



Bay of Plenty Civil Defence Emergency Management Group Plan

Version 2

2012-2017



Bay of Plenty Civil Defence Emergency Management Group Plan 2012-2017

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| Version 1 | Adopted by CDEM Group August 2012 | A1437857 |
| Version 2 | Minor amendments pursuant to s57 of the Civil Defence Emergency Management Act 2002, approved by Joint Committee May 10 2013. Amendments to clarify responsibilities for declaration involving White Island. | <p>Section 5.8.1 amended as follows:</p> <p>The authority to declare a Local State of Emergency for a regional event, including White Island, is held by the following persons in descending order:</p> <ul style="list-style-type: none"> • Chairperson of CDEM of Group Joint Committee. • Deputy Chairperson of CDEM Group Joint Committee. • Any Member of the CDEM Joint Committee. <p>Section 5.8.2 amended as follows:</p> <p>In accordance with section 25(5) of the CDEM Act, the following persons are appointed to make local declarations within all or part of a TA area:</p> <ul style="list-style-type: none"> • The Mayor or Deputy Mayor of the TA. • The Minister of Local Government for any offshore Island for which the Minister is a territorial authority. |

Foreword

The Bay of Plenty region has the largest hazardscape in New Zealand, including more than 22 identified hazards. However there is a great deal that we can do to reduce the impact of these hazards on our communities.

The Bay of Plenty Civil Defence Emergency Management (CDEM) Group has prepared this Group Plan to enable effective and efficient CDEM in the region. It has been designed to strengthen the four areas of emergency management – reduction, readiness, response and recovery. This will in turn assist the Bay of Plenty CDEM Group in achieving its vision of a resilient Bay of Plenty where communities understand and manage their risks.

The plan outlines the intentions for CDEM for the next five years and is consistent with the national framework for CDEM in New Zealand and covers the period 2012 to 2017.

Resilient communities are ready for emergencies and have the knowledge, skills and resources to respond to and recover from an emergency event. This Plan will help us to become more aware of our hazards and their consequences.



John Forbes
Chair
Bay of Plenty Civil Defence Emergency Management Group

24 August 2012

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Part 1: Introduction

This plan is the Civil Defence Emergency Management plan for the Bay of Plenty (referred to as the 'Group plan'). It is the second plan prepared by the Bay of Plenty Civil Defence Emergency Management (CDEM) Group¹ to outline the intentions for CDEM over the next five years, and to meet the statutory obligations of the CDEM Act 2002².

This plan provides CDEM information for two key audiences:

- 1 Agencies that have a role in the planning and delivery of CDEM.
- 2 The public.

