

# NELSON TASMAN CIVIL DEFENCE EMERGENCY MANAGEMENT GROUP PLAN 2018



NELSON TASMAN  
EMERGENCY MANAGEMENT

GROUP

# FOREWORD

Our region is renowned for its beautiful natural scenery and temperate climate enjoyed by all those who visit and live here. However as the risk assessment in this document sets out, we are exposed to a range of hazards which have the potential to severely disrupt our community.

Recent events such as the Kaikoura earthquake and the floods in Edgecumbe, in addition to recent flood and slip events in our region, remind us of the major impact that even quite localised events can have. The Nelson Tasman Civil Defence Emergency Management (CDEM) Group is closely involved in planning for a South Island-wide response to a rupture of the Alpine Fault. This planning suggests that we need to be prepared for a serious event, which could occur in the life time of those reading this Plan.

The CDEM Group is a vehicle for the region's two councils and emergency management partners to integrate and communicate the region's approach to emergency management based on the 4Rs (Reduction, Readiness, Response and Recovery). This Plan is produced by the Group to set out the arrangements by which it understands, undertakes and plans for this work for the next five years within a regional context. It links to a national framework, and also to the planning undertaken by councils and the Group's partner agencies.

The vision of the Group is a resilient Nelson Tasman region. By that we mean a community which understands its risks; is involved in discussion about how to respond to those risks; is engaged at a community level in preparing for emergency events; is prepared ahead of time for the long march of recovery; and is ready to adapt based on new learning and the consequences of emergencies.

Supporting this vision are three primary goals for the Group that we will work on over the next five years:

- 1: Build strong, safe, resilient communities
- 2: Reduce the risk of hazards
- 3: Enhance Response and Recovery Capability

We encourage all of our partner agencies, and our community, to review this plan and give us your feedback. Our strength in the face of emergency events lies in our combined efforts, planned and understood before the moment arrives.

This Plan replaces the previous Group Plan 2012 and will remain in effect until reviewed and/or amended by the Group, for a period of no more than five years.



**Rachel Reese**  
Mayor Nelson City Council  
*Chairperson:*  
*Nelson Tasman Civil Defence*  
*Emergency Management Group*  
*Joint Standing Committee*



**Richard Kempthorne**  
Mayor of Tasman District Council



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# INTRODUCTION

## Nelson Tasman Civil Defence Emergency Management Group Plan

This Plan is the Civil Defence Emergency Management Group Plan (the Plan) for the Nelson Tasman area and sets out the vision, goals and high level arrangements for the region.

It is a strategic document supported by a range of processes, procedures, policies and documents such as the Nelson Tasman Group Recovery Plan, the Group Welfare Plan and various operational and planning documents for specific communities.

It has been prepared by the Nelson Tasman Civil Defence Emergency Management Group (the CDEM Group), a partnership between Nelson City and Tasman District councils and key agencies involved in the delivery of emergency management.

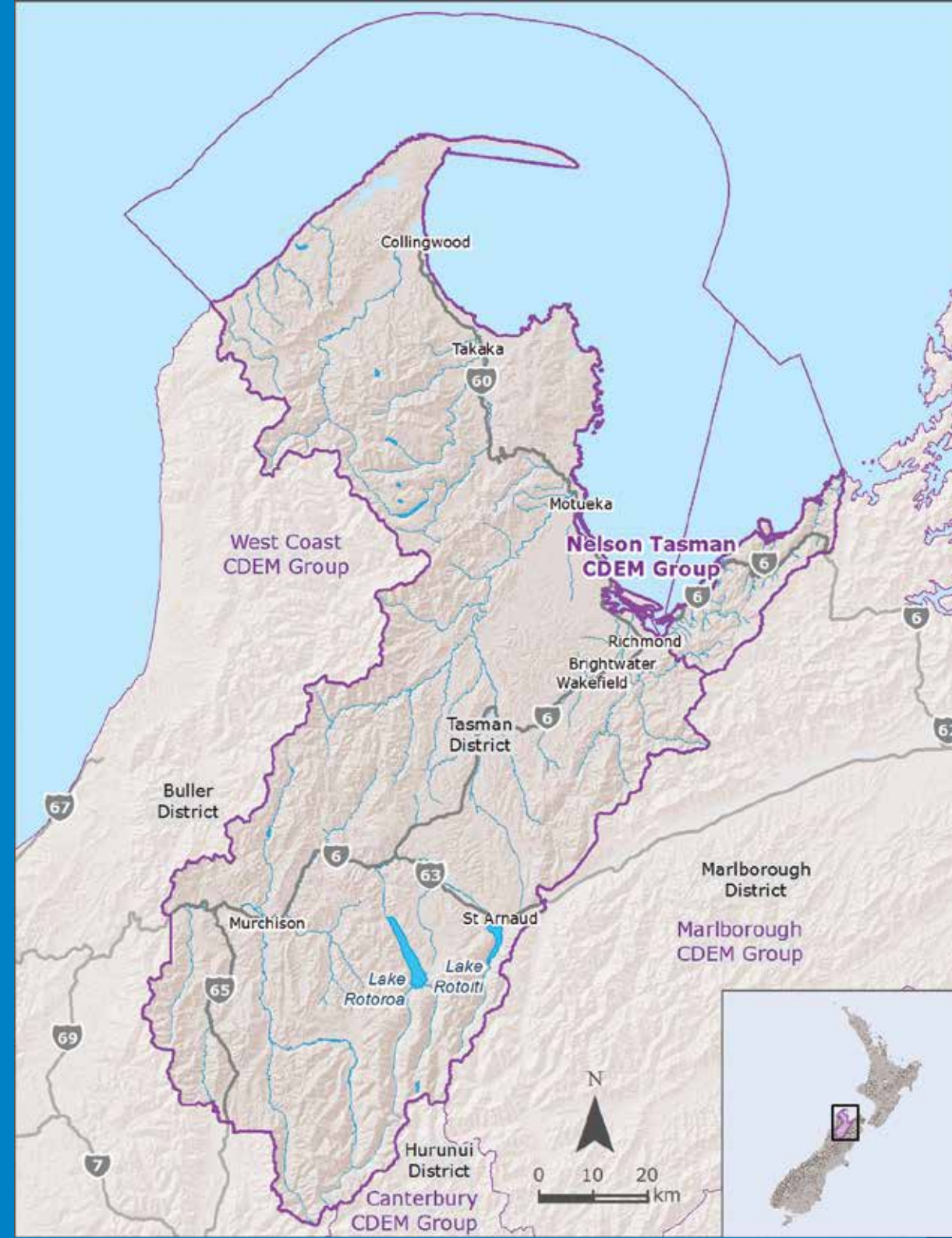
The Plan describes how the Group will meet the requirements of the Civil Defence Emergency Management Act 2002 (CDEM Act) which requires local authorities to provide for CDEM within their districts and places a requirement on them and the agencies involved to support the coordinated effort of CDEM so as to be able to function to the fullest extent to respond to and recover from an emergency. The Plan is operative for five years following approval by the CDEM Group,

although it, or parts of it, can be reviewed and amended at any time within this period.

The Group Plan seeks to:

- Strengthen relationships between agencies involved in civil defence emergency management
- Encourage cooperative planning and action between the various emergency management agencies and the community
- Demonstrate commitment to deliver more effective civil defence emergency management
- Provide updated information on the hazards and risks in the Nelson Tasman area and their potential consequences on the community
- Document the principles of operation within which agencies involved in civil defence emergency management agree to cooperate

CDEM in New Zealand adopts a 4Rs approach consisting of Reduction, Readiness, Response and Recovery. The Plan has been structured around these principles and provides information on the region's Risk Profile, Monitoring and Evaluation and Management and Governance.



**FIGURE 1.1 AREA COVERED BY THE NELSON TASMAN CIVIL DEFENCE EMERGENCY MANAGEMENT GROUP**



# VISION AND GOALS

## NELSON TASMAN CDEM GROUP VISION

A RESILIENT  
NELSON TASMAN  
COMMUNITY

### GOAL 1: BUILD STRONG, SAFE, RESILIENT COMMUNITIES

Individuals and communities are ultimately responsible for their own safety and the security of their livelihoods. They must also be prepared to look after themselves and their immediate neighbours after an emergency depending on the size and nature of the hazard event. This will require the community to:

- Understand the risks they face and have taken practical steps to reduce them
- Be prepared, know what to do and have the confidence to help themselves and others in an emergency
- Be well informed prior to and during events to enable decision making
- Organise and participate in Community Response and Recovery Planning

### GOAL 2: REDUCE THE RISK OF HAZARDS

Reducing the impacts of hazards is an important first step towards realising a resilient Nelson Tasman region. Many impacts can be reduced through measures such as:

- Building controls and/or land use planning through the use of various plans and legislation such as the Resource Management Act, Long Term Plan, District Plans, Regional Plans, Regional Policy Statements
- Central government policy and implementation e.g. managing the effects of climate change and options such as managed retreat
- Resilient critical infrastructure
- Careful and secure location of critical services and infrastructure

### GOAL 3: ENHANCE RESPONSE AND RECOVERY CAPABILITY

Notwithstanding the effort that has gone into reducing the impacts and improving the self-reliance of the community, emergencies will occur and the region needs to be in a position to be able to respond to and recover from them. An effective response and recovery capability is one in which coordination is timely and efficient such that the community is supported and is able to recover in the best way possible.

This requires:

- Integrated planning by all agencies with a role to play in responding to and recovering from emergencies
- A high level of cooperation and information sharing between responding agencies
- A clear understanding of respective roles and responsibilities during and after an emergency
- Recognition of the increased importance attached to strategic recovery planning





## STRENGTHENING RELATIONSHIPS WITH IWI

# RELATIONSHIP WITH IWI

The Plan acknowledges the commitment of the CDEM Group to working with iwi through strengthening relationships and seeking their involvement in local CDEM.

There are nine local iwi located in the Nelson Tasman region. Since the Plan was last updated in 2012, the CDEM Group has expanded the formal representation of iwi in its decision making by appointing iwi representatives to the Coordinating Executive Group (CEG) and the regional Welfare Coordination Group (WCG). Lessons have also been taken from the experience of large emergency events in recent years (such as the Canterbury earthquakes and the 2011 regional floods), which have demonstrated the capacity of iwi to respond to and support the community's resilience.

In its planning for emergency response, recovery, reduction and readiness the Group remains committed to giving priority to protecting waahi tapu (sacred areas), protection of ngā taonga tuku iho (treasures of the ancestors) and the kaitiakitanga (guardianship) of the environment in emergency response and recovery.



# PLAN STRUCTURE

The CDEM Group Plan has been structured in a manner consistent with that described in the Director's Guideline DGL 09/15 to enable a consistent approach to CDEM arrangements in New Zealand. There are nine parts to this Plan:

## CIVIL DEFENCE EMERGENCY MANAGEMENT PLAN

### PART 1: INTRODUCTION



Provides a brief overview of the document, description of the CDEM Group, the relationship of the Plan to National CDEM Strategy and National CDEM Plan, and the Nelson Tasman's vision and goals of the Plan.

### PART 2: RISK PROFILE



Describes the current hazards for the Nelson Tasman CDEM Group region and its communities, the risks associated with these hazards, and priorities for risk management relevant to the region.

### PART 3: REDUCTION



Describes how risk reduction is undertaken in Nelson Tasman and what the role of the CDEM Group is in reducing risk.

### PART 4: READINESS



Describes how the Nelson Tasman CDEM Group prepares for the management of emergencies across: planning; training and education; exercising; public education; and relationship-building with partner organisations.

### PART 5: RESPONSE



Outlines the principles underpinning operational arrangements and describes the CDEM Group operational framework including response structures, agreed agency functions, management agreements and the Group Warning System.

### PART 6: RECOVERY



Provides an outline of recovery arrangements within the Nelson Tasman CDEM Group with reference to the CDEM Group Recovery Plan.

### PART 7: MONITORING AND EVALUATION



Provides guidance on how the CDEM Group region will monitor progress on key areas for improvement and the effectiveness of response and recovery planning.

### PART 8: MANAGEMENT AND GOVERNANCE



Sets out the administrative arrangements relating to the provision of civil defence emergency management within Nelson Tasman including the governance structure, funding mechanisms and roles and responsibilities of various Group entities.

### PART 9: ANNEXES



Contains a range of annexes detailing information from the preceding chapters including a glossary of terms.

# RELATIONSHIP TO NATIONAL CDEM STRATEGY, PLANS AND GUIDES

## THE NATIONAL STRATEGY GOALS

CDEM Group Plans follow the strategic direction developed nationally by the Ministry of Civil Defence & Emergency Management (MCDEM).

In this way the Nelson Tasman CDEM Group Plan is linked to the National CDEM Plan 2015, National CDEM Strategy and The Guide to the National CDEM Plan 2015, to ensure Nelson Tasman’s planning and operational arrangements support national objectives and align with the national CDEM framework and doctrine. The CDEM Group’s objectives seek to collaborate with MCDEM in the pursuit of common goals.

The four goals and associated objectives in the National CDEM Strategy are based on the vision contained in the Strategy, and reflect the 4Rs and the provisions of the CDEM Act.

## NATIONAL CDEM STRATEGY GOALS

### GOAL ONE:

Increase community awareness, understanding, preparedness and participation in respect of CDEM

### GOAL TWO:

Reduce the risks from hazards to New Zealand

### GOAL THREE:

Enhance New Zealand’s capability to manage emergencies

### GOAL FOUR:

Enhance New Zealand’s capability to recover from emergencies

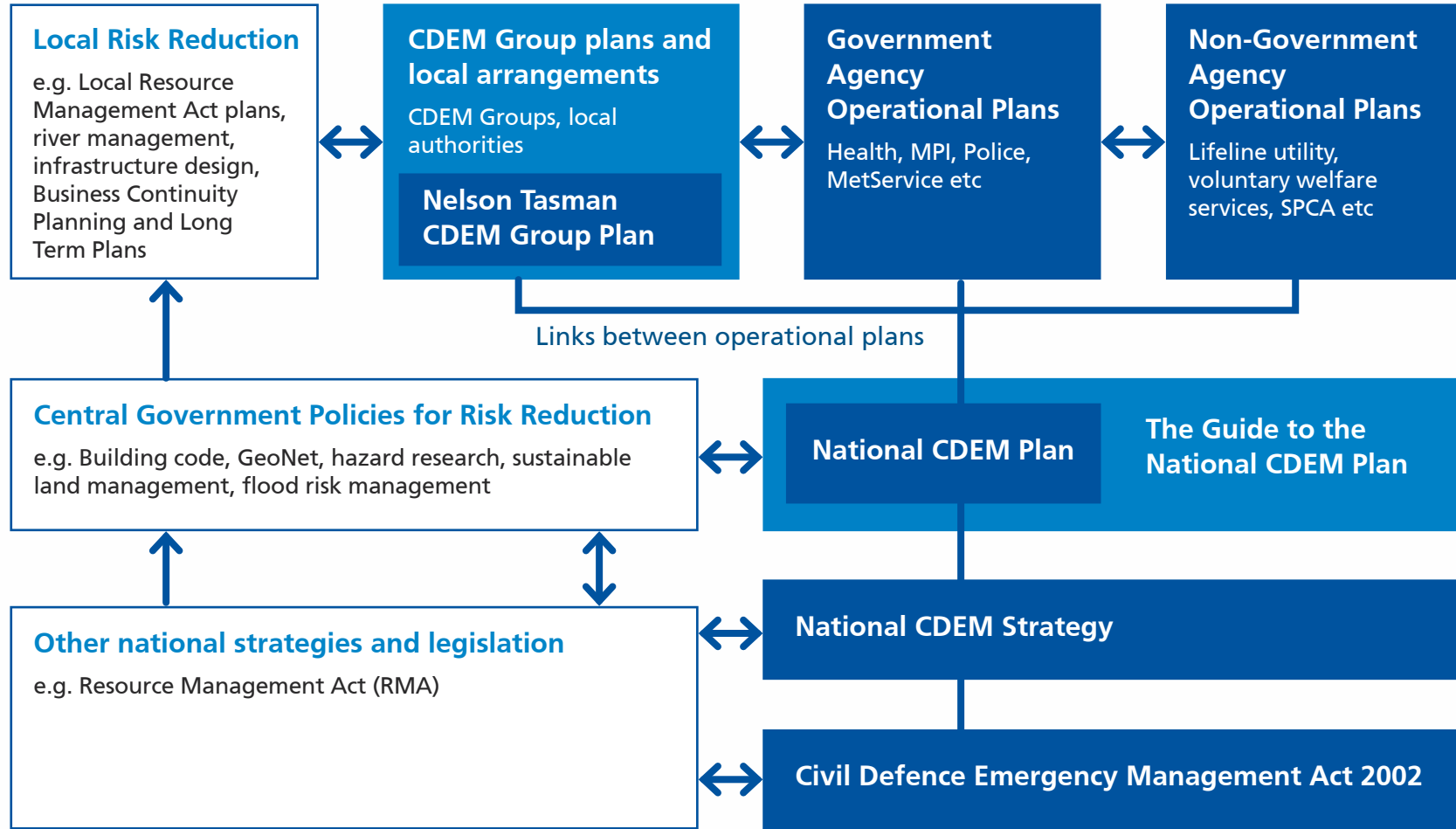
Under the CDEM Act s49(2)(d), the relationship of each objective in the Nelson Tasman CDEM Group Plan to the National CDEM Strategy is as follows:

Nelson Tasman CDEM Group Goals	National CDEM Strategy Goals
Goal ONE: Build strong safe resilient communities	Goal One
Goal TWO: Reduce the risk of hazards	Goal Two
Goal THREE: Enhance response and recovery capability	Goal Three and Four



**FIGURE 1.2**

The diagram below demonstrates the links to other documents\*, and relationships to plans and legislation.



\* Source: Section 1.9 of 'The Guide to the National Civil Defence Emergency Management Plan 2015' view at, <http://www.civildefence.govt.nz/assets/guide-to-the-national-cdem-plan/Guide-to-the-National-CDEM-Plan-2015.pdf>

LINKING IT ALL TOGETHER

# NELSON TASMAN HAZARDS AND RISKS

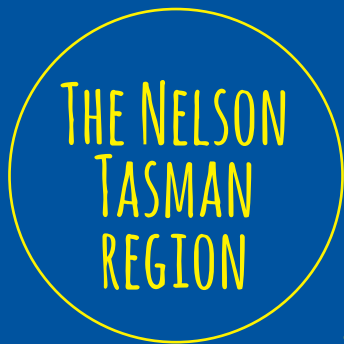


FIGURE 1.3 STATISTICS FOR NELSON AND TASMAN

CDEM planning in the Nelson Tasman region will need to take account of these social, economic and natural features. For example, the region's national parks and other attributes attract many tourists; our regional demographic has high numbers of older people; ethnic diversity is increasing; and many people live in areas exposed to natural hazards.

The Nelson Tasman region comprises a diverse landscape and encompasses an area of approximately 10,200 km<sup>2</sup>, which represents approximately 3.75% of New Zealand's total land area. Nelson City is a significant urban area that houses approximately half of the region's population within less than 5% of the region's area. Tasman District has two major townships; Richmond and Motueka, and a number of rural communities linked primarily by road.

Figure 1.3 outlines some facts and figures for the Nelson and Tasman districts respectively. For a comprehensive discussion of the regional setting see the Long Term Plans of Nelson City Council and Tasman District Council.



**FIGURE 1.3 STATISTICS FOR NELSON AND TASMAN CONTINUED...**



**Land Area**

1,008,740 hectares

**Nelson:** 42,240 hectares  
**Tasman:** 966,500 hectares



**Recreational Reserves**

12,094 hectares

**Nelson:** 11,290 hectares  
**Tasman:** 804 hectares



**National Parks**

Kahurangi National Park  
Abel Tasman National Park  
Nelson Lakes National Park



**Wind and Rainfall**

**Nelson:** Annual mean rainfall 1330mm.

Number of rainfall days mean; 131 (Rainfall 0.1mm or greater).

Sunshine mean; 2451.6 hours.

Wind; South-southwesterly mornings - north-northeast seabreeze afternoon hours most days.

**Tasman:** Annual mean rainfall: 2145.2mm.

Wind; West to North



**Rivers**

**Nelson**

**Five main river catchments (based on Freshwater management units):**

Stoke – Saxton Creek, Orchard, Poorman Valley, Orphanage, Jenkins and Arapiki Streams.

Roding – Upper Roding River and tributaries.

Mahitahi/Maitai – Mahitahi/Maitai River and tributaries; York and Saltwater Creek, Oldham, Todds Valley and Hillwood Streams.

Wakapuaka – Wakapuaka River and tributaries, including Māori Pā Stream and other small coastal streams flowing to Delaware Bay.

Whangamoā – Whangamoā River and tributaries, including small coastal streams flowing to Delaware Bay to the north of Māori Pā Stream.

**Tasman**

**Six main river catchments:**

Waimea - Waimea Valley including the Waiiti to headwaters and includes the Wairoa and Lee.

Motueka - Wangapeka, Baton and Motueka Rivers including all tributaries.

Takaka - Anatoki, Waingarō, the length of the Takaka Valley.

Riwaka - including all of the Riwaka Valley, both branches.

Aorere - up to the Heaphy track area.

Buller River Valley and Tributaries within the Tasman Boundary.

The Nelson Tasman region comprises a diverse landscape ranging from flat coastal low lands and intensively used (predominantly horticulture) alluvial flood plains to large sparsely populated steep mountainous areas. Several major rivers are present across the region. The region contains relatively complex, varied geology with numerous active fault systems. These include the Waimea Flaxmore fault system which runs through urban areas of Nelson and Richmond and the Alpine/Wairau Fault which traverses across the Nelson Lakes area at the south of the region.

The Nelson Tasman region is susceptible to a wide range of hazards. The region has, over time, felt the impact of natural hazards such as earthquakes, landslides, floods and coastal inundation. Many hazards originate from within the region, but there is also potential for the area to be affected by hazards generated from outside the region's boundaries or hazards that affect multiple regions for example, earthquake or tsunamis.

The CDEM Group undertook a project in 2016 to better understand the interdependencies between its hazards and the region's critical infrastructure. The following maps illustrate nationally and regionally critical infrastructure in the Nelson Tasman region. These maps illustrate the relationship between nationally and regionally critical infrastructure, and key natural hazards. They are drawn from work undertaken in 2016 by the Nelson Tasman Lifelines Group. (Further maps are contained in the Annex). (Note – not all infrastructure is shown, this is a high level representation of assets that are regionally and/or nationally significant.)





