the Region, the control and responsibility remains with the CEG.

Apart from any agreed direct contribution under the Annual Work Programme, each local authority member of the Group will be responsible for funding the costs of its own activities within its area, including the costs of representation on the CDEM Group, CEG, and Group Committees.

8.4.2 EMERGENCY EXPENDITURE

The following applies during the response to all emergencies, whether declared, undeclared, or an exercise:

The Group Administering Authority is responsible for funding all costs associated with the resourcing, activation and operation of the Group Emergency Coordination Centre, including all reasonable direct expenses incurred by the Group Controller or for any specialist expertise.

Local authorities are responsible for meeting all costs associated with their own CDEM personnel, facilities and resources, and all emergency expenditure incurred in their district. This includes the costs of assisting other authorities, whether directly requested by that authority or as directed by the Group Controller.

Each TLA and the Group ECC will maintain a clear record of expenditure, authorisation, and purpose. Separate costs codes and accounting procedures should be established for this purpose.

8.4.3 COSTS FOLLOWING A CDEM EMERGENCY

The following applies to how the costs incurred during an emergency (under 8.4.2 above) are then apportioned following the emergency:

If the event only affected one TLA, that authority is responsible for the costs, including costs for any assistance it received from other authorities. It is also responsible for making any claim for reimbursement or financial assistance from central government.

If the event affected more than one TLA, including if the Group through the actions of the Group ECC has incurred costs in supporting one or more affected TLAs, then the CDEM Group Office will manage the cost apportionment and claims. If claims are to be made to central government, the Group Office will co-ordinate and check the respective claims, independently prepare a claim for agreed Group costs, and submit the consolidated application.

Any reimbursement of expenditure by central government will be made back to the agency that incurred the cost.

Any outstanding costs incurred will be apportioned equally between the affected local authorities or as otherwise agreed by the Group.

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).

8.4.4 RECOVERY PHASE COSTS

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 and use is required to be kept to support claims for Government subsidies and repayments, and 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).

Central government assistance for recovery from damage to private property, productive enterprises etc. is not normally available.

8.5 COOPERATION WITH OTHER CDEM GROUPS

The Otago Civil Defence Emergency Management Group will provide support and assistance to other Civil Defence Emergency Management Groups when requested. This will include, but is not limited to:

- assistance during an emergency;
- sharing of hazards and planning information to assist in the development of a common approach to Civil Defence Emergency Management;
- mutual operational arrangements such as training opportunities and back-up resourcing.

The Otago Group Emergency Management Office will participate in national or regional forums and collaborative activities with staff from other Groups.

8.6 COMMITTEES

The following committees report to the CEG and will work to approved terms of reference, timelines and outcomes:

Reduction Committee

This committee, chaired by the Otago Regional Council Director of Natural Hazards and Engineering, addresses risk information, and minimising those risks through lifelines management and planning. It is comprised of staff from the member organisations involved in hazards information, lifelines and planning, and can establish sub-committees and/or co-opt other people with specific skills as required. For the initial period of this Plan, this committee has established a sub-committee to deal specifically with lifelines.

Readiness and Response Committee

This committee, chaired by the Group Controller, addresses training, resources, communications, public information and operations. It is comprised of Emergency Management Officers from the member organisations and emergency services, and can establish sub-committees and/or co-opt other people with specific skills as required. This Committee will also liaise with the Emergency Services Coordinating Committee and the Hazardous Substances Technical Liaison Committee as required.

Recovery Committee

This committee addresses recovery arrangements. It is comprised of recovery staff from the member organizations, and can establish sub-committees and/or co-opt other people with specific skills as required.

Welfare Advisory Group

This committee, chaired by the Ministry of Social Development, is comprised of agencies with roles and responsibilities in the provision of welfare in an emergency, and CDEM Welfare Managers. The purpose of the WAG is to provide strategic advice and assistance to the CEG, and establish procedures for effective coordination of the delivery of welfare services during and following an emergency event.

All committees may establish sub-committees for specific projects. It is also noted that there is a separate Group Office Management Committee, as outlined in section 8.3.2.