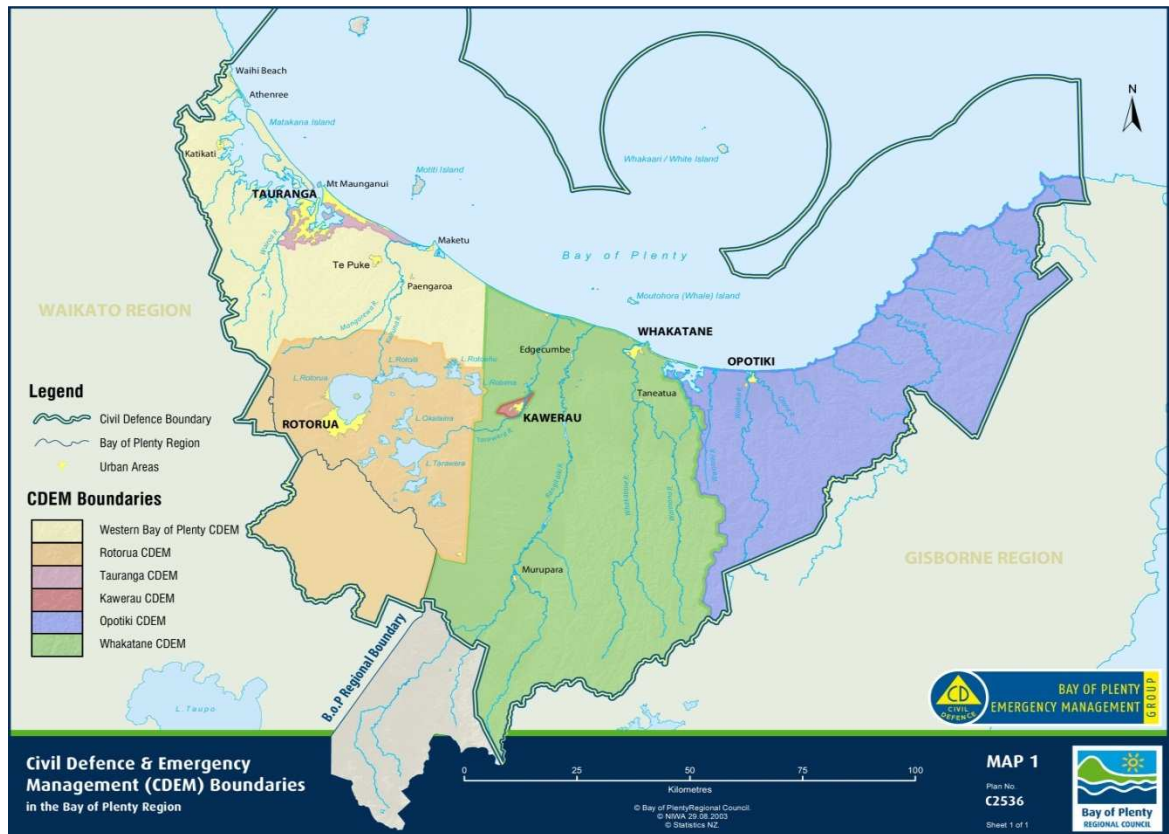


Figure 1 Bay of Plenty CDEM group boundaries.

The Bay of Plenty CDEM Group is comprised of the following local authorities:

- Bay of Plenty Regional Council.
- Kawerau District Council.
- Local offshore islands as administered by the Minister of Local Government.
- Opotiki District Council.
- Rotorua District Council.
- Tauranga City Council.

¹ Further information on the membership of the Bay of Plenty CDEM group can be found in section 8

² S 48 of the Civil Defence Emergency Management Act 2002.

- Western Bay of Plenty District Council.
- Whakatāne District Council.

The city and district council areas generally cover the Bay of Plenty region except that:

- The Upper Rangitaiki area (Taupo District Council) is excluded; and
- The area of Rotorua district that is covered by the Waikato region is included.

1.1 Purpose and Structure

The Group plan is a strategic document that provides a framework for all agencies involved in CDEM within the Bay of Plenty region. It enables the management of significant hazards and risks that may affect the region by providing for:

- Strengthened relationships between agencies involved in CDEM.
- Cooperative planning and action between the various emergency management agencies and the community.
- Commitment to deliver more effective CDEM through risk reduction, readiness, response and recovery.

The Group plan is set out in the following sections:

| Section | Description |
|----------------------------------|---|
| Introduction | About the plan and our vision and goals |
| Risk Profile | Identifying the Bay of Plenty's hazards and developing a risk profile |
| Risk Reduction | How we will reduce the risk |
| Readiness | How we will prepare our communities and agencies to respond or manage during an emergency |
| Response | How CDEM will respond during an emergency |
| Recovery | What we will do to organise recovery from an emergency |
| Monitoring and Evaluation | How progress on delivery within the four areas of reduction, readiness, response and recovery will be tracked and evaluated |
| Management and Governance | Outlining the roles, responsibilities and financial arrangements for the CDEM group |

The Group plan is supported by a range of processes, procedures, policies and other documents which provide detailed information to the public and CDEM stakeholders about how and why we operate. These can be located at www.bopcivildefence.govt.nz.

1.2 Group Plan Vision and Goals

Vision:

A resilient Bay of Plenty: communities understanding and managing their risks.