# REGIONAL INFRASTRUCTURE

## NELSON TASMAN REGION

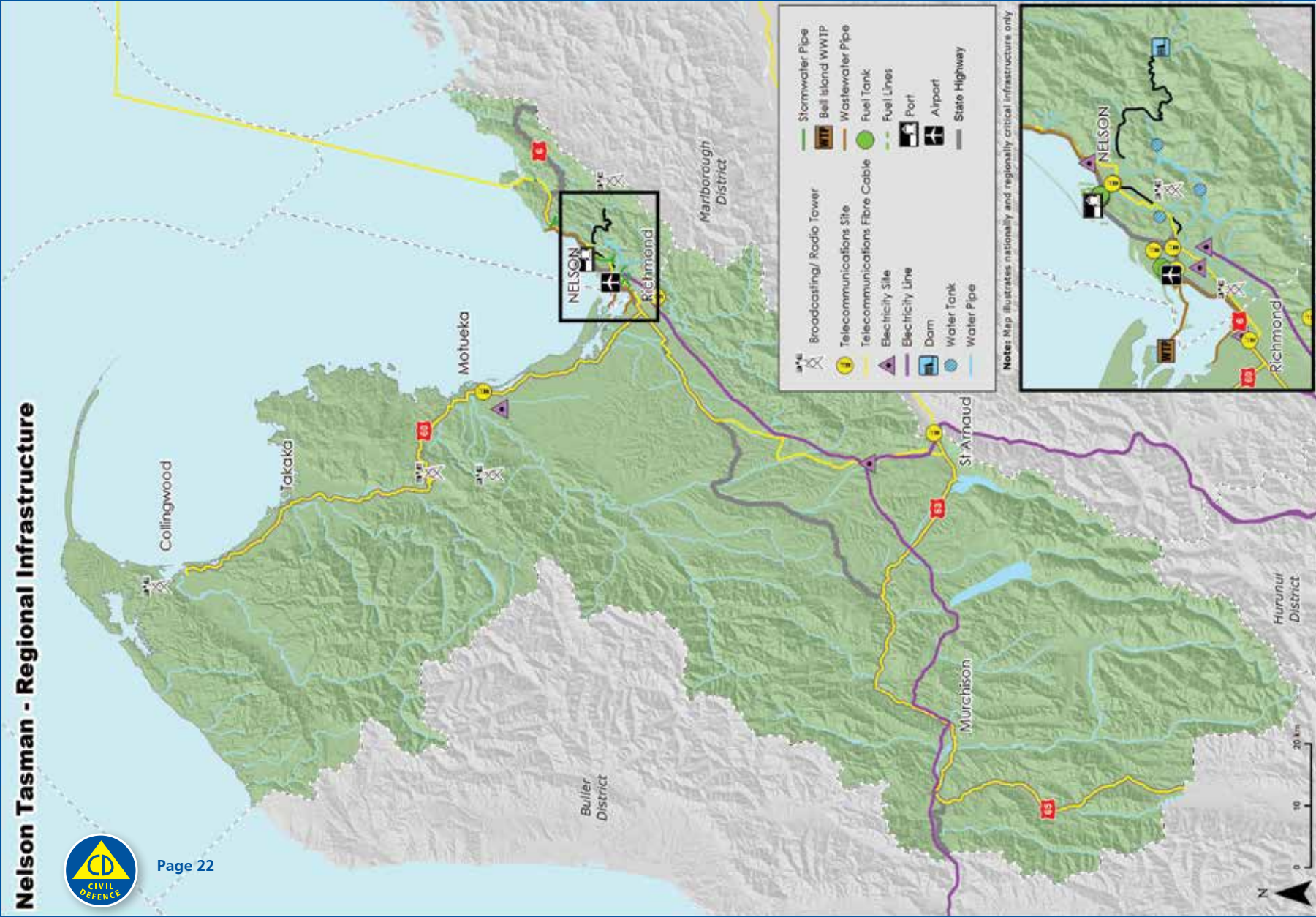


FIGURE 1.4

### Regional Infrastructure

#### Nelson and Richmond

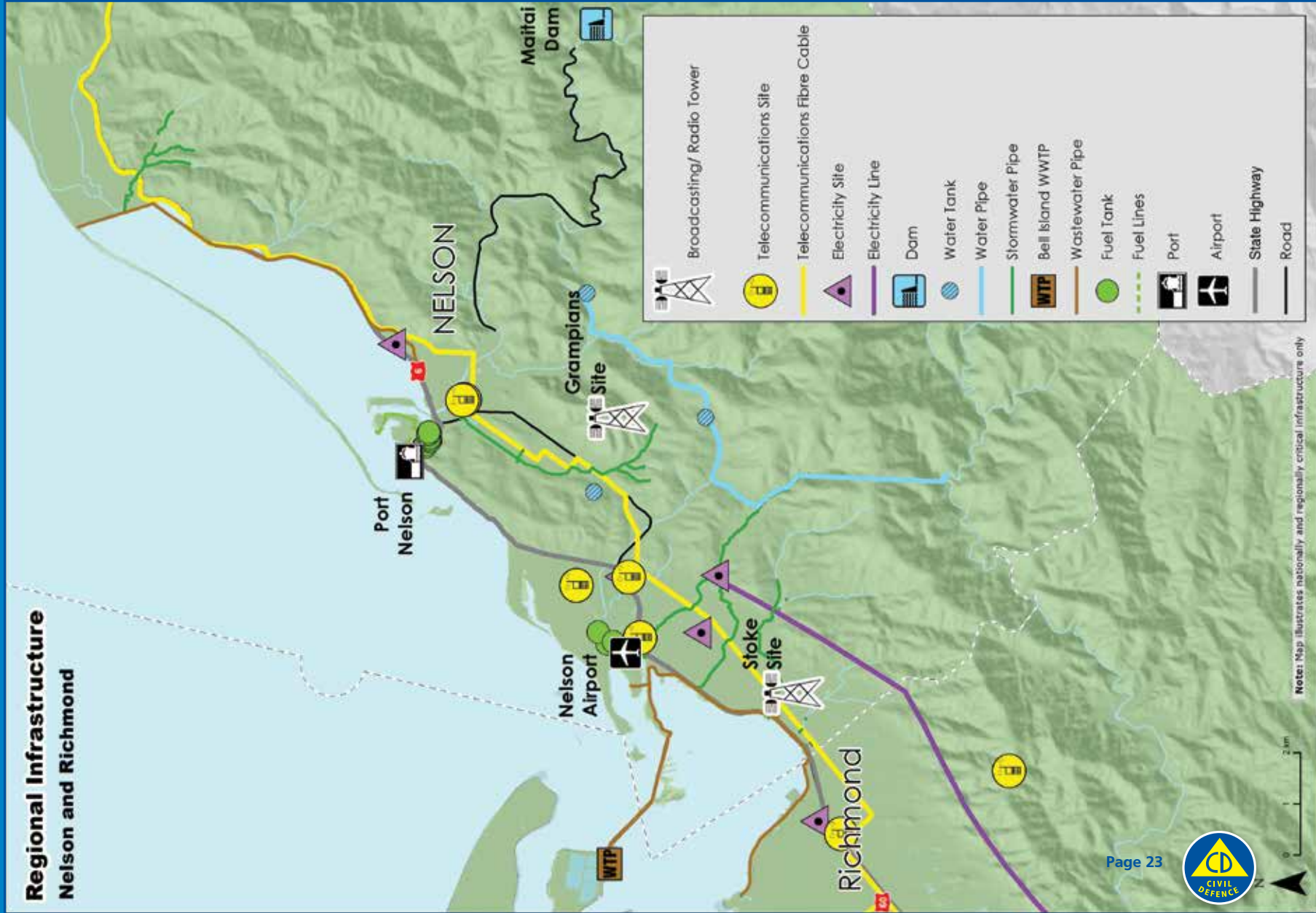


FIGURE 1.5

## NELSON AND RICHMOND



# KEY HOTSPOTS

Key 'hotspots' in relation to Nelson Tasman's critical lifelines infrastructure include:

## Takaka Hill

Road access, telecommunications and electricity services to the Golden Bay all traverse the Takaka Hills in varying degrees of proximity and with no alternative supply assets. The area is steep and prone to landslips and flooding in a number of areas.

## Atawhai Road

State Highway 6, a major telecommunications fibre cable and the rising main carrying Nelson's wastewater to the northern wastewater treatment plan all run along Atawhai Drive. The area has a high risk of liquefaction where it passes the estuary area and is in flooding and tsunami inundation risk zones.

## Nelson City

Nelson City itself is in both flood and tsunami risk areas. Within a small area are the Nelson substation (supplying electricity to the City and Port) and Nelson telecommunications exchange (important for telecommunication services across the region).

## Ports of Nelson

The low lying Ports area is another critical infrastructure hub for the region, hosting the region's primary fuel storage tanks and SH 6. The Port has economic significance as most of the region's exports are transported through the site and also may become critical for the transport of food and supplies into the region if road access is disrupted in a major Alpine Fault scenario. The area is in high risk zones for liquefaction, flooding and tsunami.

## Nelson-Richmond Highway

There are two main (inland and coastal) routes providing alternative access between Richmond and Nelson. These two roads converge at the Richmond bypass offtake (Salisbury – Whakatu interchange) creating a critical road pinchpoint in high risk zones for both liquefaction and tsunami risk.

## Waimea Fault

A number of critical lifelines run alongside and across the Waimea fault including the Kikiwa to Stoke electricity transmission line supplying most of the region's electricity and a Chorus trunk fibre cable. Closer to St Arnaud, SH 63 also enters the mix of critical infrastructure in close proximity. The area is steep and rugged and prone to landslips, fault rupture and associated high ground shaking.

# RISK PROFILE

Identification of Nelson Tasman hazards in a risk profile is the first step in the risk assessment process.

The intention of the risk profile is to provide a broad overview of natural and technological hazards that can be expected in the Nelson Tasman region allowing the CDEM Group to better manage hazards on behalf of communities. A clear understanding of the Group's risk profile is fundamental to guiding the level of activity and effort applied across the 4Rs (readiness, reduction, response and recovery) and is the foundation on which the 4Rs are built. Effective preparation and response to risks is essential in knowing what can happen, what hazards and risks are most important and what risks should be managed as priorities.

Risk is defined as both the consequences and likelihood of an event occurring and determining risk involves understanding:

- The likelihood or probability of the event occurring
- The consequences of an event occurring based on the 4 environments (social, built, natural, economic)
- The type of hazard and particular characteristics of the event such as depth and duration of flood water or degree of ground shaking in an earthquake
- The vulnerability of each element at risk such as community or infrastructure.

*Overall risk = Likelihood of event x consequence of event to the 4Rs (social+built+environmental+economic)*

The risk profile builds upon the previous *Nelson Tasman Emergency Management Group Plan 2012* and has been developed utilising

local knowledge to assess the diversity and nature of natural and technological hazards affecting the region.

The risk profile provides:

- Hazard and risk information vital to engagement of Group members and key stakeholders
- General information for public awareness and education
- A snapshot in time of the nature of the Group and its risks
- A means of monitoring and measurement of high-level risk outcomes over time
- A sound basis for comprehensive emergency management planning
- A means to consider the consequences on communities from these hazards and risks.

Both Nelson and Tasman councils are working to build resilience to natural hazards identified in the risk profile in alignment with respective work on their Resource Management Plans (RMP). It is expected that these RMPs will provide greater detail on the reduction of natural hazard risks through taking a risk based approach to managing land use activities and new development in areas subject to potential hazards. This work provides a coordinated approach to risk management across the region. It is recognised that some development could still occur in hazard prone areas subject to natural hazards such as flooding and earthquake, and that the community may need to accept some risk in these areas.



reflects the extensive flood monitoring and warning system in place, various flood protection works and that land use planning seeks to avoid or mitigate further development in flood prone areas. On the other hand earthquakes are ranked as a much higher priority hazard. Although they are much less likely to occur than flooding, there is no warning of their occurrence and they have the potential to result in widespread destruction with injuries and loss of life.

CDEM Group partners have a responsibility to plan for the consequences and risk and mitigation factors, of all hazards on their assets, and for the communities they have responsibility for.

For example, fire fighting for Fire and Emergency New Zealand, maintaining electricity supplies for the respective generation and lines utility operators, and understanding and responding to coastal erosion for the local authorities. Consequently, it is expected that each individual organisation will continue to apply resources to treat their own priorities as well as those of the CDEM Group. For example in the case of a large earthquake all members of the CDEM Group will be required to work closely together. Consequently earthquake hazard is afforded more priority in the CDEM Group context than the example of firefighting.

**FIGURE 2.2 SUMMARY OF THE HAZARDS IN PRIORITY CATEGORIES**

LOWER PRIORITY														HIGHER PRIORITY															
Surface ponding (localised flooding)	Small catchment flooding	Roading Transport Accident	Air Transport Accident	Coastal erosion	Distant / Regional tsunami	Civil Unrest / Criminal activities/ terrorist attack	Water supply - infrastructure failure	Urban Fire	Slope Failure - Small scale	Snow	Wastewater - infrastructure failure	Rural Fire (at urban interface)	Coastal inundation (storm surge/tidal effects)		Large catchment flooding	Communications / Information systems - infrastructure failure	Drought	Slope Failure - Large scale	Roading - infrastructure failure	High winds	Dam break	Plant & Animal Pests/disease	Fuel supply - infrastructure failure	Electricity - infrastructure failure	Human Pandemic	Local tsunami	Earthquake - Waimea/Flaxmore	Earthquake - Regional (e.g. White Creek Fault)	Earthquake - Alpine Fault

**KEY:** Risk Rating  Moderate  High  Very High Hazard Type Natural Biological Technological

# REDUCTION

Risk reduction involves identifying and analysing risks to life and property from hazards, taking steps to eliminate those risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurrence to an acceptable level.

Reduction involves identifying and planning to reduce welfare needs and requirements before, during, and after emergencies. By identifying and analysing community vulnerability and risk, measures can be taken to reduce vulnerability, and better support communities during an emergency.

Risk reduction is the responsibility of many stakeholders including central and local government, emergency services, lifeline utilities as well as individuals and communities. As such, risk reduction is guided by a variety of legislation, local and national strategy, policies and plans. These are listed in Figure 3.1.

**FIGURE 3.1**

Legislation	Statutory / non statutory planning documents	Best practice guidelines and/or technical standards
Building (Earthquake-prone Buildings) Amendment Act 2016 Building Act 2004 CDEM Act 2002 Conservation Act 1987 Crimes Act 1961 Earthquake Commission Act 1993 Epidemic Preparedness Act 2006 Fire and Emergency New Zealand Act 2017 Food Act 2014 Hazardous Substances & New Organisms Act 1996 Health & Safety at Work Act 2015 Health Act 1956 Heritage NZ Pouhere Taonga Act 2014 International Terrorism (Emergency Powers) Act 1987 Local Government Act 2002 Maritime Transport Act 1994 National CDEM Plan 2015 NZ Public Health & Disability Act 2000 Public Works Act 1981 Radiation Protection Act 1965 Resource Management Act 1991 Soil Conservation & Rivers Control Act 1941	Asset Management Plans Business Continuity Plans City & District Plans Coastal Management Plans Infrastructure Management Plans Long Term Plans Nelson Tasman CDEM Plans Oil Emergency Response Strategy (OERS) Regional & District Growth Plans Regional Policy Statements & Plans The Guide to the National Plan 2015	CDEM Strategies Guides, Information Series, and Technical Standards ISO Standards MCDEM Directors Guidelines Supporting Plans, Best Practice

Hazard information, risk analysis and risk mitigation falls to various agencies under these legislative acts and other documents. For example: Local Authorities (natural hazards), Fire and Emergency New Zealand (FENZ) (fire), Police (criminal acts), Ministry for Primary Industries (MPI) (animal exotic diseases), and Health (pandemic) and Heritage New Zealand (historical and cultural heritage) among others.

The CDEM Group Plan process provides a structured way of coordinating and assessing risk management practices, however the achievement of risk reduction outcomes are not limited to those found within the CDEM Act or this Plan.

Monitoring and review is necessary on an ongoing basis to ensure that the wide range of variables that might impact on the CDEM Group Plan's risk profile and consequent actions in the area of risk reduction are identified and aligned.

The reduction related objectives of the Group are:

- Address risk reduction and planning issues
- Improve the integration of hazard and risk information between members of the Group and stakeholders
- Promote the integration of activities and a consistent CDEM risk reduction approach within other work programmes such as council's Long Term Plans, Resource Management Plans or other agency work plans
- Initiate and deliver risk reduction activities through the work programme of the CDEM Group Office.

More information about the Reduction Committee can be found in Part 8.



# READINESS

Nelson Tasman communities are susceptible to a wide range of natural and technological hazards that potentially have significant consequences for public safety and well-being and physical, social and economic infrastructure such as the Port and Airport (refer Part 9 Hazard Summary).

Readiness is the preparation of operational systems and capabilities prior to an event, to reduce the potential impact or suffering the event may cause and assist with an effective response to, and recovery from, the event or emergency. Emergency management planning covers a wide field as the emergencies that have to be planned for are varied in nature and consequence. Integrated and coordinated planning allows for consideration of potential consequences and their impact and involves: making arrangements with emergency services, lifeline utilities, and other agencies; promoting resilience at all levels; and developing self-help and response and recovery programmes for the general public to build capacity and capability.

Organisational readiness is the readiness of stakeholder organisations to respond to the various responsibilities of the CDEM Group, including partners involved in emergency response and recovery, such as emergency services, local authorities, lifeline utilities, health and disability service providers, and non-government organisations.

In order to undertake its business the CDEM Group uses a structure based on the 4Rs where many different stakeholder groups and agencies come together to develop planning for emergencies and provide information to CEG and the CDEM Group.

## THE READINESS RELATED OBJECTIVES OF THE GROUP ARE:

Provide effective communication to increase awareness, understanding and participation in CDEM activity	Advance coordinated and integrated emergency preparedness planning for both response and recovery by key agencies
Provide community support including emergency welfare services	Establish and maintain relationships with key partners and stakeholders to develop emergency management capability and capacity across the 4Rs.
Provide inter-agency leadership and coordination – e.g., emergency services, lifeline utilities, government agencies etc.	Implement a professional development strategy for key roles within the CDEM Group
Provide support and advice to elected representatives	Define the arrangements for cooperation and coordination within the CDEM Group and partner agencies
	Shared understanding of roles and responsibilities of agencies
	Describe the appointments and delegations made to, and by, the CDEM Group and others, to give effect to the emergency management arrangements described in the Plan



# CDEM GROUP OPERATIONAL ARRANGEMENTS

The CDEM Group must ensure that capacity and capability standards are built and maintained to ensure an effective response to emergencies, support to impacted communities to recover from emergencies and the co-ordination of agencies.

The Group Emergency Operations Centre (Group EOC) and Local Emergency Operations Centres (LEOC) must be able to operate for a sustained period. The Operations Centres are expected to meet minimum standards in terms of equipment and performance.

The CDEM Group will train personnel to operate the Group EOCs and LEOCs, based on agreed New Zealand standards, such as the Integrated Training Framework and the Coordinated Incident Management System (or successor systems). This will include personnel who will be trained as Incident Management Team members, able to be deployed to assist with response and recovery in the Group's outlying areas including Takaka, Murchison, St Arnaud or elsewhere.

Each member of the Group will ensure that it maintains an appropriate number of trained and competent staff in order to support the objectives of the Group Plan. The standardisation of documentation, systems and procedures will help to facilitate the re-deployment of staff during an emergency.

## GROUP EMERGENCY OPERATIONS CENTRE



28 Oxford St, Richmond

Since this Group Plan was last reviewed the Group has embarked on a significant investment and expansion in its capability, with the opening in 2014 of a new Group EOC based at Richmond. The Group EOC is a purpose-built facility designed to withstand significant earthquakes (Importance Level 4 under the Building Code). Its location was chosen following a hazard analysis, and as such it is sited outside the zone for maximum credible tsunami events. The floor level of the facility is above the 1-in-500 flood zone for its location. The Group EOC is equipped with back-up power, water supplies, and emergency communications. The facility was designed to accommodate responses to small-medium emergency events. It has been sited close to Tasman District Council so that in larger emergency events, EOC staff are able to utilise council facilities. The Group EOC is regularly used for training by a range of agencies including councils, Fire, NZ-RT2, and the District Health Board.

The Group EOC coordinates the overall response in an emergency and is activated whenever an emergency response by the Group is initiated whether or not an emergency has been declared.

## THE FUNCTIONS OF THE GROUP EOC ARE TO:

Provide resources and facilities for the response such as communications, data, access, expert advice, briefing and liaison

Provide support for Group EOC logistical and financial management activities

Provide a control base for national resources assigned to the Nelson Tasman regions

Organise support with other CDEM Groups

Provide for recovery preparation and transition

Coordinate operational activities as required

Provide advice to the NCMC on the nature of response within the Group

## ALTERNATIVE LOCATION

In the event the Group EOC at Richmond is unable to be used an alternate Group EOC would be established at a safe and operationally suitable location.

The actual location will depend on the event and the availability (including safety) of a specific site. In recent years the following locations have been used as alternate Group EOC sites during exercises or operations:

- Nelson City Council Chamber, 110 Trafalgar St, Nelson
- Tasman District Council Chamber, 189 Queen St, Richmond
- Braemar Campus, Nelson Marlborough Health, Waimea Road, Nelson





# LOCAL EMERGENCY OPERATIONS CENTRES

Local Emergency Operations Centres (LEOC) provide a local co-ordinating and communications point for specific communities in areas which have the potential to become isolated for a period of time.

There are three Local Emergency Operations Centres:

**Murchison Emergency Services Incorporated (MESI) rooms**

Waller Street, Murchison

**Golden Bay Tasman District Council Service Centre**

78 Commercial Street, Takaka

**St Arnaud Department of Conservation Visitor Centre**

View Road, St Arnaud

The activation procedures and staffing arrangements for the LEOCs support relevant Community Response Plans.

These LEOCs provide their communities with the authority and capacity to coordinate an emergency response in their areas, bearing in mind that in significant emergency events (such as a large earthquake or regional flooding) they could be cut off for some time. The absence of LEOCs in other population centres (e.g, Motueka, Brightwater, Nelson

North etc) does not indicate that these areas are of lower priority. Rather it is the considered view of the Group, after consultation with emergency services, that the operational response to these parts of the region can most effectively be led from the Group EOC. CDEM arrangements (including response and recovery plans) for these other areas are of course still essential, and are discussed further in this Part.

*Fissures in Road at Murchison, 1929. Nelson Provincial Museum, FN Jones Collection: 321270*

FISSURES IN ROAD AT MURCHISON.





# COMMUNITY RESPONSE PLANNING

Smaller population centres often have local civil defence arrangements including locations that are designated for the purposes of coordinating response and providing welfare services. In many rural areas and smaller centres, readiness and response at the local level is supported by Community Response Plans (CRPs). The most significant CRPs are those based around the Local EOCs at Takaka, Murchison and St Arnaud.

## THESE LOCAL COMMUNITY PLANS HAVE BEEN DEVELOPED WITH THE FOLLOWING AIMS:

To assist communities that could be isolated in an emergency

To help the community understand and "own" the hazards it faces

To promote personal and community resilience

To encourage a multi-agency approach to emergency management in local communities

To provide a mechanism to prepare for and provide an initial response to an emergency event, bearing in mind that outside assistance may take time to arrive

CRPs have also been developed in many other parts of the region. Currently the communities of Tapawera, Marahau, Mapua and Wakefield have CRPs with a plan for the Tasman Village area in development.

CRPs tend to focus on communities in rural or semi-rural areas that have a recognisable "community of interest". The CRPs identify local hazards, key resources, community leadership, Civil Defence Centres (for emergency welfare services), emergency communications and sources of public information. CRPs are not a substitute for personal preparedness and business continuity planning. However they help create resilience in communities to respond collectively, especially in the initial stages of an emergency.

The resources available from the councils and central government to support CRPs are limited. Therefore the success of Community Response Planning at local level depends on the ongoing leadership and commitment of residents and organisations residing in that community.

In the larger urbanised areas of Nelson, Richmond and Motueka the CDEM Group's approach has been to leverage off existing networks and organisations rather than seek to create another layer of community planning. In particular, the CDEM Group has partnered with Neighbourhood Support to promote messages around personal readiness and connecting with neighbours (especially vulnerable people) to promote safe and resilient neighbourhoods in our urban areas.





# EMERGENCY WELFARE SERVICES

The CDEM Group maintains a number of Civil Defence Centres (CDCs) to provide emergency welfare services. (Previously these were called 'Welfare Centres'.) These facilities are located centrally in the main Nelson city-Richmond urban area, and also in towns and settlements throughout the region. In most cases alternate facilities have also been identified should primary CDCs be unavailable.

The preference is for those affected by an emergency to either shelter in place (e.g. at home), if it is safe to do so, or stay with friends, family or in commercial accommodation. Accommodating people overnight in a CDC is the least preferred option for the provision of shelter and emergency accommodation.

The preferred primary role for a CDC is a place where people can register for welfare services, and to gain access to the various services that are available to them to support their needs.

The CDEM Group has trained staff from both councils and volunteers to manage Civil Defence Centres in an emergency. The Red Cross is an important partner with the CDEM Group in staffing CDCs and maintains trained personnel for this purpose.

The Nelson Tasman CDEM Group Welfare Plan gives more details about how welfare services will be delivered during the response and recovery phases (available at [nelsontasmancivildefence.co.nz](http://nelsontasmancivildefence.co.nz)). For up to date details on the location of CDCs, please call the Nelson Tasman Emergency Management office (telephone 03 543 7290) or visit [nelsontasmancivildefence.co.nz](http://nelsontasmancivildefence.co.nz).

**It should be emphasised that Civil Defence Centres will not automatically open in every emergency.** During an emergency the public should listen to the media or social media for official updates and/or advice, or phone either the Nelson City Council or Tasman District Council. The size and scale of the emergency will determine the nature of emergency welfare services required. The safety of the CDC and the ability of CDEM staff to resource the facility will also be factors.



*Welfare services are overseen by the WCG, discussed further on page 50.*



# EMERGENCY COMMUNICATIONS

The ability to effectively communicate in the lead up to, during and after an emergency is a critical component of the Nelson Tasman CDEM Group's operational capability.

It is the Group's expectation of all responding agencies that they can effectively communicate at all times.

Landline telephones, mobile networks and internet connections provide business as usual communication tools. As a backup, a VHF/FM radio network is maintained throughout the region. Satellite phones and data links have been installed in the Group EOC. Satellite phones have been provided for the Group's LEOCs in Takaka, Murchison and St Arnaud and are widely used by partner agencies.

The CDEM Group Office is responsible for ensuring the maintenance of the CDEM emergency communications network, including the VHF radio network, and satellite phone/data communications.

The Group CDEM Office is also responsible for the maintenance of relevant repeater sites, licensing of equipment and for testing and exercising of communications procedures.





# NELSON TASMAN EMERGENCY RESPONSE TEAM (NZ-RT2)

The Nelson Tasman CDEM Group has a dedicated volunteer response team able to provide a physical response in the field to an emergency event. In recent years the team has been deployed to flood, earthquake and rope rescue events both inside and beyond the Nelson Tasman region.

The team is referred to as the Nelson Tasman Emergency Response Team, also known as NZ-RT2, which is its designation under the national Urban Search and Rescue (USAR) structure.

The team has a strength of 24 personnel and a truck equipped for response duties. The team is trained in light Urban Search and Rescue techniques and other facets of CDEM, including response to storms and flooding. This training allows the team to provide a flexible range of options to assist the Group Emergency Operations Centre at the time of an emergency. Aside from rescue situations, examples of other tasks include reconnaissance, support to a Civil Defence Centre, cordon control, providing staff to an Incident Management Team, impact assessment, and needs assessment. The team's "Rescue Base" is located at Nelson Fire Station.

The team is managed and administered by the CDEM Group Office, and it is funded jointly by Nelson City and Tasman District Council. The team's role, operational functions and training are outlined further in its Standard Operating Procedures.



# PROFESSIONAL DEVELOPMENT

The professional development of CDEM staff is one of the most important functions of the CDEM Group. The CDEM Group has a Group Training Programme in place that aims to prepare key CDEM appointees for their roles.

## PROFESSIONAL DEVELOPMENT IS PROVIDED FOR THE FOLLOWING SPECIFIC POSITIONS IN THE REGION:

Group Controller and Alternates	Local Controllers and Alternates	Recovery Manager and Alternates
Welfare Managers and Alternates	Public Information Manager and PIM staff	Emergency Operations Centre (EOC) staff (incl. Lifeline Utilities Coordinators )
Civil Defence Centre Supervisors and staff	Group Emergency Management office personnel	Nelson Tasman Emergency Response Team (NZ-RT2)



# EXERCISES

Exercises provide opportunities to review and test procedures and practice participants in defined roles. Exercises form part of the operational development process and contribute to improvements in consistency and the identification of best practice.

Exercises will involve all CDEM Group partners and include other agencies or organisations when opportunities arise and support a multi-agency, multi-disciplinary approach.

Annual exercise objectives will be developed in conjunction with Group partners. The timing and format of exercises are set out in the Group's annual exercise programme, which is linked to the National Exercise Programme.

Exercise results will be evaluated in accordance with guidelines published by the Ministry of Civil Defence & Emergency Management, and plans/procedures adjusted accordingly.

A debrief, facilitated by the Group CDEM Office, will be held after every exercise. The debrief outcomes will be submitted to the Readiness and Response Committee who will recommend any follow-up actions to the Coordinating Executive Group (CEG).

In addition, personnel from partner organisations such as emergency services, lifeline utilities, and welfare services take part in CDEM activities including exercises.

The content and delivery of professional development will align with appropriate Group and national guidance, including the National Civil Defence Emergency Management Competency Framework. Professional development for all of the above positions includes an integrated and comprehensive approach to the 4Rs of risk reduction, readiness, response and recovery.

The CDEM Group's partner agencies (e.g. emergency services, District Health Board, Ministry of Social Development etc) remain responsible for the training and professional development of their own staff.



# BUSINESS CONTINUITY MANAGEMENT

All government departments, local authorities and lifeline utilities are required to plan for the management of any significant risk to the continuity of their business. These plans should be additional (although aligned with) any operational plans for CDEM response and recovery.

## BUSINESS CONTINUITY MANAGEMENT (BCM) SHOULD CONSIDER THE FOLLOWING:

<p>A risk assessment that considers a range of risks posed by external factors, particularly interdependencies or outsourced services and arrangements</p>	<p>Identification and protection of critical business assets (e.g. staff, equipment, facilities, information technology systems, reputation, financial systems)</p>	<p>Protection of both internal and external service capability, particularly in support of CDEM critical activity (e.g. emergency services and medical facilities)</p>
<p>Development of flexible solutions or adaptive capacity to manage disruption to normal business operations</p>	<p>Recovery issues, bearing in mind the requirement introduced by the CDEM Amendment Act 2016 to ensure strategic planning for recovery</p>	<p>Business impact analysis, identification of critical functions, and a focus on internal and external dependencies</p>

Continuity arrangements must be developed across an entire organisation, from hazard assessment through to plans, exercising, audit, review and feedback. Business continuity planning will only be effective if developed co-operatively with all business stakeholders so that roles and responsibilities are clearly understood and assumptions validated.

# INTRODUCING THE CDEM COMMITTEES

The work of the CDEM Group is structured around a series of interagency committees which are responsible for understanding risks and preparing for and recovery from emergency events. The administrative arrangements for these committees are set out in Part 8. In this chapter we provide a general description of the functions of these committees to illustrate their role in the Readiness phase of the CDEM Group's work.







# PUBLIC EDUCATION AND PUBLIC INFORMATION COMMITTEE (PEPI)

The Public Education and Public Information Committee coordinates the public education activities of the Group.

## THE PEPI COMMITTEE LEADS ACTIONS TO:

Engage the public in the reduction of hazards

Promote awareness and understanding of hazards, warning mechanisms and engagement in preparatory activities

Develop understanding and knowledge of what to do before, during and after an emergency

Encourage participation in rebuilding, restoring and enhancing communities

Coordinate arrangements for the delivery of programmes with various agencies

The public education approach is to develop and strengthen partnerships with strategic stakeholders; the public, iwi, business and educational communities, and utilise these partnering relationships to deliver targeted messages to audiences, and provide opportunities for participation in response and recovery planning at local levels.



*The PEPI Committee is chaired by the Group Public Information Manager. For information on membership of PEPI and other administrative matters refer to Part 8: Management and Governance.*



# READINESS AND RESPONSE COMMITTEE

The Readiness and Response Committee provides a mechanism for multiple agency planning and helps facilitate the building of relationships and professional knowledge between emergency services and other response organisations.

The role of the Readiness and Response Committee is to ensure that readiness and response planning across the Group is co-ordinated, collaborative and consistent with the CDEM Group Plan and national planning.

The Readiness and Response Committee has no executive power or specific operational role however it works to establish a clear understanding of the planning approaches of all members and thus promote an integrated approach to civil defence emergency management and its relationship to other matters.

The Readiness and Response Committee includes representatives of the local authorities, emergency services and other agencies with a response mandate/capability. For more information on membership refer to Part 8: Management and Governance.

## THE FUNCTIONS AND ACTIVITIES OF THE READINESS AND RESPONSE COMMITTEE INCLUDE:

Overseeing plans in support of the response arrangements outlined in Part 5 which include establishing methods of control, organisation and communication, to facilitate the coordinated deployment of resources and services

Opportunities to provide input to members' business continuity plans

Planning, support for, and review of, exercises including recovery exercises

Reporting to the Coordinating Executive Group on key CDEM operational matters

Sharing of planning for forthcoming significant events

Readiness for recovery planning

Overseeing plans in support of recovery arrangements which include establishing methods of control, organisation and communication, to facilitate the coordinated deployment of resources and services

Advice and planning expertise in an emerging threat situation



*For information on committee administration refer to Part 8: Management and Governance.*





# WELFARE COORDINATION GROUP (WCG)

The National CDEM Plan requires that all Groups have a Welfare Coordination Group, a collective of welfare services agencies that are active at the CDEM Group level and/or the local level.

The WCG plans, coordinates and supports the arrangements and delivery of welfare services by local authorities and agencies prior to, and during an emergency. The WCG ensures that welfare service delivery is planned, organised, integrated, coordinated and supported. The WCG's mandate encompasses planning on animal welfare issues, including companion animals.

## MEMBERS OF THE WCG ARE RESPONSIBLE THROUGH THE COMBINED RESOURCES WITHIN THEIR RESPECTIVE AGENCIES FOR:

Developing interagency strategic planning, coordination and relationship building for welfare services prior to, during and after an emergency

Identifying areas for improvement in local welfare arrangements

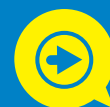
Advising the Group Welfare Manager and Controller, and ensuring welfare services are coordinated, as required during an emergency

Establishing, reviewing and evaluating welfare policies and plans to ensure current welfare solutions are implemented and maintained within and across agencies

During recovery, coordinating and aligning welfare service activities with other recovery activities and teams through liaison with the Group Recovery Manager or Local Recovery Manager

Providing a link to local iwi and other ethnic groups to ensure that welfare services are delivered effectively during and after an emergency

The WCG is a formal committee of the Coordinating Executive Group and is governed by the CEG. There are also many other government and non-government organisations that provide welfare services in preparation for, response to and recovery from an emergency event. Many of these are members of the regional Welfare Operational Team (WOT), which reports to the WCG. The WOT meets regularly to exchange information and plan for emergency response and recovery.



The WCG is chaired by the CDEM Group Welfare Manager. For information on membership of the WCG and other administrative matters refer to Part 8: Management and Governance.



# RECOVERY COMMITTEE

The CDEM Group's arrangements for the recovery phase are discussed in Part 6: Recovery. However because preparation for recovery should commence much earlier it is important to note that recovery is planned for during the readiness phase.

## THE RECOVERY COMMITTEE IS THE CDEM GROUP'S PRIMARY RECOVERY PLANNING MECHANISM. IT'S FUNCTIONS ARE TO:

Provide strategic recovery planning

Promote effective recovery capabilities across the Group area.

Lead the implementation of: the recovery components of CDEM Group Plan; and the CDEM Group Recovery Plan.

The Recovery Committee is the mechanism through which the CDEM Group prepares itself to recover from an emergency event. While the Recovery Committee has no executive powers it does have a role as a coordinating mechanism, supporting the work of the Recovery Manager and agencies involved in the recovery effort.

## THE FUNCTIONS AND ACTIVITIES OF THE RECOVERY COMMITTEE INCLUDE:

Ensuring measures to prepare for and manage recovery are prioritised and implemented through the Readiness and Response Committee, PEPI and others

Planning ahead to prepare for recovery actions

Monitoring and reporting to the CEG and CDEM Group on recovery planning issues and the Group's preparedness to recover

Ensuring the CDEM Group's recovery planning, capability and capacity remains current and effective, including testing during exercises

Developing plans including for strategic recovery in support of the recovery arrangements outlined in Part 6

Ensuring that recovery management staff are trained.



The committee is chaired by the Group's Recovery Manager. Further detail on the CDEM Group's recovery planning is contained in Part 6: Recovery.

For information on committee administration, refer to Part 8: Management and Governance.





# LIFELINES GROUP

The Nelson Tasman Lifelines Group (NTLG) is a collaborative group of lifeline utility organisations. NTLG plays an important role in contributing to the CDEM Group's ability to prepare for, respond to and recover from an emergency.

Lifeline utility organisations provide important services to the community, including telecommunications, transport, water and energy services. Following a major disaster, restoration of lifelines services is critical to a community's ability to recover from the event.

The collaboration that occurs between lifelines organisations enhances the understanding of regional risks, understanding of each other's networks and operations, and improves coordination across the sector in preparedness for, response to, and recovery from emergency events.

## THE PURPOSE OF THE GROUP IS TO:

Help the Nelson Tasman region reduce the vulnerability of its lifeline utilities and improve resilience through working collaboratively

Assist lifeline utilities with their risk reduction programmes and in their preparedness for response and recovery

Provide a mechanism for information flow during and after an emergency event

Since this Group Plan was last reviewed, the NTLG completed a review (in 2016) of the region's lifelines vulnerabilities and interdependencies. This work forms an ongoing part of the CDEM Group's effort to understand the effect of regional hazards on its critical infrastructure, so that decisions can be made on what further management, research or degree of tolerance is required. Some of the outcomes from this work are presented in Part 1. It is intended that the information developed for this project be used by lifeline utilities to review their risk exposure and risk mitigation programmes, with

consideration of the potential impacts of service failures on other lifelines (interdependencies) and communities. This will inform each organisation's asset management planning processes. The information in this report should also be used to inform local authority CDEM risk reduction planning.



*The work programme of the NTLG is supported by the CDEM Group Office. See Part 8 for membership of the NTLG.*





# PART 5



## ACTIONS TAKEN IMMEDIATELY

# RESPONSE

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

The Nelson Tasman Group's aim in the response phase is to provide an effective capability to manage emergencies in the region. Response arrangements focus on the mechanisms to achieve this and to ensure that available resources are effectively applied in the planning and management of emergencies that may affect the region. The CDEM Group may undertake the role of lead agency in response to an emergency event, but if another agency (such as the emergency services) are the lead, the CDEM Group may also be involved as a support agency. These principles are explained more fully below.

### THE RESPONSE RELATED OBJECTIVES OF THE GROUP ARE:

Provide leadership to achieve an effective, comprehensive response to emergency events

Work collaboratively with our community and partner agencies to reduce the impact of emergency events and assist those in need

Provide key services to our community including public warnings, information, and welfare services

Ensure an effective transition to recovery, while preparing to respond to further emergency events





# RESPONSE PRINCIPLES

Agencies will respond to an emergency by coordinating with the lead agency and activating their own plans and procedures in alignment with their roles and responsibilities

The lead agency will be the organisation mandated by legislation or with the best expertise and resources to manage the emergency. Other agencies (incl the CDEM Group) may operate as support agencies

To ensure an effective response, agencies will use the Coordinated Incident Management System (CIMS) framework with enhancements and adjustments to reflect the operating business model

The response will escalate to the level required to manage the emergency

## THE CDEM GROUP'S RESPONSE TO EMERGENCY EVENTS INCLUDES THE FOLLOWING KEY ELEMENTS

Emergency services, lifeline utilities and other responding agencies continuing to respond with business as usual resources, and providing advice to Group and Local Controllers

Local Controllers have been appointed to Murchison, Golden Bay and St Arnaud in recognition of the potential for isolation of these areas in the event of a major flood or earthquake

Local Emergency Operations Centres (LEOCs) are established to support the Group EOC if necessary (see also Part 4). The relationship of the LEOCs to the Group EOC is shown in Figure 5.1 and 5.5.

The Readiness and Response Committee is responsible for coordinating the CDEM planning across CDEM Partners in order to achieve integrated operational plans

The Group's CDEM Office is the first point of contact for operational matters, including the receipt of warnings and situation monitoring

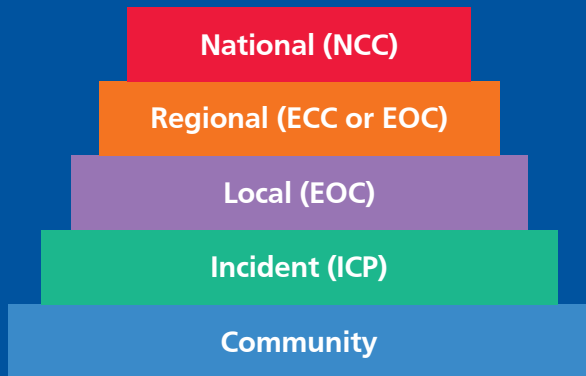
Management arrangements for each level of emergency are summarised in Figure 5.2.



# RESPONSE LEVELS

CIMS<sup>1</sup> provides a framework identifying five response levels where a lower level is supported and/or coordinated from the next higher level, when this is activated. Most incidents only require the activation of one or two response levels. Generally only large scale incidents require all levels of response to be activated.

**FIGURE 5.1 RELATIONSHIP OF THE GROUP EOC WITH LOCAL EMERGENCY OPERATION CENTRES (LEOC)**



Response Level	Description
<b>National</b>	Includes agency coordination centres and headquarters, national level sector coordinating entities, and all-of-government coordination across national agencies. Coordinated from National Coordination Centre (NCC).
<b>Regional</b>	Includes CDEM Groups, district health boards, and regional agency offices. Coordinated from Emergency Coordination Centres (ECC) or Emergency Operation Centres (EOC).
<b>Local</b>	Includes local authorities, and agency offices at the local (district/city) level. Coordinated from Regional ECC or EOC.
<b>Incident</b>	The first official level of agency response. It includes first responders. Coordinated from Incident Control Points (ICP).
<b>Community</b>	The general public including individuals, families/whanau, community groups and businesses.

<sup>1</sup> The New Zealand Coordinated Incident Management System (CIMS) 2nd edition April 2014, Officials' Committee for Domestic and External Security Coordination, Department of the Prime Minister and Cabinet, Wellington.

# LEVELS OF EMERGENCY

**FIGURE 5.2 FIVE LEVELS OF EMERGENCY:**

## LEVEL 1:

Single-agency incident with on-site coordination.

## LEVEL 2:

Multi-agency incident with on-site, local coordination at an Incident Control Point (ICP); these are managed by the Incident Controller of the relevant lead agency.

## LEVEL 3:

A multi-agency emergency led by an agency other than a CDEM Group, or led by CDEM at a level below Group level (e.g. district or ward). At this level, CDEM Group support and coordination will be required and may be monitored by the National Controller.

*This level is usually not applicable in Nelson Tasman CDEM Group operations because of Nelson City and Tasman District councils' unitary authority status. Levels 2 or 4 would normally be most applicable for CDEM responses in Nelson Tasman.*

## LEVEL 4:

A multi-agency emergency with more significant consequences than in level 3; coordination may be required between agencies or areas or both; CDEM Group ECC or EOC level support and coordination is required; CDEM Group-wide declaration is a possibility; national monitoring will occur and national support is available.

## LEVEL 5:

A state of national emergency exists or the emergency is of national significance; at this level, coordination by the National Controller will be required.

The Nelson Tasman CDEM Group uses the term Group Emergency Operations Centre rather than Group Emergency Coordination Centre. This reflects the unitary nature of the councils making up the Group.





# RESPONSE ARRANGEMENT MATRIX

A high-level overview of how incidents and emergencies are responded to is provided in Figure 5.1. An emergency is defined in the CDEM Act (2002) Part 1\*. As discussed below, a formal declaration of a state of emergency is not required in order for CDEM plans and resources to be activated in response to an escalating event.

With reference to the list of prioritised hazards within the Nelson Tasman area, Part 2, Figure 2.1, it can be seen that many events could be adequately managed as an incident and therefore not require further escalation. Such events are to be handled under the management of the Lead Agency.

## THIS IS ILLUSTRATED IN FIGURE 5.3 THE IMPORTANT FEATURES OF THIS TABLE ARE:

The relationships of the emergency services (as Incident Controllers), interfacing with Local, Group and National Controllers

The levels of activity within Local Emergency Operation Centres and the Group Emergency Operations Centre for the different levels of incident and emergency

An overview of how an escalating incident would be handled, and the various steps and considerations involved in leading to the CDEM Group assuming the role as lead agency and a possible state of local emergency



Note that response operations are to be operating in parallel with recovery operations, set out in Part 6.

\* Refer to Definitions in 9.3.

FIGURE 5.3 RESPONSE ARRANGEMENT MATRIX

Event Type	Event Status / Procedures	Group EOC / LEOC Role	Controllers' Roles
<b>Level 1</b> Local Incident, single agency <ul style="list-style-type: none"> <li>• Can be dealt with by Emergency Services and/or Local Authority resources alone.</li> <li>• Specialists may be required for specific circumstances.</li> <li>• Declaration not required or appropriate.</li> </ul>	No Declaration <ul style="list-style-type: none"> <li>• The incident is dealt with using CIMS structures and principles.</li> <li>• Nature of the incident will dictate the Lead Agency.</li> </ul>	Nil	Nil
<b>Level 2</b> Local Incident, multi-agency event <ul style="list-style-type: none"> <li>• Can be dealt with by Emergency Services and/or Local Authority resources though remote support (e.g. LEOC) could be required.</li> <li>• Specialists may be required for specific circumstances.</li> <li>• Declaration not required or appropriate.</li> </ul>	No Declaration The incident is dealt with using CIMS structures and principles.	Group EOC/LEOC in Key Support Agency role  Relevant Group EOC/LEOC partially or fully activated and co-ordinating agreed functions.	Group and Local Controller notified. Group and Local Controller coordinating the agreed functions.
<b>Level 3 *</b> Not Applicable in Nelson Tasman	Not Applicable in Nelson Tasman	Not Applicable in Nelson Tasman	Not Applicable in Nelson Tasman
<b>Level 4</b> Due to the magnitude or geographic spread of the incident, the Group EOC has been activated to manage the emergency and co-ordinate regional resources. or A warning of a significant event that will have a significant impact has been received. or Co-ordinated assistance is required to support an adjoining CDEM Group. In circumstances above CDEM Group becomes the lead agency – a declaration is not necessarily required. A state of local emergency is possible.	Declaration of state of local emergency is being considered, or has been deemed necessary, that involves the entire CDEM Group area. or An adjacent CDEM Group requires assistance or a major population centre is seriously affected.	Group EOC and LEOCs fully activated. National Crisis Management Centre and adjacent Group EOCs may be alerted or activated.	Group Controller is in operational control. Exercising statutory powers if a declaration in place. Local Controllers responding to priorities set by the Group Controller. National Controller giving consideration to further escalation.
<b>Level 5</b> Imminent or State of National Emergency.	Declaration of state of national emergency is being considered, or has been deemed necessary.	National Crisis Management Centre, Group EOCs and LEOCs 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.

\* Note: These levels have been based on a national system of 5 levels. To maintain national consistency, the 5 levels have also been adopted for Nelson Tasman. Level 3 generally doesn't apply for Nelson Tasman CDEM operations because of Nelson City and Tasman District councils' unitary authority status.



# MAJOR INCIDENT OR EMERGENCY WITHIN THE COASTAL MARINE AREA (CMA)

In the event of an incident in the CMA, the relevant Harbourmaster has primary responsibility for maritime safety and response, unless it is an oil spill where the Regional On Scene Commander (ROSC) takes the lead role. Maritime New Zealand is the lead agency at the national level.

There are trained ROSCs located in Nelson City Council and Tasman District Council who are supported in their role by Maritime NZ. Should a declaration be required for response, the CDEM Group may assume lead agency responsibility with support from the Harbourmaster.

The jurisdiction of the CDEM Group in the CMA is the same as that of the Nelson City and Tasman District councils. This extends out to 12 nautical miles from mean high water spring.

*Quarantine Road towards airport, Photo News No 20: June 23 1962 page 40. Nelson Provincial Museum, Barry Simpson Collection 352\_fr21*







# WARNING SYSTEMS

## ISSUING OF WARNINGS

Early warning and alerts to potential hazards and emergency events enables effective response planning and timely mobilisation of resources.

There are a number of agencies involved in surveillance, monitoring and assessment of hazards, both at a national and Group level. These agencies are responsible for alerting the public and local authorities to an incident that may be a pre-cursor to a civil defence emergency. In a number of cases these agencies are also responsible for issuing warnings under the National Civil Defence Emergency Management Plan.

## NATIONAL WARNING SYSTEM

The National Warning System is a 24/7 process for communicating hazard information for which CDEM is the lead. National Warnings or Advisories are issued to alert recipients to a potential or imminent threat that may result in an emergency requiring a response. The National Warning System is maintained and operated by MCDEM.

A new nationwide emergency alert channel was implemented in late 2017 called Emergency Mobile Alerts. These alerts appear similar to text messages and are received automatically and for free by all cell broadcast enabled mobile phones in a targeted area. Emergency Mobile Alerts will be used when life, well-being or property are in imminent, serious danger. The Nelson Tasman CDEM Group is responsible for having systems in place for monitoring and/or responding to warnings at all times. The Group provides this via the staff of the CDEM Group Office, who operate a Duty Officer system, including after hours, to monitor the receipt of alerts and warnings, and to escalate alerts according to Standard Operating Procedures. These procedures include issuing alerts to the public if required.



Figure 5.4 sets out a summary of key agencies involved in the issuing of warnings.

# NELSON TASMAN GROUP PUBLIC WARNING SYSTEM

The purpose of the Public Warning System is for warnings to be issued to the public concerning physical safety from a hazard or emerging threat, prior to and during a civil defence emergency.

The general public can be alerted via a variety of publicly accessible channels such as radio, television, cell broadcast, txt messaging, alerting apps, social media and other internet-based applications. It is noted, in particular, that these are also the mechanisms for the passage of tsunami alerts in the Nelson Tasman region. Sirens are not used for tsunami alerting in Nelson Tasman. This is because, following assessment by the CDEM Group, it was considered that other alerting technologies and mechanisms (including being aware of natural warning signs) are more effective ways for the public to be alerted, and are a better fit with the risk profile of the region.

The type of communications used will depend on the needs and preferences of the particular community needing to be contacted and the reliability of communications technology. Any warning system that is used for this purpose will be introduced in public education activities to ensure that the level of community understanding on how to access emergency information is established.

It is acknowledged that no form of public warning is fool proof and there are limitations with all technologies, especially at the time of emergency events. The public will be encouraged to use multiple sources and to establish networks with family, friends and neighbours to ensure the passage of information at the time of alerts.

The Group CDEM Office will review and test arrangements for public warning to ensure that procedures and technologies remain up to date with best practice. The effectiveness of the public warning system will be monitored by the Readiness and Response Committee, reporting to the Coordinating Executive Committee as required.