A resilient Bay of Plenty will be able to quickly adapt and continue to function at the highest possible level during extraordinary events. The Bay of Plenty's vision reflects that of the National CDEM Strategy; 'A Resilient New Zealand'.

1.2.1 The Goals

| GOALS | | | | |
|---|---|---|---|-----------------------------------|
| Goal 1: Reduction | Goal 2: Readiness | Goal 3: Response | Goal 4: Recovery | Goal 5: Monitoring and Evaluation |
| Reducing risks from hazards in the Bay of Plenty to acceptable levels | Increasing community awareness, understanding, preparedness and participation in CDEM | Ensuring an effective response capability | Ensuring an effective recovery capability | Robust monitoring and evaluation |

Each of the goal areas within the Group plan is linked, and success across all of the goal areas gives effect to the Vision.



Goal 1: Reducing risk from hazards in the Bay of Plenty to acceptable levels

Reducing the risk posed by hazards is a key element of CDEM. It is not possible to completely remove risk but the Bay of Plenty CDEM group will work with communities and key stakeholders to reduce risk to acceptable levels by:

- Increasing our knowledge about the risks facing the Bay of Plenty.
- Ensuring information about our hazards and risks is easily available and understandable.
- Assisting in determining acceptable levels of risk and using this to influence policies such as long term plans, the regional policy statement, city, district and regional plans.
- Ensuring that risks are proactively and responsibly managed.

Goal 2: Increasing community awareness, understanding, preparedness and participation in Civil Defence Emergency Management

A resilient Bay of Plenty is only possible if the community knows about hazards and risks, how to prepare for them and what to do in the event of an emergency. The Bay of Plenty CDEM Group will work with local communities to:

- Improve individual, family, community and business preparedness.
- Improve community participation and planning in civil defence emergency management.
- Encourage community participation in hazard and risk management decisions.

Goal 3: Ensuring an effective response capability

Emergencies within the Bay of Plenty do happen, and as a region we must be prepared to manage them. The Bay of Plenty CDEM Group will maintain an effective response capability by:

- Ensuring our response capability is planned, regularly monitored and is continuously developed.
- Ensuring that our overall coordination during an emergency is timely, responsive to needs and efficient.

Goal 4: Ensuring an effective recovery capability

After an emergency, the Bay of Plenty must be prepared to recover from the effects of the event. The Bay of Plenty CDEM group will maintain an effective recovery capability for emergencies by:

- Ensuring our recovery capability is planned, regularly monitored and is continuously developed.
- Ensuring that communities are able to recover as quickly as possible.

Goal 5: Robust monitoring and evaluation

A robust process of monitoring and evaluation is needed to enable the Bay of Plenty CDEM Group to have confidence that the correct structures are delivering CDEM effectively across the region and that work programmes are on track.

1.3 Achieving our Vision and Goals

The reduction, readiness, response, recovery and monitoring and evaluation chapters of this plan will identify objectives to be achieved over the next five years. Each of these chapters will also detail the methods and tools that will give the direction and ultimately give effect to the objectives. Essentially this will form the Groups' overarching work programme. The following is a summary of the objectives for this plan.

Table 1 Bay of Plenty CDEM Group plan objectives.

| Goal 1: REDUCTION | |
|--------------------------|---|
| Objective 1a | Improve the understanding of hazards within the Bay of Plenty, and their associated likelihood and consequences. |
| Objective 1b | Undertake long term, strategic reduction of the risks from hazards through collaborative planning with CDEM stakeholders. |
| Objective 1c | Continue to develop an understanding of the levels of risk acceptable to communities. |