FIGURE 5.4 AGENCIES RESPONSIBLE FOR WARNINGS

Hazard alerts/Warnings	Monitoring Agency
Volcanic unrest or eruption, earthquakes and landslides	GNS Science / GeoNet and Nelson Tasman CDEM Group
Earthquake	GNS Science / GeoNet and Nelson Tasman CDEM Group
Tsunami (Regional or Distant source)	MCDEM and Nelson Tasman CDEM Group
Tsunami (Local source)	Natural, felt signs are the primary warning for local source tsunami. If possible, MCDEM and Nelson Tasman CDEM Group will issue official warnings as soon as practicable, noting that the first waves may arrive before these official warnings are issued.
Public Health including Pandemic	Ministry of Health and District Health Boards
Rural Fire	Fire and Emergency NZ, Department of Conservation (conservation estate), and New Zealand Defence Force
Weather (severe weather outlooks, watches and warnings-heavy rain, wind, snow, thunderstorm, storm surge, heavy swells)	MetService
Flood Warnings	Tasman District - Nelson City Council
Animal and plant disease, outbreaks and pest invasions	Ministry for Primary Industries
Any hazard that might lead to or worsen an emergency	For more information : ( <a href="http://www.legislation.govt.nz/regulation/public/2015/0140/latest/whole.html#DLM6486843">http://www.legislation.govt.nz/regulation/public/2015/0140/latest/whole.html#DLM6486843</a> )





# DECLARATION OF STATE OF LOCAL EMERGENCY

When an emergency happens, or has the potential to occur, a state of local emergency may be declared under section 68 of the CDEM Act 2002.

The person who makes a declaration must immediately give notice to the public by any means of communication that is reasonably practicable in the circumstances and must ensure that the declaration is also published in the Gazette (the official Government newspaper) as soon as practicable.

A state of emergency comes into force at the time and date that a declaration is made and expires seven days after coming into force unless terminated prior..

Before a state of emergency expires, a person authorised to make a declaration of local emergency for an area may, by declaration, extend the state of emergency as set out in the Act.

## Persons authorised to declare a state of local emergency under the CDEM Act 2002

The Mayor and nominated members of the CDEM Group area are authorised to declare a state of local emergency with the hierarchy noted below:

- Mayor of the respective district most affected
- Mayor of the other district
- Deputy Mayor of the respective district most affected
- Deputy Mayor of the other district
- Any elected local authority representative

Best endeavours will be made to follow the hierarchy, however, if time is of the essence, the signature of any of those authorised to declare will over-ride this hierarchy. The Minister of Civil Defence may also declare a state of local emergency under s.69 of the CDEM Act 2002.

Forms for the declaration, extension and termination of a state of local emergency in accordance with Schedule 2 of the Civil Defence Emergency Management Regulations 2003 are available at the CDEM Group Office. The Minister of Civil Defence makes the decision to declare a state of national emergency.

# GEOGRAPHIC COVERAGE OF A STATE OF LOCAL EMERGENCY

The CDEM Act 2002 allows a state of local emergency to be made for the entire CDEM Group or its constituent districts or wards.

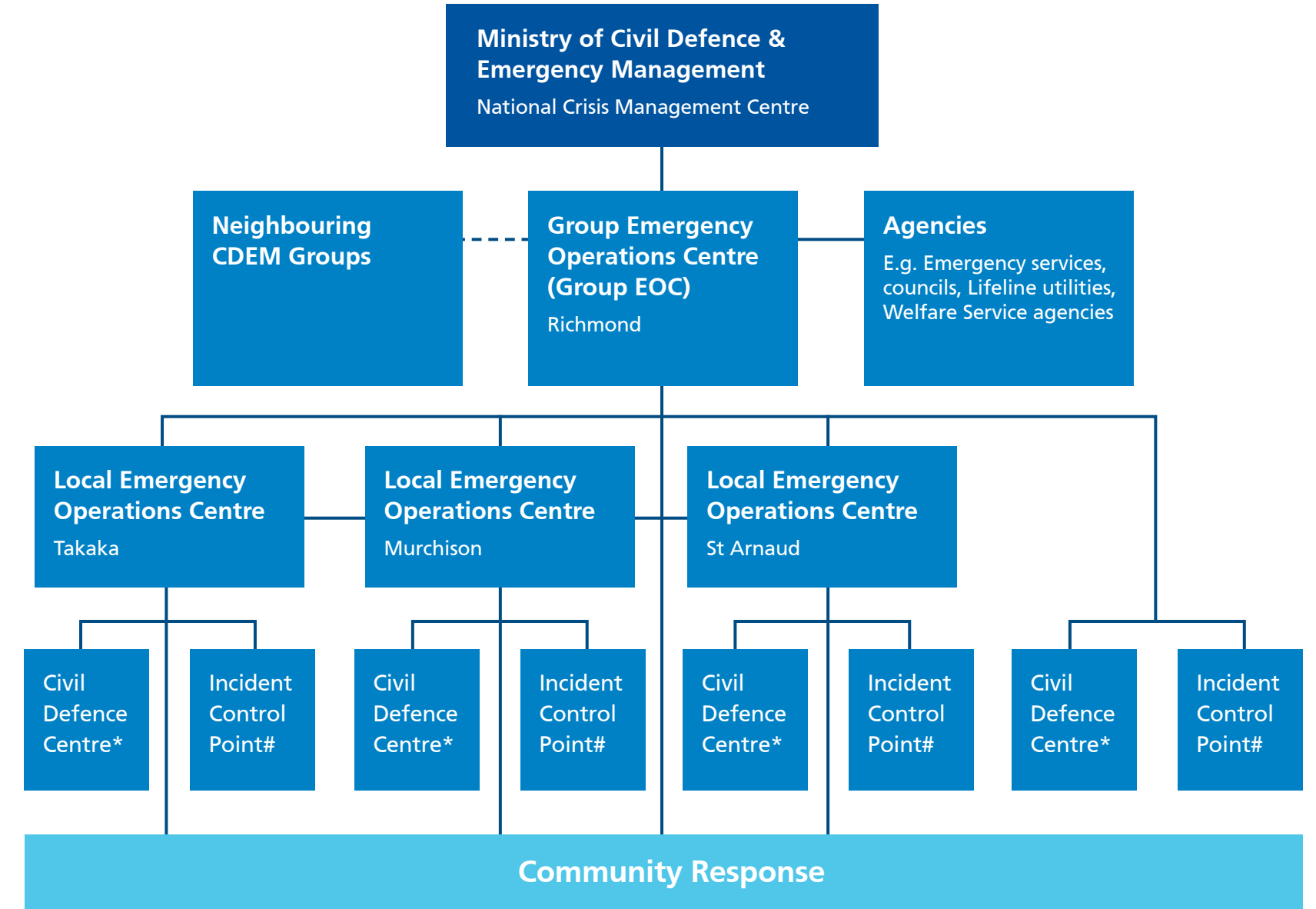
It is the policy of the Nelson Tasman CDEM Group that any state of local emergency is generally made for the entire CDEM Group. This reflects the interconnected nature of the region in terms of its geography, infrastructure and its dependence on common resources for emergency response. This policy ensures that the Controller and responding agencies have access to all regional resources and help to promote a coordinated and integrated response to an emergency.



# ACTIVATION OF EMERGENCY FACILITIES

The CDEM Group has three levels of facility and services for use during an emergency. They are the Group Emergency Operations Centre, Local Emergency Operations Centres and Civil Defence Centres (CDCs) (previously called Welfare Centres). These are described in Part 4 CDEM Group Operational Arrangements. Figure 5.5 illustrates the structure of the CDEM Group for operational response.

FIGURE 5.5 STRUCTURE OF THE CDEM GROUP FOR OPERATIONAL RESPONSE



\*Established if necessary to provide welfare services. Staffed by volunteers.

#Established if necessary in response to an emergency event. Typically Emergency Services, contractors, council staff etc.

# LOCAL EMERGENCY OPERATIONS CENTRES

In a Level One or Two event the emergency will be managed by the lead agency from their own facility, with support from Local Emergency Operations Centres (LEOCs) and CDCs as required.

In a Level Four or Five event, the Local Controller will co-ordinate the response under the authority of the Group EOC (refer to Part 4). Activation procedures for the LEOCs and CDCs are developed under relevant Community Response Plans and the Nelson Tasman CDEM Group Welfare Plan.

# GROUP EMERGENCY OPERATIONS CENTRE

The Group Emergency Operations Centre (Group EOC) is the facility that coordinates the overall response in any event where CDEM resources are activated.

The Group EOC may be activated to support a lead agency (e.g. emergency services in a Level 1 or 2 event) or to lead the response to an event (refer to page 72).

# NATIONAL CRISIS MANAGEMENT CENTRE

The National Crisis Management Centre (NCMC) is a central government facility which coordinates a whole-of-government response in support of government crisis management arrangements for large emergency events. The NCMC is a multi-agency facility that can be utilised by any lead agency.

Located in the basement of the Beehive in Wellington, or alternative facility if necessary, it provides a secure, centralised facility for information gathering, information management, strategic-level oversight, decision making and coordination of national responses. The Ministry of Civil Defence & Emergency Management (MCDEM) is the agency responsible for ensuring the NCMC is maintained in an operational state. MCDEM will activate the NCMC as required to direct or assist a CDEM led response. MCDEM may monitor smaller events through their duty officer or corresponding team.

The NCMC will be activated when a Group EOC is activated. Close communication between the Group EOC and the NCMC is necessary to ensure that Government and departments are informed about emergency issues.





# GROUP EOC FUNCTIONS AND RESPONSIBILITIES

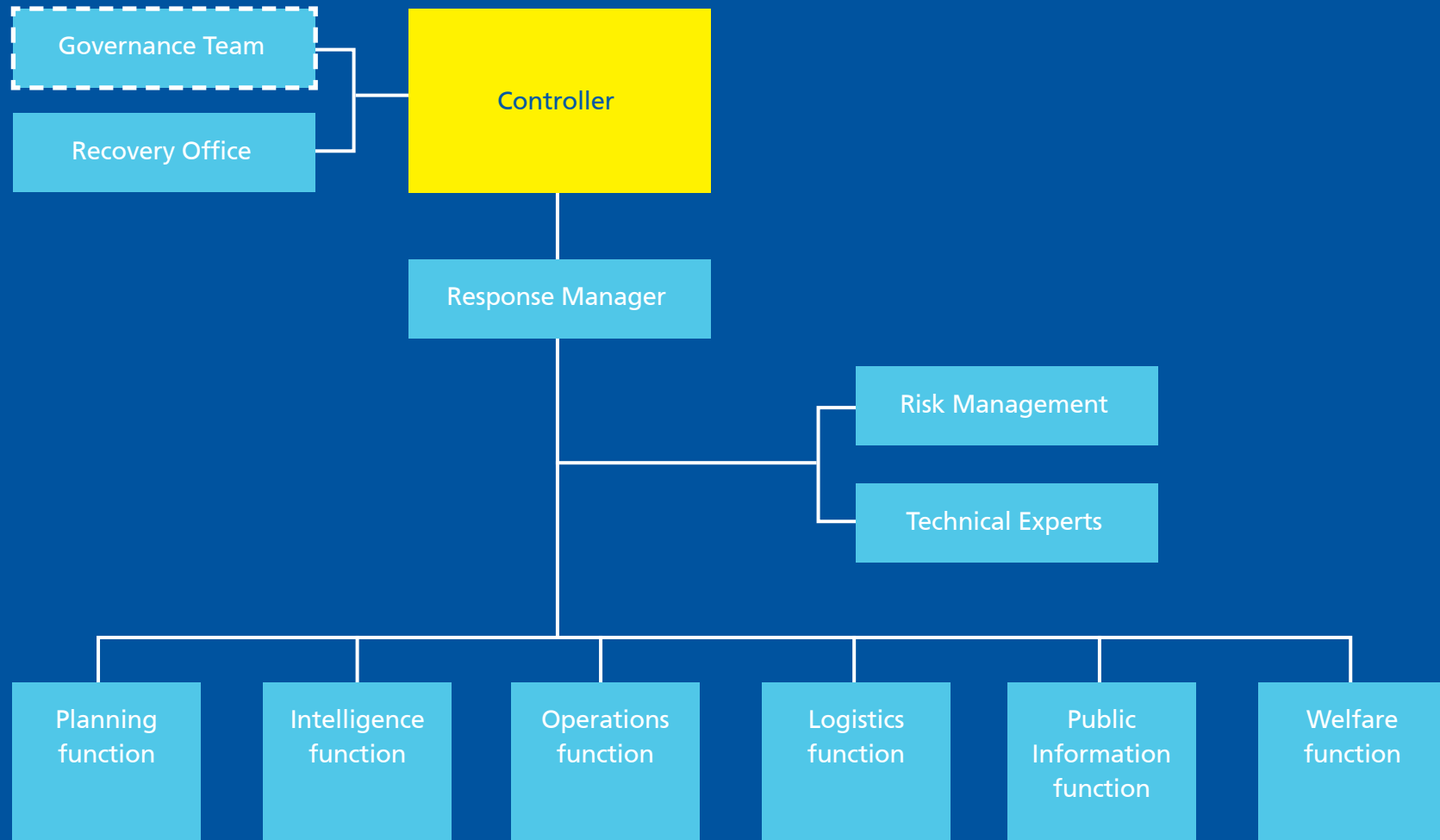
Morel's house, Murchison earthquake, 1929. Nelson Provincial Museum, F N Jones Collection: 313677

## THE KEY FUNCTIONS OF THE GROUP EOC ARE ILLUSTRATED IN FIGURE 5.6 AND ARE BRIEFLY DESCRIBED BELOW:

<b>Governance Team</b>	Consists of elected representatives. Responsible for declaring a state of local emergency if required, supports public information messages, lobbies for outside support.
<b>Group Controller</b>	Overall responsibility for the response to the emergency. Duties as described in Part 5. The Controller's immediate team may include personnel to provide technical, risk, health and safety, and legal advice.
<b>Response Manager</b>	Ensures the effective flow of information in the EOC, supports the Controller and EOC management, coordinates the internal functions of the EOC.
<b>Intelligence</b>	Responsible for the collection and analysis of response information (such as impact assessments) related to the incident, including preparing situation reports and forecasts.
<b>Planning</b>	Responsible for overseeing the development of Action Plans in the EOC as well as long-term plans and contingency plans for specific eventualities.
<b>Operations</b>	Responsible for ensuring actual response activities are carried out. The delivery of operational activities is through LEOCs and the emergency services and other responding agencies. Includes coordination with lifeline utilities.
<b>Logistics</b>	Responsible for the allocation and prioritisation of facilities, services and materials or resources necessary for emergency management response, including the welfare function.
<b>Welfare</b>	Led by the Group Welfare Manager. Responsible for the strategic coordination of welfare services (including Civil Defence Centres), supporting the local welfare response and liaison with welfare service agencies.
<b>Public Information Management</b>	Led by the Public Information Manager. Responsible for informing the public about the incident and the response (including actions they need to take), media liaison and monitoring, and community liaison. On the Controller's direction, also issue warnings and advisories. Liaise with VIPs.
<b>Recovery</b>	The Recovery Manager will normally be present in the Group EOC from an early point to help ensure a smooth transition to recovery. Recovery should participate in briefings and contribute to decisions until such time as the response has ended and a formal recovery process (if needed) begins.



FIGURE 5.6 GROUP EOC STRUCTURE



# GROUP AND LOCAL CONTROLLER

The CDEM Group has appointed Group and Local Controllers in accordance with Sections 26 and 27 of the Civil Defence Emergency Management Act 2002.

**The Group Controller** must, during a state of emergency, direct and co-ordinate the use of personnel, materials, information, services, and other resources made available by departments, CDEM Groups, and other persons. The Group Controller also has a role to provide strategic advice and direction to ensure the Group priorities are met.

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

**Local Controllers** are appointed to the areas of Murchison, Golden Bay and St Arnaud. As with Group Controllers, they are supported by Alternate Local Controllers who are authorised to act in the absence of the Local Controller.

Local Controllers are appointed to carry out the functions and duties of, or delegated to, Group Controllers. During a state of emergency for the area for which they are authorised, Local Controllers, direct and co-ordinate the use of personnel, materials, information, services, and other resources made available by departments, Civil Defence Emergency Management Groups, and other persons. Local Controllers also provide advice to the Group Controller and Group EOC.

Notwithstanding the above, in accordance with section 27(2) of the Act, the Local Controller must follow any directions given by the Group Controller during an emergency.

As Local Controllers are appointed in small communities, which rely on volunteer support, the CDEM Group will ensure that appropriate support is provided. This may include the appointment of additional Alternate Local Controllers 'at large', with the intention that they are available to be assigned by the Group Controller to assist in an area. The Group will

also maintain appropriate trained personnel as Incident Management Team members, able to be deployed to assist with response and recovery in the Group's outlying areas.

## Delegations to the Group Controller and Local Controllers

### Group Controller

The Group Controller and his/her alternates are delegated the authority to:

- Co-ordinate the activities (as are required to perform his/her duties) detailed in s.18 (2) CDEM Act (2002), under the direction of the Coordinating Executive Group, and to respond to and manage the adverse effects of emergencies in the Nelson Tasman area (s.17 (1)(d) CDEM Act (2002)).
- Require information to be provided under s.76 of the CDEM Act (2002).
- Exercise all the emergency powers conferred on the Group by s.85 CDEM Act (2002), provided that the Group Controller shall make reports on the actions undertaken at such intervals as directed by the chairperson of the Group.

### Local Controllers

Local Controllers, and their alternates are delegated those powers conferred on the Group Controller by delegation under Sections 17(1) (d), 18(2), 76, 78, 81, 85, 86, 87, 88, 89, 90, 91 and 94, CDEM Act (2002)<sup>3</sup>, subject to:

- Local Controllers, and their alternates, only exercising those powers delegated under sections 18(2), 76, 78, 81, 85, 86, 87, 88, 89, 90, 91 and 94 in the event of complete isolation of the community to which that Local Controller has been appointed, AND the proposed response action is urgent, AND where there is no ability to communicate with the Group Controller for direction, and the Local Controller forms the opinion, from all the circumstances that due to the magnitude and severity of the event it is likely that a declaration has been made.
- Local Controllers and their alternates, to spend up to a maximum of \$100,000 in respect of any Civil Defence Emergency Management response activity in the event of complete isolation of the community to which that Local Controller has been appointed AND where there is no ability to communicate with the Group Controller for direction.





# PUBLIC INFORMATION MANAGEMENT

The Group Controller is the authoritative spokesperson during the response to an emergency event.

The Controller needs to provide timely and accurate information regarding threats to the public and their property, information about the response of the CDEM Group and its partner agencies, and advice for the public on what to do. The role of the Public Information Manager in supporting the Controller and speaking for the CDEM Group when authorised is central to the CDEM Group's public information function during an emergency. It is particularly important to ensure close coordination between the public statements from the Controller and the "Governance Team" (i.e. the Mayors and elected representatives). The latter play a key public role in leading and supporting the community during an emergency. A close and cooperative relationship with local and national media is important in ensuring the rapid dissemination of public information during an emergency event.

# VOLUNTEER MANAGEMENT

Volunteers play a significant role in any response and recovery operation, particularly after large-scale highly publicised disasters. Volunteers may also be working with their animals (such as search dogs).

The health and safety of volunteers and their animals needs to comply with legislation and organisational requirements.

## There are three types of volunteers in a CDEM context:

**CDEM-trained volunteers** who have undergone official CDEM training, provided or facilitated by CDEM organisations e.g. members of the Nelson Tasman Emergency Response Team (NZ-RT2) or Welfare volunteers.

**Affiliated volunteers** who are members of a specific organisation, such as the Red Cross or Salvation Army, and are trained by and accountable to that organisation.

**Spontaneous volunteers** who are members of the general public (or groups) and who respond spontaneously to emergencies.

# DEBRIEF AND REPORTING

There will be a debrief at the conclusion of any event for which there has been an activation of the Group EOC.

The debrief process will be managed by the Coordinating Executive Group, who will report of the findings to the CDEM Group.

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





# CO-ORDINATION ARRANGEMENTS



## GROUP CO-ORDINATION

It is recognised that an incident in Nelson Tasman may require resources from beyond the area (in addition to national assistance discussed below) and/or the Nelson Tasman CDEM Group may be called to assist in the implementation of civil defence emergency management in other Group areas.

A number of considerations will be applied for inter-Group arrangements when requesting and managing external support from outside the area or responding to requests for assistance from other CDEM Groups. This includes assessment of CDEM demands within Nelson Tasman, any other requests for assistance from other Groups and/or obtaining approvals, and managing the procurement and delivery of required resources.

There is an existing Memoranda of Understanding with neighbouring CDEM Groups; Marlborough, West Coast and Canterbury.

## SUPPORT FROM OUTSIDE THE GROUP AREA

The Nelson Tasman area has several hazards which have the potential to require support and resources from beyond the area.

Part 2, Figure 2.1 of this Plan has identified hazards and their potential consequences. For example, the consequences of an earthquake; exotic animal-plant disease or pest infestation; human epidemic; or tsunami are likely to require resources and support from beyond the area and could be of national significance.

Several types of hazards have the potential to significantly affect multiple CDEM Groups and/or escalate within a CDEM Group area to become events of national significance. This could include, for example, an Alpine Fault rupture. Such events would be led nationally.

The Minister of Civil Defence makes the decision to declare a state of national emergency.







# TRANSITION FROM RESPONSE TO RECOVERY

The transition from response to recovery is a complex process requiring careful management. It is envisaged that the Recovery Manager will become involved early in the response phase.

This is to allow the Recovery Manager the opportunity to become familiar with the situation, liaise with the Controller as required, and make the necessary preparations to execute a seamless 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. The Recovery Manager, which is also a statutory appointment, can make significant preparation for the eventual recovery task during the response phase, including preparation for a "Transition Notice".

The transition from response to recovery is effected by the cessation of the response phase, either through the declaration of emergency being terminated or with the approval of the Minister if no declaration has been made.

The CDEM Group, with the Group Controller and the Recovery Manager, will execute a formal acknowledgement of the transfer of control and accountability by:

- The Group Controller making a formal report to the CDEM Group
- The CDEM Group confirming the terms of reference of the Recovery Manager
- The CDEM Group, through its designated person, formally terminating the state of emergency (if one has been declared)
- The CDEM Group, through its designated person, giving notice of a local transition period for the recovery phase (if one is required)

For further detail on the transition and role of the Recovery Manager, refer to the Nelson Tasman CDEM Group Recovery Plan.



After the Murchison earthquake, 1929. Nelson Provincial Museum, F N Jones Collection: 321277



# PART 6

# RECOVERY

COORDINATED  
EFFORTS TO BRING  
ABOUT HOLISTIC  
REGENERATION

*Disastrous floods hit Nelson, view from Cleveland Terrace, Photo News No 119: September 19 1970 page 28. Nelson Provincial Museum, Barry Simpson Collection 1819\_fr16*

Recovery is the coordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration and enhancement of a community following an emergency.

**The role of the CDEM Group** is to plan for, and carry out, recovery activities, including the coordination of, and collaboration with, partners and stakeholders for effectiveness.

This encompasses the coordinated efforts and processes to restore social, economic, built and natural environments, work to re-establish and enhance the quality of life of the community and reduction of future exposure to hazards and risks.

## RECOVERY ACTIVITY INVOLVES:

Assessment and ongoing monitoring of the needs of communities affected

Coordinated and integrated planning, decisions, actions and resourcing

Measures to support: the regeneration, restoration and enhancement of communities across the built, natural, social and economic environments; the physical and psychosocial wellbeing of individuals and their communities; restoration of cultural (incl. heritage) values; government, non-government organisations and entities working together

Community participation in recovery planning

A focus on reduction of risks and building of resilience

Leading in recovery, potentially including situations where other agencies have led the response in emergency events

# RECOVERY PRINCIPLES

## THE FOLLOWING PRINCIPLES WILL BE USED BY THE CDEM GROUP FOR RECOVERY ACTIVITIES:

Planning for recovery is a critical component towards successful recovery operations and requires pre event strategic planning activity

Recovery planning for emergencies needs to start as soon as possible after the response is underway and continues until the recovery is complete

Effective recovery recognises, supports and builds on community, individual and organisational capacity and capability

Recovery requires effective communication with affected communities and other stakeholders which recognises the diverse needs of those groups

Recovery involves collaboration with local Maori to build resilience and ensure the protection for waahi tapu (sacred areas), ngā taonga tuku iho (treasures of the ancestors) and kaitiakitanga (guardianship) of the environment in the recovery phase

Response and Recovery activities should be integrated and aligned



# STRATEGIC RECOVERY PLANNING

The introduction of the CDEM Amendment Act 2016 has provided increased focus to strengthen recovery planning to ensure that measures are in place to minimise the consequences of emergencies on communities and help communities recover more efficiently and effectively from emergencies.