| Goal 2: READINESS | |
|--|--|
| Objective 2a | Ensure the best outcomes for community through strong leadership and commitment to CDEM at political and executive levels across all stakeholder agencies. |
| Objective 2b | Increase the level of community and business awareness, preparedness and resilience through education programmes. |
| Objective 2c | Ensure professional development for key roles within the Bay of Plenty CDEM group through ongoing training, learning opportunities and exercises. |
| Objective 2d | Continue to strengthen CDEM stakeholder and partner relationships through a commitment to coordinated and integrated emergency planning. |
| Objective 2e | Develop and maintain appropriate documentation to describe key activities, processes and protocols in support of the Bay of Plenty CDEM Group plan. |
| Goal 3: RESPONSE | |
| Objective 3a | Implement effective alerting and communication systems to enable agencies and the community to respond rapidly and appropriately to an emergency. |
| Objective 3b | Implement and maintain effective and resilient communication networks and processes across CDEM stakeholders. |
| Objective 3c | Implement standardised interoperable information management systems and processes used by emergency response organisations. |
| Objective 3d | Enhance local arrangements that seamlessly enable scalability to appropriately respond to any event, from a localised incident to a national emergency. |
| Goal 4: RECOVERY | |
| Objective 4a | Strengthen recovery capability and capacity across all agencies, the wider community and businesses to promote sustainability and provide for the long-term regeneration of communities. |
| Objective 4b | Ensure effective communication which informs and engages communities during the recovery phase of an emergency. |
| Objective 4c | Make recovery management a part of everyday work for the CDEM Group and integrate the work with existing organisational systems wherever possible. |
| Goal 5: MONITORING AND EVALUATION | |
| Objective 5a | Develop and implement a five year work programme that effectively delivers, monitors, evaluates and reports on goals one through to four. |

1.4 Relationship to the National CDEM Strategy and National CDEM Plan

The Group plan is consistent with the objectives and principles outlined in the National CDEM Strategy and National Plan as outlined in table 2.

Table 2 Consistency with the National CDEM Strategy.

| Bay of Plenty CDEM Group Goals | National CDEM Strategy Goals |
|--|--|
| Goal 1: Reducing risks from hazards in the Bay of Plenty to acceptable levels. | Goal 2: Reducing risks from hazards in New Zealand. |
| Goal 2: Increasing community awareness, understanding, preparedness and participation in CDEM. | Goal 1: Increasing community awareness, understanding, preparedness and participation in civil defence emergency management. |
| Goal 3: Ensuring an effective response capability. | Goal 3: Enhancing New Zealand's capability to manage civil defence emergencies. |
| Goal 4: Ensuring an effective recovery capability. | Goal 4: Enhancing New Zealand's capability to recover from civil defence emergencies. |

In addition, the Group plan takes into consideration other guidelines, codes, regulations and technical standards issued by the Director of the Ministry of Civil Defence and Emergency Management (MCDEM). The National CDEM Plan sets out the CDEM arrangements necessary to manage nationally significant hazards and risks, and the coordination of CDEM during a period of national emergency. These arrangements have been taken into account by ensuring that the Bay of Plenty's operational arrangements link to and reflect national planning arrangements. The planning relationships between the Crown, CDEM Groups and other agencies are set out in the National CDEM Plan.

1.5 Group Plan Development Process and Consultation

This Group plan is developed from the first Group plan (reviewed in 2008). The following process was used to ensure all interested parties participated in the development of the Group plan:

- Development of the Group plan started in December 2009 with a review of the existing Group plan.
- During 2010 and 2011, members of the Bay of Plenty coordinating executive group worked through a sub group structure to review each of the chapters.
- All members and stakeholders of the Bay of Plenty CDEM group were provided with opportunities to comment on the Group plan.
- In 2011 and 2012 public consultation was conducted in accordance with the requirements of the CDEM Act.

Part 2: Risk Profile

By creating a risk profile for the Bay of Plenty region, we are able to gain an understanding of the community and environment within which this Group plan operates. This section identifies the hazards present in the Bay of Plenty, assesses the risk and assigns a priority to each. This guides the direction of resources and effort for the treatment of risk across the four phases of emergency management: reduction, readiness, response and recovery.

This section contains a summary of the Bay of Plenty's risk profile based on a review of the profile contained in the first Group plan.