## STRATEGIC PLANNING FOR RECOVERY AIMS TO ENSURE:

A comprehensive understanding of the consequences for communities from specific hazards and risks, and opportunities to reduce risk and strengthen resilience	That communities are engaged and prepared to adapt, and decision-makers understand what is important to communities	The immediate, medium-term and long-term recovery outcomes, and a community recovery vision, are defined	The risks are managed through reduction, readiness, response and recovery measures
The local, regional and national capability to prepare for and manage recovery is readily available, with a clear understanding of roles and responsibilities	Collaborative relationships and processes are established, managed and maintained at local, regional and national level	Performance frameworks are developed to monitor and evaluate the progress and effectiveness of recovery preparedness and the management of recovery, and the implementation of prompt improvement actions	Local authorities engage with business and community leaders to educate them about the risks and actively demonstrate leadership in the management of risk and community preparedness

To ensure these outcomes are achieved, the CDEM Group has prioritised the following actions to be completed by the end of 2020 with some actions expected to be completed earlier.

Develop and agree a post event vision with the community based on current understanding of likely consequences

Continue to refine the identification and understanding of hazards and risks

Investigate the consequences for the community across all environments for short, medium and long term recovery

Support the professional development of recovery leadership and provide resources

Understand what the capacity and capability gaps are to prepare for and manage recovery, and what resources are required to fill these gaps

Establish key relationships, protocols and procedures in advance

## THIS WILL ENABLE THE FOLLOWING ACTIONS TO BE UNDERTAKEN:

<b>Understanding Community</b>	Identify community leaders and champions for recovery Understand how to leverage social capital within communities
<b>Vision and recovery outcomes</b>	Develop and implement a strategy to communicate potential recovery outcomes pre event Link vision and outcomes to existing community, council and other agencies' planning
<b>Consequences and opportunities</b>	Identify strategies to respond to the consequences and opportunities of an event Identify areas vulnerable to accumulative consequences and the need for risk reduction and/or retreat strategies Reassess the risk and risk appetite of the region
<b>Capacity, Capability, Collaboration and Leadership</b>	Complete a whole of New Zealand scan (including local, regional, national) to assess and identify available resources and how these are procured or commissioned Prepare a plan that captures the outcomes and vision, and which can be measured Work with CDEM Groups and others to develop recovery plans Review the provisions in existing Business As Usual (BAU) arrangements (eg, plans, contracts etc) to allow for recovery actions if required
<b>Monitoring and Evaluation</b>	Recovery preparedness – develop systems to measure progress against actions and achievement of aims Managing recovery – develop a performance framework outlining the likely measure needed to track the progress and effectiveness of recovery and establish baselines where possible for a comparison post event



# RECOVERY MANAGEMENT

Depending on the nature and extent of the emergency, the recovery phase may take days, weeks or months, and in some cases, continue over many years.

Further details are contained in the **CDEM Group Recovery Plan**, scheduled to be reviewed and updated in 2018, which is available at [nelsontasman.govt.nz](http://nelsontasman.govt.nz) and at the CDEM Group Office.

# RECOVERY PRIORITIES

The objective for recovery is to restore the quality of life of those affected as quickly as possible so that they are able to continue functioning as part of the wider community.

While full restoration may not be possible, the process of recovery is an opportunity to seek improvements and identify and reduce future risk.

## PRIORITIES IN THE RECOVERY PHASE ARE:

Safety and wellbeing of individuals and their quality of life	Restoration of social environments including people and communities
Enhancement and restoration of the natural environment	Built environment recovery including infrastructure, lifeline utilities and road access ways
Economic recovery including macro and micro economies	Recovery of responders including ensuring their psychosocial needs are catered for

# LOCAL OR NATIONAL TRANSITION PERIODS

The CDEM Amendment Act 2016 has introduced the option to give notice of a local transition period to assist the recovery phase following an emergency event.

This mechanism provides the Recovery Manager with access to specified emergency powers during a defined period of time in order to support recovery. A transition notice can apply to one or more districts within the CDEM Group area. A local transition notice, if required, would normally follow a state of local emergency, however it can also be put in place (with approval of the Minister of Civil Defence) if no declaration has been made.

For the Nelson Tasman CDEM Group, giving notice of a local transition period is to be done by a Mayor or other elected representative. As this mechanism is similar to that of a declaration of emergency the Nelson Tasman CDEM Group has appointed the following to this role in the following order of precedence:

- Mayor of the respective district most affected
- Mayor of the other district
- Deputy Mayor of the respective district most affected
- Deputy Mayor of the other district
- Any elected local authority representative

The Minister of Civil Defence may also give notice of a local or national transition period.

The powers made available by a local transition period sit with the Recovery Manager. The CDEM Group has overall responsibility for governance and oversight of the recovery.





# POWERS AVAILABLE DURING A TRANSITION PERIOD

During a transition period, transitional powers are available to Recovery Managers if they are of the opinion that: *(Further powers can be found in The Act under Part 5B.)*

- it is in the public interest; and
- necessary or desirable to ensure a timely and effective recovery; and
- proportionate in the circumstances.

## Powers that are available during transition period include:

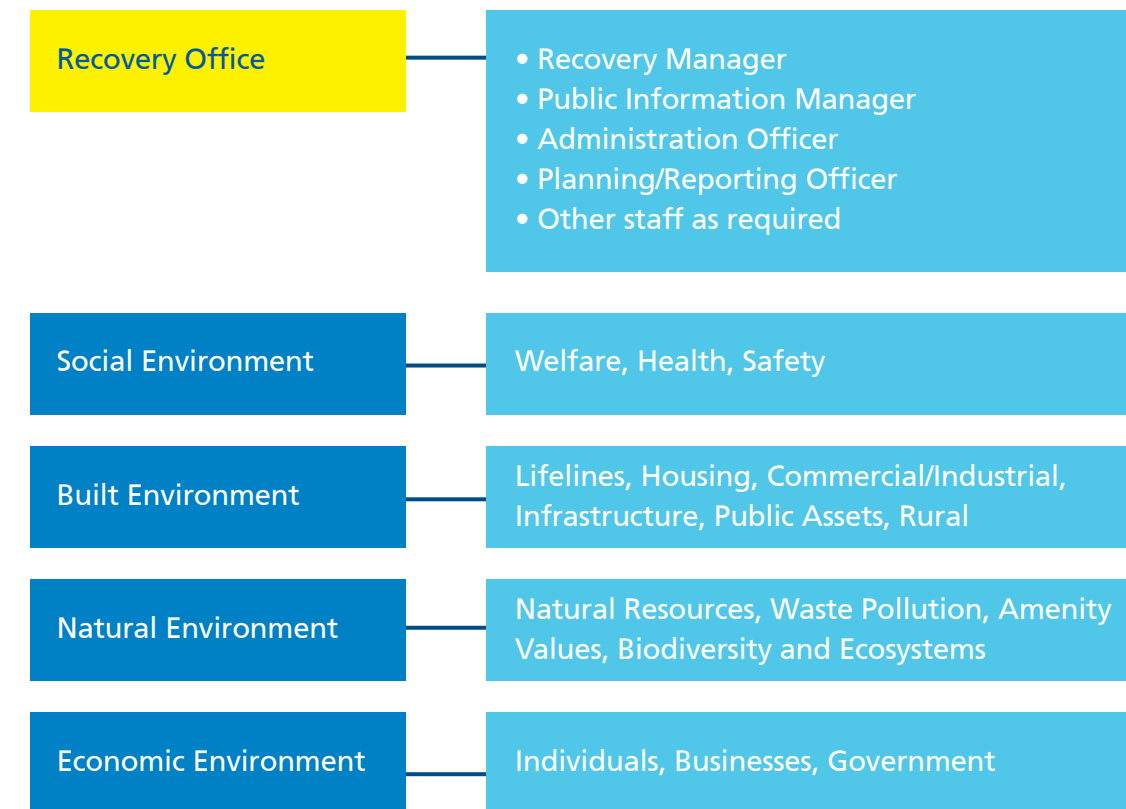
- providing for the conservation and supply of food, fuel and other essential supplies;
- disseminating information and advice to the public;
- carrying out the following: works; clearing roads and other public places; examining and marking any property, animal or any other thing; removing or disposing of, or securing or otherwise making safe, dangerous structures and material wherever they may be.

Recovery Managers must report on use of these powers to the Director of MCDem and the CDEM Group.

# RECOVERY MANAGEMENT STRUCTURE

The Nelson Tasman CDEM Group Recovery Management structure is parallel to the National Recovery Management structure and is shown in the diagram below:

**FIGURE 6.1: NELSON TASMAN RECOVERY MANAGEMENT STRUCTURE**



**Recovery Managers** are responsible for directing, coordinating the use of personnel, material, information, services and other resources during a local transition period. Recovery Managers can use a range of powers during a transition period as defined in the CDEM Act.

Note: The structure (Figure 6.1), is intended to be flexible. Actual elements will depend on the scale and nature of the event.



# GROUP RECOVERY MANAGER

The CDEM Group must appoint a 'suitably qualified and experienced person' to the role of Group Recovery Manager as well as an alternate Group Recovery Manager to provide cover in the absence or vacancy of the Group Recovery Manager.

The Group Recovery Manager is responsible for coordinating the recovery and/or transition period activities for the CDEM Group area.

In order to fulfil this requirement, the Nelson Tasman CDEM Group has the practice of permanently appointing a Group Recovery Manager, and three Alternate Group Recovery Managers. This team forms the core of the Group's recovery management team and meets regularly.

The Group Recovery Manager may, at the CDEM Group's sole discretion, commence some recovery actions, whether or not an emergency has been declared.

# LOCAL RECOVERY MANAGER

Because the Nelson Tasman CDEM Group is based on two unitary councils, the focus of the Group's recovery planning takes place at the Group level.

However the CDEM Group may also appoint one or more Local Recovery Managers to coordinate recovery and /or transition period activities within their local district. Local Recovery Managers have been used in the past, for example the 2011 regional floods when a Local Recovery Manager was appointed for the Golden Bay area.

If appointed, Local Recovery Managers must follow the direction of the Group Recovery Manager.

## Recovery Task Groups and Subtask Groups:

These groups advocate for and provide advice to the Recovery Office on the needs of specific sectors over the four environments. Subtask Groups may also be established depending on the scale of the emergency. The four environments are:

<b>Social</b>	Welfare of people and communities
<b>Built</b>	Reconstruction and recovery of residential, commercial, lifelines and services
<b>Economic</b>	Economic recovery of individuals and businesses
<b>Natural</b>	Natural environment impacts that could have consequences for the other environments

Task Groups comprise of advisors and liaison personnel from lifeline utilities, government departments, community groups, the insurance industry, health agencies, iwi and any other appropriate organisations, to provide multi-agency input into management decisions and assist the Group Recovery Manager.

## Recovery offices:

Recovery offices can be at a local, group or national level and are the fundamental coordination points for recovery management. They are specifically responsible for:

Determining and prioritising major areas of recovery	Ensuring the coordination of recovery effort between agencies
Formulating policies, strategies, timeframes and monitoring mechanisms for recovery activities	Controlling expenditure and maintaining accountability
Providing communications and media liaison	Planning and reporting including updates and Recovery Action Plans



Further details on the Recovery Taskforce, structure and arrangements are available within the Group Recovery Plan.



# COMMUNITY ASSISTANCE RECOVERY CENTRE

Rehabilitation and restoration activities within the community are co-ordinated by the Recovery Office, through the Recovery Centre and a One Stop Shop concept. Having critical agencies represented at one site;

- Limits the amount of travel for individuals to various agencies that themselves may have been displaced from their regular premises
- Ensures an individual's needs are addressed in a co-ordinated and coherent manner without bureaucratic repetition

The location of Recovery Centre/s will be published in accordance with Group Public Information procedures.

# RECOVERY GOVERNANCE ISSUES

Responsive governance is crucial to achieving effective day-to-day management by the Group Recovery Manager early in the response phase.

The CDEM Group will recommend the nature of governance it wishes to adopt at the time of the emergency. Governance options to be considered include:

- The full CDEM Group retaining oversight
- An existing Committee assuming the role
- Formation of a special-purpose Committee
- Delegation to individual agencies

The CDEM Group will give consideration to specific actions, including but not limited to:

- Actions that are required, and powers that are sought under a transition notice for the Recovery Manager
- Urgent works under provisions of the Resource Management Act
- Seeking of special legislation to vary processes to aid speedy recovery activity

- Making recommendations to amend or ignore Annual Plans and create new plans
- Considering implications for Long Term Plans, funding and financial policies of joint local authorities
- Reviewing priority of all service delivery activities, including ceasing or suspending discretionary outputs, based on the recommendations of the Group Recovery Manager
- Considering consequences over other statutory obligations, including but not limited to those arising from:
  - Hazardous Substances & New Organisms Act 1996
  - Fire and Emergency New Zealand Act 2017

Whatever governance structure is adopted, the responsible committee will establish the criteria for the Group Recovery Manager to make regular and on-exception reports. The CDEM Group and the Group Recovery Manager will also respond to requests for briefings and reports for central government.

Disastrous floods hit Nelson, view from Cleveland Terrace, Photo News No 119: September 19 1970 page 28. Nelson Provincial Museum, Barry Simpson Collection 1819\_fr16





# RECOVERY ARRANGEMENTS

For recovery to be effective, recovery planning and relationship building is needed prior to events occurring. And once recovery starts, arrangements need to be flexible enough to allow rapid adjustment to the specific nature and duration of the event.

The Group Recovery Plan provides detail on pre-recovery, pre-event activity during recovery activation across the following areas:

- Strategic planning outputs
- Impact assessment and needs analysis
- Expenditure management
- Financial arrangements
- Information management and reporting
- Public Information and communication
- Volunteer management
- Managed withdrawal
- Organisational debriefing

Details regarding financial arrangements during the recovery phase are covered in Part 8.

The Group Recovery Plan will be updated in 2018 to reflect recent amendments to the Act and to include further development of strategic planning for recovery from identified hazards and risks across the region.

# RECOVERY EXIT STRATEGY

An exit strategy is the systematic plan of withdrawal of formal recovery assistance to a business as usual activity and typically involves the handover of formal responsibilities from the Group Recovery Manager and Recovery Office, Task Groups, Public Information Management systems and Support teams back to business as usual agencies and processes.

An exit strategy will identify what outstanding work is left to complete and include planning for the ongoing support stakeholders, such as local authorities and business, will provide towards this.

An effective exit strategy is necessary to ensure a seamless transition from the recovery phase to more routine activity. The strategy needs to ensure that affected individuals and communities, responders and customers continue to be cared for; that information is retained, protected and made accessible to the agencies that need it; that actions to review and learn from the emergency event are put in place; and that actions to mitigate, remove, or tolerate the risks identified in the response and recovery have been signed off by appropriate authorities.





# MONITORING AND EVALUATION

ONGOING ANALYSIS  
ALLOWING FOR  
COMPARISONS

Monitoring and evaluation involves ongoing analysis allowing for comparisons between actual and desired states and a focus on improvements to process and outcomes.

## Monitoring

Involves tracking progress against the Plan or performance against standards, generally using quantitative data.

## Evaluation

Measures effectiveness and compares what is happening against what was planned (goals, objectives and actions) and interprets the reasons for differences.

**Monitoring and evaluation are undertaken internally by the CDEM Group and externally by organisations such as MCDEM and generally focus over three areas:**

**1. Compliance** – monitoring of legislative and CDEM Group Plan requirements

**2. Performance** – measuring capability and capacity to ensure work programmes are being carried out against needs and requirements

**3. Outcomes** – monitoring and evaluating progress of high-level goals and objectives of the CDEM Group

## CONTEXTUAL FRAMEWORK

Monitoring and evaluation is a requirement of the Nelson Tasman CDEM Group under the Civil Defence Emergency Management Act 2002. However, the Act is not the sole source of legislative guidance for civil defence and emergency management outcomes.

Other relevant Acts and documents include:

- National Strategy, plans and guidelines
- Council Long Term Plans
- MCDEM Capability Assessment Programme

Monitoring, reviewing and applying relevant legislation, guiding and planning documents is necessary on an ongoing basis as changes may directly or indirectly impact the CDEM Group Plan's work programme.

The Nelson Tasman CDEM Group office prepares an annual Business Plan that includes a work programme that is aligned with the objectives and key actions set out in this Group Plan. The Group's monitoring and evaluation of the Plan including key performance indicators includes:

- Reporting to the CEG at each regular CEG meeting and the CDEM committees as appropriate
- Participating in regular local, regional and national exercises including review and monitoring the effectiveness of exercises
- Audits on various parts of CDEM group business by internal and external auditors
- MCDEM Capability Assessment Tool evaluation on the progress of the Group at least every five years, led by MCDEM with support from the local CDEM Group office
- Other tools such as assessment of Lifelines Infrastructure and vulnerability.



# NATIONAL CAPABILITY ASSESSMENT

The Nelson Tasman CDEM Group was last reviewed by the MCDEM in 2015 and achieved very positive results with an overall score of 82.1%, above the MCDEM target of 79%, a rating which sees the Group's capability achieve a mature scoring. The aim of the CDEM Group is to exceed this score the next time the Group is assessed.

Despite this strong scoring, the report identified the need for further work for improvement in the following key areas.

## KEY AREAS FOR IMPROVEMENT

**Community resilience and social capital:** Continue to build community networks and relationships that strengthen community cohesion, preparedness and participation.

**Risk reduction and implementation:** In collaboration with the community, continue to define and communicate 'acceptable risk'. Strengthen the interface between council activities such as land use planning and emergency management.

**Critical resources and logistics:** Improve the identification of and planning for how and where the Group will source critical items expected to be required in an emergency.

**Lifelines:** Promote the lifeline group through more active involvement of its members, increased visibility, and ensure that work undertaken by the group is shared in a manner which leads to greater organisational and community resilience.

**Recovery planning:** Continue to integrate recovery planning objectives with other planning mechanisms such as Long Term Plans, better definition of an impact assessment approach, and understanding of losses such as economic.



*Nelson College, Earthquake Damage, 1929. Nelson Provincial Museum, Kingsford Collection: 162195*



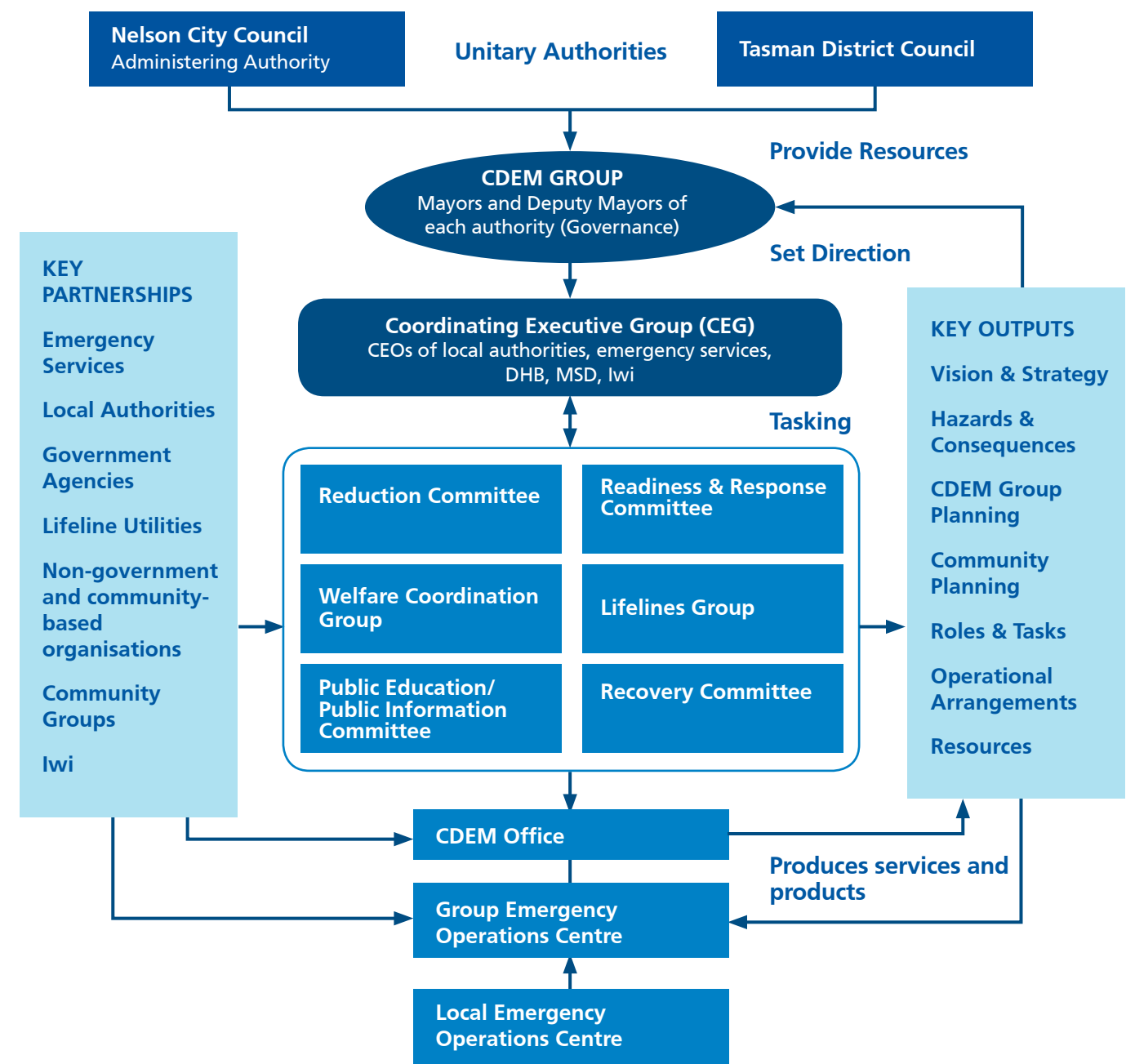
# MANAGEMENT AND GOVERNANCE

## NELSON TASMAN CDEM GROUP STRUCTURE AND ROLE

The Nelson Tasman CDEM Group is established as a Joint Standing Committee under the Local Government Act 2002 and comprises of the Nelson City and Tasman District councils, being two unitary authorities with a common boundary working in partnership with emergency services and other organisations to ensure the effective delivery of emergency management within the area. Group membership includes the Mayors and Deputy Mayors of both councils.

The Act outlines requirements of a CDEM Group. With respect to the Nelson Tasman area, these are described in Figure 8.1.

**FIGURE 8.1  
NELSON TASMAN  
CDEM GROUP  
STRUCTURE**





# POWERS, OBLIGATIONS AND FUNCTIONS OF THE CDEM GROUP

The powers and obligations of members of the Group are described in the Act. These powers and obligations have not been delegated and remain the powers and obligations of each member. Refer to the Delegations section later in this chapter for more information.

## **Powers and Obligations of Members of Civil Defence Emergency Management Groups (s16)**

Each member of a Civil Defence Emergency Management 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; and
- Must pay the costs, or a share of the costs, of any civil defence emergency management activity that the member has agreed to pay; and
- May carry out any other functions or duties conferred on a member of a Group under this Act.

*(Civil Defence Emergency Management Act 2002)*





# JOINT STANDING COMMITTEE

The Joint Committee is the committee of the local authorities established under the CDEM Act and provides governance and strategic direction to the Group.

## Membership of Civil Defence Emergency Management Groups (as per s13 CDEM Act 2002)

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

*(Civil Defence Emergency Management Act 2002)*

# FUNCTIONS

The functions of the Group are detailed in s17 of the CDEM Act 2002, and are summarised as follows:

<b>Risk Management</b>	Identify, assess and manage relevant hazards and risks  Consult and communicate about risks, and identify and implement cost-effective risk reduction
<b>Plan for CDEM</b>	Develop, implement, monitor and review the CDEM Group Plan  Participate in the development of National Strategy and Plans
<b>Deliver CDEM</b>	Plan, maintain and provide: - material, services, information and other resources for effective CDEM - suitably trained and competent personnel, including volunteers - response and recovery activities - assistance to other CDEM Groups
<b>Promote and Monitor CDEM</b>	Promote to raise public awareness of the Act and monitoring compliance with it  Monitor and report on compliance with the Act

# MEMBERSHIP

Both Nelson City Council and Tasman District Council are members of the Nelson Tasman CDEM Group. The Joint Committee is chaired by either the Mayor of Tasman District Council or Nelson City Council on an alternating annual basis.

# DELEGATIONS

The CDEM Group is able, pursuant to section 18(1) of the CDEM Act (2002) to delegate any of its functions to members of the Group, the Group Controller, or other persons. These delegations are made by a resolution passed at a CDEM Group meeting.



*See page 75 for more information.*



# COORDINATING EXECUTIVE GROUP (CEG)

House Demolished. Photo News No 119: September 19 1970 page 29.  
Nelson Provincial Museum, Barry Simpson Collection 1817\_fr8



## FUNCTIONS

The Coordinating Executive Group (CEG) is chaired by either the CEO of Tasman District Council or Nelson City Council on an alternating annual basis.