2.1 Social Environment

2.1.1 Population growth

The population who live in the area covered by this Plan is estimated at 274,492 (based on Statistics New Zealand June 2010). Over 6% of New Zealand's population live within the Bay of Plenty region representing the fourth largest population density behind Auckland, Nelson and Wellington.

The Bay of Plenty region is expected to remain the second fastest growing region, after Auckland, with a projected population increase of 30% (over 80,000 people) between 2001 and 2026. Growth is not predicted to be uniform across the region. Much of the growth is projected³ to be in the west of the region.

Tauranga city's population is projected to increase by 60% from the 2001 baseline to 145,000. Western Bay of Plenty district's population will increase by 49% to nearly 57,000. The populations of other districts are projected to increase modestly with 14% and 15% in Rotorua and Opotiki districts respectively while Whakatāne district stays the same. Kawerau district's population is projected to decrease.

2.1.2 Older population

The majority of people are aged between 15-64, with those older than 65 making up a slightly higher proportion than the national average.

2.1.3 Ethnic diversity

The ethnic composition of the region is largely bicultural with 64% identifying as of European descent and 26% Māori, exceeding the national average of 14%. The proportion of Maori varies from 16% in Tauranga and Western Bay of Plenty to 59% in Kawerau and 54% in Opotiki.

2.1.4 Rural / urban mix

The area covered by the Plan has seven significant population centres. The largest urban areas in the Bay of Plenty region are Tauranga (111,870), Rotorua (55,100), Whakatāne (18,500), Te Puke (7,020), Kawerau (6,990), Opotiki (4,120) and Katikati (3,100). These centres contain 75% of the total population.

The population also includes isolated communities, such as the small permanent population of Mōtītī Island, which are highly reliant on limited transport linkages.

³ Statistics New Zealand projections of medium fertility, medium mortality and medium migration.

There are a large number of holiday homes in parts of the region (Mount Maunganui/Pāpāmoa, Ōhope, Waihi Beach and Rotorua Lakes), which pose an additional problem by being potentially occupied by visitors who may be unfamiliar with the hazards associated with the Bay of Plenty region. Additionally, if an emergency was to affect the Auckland region, it is probable that many thousands of Aucklanders would attempt to self-evacuate to their holiday homes in the Bay of Plenty.

2.1.5 Poorly prepared communities for an emergency

Even though the Bay of Plenty region has a higher than average status for a number of 'preparedness' measures (see sec 4.2) in respect of being 'fully prepared' for an emergency, research indicates that this figure is only 12%⁴. Fully prepared means having an emergency survival plan that includes what to do when away from home, having emergency survival items and water and regularly updating these items.

2.1.6 CDEM Risk Implications

Risk implications of the Bay of Plenty's social environment include:

- Urban communities have a greater dependence on infrastructure for the delivery of services.
- Cultural and linguistic diversity presents challenges for the CDEM sector on how to ensure effective engagement and inclusion for all Bay of Plenty communities.
- Tourist populations are less likely to be prepared for the range of hazards associated with the Bay of Plenty region. Coupled with this is the fact that there are a large number of holiday homes in parts of the region i.e. Mount Maunganui, Pāpāmoa and Ōhope which are unlikely to be stocked with essential supplies.
- Some districts have remote rural communities with limited and vulnerable infrastructure that are likely to become isolated. It is vital that the principles of preparedness are promoted in these communities.

These risk implications have been addressed through a variety of strategies and plans to be developed as part of the five year work programme.

2.2 Built Environment

2.2.1 Residential dwellings

There are 96,165 privately occupied dwellings within the Bay of Plenty, of which 53.1% of households own the dwellings with or without a mortgage. There are 12,042 unoccupied dwellings, reflecting the high number of holiday homes in the area.

Tauranga has the largest number of occupied dwellings, with 40,635.