CEG members are senior representatives of their organisations and ensure a strategic overview and commitment of organisational resources to agreed projects and tasks.

**The CEG is a statutory group under the CDEM Act (2002) (s20) with the following prescribed functions:**

- Providing advice to the CDEM Group and any subgroups or subcommittees
- Implementing, as appropriate, decisions of the CDEM Group
- Overseeing the implementation, development, maintenance, monitoring, and evaluation of the CDEM Group Plan

**Other CEG roles include:**

- Providing advice on strategic direction of emergency management in the area
- Ensuring emergency management functions, including the Plan, are continually reviewed and monitored
- Recommending the draft work programme and annual budget to the CDEM Group for approval

- Recommending to the CDEM Group the appointment of any CDEM personnel including the Group and local Controllers, and persons who may declare a state of emergency
- Liaising with other CEG groups, particularly those of adjoining CDEM Groups
- Input into central government processes, either policy positions or amendments to the legislation
- Coordinating input into the annual planning process of each local authority with respect to the CDEM function
- Ensuring the provision of professional development and training programmes across the CDEM sector

**Individual CEG member responsibilities include:**

- Ensuring effective liaison and communication on CDEM matters with their respective CDEM Group Member
- Facilitating the implementation of the CDEM Group Plan within their respective organisations

Note: CEG has no prescribed operational role.

In addition to those organisations statutorily required to participate in CEG, other organisations and persons can be represented. CEG will make a recommendation to the CDEM Group regarding wider membership after consultation with the persons and organisation(s) affected. The CDEM Group must approve the co-opting of additional members (CDEM Act 2002, s20(1)(e)).

## MEMBERSHIP

Each of the following organisations or persons is a member of the CEG:

**Coordinating Executive Group (full members with voting rights)**

- Nelson City Council (CEO)
- Tasman District Council (CEO)
- Nelson Marlborough Health: the CEO or delegate, and the Medical Officer of Health or delegate
- NZ Police
- Fire and Emergency NZ
- St John Ambulance
- Ministry of Social Development
- A representative of local Iwi

**Observers (speaking but no voting rights)**

- Group Controller (or Alternate)
- Group Recovery Manager (or Alternate)
- Group CDEM Office Manager (or delegate)
- Group Welfare Manager (or Alternate)
- Group Public Information Manager (or Alternate)
- Committee Chairs
- Ministry of Civil Defence & Emergency Management
- Canterbury, Marlborough and West Coast CDEM Groups





# COMMITTEES

The CEG may establish committees to progress key areas of work, or as a liaison with *Strategic Stakeholders* (refer Part 9 for a list of *Strategic Stakeholders*) and delegate specific or general decision making powers as required.

## Committees currently established are:

- Reduction
- Readiness and Response
- Recovery
- Public Education and Public Information (PEPI)
- Welfare Coordination Group (WCG)
- Lifelines Group

See Figure 8.1 for information on Committee structures. Further information on Committee membership can be found on the CDEM Group's website.

# REDUCTION COMMITTEE

The Reduction Committee's role is to improve the integration of hazard and risk information between members of the Group and facilitate an effective use of legislative tools (e.g. Building Act (1991), Resource Management Act (1991); Local Government Act (2002) etc). Currently the Reduction Committee has representatives from the following agencies:

## Reduction Committee Membership:

- Tasman District Council
- Nelson City Council
- Group CDEM Office
- Ministry of Civil Defence & Emergency Management
- Group Controller (Ex Officio)

# READINESS AND RESPONSE COMMITTEE

The Readiness and Response Committee's role is to ensure that readiness and response planning across the Group is co-ordinated, and consistent with the CDEM Group Plan. The Readiness and Response Committee has representatives from the following agencies:

## Readiness and Response Committee Membership:

- Group Controller (Chair)
- Nelson City Council
- Tasman District Council
- NZ Police
- Fire and Emergency NZ
- St John Ambulance
- Nelson Marlborough Health
- Nelson Tasman Emergency Response Team (NZ-RT2)
- Department of Conservation
- Group CDEM Office
- Ministry of Civil Defence & Emergency Management

# RECOVERY COMMITTEE

The Recovery Committee's role is to ensure that recovery planning across the Group is co-ordinated, and consistent with the CDEM Group Plan. The Recovery Committee has the following membership:

## Recovery Committee Membership:

- Group Recovery Manager (Chair)
- Nelson City Council
- Tasman District Council
- Group CDEM Office
- Ministry of Civil Defence & Emergency Management
- Group Controller (Ex Officio)



# PUBLIC EDUCATION PUBLIC INFORMATION COMMITTEE

The Public Education Public Information (PEPI) Committee's role is to coordinate the public education activities of the Group, including the development and implementation of the Group's Public Education and Public Information Strategy. Currently the PEPI has representatives from the following agencies:

## Public Education / Public Information Committee Membership:

- Group Public Information Manager (Chair)
- Tasman District Council
- Nelson City Council
- NZ Police
- Fire and Emergency NZ
- St John Ambulance
- Nelson Marlborough Health
- Group CDEM Office
- Ministry of Civil Defence & Emergency Management
- Group Controller (Ex Officio)

# WELFARE COORDINATION GROUP (WCG)

The Welfare Coordination Group's role is to provide coordinated planning and delivery of welfare services for the Nelson Tasman region consistent with the CDEM Group Plan and national guidance.

The WCG is supported by the Welfare Operational Team, a committee consisting of agencies providing welfare services during an emergency. The WCG is chaired by the CDEM Group Welfare Manager and has representatives from the following agencies:

## Welfare Co-ordination Group Membership:

- Group Welfare Manager or Alternate (Chair)
- Ministry of Social Development
- Nelson City Council
- Tasman District Council
- Nelson Marlborough Health
- NZ Red Cross
- Ministry of Civil Defence & Emergency Management
- Oranga Tamariki (Ministry for Vulnerable Children)
- NZ Police
- Ministry for Primary Industries
- Te Puni Kokiri
- Ministry of Building Innovation and Employment
- Group Controller (Ex Officio)

# NELSON TASMAN LIFELINES GROUP

The Nelson Tasman Lifelines Group (NTLG) is a voluntary group of regional and national organisations that deliver 'lifeline' services (e.g. utilities). These organisations meet regularly to contribute towards CDEM planning in the region. The Charring arrangements for the NTLG are determined by the NTLG members (e.g. are sometimes shared).

## Lifelines Group Membership:

- CDEM Group Office
- Nelson City Council
- Tasman District Council
- Representatives from the following sectors:
  - Roading (e.g. NZTA, contractors)
  - Power (e.g. Transpower, local power distributors)
  - Communications (e.g. Spark, Vodafone, Chorus, Mt Campbell)
  - Port
  - Airport
  - Fuel and Energy (e.g. NZ Oil, fuel retailers)
- Ministry of Civil Defence & Emergency Management
- National Lifelines Committee
- Group Controller (Ex Officio)





# COMMITTEE ARRANGEMENTS

## Administrative arrangements for each Committee are:

- Committees report to CEG via the Chairperson of each committee
- Committee Terms of Reference are to be approved by CEG
- Other organisations' can be invited to join committees as required, upon agreement of the committee members
- Committee administrative costs are met by the Group
- The costs of participation in committees are to be met by each respective local authority or organisation participating
- In general, the costs of any specific project work undertaken by the committee will be met by one or more of the participating local authorities.

# ADMINISTERING AUTHORITY

## Nelson City Council is the administering authority for the Nelson Tasman CDEM Group (CDEM Act (2002) (s23)) and provides:

- Secretariat for CDEM Group, CEG and Committee's (e.g. convening meetings, forums, organising agendas, providing minutes and catering services)
- Venue for CDEM Group meetings
- Accounting services for CDEM Group finances and budgets
- Publication of the CDEM Group work programme, budget and performance in both councils' Annual Plans

The costs of undertaking these services are met by the Group (See Part 8: Financial Arrangements).

# GROUP CIVIL DEFENCE EMERGENCY MANAGEMENT OFFICE (CDEM OFFICE)

The Group CDEM Office (also known as the Nelson Tasman Emergency Management Office) coordinates and facilitates day-to-day planning and project work on behalf of the CDEM Group and CEG.

The Group CDEM Office is responsible to CEG for its CDEM work programme, and to the Nelson City Council (as administering authority) for corporate functions such as human resources, finance, IT support etc. The costs of undertaking these services are met by the Group.

## Functions of the CDEM Office include:

- Advice and technical support to CEG and the CDEM Group
- Operational duties including: maintenance of the Group EOC and other facilities; receipt of warnings; monitoring; initial response to emergency events; assistance to the Controller during the response phase; and assistance to the Recovery Manager during the recovery phase
- Advocating for and contributing to the promotion of the Group's objectives across the 4Rs
- Preparation of the CDEM Group office work programme and reporting against the programme, including budget for agreement by the CEG and the Group

- Project coordination and management, including ongoing development, implementation, monitoring and review of the CDEM Group Plan
- Coordination and implementation of regional CDEM policy
- Management of contracts entered into on behalf of the CDEM Group or CEG
- Management and administration of CDEM Group personnel on behalf of the CDEM Group
- External liaison with the CDEM sector
- Coordination of monitoring and evaluation activities



## GROUP EMERGENCY OPERATIONS CENTRE (GROUP EOC)

The Group Emergency Operations Centre (Group EOC) is the main facility from which the response to a Group emergency will be co-ordinated.

The location, functions and capabilities of the Group EOC are described in Part 4. All extra capabilities associated with the Group EOC in the provision of Group response capability are owned and funded by the Group (Part 8).

## LOCAL EMERGENCY OPERATIONS CENTRES (LEOCs)

For the purposes of local operational planning and local emergency coordination, the Nelson Tasman area has three local emergency operation centres. More information on the LEOCs is outlined in Part 4.

All administrative and operational support required to support each LEOC (such as communications equipment etc) is a Group responsibility.





# KEY APPOINTMENTS

There are a number of key appointments that the CDEM Group makes either under legislation or for this plan. These are outlined below. More information can be found at <http://www.nelsontasmancivildefence.co.nz/>

<b>Persons authorised to declare a state of local emergency</b>	Appointed under s.25 of the CDEM Act 2002 The persons authorised to declare a state of local emergency are identified in Part 5: Response
<b>Persons authorised to give notice of a local transition period</b>	Appointed under s.25 of the CDEM Act 2002, amended in 2016 The persons authorised to give notice of a local transition period are identified in Part 6: Recovery
<b>Group Controller</b>	Appointed under s.26 of the CDEM Act 2002 The functions of a Group Controller are outlined in Part 5
<b>Local Controllers</b>	Appointed under s.27 of the CDEM Act 2002 The functions of a Local Controller are outlined in Part 5
<b>Group Recovery Managers</b>	Appointed under s.29 of the CDEM Act 2002. The functions of the Group Recovery Managers are outlined in Part 6
<b>Local Recovery Managers</b>	Appointed under s.30 of the CDEM Act 2002. The functions of the Local Recovery Manager are outlined in Part 6
<b>Public Information Manager</b>	Appointed by the CDEM Group
<b>Group Welfare Manager</b>	Appointed by the CDEM Group

# COOPERATIVE ARRANGEMENTS WITH OTHER CDEM GROUPS

The Nelson Tasman CDEM Group will provide support and assistance when requested to other CDEM Groups with respect to their CDEM functions. This will include, but not necessarily be limited to:

- Assistance in the event of an emergency
- Sharing relevant hazards information and planning mechanisms to help develop a common understanding and approach to civil defence and emergency management, including the development and implementation of CDEM Group Plans
- Seeking and promoting mutual operational arrangements such as training opportunities and standard operating procedures.

Assistance to other CDEM Groups will be subject to the operational needs of the Nelson Tasman CDEM Group and the business continuity of the Group's members.

Memoranda of Understanding (MOUs) with Marlborough, Canterbury and West Coast CDEM Groups are in place. Copies are available at the CDEM Group Office.

To assist with cooperation and better understanding of joint issues, the three neighbouring CDEM Groups all have observer status on the Nelson Tasman CDEM Group. Assistance may also require specific arrangements to be made on an 'as needed' basis.

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





# FINANCIAL ARRANGEMENTS

The activities the CDEM Group may incur costs are in three primary areas:

<b>Day to day CDEM activities</b>	Cost of providing administrative and related services under s24 of the Act  Cost of reduction and readiness activities performed by CDEM to fulfil agreed levels of service
<b>Projects</b>	Projects not based on the Group Plan but identified as priorities
<b>Emergency Expenditure</b>	Expenditure incurred by the Group in the lead up to, during or immediately after an emergency event, whether declared or not (e.g. reimbursement for cost of specialist advice)

## DAY TO DAY ACTIVITIES

### The Group is responsible for funding:

- Administrative and related services under s.24 of the CDEM Act, 2002 (initially funded by NCC as the Administering Authority). Group appointments, including the Group Controller and Recovery Manager.
- Agreed Group CDEM office costs.
- Agreed annual work programme.

The CDEM Office will be responsible for preparing an annual budget and work programme in consultation with CEG for approval by the Group.

Group costs will be apportioned equally between the two unitary authorities.

Apart from any agreed direct contribution as its share of Group costs, each local authority member of the Group will be responsible for:

- Funding the Reduction, Readiness, Response and Recovery arrangements required in its district.
- Meeting the costs of its representation on the CDEM Group and CEG.

Unless agreed otherwise, the costs of completing any specific actions as outlined in the Group work programme will be met by the local authority concerned.

## EXPENDITURE IN A CIVIL DEFENCE EMERGENCY

### In the Lead up to a Declared Emergency (Level 2)<sup>4</sup>

The Group is responsible for funding:

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

### During an emergency event

The provisions below could apply to an emergency event whether declared (e.g. Level 4)<sup>5</sup> or not.

The Group is responsible for funding:

- All costs associated with resourcing, activation and operation of the Group EOC, LEOCs and Civil Defence Centres.
- All costs associated with supporting authorised initial response actions e.g., caring for the displaced, NZ-RT2 operations etc. (Costs associated with response by council business units (e.g. building inspectors, engineers etc) remain with those councils.

- All reasonable direct expenses incurred by personnel approved to provide advice, services or other assistance (e.g. technical advisors, CDEM personnel from other CDEM Groups etc).
- Any other costs associated with the use of resources and services under the direction of the Controller.

Group costs will be apportioned equally between the two unitary authorities.

Local authorities take full responsibility for managing the impact of disaster in their geographic and functional areas of responsibility.

Beyond the Group expenditure listed above, each local authority will be responsible for meeting all other emergency expenditure incurred in its district or under its jurisdiction, and arising out of the use of its resources and services under the control of either a Local Controller (directed to carry out any of the functions or duties of, or delegated to by, the Group Controller), or the Group Controller.

A clear record of who authorises any expenditure and its purpose will be kept (refer *National Civil Defence Emergency Management Plan*). The Group Controller is to ensure all costs are properly accounted for.

<sup>4</sup> & <sup>5</sup> Refer Part 5: Response and Figure 5.2





## RECOVERING COSTS AFTER AN EMERGENCY EVENT

At the end of the response phase to an emergency the Group Controller will recommend to the CDEM Group which costs, in addition to those listed in Part 8, could reasonably be met by the Group.

There may be circumstances where shared Group funding could be applied, for example, where there are widespread adverse regional, environmental, social, or economic impacts, and consequential regional benefits from localised response efforts to reverse these impacts.

Claims for government assistance are to be made by the organisation incurring the expenditure. The CDEM Group Office will co-ordinate claims. The CDEM Group Office will prepare a claim for agreed Group costs (e.g. to reimburse emergency welfare service costs such as caring for the displaced). Councils will prepare their own claims (e.g. to insurers or central government) for reimbursement of any other costs. This procedure is outlined in the National Civil Defence Emergency Management Plan.

Any reimbursement of CDEM Group expenditure by central government will be distributed back to constituent councils in proportion to the amount of expenditure in each council area.

Volunteers suffering loss or damage as a result of any action or measure duly undertaken while carrying out emergency work under the control or authority of a Controller (national or local) may also submit claims to the local authority or Crown as set out in s108 of the Act.

## EMERGENCY RECOVERY FINANCES

Upon termination of the response phase of an emergency event, the expenditure management regime established for the response phase must be closed off and recommenced for the recovery phase under the control of the Recovery Manager.

A clear record of the authoriser of expenditure and its purpose will be kept to support claims for Government subsidies and repayments.

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

The Recovery Manager will recommend to the CDEM Group which recovery costs could reasonably be met by the Group, and which costs could be recovered from other parties (e.g. insurance or central government). As noted above, claims for government assistance are to be made by the council incurring the expenditure, or in the case where there are agreed Group costs, by the CDEM Group.

If it becomes apparent that there will be a significant number of people suffering hardship and more immediate relief is required, the CDEM Group may establish a Mayoral Relief Fund depending on the circumstances.

## MAYORAL RELIEF FUND

In the event of a significant emergency it may be necessary to collect public donations to assist those impacted by the event.

To this end a Trust Deed has been prepared by the CDEM Group which has as its aim the collection and distribution of monies donated to the CDEM Group at the time of an emergency. The Trustees of the Trust are the Mayors of Nelson City and Tasman District, one other person from each of the two councils, and an independent person.

Monetary donations to the Mayoral Relief Fund will generally be encouraged rather than donated goods and services.



## PART 9

# ANNEXES





# 9.1 HAZARD SUMMARY

## EARTHQUAKES

Central New Zealand, which includes the Nelson Tasman region, lies within a seismically active zone.

The Alpine Fault is the boundary between the Pacific and Australian tectonic plates and extends the length of the South Island. The Pacific Plate is being pushed down under the Australian Plate in the Hikurangi Subduction Zone off the North Island east coast. This tectonic plate movement transitions to a largely horizontal movement with the plates sliding past each other through the Marlborough Fault system and southwest along the Alpine Fault. The Marlborough Fault system includes the Wairau, Awatere, Clarence and Hope faults along with a number of smaller cross faults and splays.

Separate to the Alpine Fault, and trending in approximately a north to northeast direction, are a number of other faults, in particular, the Waimea - Flaxmore Fault system in the east of the Nelson Tasman region and the Lyell, White Creek and Inangahua faults to the west (Figure 9.1). The 1929 Murchison Earthquake (magnitude 7.8) resulted from rupture of the White Creek Fault and the 1968 Inangahua earthquake (magnitude 7.1) rupture of the Inangahua Fault.

<sup>7</sup> Cochran, U.A.; Clark, K.J.; Howarth, J.D.; Biasi, G.P.; Langridge, R.M.; Villamor, P.; Berryman, K.R.; Vandergoes, M.J., 2017, A plate Boundary Earthquake Record From a Wetland Adjacent to the Alpine Fault in New Zealand Refines Hazard Estimates. Earth and Planetary Science Letters, Vol 464 (2017) pages 175-188.

<sup>8</sup> Fraser, J.G.; Nicol, A., Pettinga, J.R.; Johnston, M.R. 2006: "Paleoearthquake Investigation of the Waimea - Flaxmore Fault System, Nelson, New Zealand". The Institution of Professional Engineers New Zealand, 1 31 (1): 59-67.

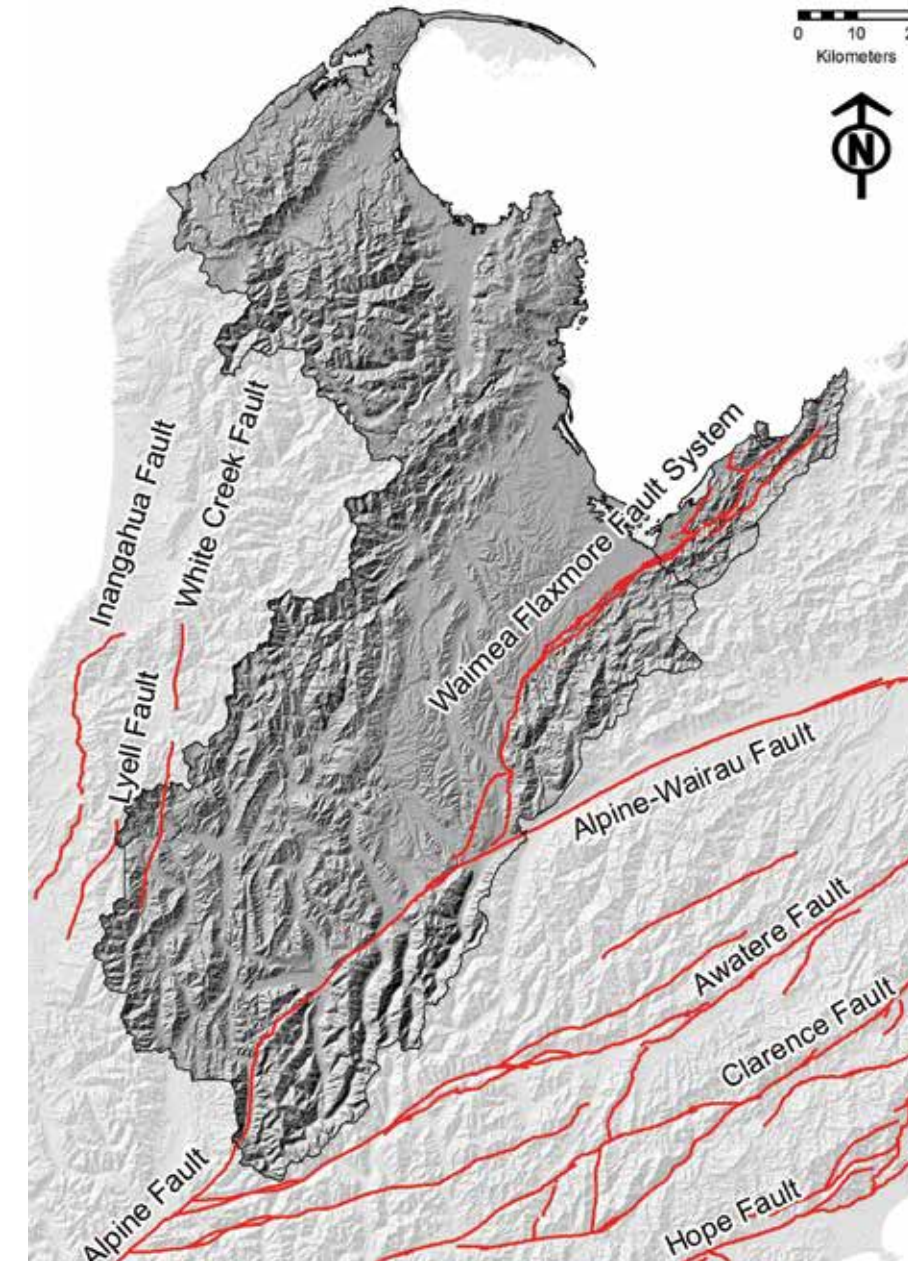
The Alpine Fault is the most active, with evidence of repeated movement (rupture) occurring over recent geologic time. Research on the southwestern end of the Alpine Fault has determined 27 rupture events over the last 8000 years giving a mean recurrence interval in the order of 300 years on average<sup>7</sup>.

The last rupture is estimated to have occurred in 1717. The probability of the Alpine Fault rupturing in the next 50 years is in the order of 30%.

Closer to the Nelson Tasman region, the rupture history of the Alpine Fault is more complex, where it transitions into the Marlborough Fault system. The Alpine-Wairau Fault is the most active of the faults impacting the Nelson Tasman region.

The Waimea-Flaxmore Fault system and the White Creek, Lyell and Inangahua faults are all less active than the Alpine Fault and have significantly longer average recurrence intervals.

The Waimea-Flaxmore Fault system includes the Waimea, Flaxmore, Eighty eight, Whangamoia, Bishopdale, Grampian and Hira faults. Studies of the fault system<sup>8</sup> show that it has ruptured at least three



times over the last 20,000 years giving an average recurrence interval of 6,000 years or so. The White Creek, Lyell and Inangahua faults to the west have estimated recurrence intervals in the order of 5,000 years or greater.

There are other faults present in the region, notably the Maunga, Wakamarama, Pikipiruna, Karamea, Tutaki and Tainui faults. There is no evidence of movement occurring on these faults during the past one million years despite the presence of obvious topographical features (e.g. scarps). Whilst these faults are not considered active, future movement on these faults, though unlikely, cannot be completely discounted.

It is anticipated that ongoing research of the Canterbury and Kaikoura earthquakes will result in an improved understanding of the average recurrence intervals and expected magnitudes for the active fault systems affecting the Nelson Tasman region. This will not change the fact that these active fault systems present a real and significant hazard across the entire region and beyond that need to be planned for.

◀ **FIGURE 9.1 ACTIVE FAULTS IN OR NEAR THE NELSON TASMAN REGION (FROM GNS SCIENCE ACTIVE FAULT DATABASE)**

# EARTHQUAKE HAZARDS

Earthquakes can result in a range of impacts. Surface rupture along a fault can result in the displacement of the ground surface by up to several metres, both in a horizontal and vertical sense, severely damaging any structures or utilities that lie across it.

The displaced land may be raised, lowered or tilted and this can occur some distance from the fault trace. Severe ground shaking can damage built structures, trigger slope failure and cause unconsolidated and water saturated fine grained sediments to liquefy. Liquefaction can result in the ejection of liquefied material to the surface (sand boils), subsidence and lateral spreading, all of which can damage structures and utilities (particularly underground services).

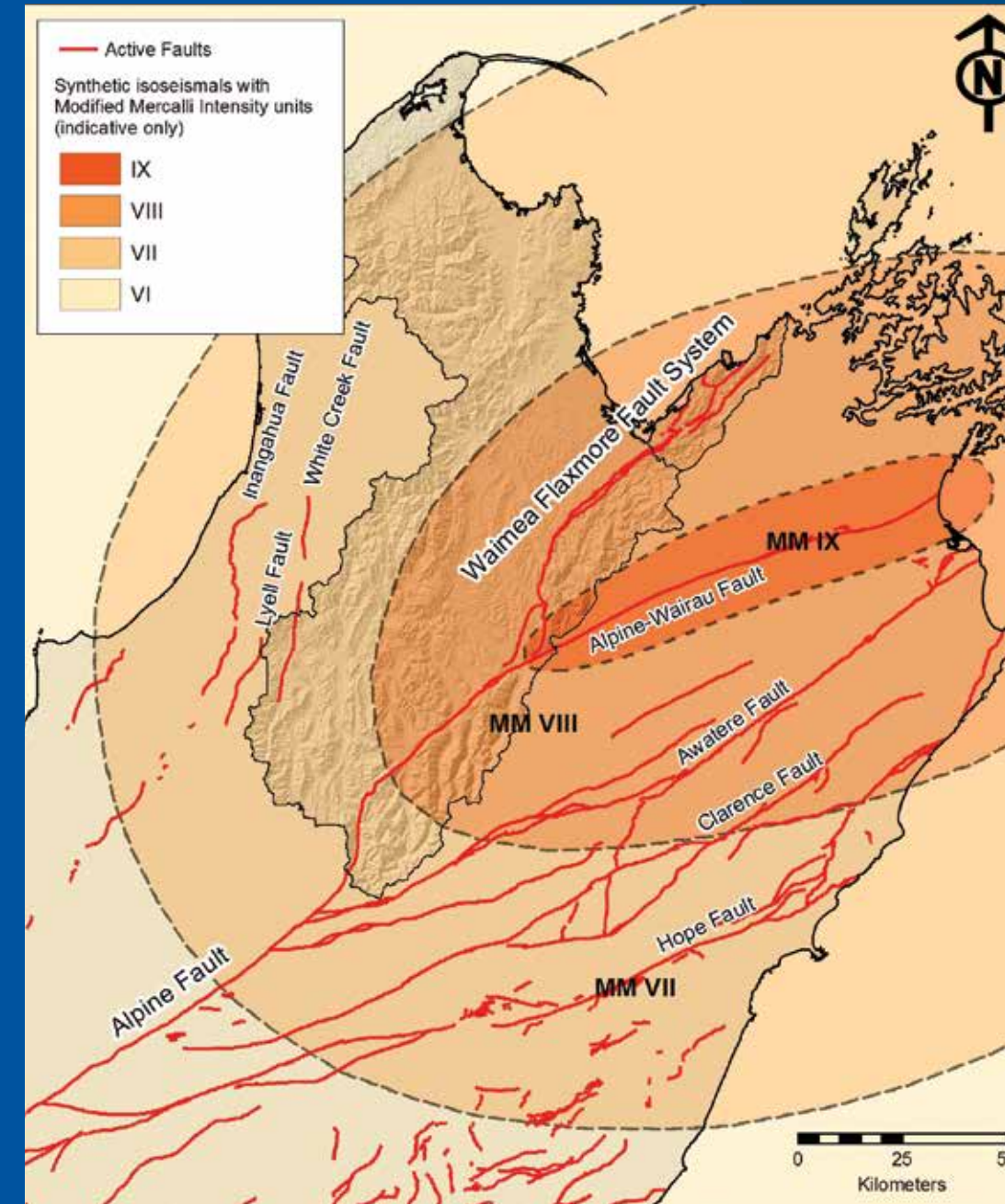
Earthquakes have the potential for loss of life and serious injury, typically greater if occurring during working hours. They can result in severe damage to roads and bridges, water supplies, wastewater services, power supplies, and telecommunication links. Structural damage to buildings and infrastructural lifelines may take months or years to fully repair (some effects may even be permanent). Disease can spread due to lack of fresh water supplies and compromised wastewater facilities. Communities, such as Murchison and Golden Bay,

could become isolated for significant periods should large landslides block access roads. The region as a whole may be isolated in a large earthquake.

The Alpine Fault and Marlborough Fault system have accumulated enough strain for rupture to occur along a significant length close to or within the Nelson Tasman region. Such a rupture is capable of generating a major earthquake with a magnitude of 7.1 or greater. Figure 9.2 shows modelled zones of shaking intensities (isoseismals contours) for a magnitude 7.5 earthquake scenario on the Wairau Fault. Ground shaking intensities of MM VIII (Modified Mercalli intensity scale) are predicted for the Nelson Richmond urban area.

Rupture on the Waimea Flaxmore Fault system is estimated to result in an earthquake of magnitude 6.5 to 7.4. This would result in severe ground shaking near the epicentre, potentially as high MMIX, though a lesser level of ground shaking is more likely should only part of the fault rupture during an earthquake event.

Large ancient landslides are present along the Richmond foothills, understood to be earthquake induced. Reactivation of existing landslides as well as occurrence of new ones can be expected from earthquakes originating on the Waimea Flaxmore Fault system.



**FIGURE 9.2 SYNTHETIC ISOSEISMALS FOR A (M 7.5) EARTHQUAKE SCENARIO ON THE WAIRAU SECTION OF THE ALPINE FAULT**





# FLOODING

Floods are the most commonly occurring major natural hazard in the Nelson Tasman region. Floods are experienced across the entire region and are the hazard that has caused the most damage in recent times.

Flooding can range from widespread overland flood flows across the flood plains of the region's principal rivers, to more localised and isolated flooding in smaller catchments. Surface ponding can occur in low lying areas, particularly if existing drainage and stormwater networks are inadequate or become blocked with debris.

The risk presented by flooding is a function of both the hazard (i.e. the likelihood of flooding) and the consequence of flooding (i.e. what may be damaged by the flooding). Consequently the areas in the Nelson Tasman region that are exposed to a greater risk from flooding where developed areas (both agricultural and urban areas) are affected by flood waters. This includes parts of Nelson, Motueka, Riwaka, Takaka, Brightwater, Wakefield and Tapawera townships, as well as main river valleys. Localised flooding of small catchments can essentially occur anywhere within the region.

Localised flooding as a result of sustained high intensity rainfalls (typically thunderstorms) is the more frequent flood hazard. Thunderstorms can result in flooding of smaller catchments (including urban stormwater catchments) and generally have their worst impact

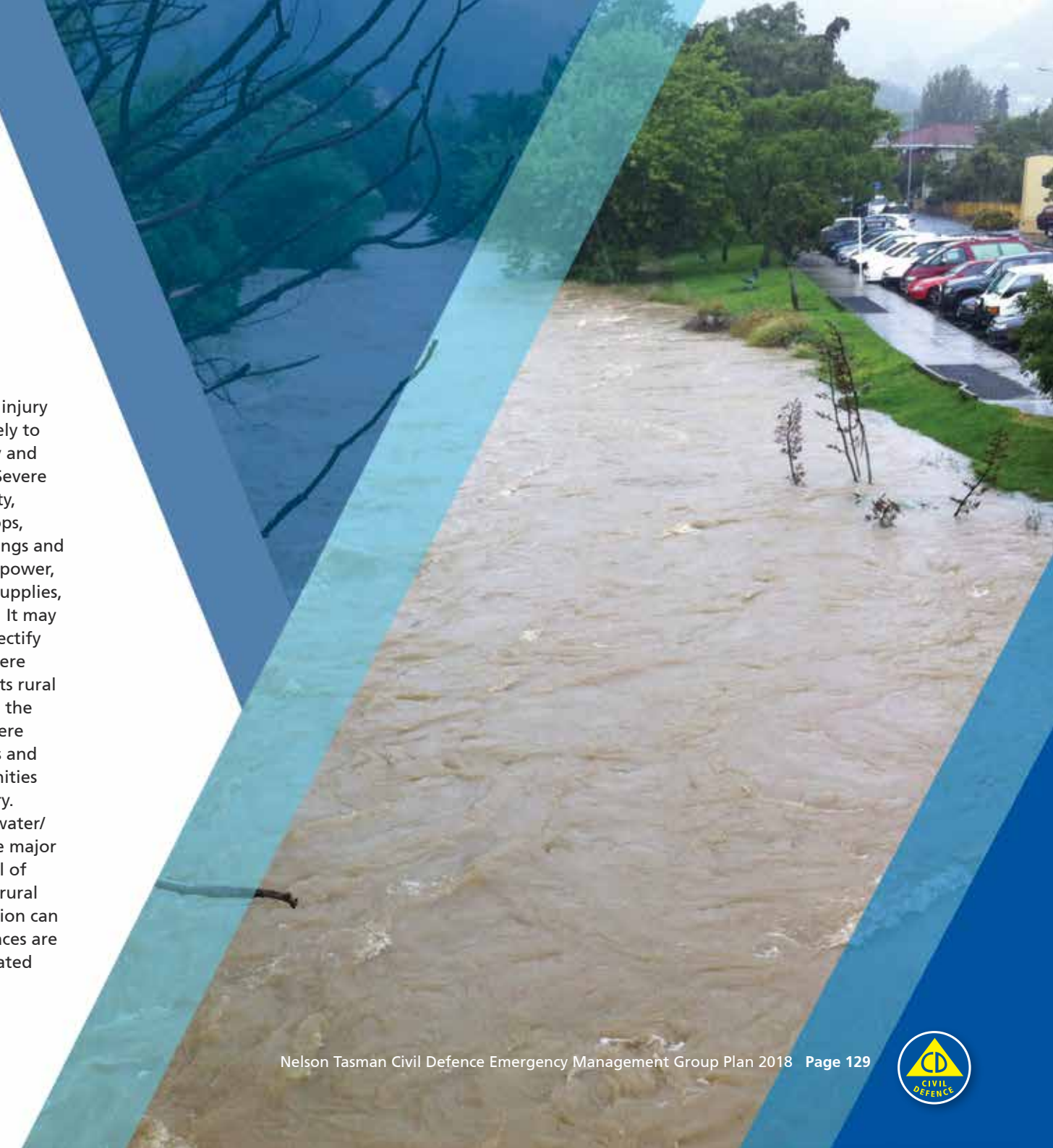
over an area of less than 100 km<sup>2</sup>. The weather systems that produce thunderstorms are unpredictable and the onset of such flooding is typically fast and can occur with very little warning (referred to as flash flooding).

Flooding in larger river catchments can be experienced during longer duration rainfalls occurring over wide areas. Weather systems that may generate such widespread rainfalls are usually more predictable and can be forecast up to one or two days ahead, but much uncertainty and variability remains. The rise, and subsequent fall, in river levels during such flooding are generally slower but longer lasting than those generated by thunderstorms. Tasman District Council operates an extensive flood monitoring system across the region where onset of flooding in the lower reaches of principal rivers can be anticipated up to several hours ahead of time. Nevertheless, circumstances can still arise where flooding can occur with little warning.

The duration of widespread river floods can last for many days, and surface impoundment of floodwaters can last for up to a week (or more) depending on site conditions and duration of rainfall. Often, but not always, localised flooding in small catchments subsides relatively rapidly after rainfall eases.

Flooding may also cause other hazards. Flood flows may result in considerable erosion and can sweep away most things in their path. Floodwaters can carry rocks, mud, and other debris considerable distances, re-depositing them over wide areas.

Whilst flooding can result in injury and loss of life, it is more likely to result in damage to property and disruption to people's lives. Severe damage can occur to property, businesses and farmland (crops, stock and equipment), buildings and infrastructural assets (roads, power, telecommunications, water supplies, river protection works, etc.). It may take months to completely rectify damage in circumstances where delayed access severely affects rural areas. Flooding may result in the isolation of communities where the flood cuts transport links and the displacement of communities where evacuation is necessary. Public health is at risk from water/ sewage contamination in the major settlements and the dispersal of human and farm effluent in rural areas. General social disruption can occur as schools and workplaces are closed and people are dislocated from homes.





# FLOOD FREQUENCY

Floods are often described in terms of their frequency of occurrence, with larger floods being less frequent than smaller floods.

The probability of occurrence of a flood event of a particular size at a particular location can be determined statistically. This is expressed as an annual exceedance probability (AEP), that is, the probability of a flood of that size or greater occurring in a given year. The same probability can also be expressed as a return period which describes the average time span between particular sized floods. It is possible for a 1% AEP flood (i.e. a 100 year return period on average), for example, to occur in successive years or even in the same year.

Although it is difficult to generalise, as there will always be exceptions, a 20% to 10% AEP flood (i.e. a 5 – 10 year return period on average) is expected to be largely contained within the banks, though it may extend into vegetated margins and minor breakouts may occur. Fords would most likely be impassable. A 10% to 5% AEP flood (i.e. a 10 to 20 year return period on average) is expected to flood lower terraces and berm land and result in modest shallow overland flows in vulnerable areas. Larger (and less frequent) floods are expected to result in significant flooding with widespread flood flows extending away from river channels.



# FLOOD PROTECTION WORKS

Major flood protection works (predominantly stop banks) have been constructed on the Waimea, Motueka and Riwaka rivers and afford a level of protection from flooding. There are other flood protection works in places elsewhere in the region and not all are owned and maintained by Tasman District Council.

The Waimea and Motueka stop banks were originally designed and constructed to contain flood flows with an annual exceedance probability of 2% (i.e. a return period of 50 years on average) with some free board. They are expected to contain larger flood flows with less freeboard, however the potential for stop bank failure increases during larger floods.

Stop banks do not guarantee protection from all possible flood events. Overtopping could occur in floods larger than their design capacity. Stop bank failure without overtopping is more common, particularly when stop banks become saturated for extended periods. Failure from piping, slumping or lateral erosion can occur during flood events less than the stop bank's design capacity. The current level of protection afforded by stop banks and other flood protection measures, primarily found within the Tasman district, is the subject of ongoing investigation and work.

# CLIMATE CHANGE

Flood frequency statistics are determined from past flood records and reflect the climatic conditions occurring over that period.

The global climate is predicted to change over coming decades. The consensus is that incidences of extreme weather and associated flooding will increase in the future in both magnitude and frequency. Annual rainfall is predicted to rise over the summer, autumn and winter seasons across the Nelson Tasman region with high intensity rainfalls occurring more often.\*

\* <http://www.mfe.govt.nz/climate-change/how-climate-change-affects-nz/how-might-climate-change-affect-my-region/nelson-and>





# OTHER HAZARDS

## Human Pandemic

There are over 40 notifiable diseases in New Zealand. Outbreaks of rare or new diseases can be difficult to detect, identify and/or treat. The Ministry of Health rates an influenza outbreak as having a high risk rating. No community is immune or isolated from disease outbreaks.

A pandemic is likely to result in large scale illness and potential death/s. Considerable demand for welfare services may be experienced and isolation (quarantine) of individuals and/or communities may be necessary. Medical and health services could be overwhelmed and even directly affected by the illness themselves. Other emergency services may have their capabilities reduced due to illness or quarantining of personnel. There could be a significant economic impact from incapacitation of the workforce through illness and/or need to quarantine people.

## Slope Instability

The Nelson Tasman region has complex geology and is seismically active. Slope failure mechanisms vary with the terrain and underlying geology. Most failure mechanisms are a combination of pre-existing geologic conditions and human modification of land coupled with a triggering event such as extreme rainfall and/or earthquake induced ground shaking. Numerous slope failures were triggered by the 1929 Murchison Earthquake, and less significantly by the 1968 Inangahua Earthquake. Many of these slope failures, but not all, were in unpopulated areas. Other large slope failures, such as the active Tahunanui Slump in Nelson City and others along the Richmond foothills, are interpreted as being initiated by pre-historic earthquake ground shaking.

Some areas are subject to elevated erosion and/or slope instability hazard reflecting the engineering characteristics of soils and underlying geology. In particular, Separation Point granites are susceptible to severe erosion during heavy rainfall, particularly where they have been exposed through vegetation removal and/or earthworks.

Slope failures cause damage by direct impact and burial, the formation of landslide dams, and slides falling into water bodies causing localised tsunami or seiches. Much damage done by slope failure is of permanent nature. Loss of life and injury is a distinct possibility. The most frequent damage has been the severing of road, power and telecommunications networks. Community water supplies may also be contaminated by landslide debris.

Slope failure on a scale requiring CDEM involvement is most likely to occur in conjunction with a major rainfall or earthquake event.

## Coastal Hazards

Many parts of the Nelson Tasman coastline are vulnerable to erosion and/or seawater inundation. In Tasman, much of the region's coastline is subject to persistent, long term erosion (as opposed to infrequent episodic) at rates exceeding 0.5 metre/per year on average in places.

Low lying land adjacent to the coastline and estuaries is vulnerable to inundation from elevated sea levels. Elevated sea levels arise from, or in combination with, storm surge, wind build up effects and wave run up which can elevate sea levels up to 2 metres above normal tide cycles. Land approximately 3.5 metres above mean sea level and below (i.e. approximately 1.5 metres above the high tide mark and below) and generally within 1km of a coastal margin (either open coast or estuarine) is considered vulnerable, although this would be influenced by the particular topography of the coastline. Liquefaction also tends

to be found in coastal areas where the geology and water table characteristics can combine to create liquefaction potential.

It is erosion and inundation events that occur rapidly during a significant storm event, in combination with high tides, that are likely to require a CDEM response, particularly where coastal communities and infrastructure is threatened. Predicted global climate change is for both a rise in sea level as well as an increase in the frequency of storm activity.

## Tsunami

While research is incomplete, there have been a number of reported tsunami events in the Nelson Tasman Region in the past 150 years<sup>9</sup>. The largest event, between 15 and 18 August 1868, produced waves of up to 1.5m high, with waves reportedly coming over the Boulder Bank. More recently, the 2004 Sumatran, 2009 Samoa and 2010 Chilean tsunamis, whilst detected on sensitive tide level recorders, essentially resulted in no observable effects in the Nelson Tasman region. There is geological evidence of a paleotsunami (tsunami that occurred in the past, prior to the written record of historical events) occurring in the Nelson Tasman region.

There are large numbers of potential tsunami sources around the Pacific Rim. Tasman and Golden Bay are not directly exposed to tsunami arriving from the east across the Pacific Ocean. Such tsunamis would propagate through Cook Strait, though some of the wave's energy would be dissipated in the process. Reasonable warning times can be expected for such distant tsunami sources. Some Northwest

Pacific Rim tsunami sources, and more so the Hikurangi Trough/Kermadec Trench source would have much less warning.

Locally and/or regionally sourced tsunamis, whilst much less likely to occur, could potentially be much larger. This type of tsunami would give little warning other than direct feeling of the source earthquake. Consequently, this type of tsunami presents a greater hazard to the Nelson Tasman region. A local tsunami generating earthquake would in itself cause widespread damage across the Nelson Tasman region.

Figure 9.3 shows estimated tsunami heights and their expected frequency. Whilst only a general estimate, it does provide an indication of the scale of tsunami that could occur. The effects of a tsunami of 2 metres or less is expected to be limited to vulnerable coastal areas, though this will depend on the state of the tide at the time of arrival.

**FIGURE 9.3 ESTIMATED TSUNAMI WAVE HEIGHTS FOR THE NELSON TASMAN REGION<sup>10</sup>.**

	Estimated tsunami wave height (metres)			
	500 year average recurrence interval		2500 year average recurrence interval	
	50th percentile	84th percentile	50th percentile	84th percentile
Takaka	3.0	3.6	5.0	6.3
Richmond	3.8	4.5	6.5	8.2
Nelson	3.7	4.4	6.4	8.8

<sup>9</sup> Cochran, U.A.; Clark, K.J.; Litchfield, N.J. 2016. *Paleotsunami Review and Reconnaissance for the Tasman Bay and Golden Bay Coastlines*, GNS Science Consultancy Report 2016/85.

<sup>10</sup> Power, W.L. (compiler) 2013. *Review of Tsunami Hazard in New Zealand (2013 update)*, GNS Consultancy Report 23013/131.





## Extreme Weather

Weather is a continuous natural phenomenon that more often than not poses no threat to the region. Often the weather provides a positive benefit. Of relevance to CDEM is severe weather phenomena which present various hazards, in particular, extreme rainfalls, wind, snow falls and, to a lesser extent, drought. The effects of extreme rainfall are considered separately under flood hazard. Other weather phenomena such as hail and lightning strike may cause significant localised damage but are unlikely to require a CDEM response.

## Wind

Severe winds can impact the region causing considerable damage to structures and vegetation. Damage can occur directly to structures from wind or wind-blown debris (such as trees) impacting structures and infrastructure (overhead power and communication lines, pipe lines, blocking of transportation routes etc.). Depending on the season, considerable losses could occur in horticultural areas. Exotic forests are also at risk, as in the past, of being severely impacted with severe winds potentially flattening significant areas.

## Snow

Severe snow falls can render the roading network impassable and damage infrastructure (particularly overhead power and communication lines) leaving communities isolated and without power for prolonged periods. At risk areas include inland settlements, in particular St Arnaud and Murchison, but many outlying rural areas may also be affected. Transportation routes such as Takaka Hill as well as routes connecting the region to the south are also vulnerable.

## Drought

Unlike other extreme weather events the onset of drought is slow and prolonged. Initial impacts are generally to agriculture and horticulture as water supplies are depleted. This can have a severe economic and psychosocial impact on the community. While the lead for this type of event lies elsewhere (Ministry for Primary Industries), the CDEM Group may become involved in supporting the response in extreme events, eg, when rural and urban drinking water supplies are compromised.

## Rural and Urban Fire

Urban and rural fires occur from time to time and emergency services are well prepared to deal with such situations. However, a large (and out of control) urban fire, particularly in an industrial area or one that involves hazardous materials, has the potential to stretch emergency services and may require the evacuation of surrounding properties. This could require CDEM involvement to support Fire and Emergency New Zealand and other agencies.

Rural fires may also extend over wide areas and engulf dwellings and infrastructure which require a CDEM response (such as occurred on the Christchurch Port Hills in 2017). Of particular concern is a serious rural fire reaching the urban interface. Areas such as St Arnaud and Split Apple Rock (amongst others) are examples.

## Plant or Animal Pest / Disease

A pest or disease outbreak (such as foot and mouth, fire blight, or a foreign insect infestation) is expected to have severe impact on agriculture, horticulture, forestry, aquaculture and possibly indigenous species. There is potential for significant economic loss and social disruption, particularly if travel restrictions are in place and large areas need to be isolated and quarantined. This is also considered under the Biosecurity Act 1993.

## Infrastructure Failure

Minor failures of infrastructure do occur but can be expected to only affect a relatively small area. These are able to be readily attended to with normal service resumed in a timely manner. Such incidences are not of concern to CDEM. However, less frequent but larger scale failures, both in terms of duration and area affected, may require a CDEM response. There is a high public expectation that infrastructure systems will be quickly returned to an operational state.

## Fuel Supply Interruption

Hydrocarbon fuels are essential to the functioning of communities, business and agriculture throughout the region. It is a vital resource across many sectors and necessary for a response by emergency services. Many back up electricity supplies are reliant on hydrocarbon fuels. Fuel supplies are essential in the response and recovery phase following a large natural disaster. A fuel shortage would severely limit existing transportation networks with flow on effects impacting all aspects of community functions and restrict the response capacity of emergency services. This could result in significant impacts to rural and urban businesses (including agriculture/horticulture).

The majority of fuel is brought into the Nelson Tasman region via Port Nelson and stored there. Distribution within the region is via the roading network. Storage throughout the region is varied, ranging from service stations, industries, contractors, quarries, sawmills, farms, and airports/aerodromes. Work undertaken by the Nelson Tasman Lifelines Group indicates that our region is exposed to fuel shortages during major emergencies especially if regional stocks are at a cyclically low point when an emergency event occurs (ie, if the main tanks at Nelson Port are low), or if extended power outages prevent fuel retailers from being able to pump fuel from their underground tanks.

An interruption to fuel supplies could occur from restricted availability of the fuel itself, in which case there would be some warning of the impending shortage as existing stocks are depleted. Such a scenario is likely to affect New Zealand as a whole. The more probable scenario is a disruption to fuel supplies as a result of damage to the distribution network resulting from a significant trigger event (such as a large earthquake or flood resulting in road closures and infrastructure damage). This type of scenario could affect parts of the region (where they become isolated) or be region-wide in a disaster event.

## Electricity

Communities, utilities, businesses and industry are reliant on electricity supplies. Much key infrastructure relies on electricity (e.g. water supply, wastewater systems, communications, medical services, petrol stations, food outlets etc.) with many key service providers having limited generator backup. Majority of homes rely on electricity for lighting, heating, refrigeration, cooking, water pumps etc.

Disruption of electricity supply could occur from failure of the distribution system (substation, lines, etc.) or a generation failure such as low lake levels limiting generation capacity or generation plant outage. Failure may be triggered by a sudden natural event (earthquake, snow, high wind etc.) with little warning, or in the case of a drought limiting hydro generation capacity, where there is a relatively long lead in time.

## Water

Human well-being is reliant on access to potable water supplies. Most urban areas are provided with a reticulated supply. The majority of rural households have their own individual supplies (e.g. groundwater bores, rainwater collection tanks). These can all be impacted to varying degrees by a number of causes including failure of the reticulation,



contamination of the supply or simply depletion of the supply (leakage or drought). There is limited storage capacity in most community supplies, often only 24 hours.

Where water supplies are contaminated, there is potential for disease outbreak, particularly if contamination occurs without early detection. Health issues arise where insufficient water is available for drinking, food preparation and personal hygiene.

### Wastewater

Urban communities rely on reticulated wastewater disposal systems (pipe networks, pumping stations, and wastewater treatment plants). Failure can occur from power supply failure (pumps and control systems), mechanical breakdown (of pumps) and destruction of the pipes network. Failures can result in the discharge of raw sewage into the environment.

### Communication / Information Systems

Reliance on communication and information systems across central and local government, the financial sector, businesses and the wider community exist which is vulnerable to failure. A failure of this type may cause widespread disruption and significantly exacerbate difficulties for emergency services to respond to incidents. Failure of communication and information systems could occur from software failure, hardware failure, network failure or power supply failure.

### Transport Accident (Land and Air)

The Nelson Tasman region has a regional airport located in Nelson with flight paths directly over parts of Tahunanui and Richmond. Numerous small airports and other light aircraft facilities are dispersed throughout the region. An air crash into a residential area will require a significant response by emergency services.

Traffic accidents regularly occur and emergency services routinely deal with such situations as part of normal operations. Of concern to the CDEM Group is the potential for less frequent but large scale accidents (e.g. a tourist bus with large numbers of casualties) or accidents involving hazardous materials (e.g. a petrol tanker) stretching or overwhelming emergency services and/or resulting in evacuation of affected areas.

### Civil Unrest / Criminal Act

Whilst most incidents can be expected to be dealt with by the appropriate emergency services, large serious incidents may need a CDEM response in support of the Police. For example, an urban firearms incident where evacuation of surrounding neighbourhoods is required, leading to a need for CDEM welfare services to evacuated residents.

## LEAD AGENCIES

The following table is taken from the National CDEM Plan 2015. It lists the agencies which are mandated through legislation or expertise to manage an emergency arising from the following listed hazards. Note: The role of the lead agency at the national level does not limit, is not in substitution for, and does not affect the functions, duties, or powers that other agencies and CDEM Groups may have in support of national, CDEM Group, and local-level management of an emergency.

Hazard	Lead agencies		
	Lead agency at national level	Lead agency at local/regional level	Authority to manage response
Geological (earthquakes, volcanic hazards, landslides, tsunamis)	MCDEM	CDEM Group	Civil Defence Emergency Management Act 2002
Meteorological (coastal hazards, coastal erosion, storm surges, large swells, floods, severe winds, snow)	MCDEM	CDEM Group	Civil Defence Emergency Management Act 2002
Infrastructure failure	MCDEM	CDEM Group	Civil Defence Emergency Management Act 2002
Drought (affecting rural sector)	Ministry for Primary Industries	Ministry for Primary Industries	Government policy
Animal and plant pests and diseases (biosecurity)	Ministry for Primary Industries	Ministry for Primary Industries	Biosecurity Act 1993 Hazardous Substances and New Organisms Act 1996
Food safety	Ministry for Primary Industries	Ministry for Primary Industries	Food Act 1981 Food Act 2014
Infectious human disease (pandemic)	Ministry of Health	District Health Board	Epidemic Preparedness Act 2006 Health Act 1956
Wild fire	Fire and Emergency New Zealand	Fire and Emergency New Zealand Department of Conservation (conservation estate) New Zealand Defence Force	Fire and Emergency New Zealand Act 2017 Conservation Act 1987 Defence Act 1990
Urban fire	Fire and Emergency New Zealand	Fire and Emergency New Zealand	Fire and Emergency New Zealand Act 2017
Hazardous substance incidents	Fire and Emergency New Zealand Act 2017	Fire and Emergency New Zealand Act 2017	Fire and Emergency New Zealand Act 2017 Hazardous Substances and New Organisms Act 1996
Terrorism	New Zealand Police	New Zealand Police	Crimes Act 1961 International Terrorism (Emergency Powers) Act 1987 Terrorism Suppression Act 2002
Major transport accident	New Zealand Police	New Zealand Police	Various
Marine oil spill	Maritime New Zealand	Regional Council	Maritime Transport Act 1994
Radiation incident	Ministry of Health	Fire and Emergency New Zealand	Radiation Protection Act 1965 Fire and Emergency New Zealand Act 2017

Schedule Appendix 1: amended, on 1 July 2017, by section 197 of the Fire and Emergency New Zealand Act 2017 (2017 No 17).

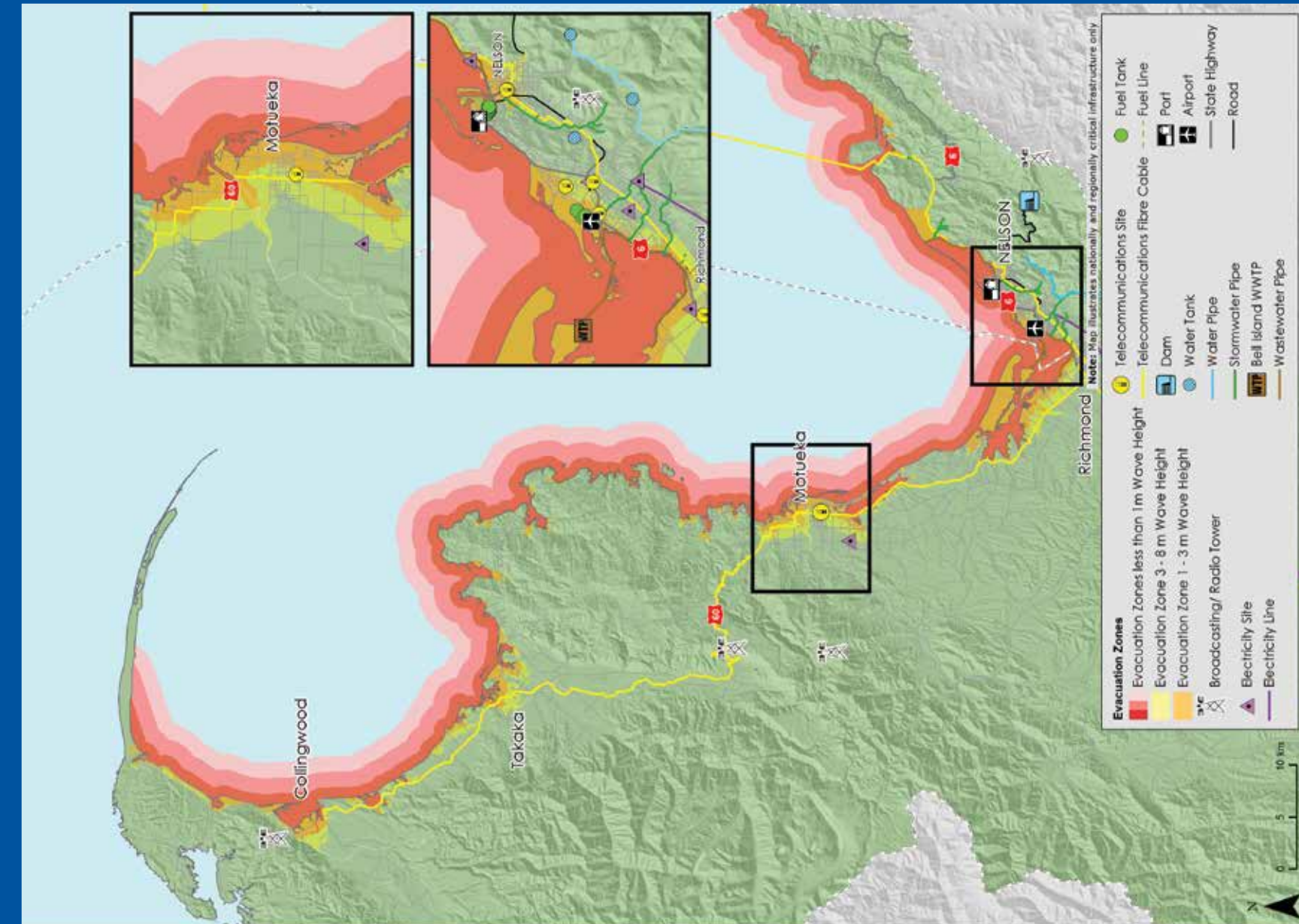




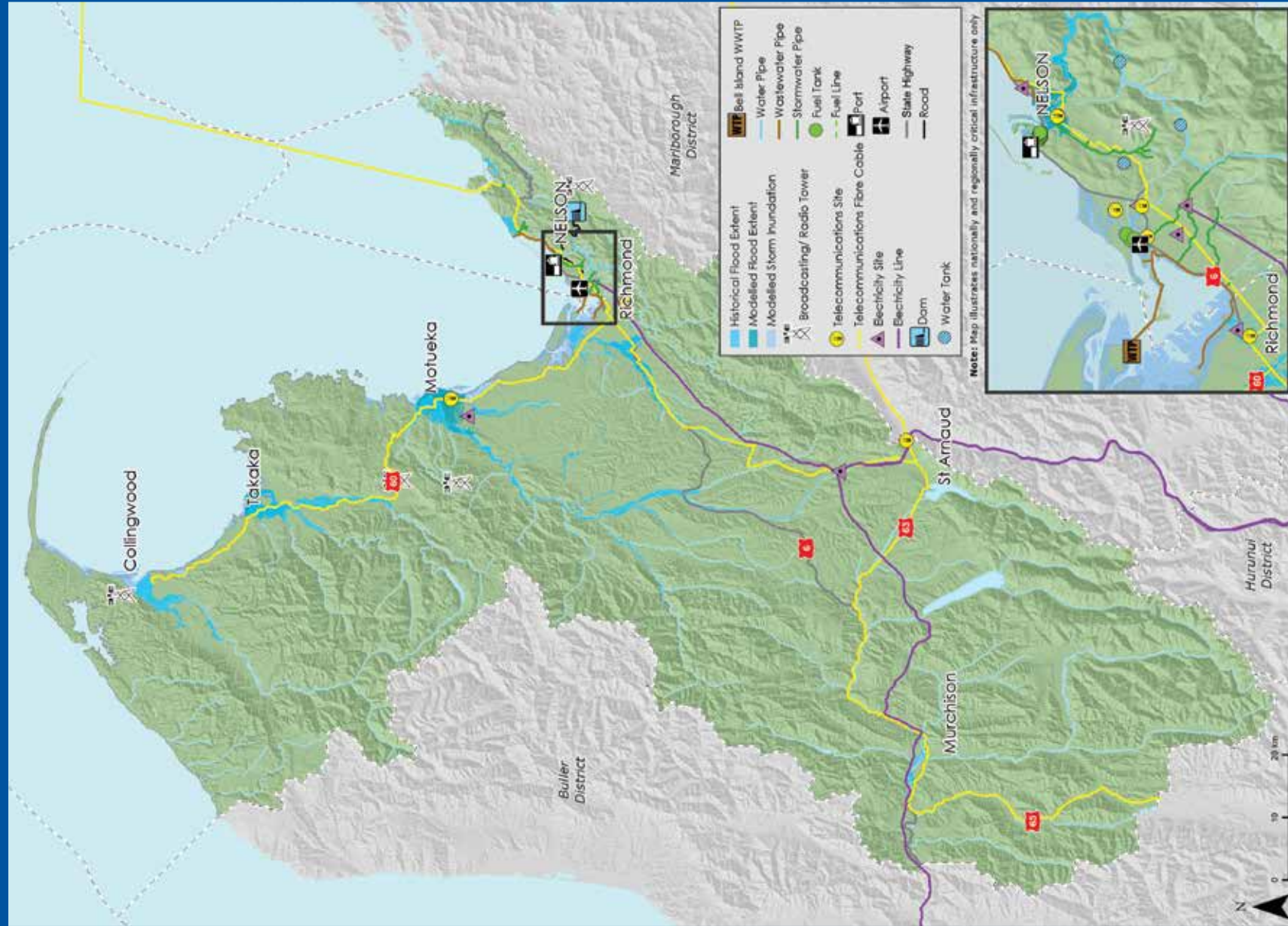
# 9.2 HAZARDS AND CRITICAL INFRASTRUCTURE

These following maps add further detail to the discussion in Part 1. They illustrate the relationship between nationally and regionally critical infrastructure and key natural hazards. They are drawn from work undertaken in 2016 by the Nelson Tasman Lifelines Group.

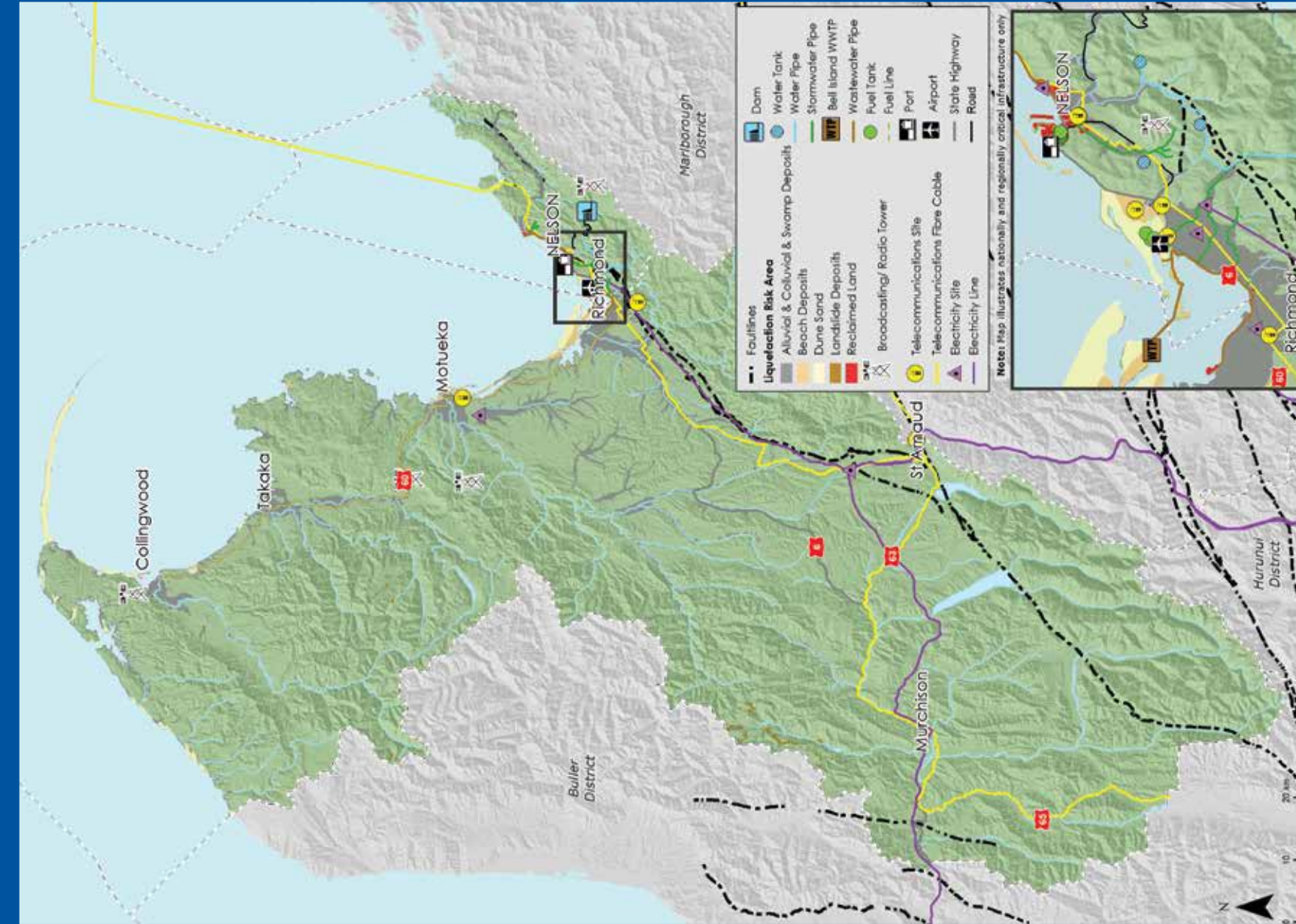
MAP 1: NELSON TASMAN TSUNAMI HAZARD



**MAP 2: NELSON TASMAN FLOOD HAZARDS & STORM INUNDATION**



**MAP 3: NELSON TASMAN EARTHQUAKE HAZARDS**





# 9.3 GLOSSARY OF TERMS

## ACRONYMS

<b>BCM</b>	– Business Continuity Management
<b>CDEM</b>	– Civil Defence Emergency Management
<b>CEG</b>	– Coordinating Executive Group
<b>CIMS</b>	– Coordinated Incident Management System
<b>CMA</b>	– Coastal Marine Area
<b>DHB</b>	– District Health Board
<b>EOC</b>	– Emergency Operation Centre
<b>EQC</b>	– Earthquake Commission
<b>GNS</b>	– Geological and Nuclear Science
<b>LTP</b>	– Long Term Plan
<b>LUC</b>	– Lifeline Utility Coordinator
<b>MCDEM</b>	– Ministry of Civil Defence & Emergency Management
<b>MPI</b>	– Ministry for Primary Industries
<b>NCMC</b>	– National Crisis Management Centre
<b>NHRMAP</b>	– Natural Hazard Risk Management Action Plan
<b>NTLG</b>	– Nelson Tasman Lifelines Group
<b>NWCG</b>	– National Welfare Coordination Group
<b>PTWC</b>	– Pacific Tsunami Warning Centre
<b>RMA</b>	– Resource Management Act
<b>ROSC</b>	– Regional on Scene Commander
<b>WCG</b>	– Welfare Coordination Group

## DEFINITIONS

**Act (The Act)** means the Civil Defence Emergency Management Act 2002 (CDEM Act)

**Civil defence emergency** (as per the CDEM Act 2002 Part 1(4)) means a situation that:

- 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
- 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
- Cannot be dealt with by emergency services, or otherwise requires a significant and coordinated response under the Act.

### Civil Defence Emergency Management

- Means the application of knowledge, measures, and practices that are necessary or desirable for the safety of the public or property; and
- Is designed to guard against, prevent, reduce, recover from, or overcome any hazard or harm or loss that may be associated with any emergency; and
- Includes, without limitation, the planning, organisation, coordination and implementation of those measures, knowledge and practices.

**Civil Defence Emergency Management Group (CDEM Group)** means the Group established under section 12 or established or re-established under section 22 of the CDEM Act 2002.

**Civil Defence Emergency Management Office** carries out such functions as are assigned to it by the CDEM Group. Currently the CDEM Office is established and managed by Nelson City Council.

**Coordinating Executive Group (CEG)** means the Co-ordinating Executive Group, established under Section 20 of the Act. Comprised of representatives from Nelson and Tasman councils and emergency groups. 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.

**Co-ordinated Incident Management System (CIMS)** means the framework to assist in effective, efficient and consistent response to an incident / emergency management.

**Emergency Services** means the New Zealand Police, Fire and Emergency New Zealand, and providers of health and disability services.

**Group Emergency Operations Centre /Emergency Operations Centre (Group EOC/EOC)** means the established facility where the response to an event may be managed and supported.

**Group Controller** is the person appointed Group Controller under section 26 of the Act with those functions set out in section 28 of the Act. The Group Controller must, during a state of emergency for the area for which the Group Controller is appointed, direct and coordinate the use of personnel, materials, information, services, and other resources made available by other departments, CDEM Groups, and other persons.

**Group Plan** (the Plan) means a plan prepared and approved under section 48 of the CDEM Act.

**Group Recovery Manager** is the person appointed as a Group Recovery Manager under section 29 of the Act.

**Hazard** means something that may cause, or contribute substantially to the cause of, an emergency.

**Incident Control Point (ICP)** is the facility where site response to an incident is managed and controlled.







**Lead Agency** means the organisation with the current responsibility for managing an emergency as per the National CDEM Plan..

**Local Emergency Operations Centre (LEOC)** is the facility where local coordination of an event or emergency may be managed from.

**Lifeline Utility** means an entity named or described in Part A of Schedule 1, or that carries on a business described in Part B of Schedule 1.

**Local Controller** is the person appointed local controller under 5.27 of the Act and with the delegations listed in Part 5.

**Minister** means, subject to any enactment, the Minister of the Crown who, with the authority of the Prime Minister, is for the time being responsible for administration of the CDEM Act.

**National Crisis Management Centre (NCMC)** is a secure all-of-government facility maintained in a state of readiness in which the national response to emergencies can be managed.

**National Welfare Coordination Group (NWCG)** Provides strategic oversight for the planning and development of integrated welfare services. The NWCG provides coordination at the national level, and support to CDEM Groups at the regional level.

**Readiness** means identifying and analysing risks to life and property from hazards, taking steps to eliminate those risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurrence to an acceptable level.

**Recovery** means the coordinated efforts and processes used to bring about the short, medium, and long-term holistic regeneration and enhancement of a community after a civil defence emergency.

**Recovery Manager** means the National Recovery Manager, a Group Recovery Manager, or a local Recovery Manager, and includes any person acting under the authority of the National Recovery Manager, a Group Recovery Manager, or a Local Recovery Manager.

**Recovery Taskforce** leads the regional recovery activity under this Plan and comprises of approximately 6 personnel, chaired by the Recovery Manager.

**Reduction** means identifying and analysing risks to life and property from hazards, taking steps to eliminate those risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurrence to an acceptable level.

**Response** means the actions taken immediately before, during, or directly after a civil defence emergency to save lives and property, and to help communities recover.

**Risk** means the likelihood and consequences of a hazard.

**Standard Operating Procedure (SOP)** refers to a document describing a formally established set of operational procedures that are the commonly accepted method for performing certain emergency management tasks.

**Transition Period** means a national transition period or local transition period.

**Welfare Coordination Group (WCG)** is a collective of welfare services agencies that are active at CDEM Group and local levels. The WCG provides a mechanism for collaboration and coordination between agencies, who work together to plan for and establish arrangements for the effective delivery of welfare services, and develop welfare work programmes. It provides planning input and coordination at the CDEM Group level, and support to local level CDEM welfare. Group and co-ordinates all responding welfare services activities.

**4Rs** means the New Zealand approach to emergency management: Reduction, Readiness, Response, and Recovery.





# 9.4 CDEM GROUP PARTNERS

There are two main groups of organisations referred to throughout the Plan:

## CDEM Group Partners

These are organisations appointed as members of the Coordinating Executive Group (CEG).

- Nelson City Council
- Tasman District Council
- NZ Police
- Fire and Emergency New Zealand
- St John Ambulance
- Nelson Marlborough Health
- Ministry of Social Development
- Iwi Representative

## Observer on CEG:

- Ministry of Civil Defence & Emergency Management
- (A complete list of CEG members and observers is in Part 8.)*

## Strategic Stakeholders

Groups or organisations which have an emergency management mandate or who contribute to the CDEM Group's objective of a resilient Nelson Tasman region. Examples include:

- Emergency Services (in addition to the CEG members above)
- Iwi (in addition to the CEG member above)
- Lifeline Utilities
- Welfare and Community Services (including non-profit groups)
- Business community (including tourism and insurance)
- NZ Defence Force
- Central government (including government agencies)

## FOR MORE INFORMATION

For further information go to  
[nelson.govt.nz](http://nelson.govt.nz)  
[tasman.govt.nz](http://tasman.govt.nz)  
[nelsontasmancivildefence.co.nz](http://nelsontasmancivildefence.co.nz)

### To contact the Nelson Tasman CDEM Group:

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Nelson City Council 03 546 0200  
Tasman District Council 03 543 8400

**Email:** [em.admin@ncc.govt.nz](mailto:em.admin@ncc.govt.nz)



[nelsontasmancivildefence.co.nz](http://nelsontasmancivildefence.co.nz)



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