2.2.2 Infrastructure/business

Regional infrastructure includes ports, airports, water supply, river control and drainage, sewerage, waste disposal, dams, energy production and transmission, transport, telecommunications and Council and Crown owned or managed buildings. Education establishments, public hospitals and other such facilities can also be considered regional public works, goods and services. The management of these regional resources is spread across a number of utility operators, local authorities and Crown agencies. Existing utility networks and public works, goods and services throughout the region represent a major investment in the region's economy. In turn, the region's economy is dependent on the efficient operation of these networks and facilities.

The port of Tauranga is the largest export port, by volume, in New Zealand and the major international link for the region.

⁴ Colmar-Brunton research 2011

2.2.3 CDEM Risk implications

Risk implications for the Bay of Plenty's built environment include:

- Interruption of power and communications.
- Storm water networks overwhelmed.
- Disruption of underground services.
- The presence of large-scale industrial sites and the Port of Tauranga creates the potential for significant hazardous chemical emergencies to occur.
- Exposure to regional infrastructure/business to natural hazards.

These risk implications have been addressed through a variety of strategies and plans to be developed as part of the five year work programme.

2.3 Economic Environment

2.3.1 Business and employment

Agriculture, natural resources and tourism are the major industries in the Bay of Plenty. The most common agricultural land uses in the region are horticulture, dairy, grazing and sheep farming. Notable horticultural crops include kiwifruit, apples and avocados. The region also has an abundance of coastal, forestry and geothermal resources.

Forestry emerged as a vital industry in the 1950s, with Radiata Pine being planted during the early 20th century. Forestry in the region is commercially planted and managed, mostly using planted foreign tree species, and timber is sent to the Port of Tauranga for export. Major processing mills are located in Kawerau, Rotorua and Whakatāne.

In the 2006 Census, the median annual income in the Bay of Plenty was \$22,600, below the national median of \$24,400, and unemployment was at 6.1%, compared with 5.1% nationally.

2.3.2 Tourism

Geothermal activity is a source of tourism for the region, contributing towards the 15% of the region's GDP attributed to tourism.

Rotorua, having an international airport, is a popular destination for international visitors, in particular the surrounding geothermal areas and Māori cultural centres. Tauranga is a popular domestic tourism destination, but becoming very popular internationally due to the increasing number of international cruise ships visiting the area. Domestic tourism is also an important component of the Whakatāne economy.

2.3.3 CDEM Risk implications

The risk implications of the Bay of Plenty's economic environment include:

- The concentration of business activities in certain areas increases the risks presented by some hazards.
- The large proportion of small and medium sized businesses within key population centres are unlikely to be as resilient as larger organisations (more likely to be situated in larger towns). Low levels of business continuity planning increases the potential consequences of hazards, and the ability for population centres to recover.
- High proportions of farming and horticulture leaves the Bay of Plenty particularly vulnerable to weather related events, and disease.

These risk implications have been addressed through a variety of strategies and plans to be developed as part of the five year work programme.

2.4 Natural Environment

The Bay of Plenty covers 12,241 square kilometres of land and 9,509 square kilometres of coastal marine area. On the ocean side the region includes 18 offshore islands and the sea area extends out to the 12 nautical mile boundary. For civil defence purposes the population of these islands is the responsibility of the BOP CDEM Group, even though the Minister of Local Government governs these islands directly.

The region is exposed to a wide range of hazards.

2.4.1 Geology

The geology of the Bay of Plenty region is a representative slice of the geological history of New Zealand. Volcanism in the Bay of Plenty has occurred sporadically with eruptions in the Ōkātina area occurring since at least 55ka, with major caldera forming eruptions at c.322ka and c.61 ka (Nairn 2002 and Cole et al 2010). Since 27 ka there have been 11 eruptions from the Ōkātina Volcanic Centre. The region has active geothermal features and New Zealand's most active volcano, White Island. Such a dynamic geology is due to the positioning of the North Island above an active plate boundary, where the Pacific tectonic plate is being subducted beneath the Indo-Australian plate. This process of plate subduction involves very active plate movements which not only cause the episodic volcanism, but also faulting and earthquakes.

The major geological structure in the region is the Taupo Volcanic Zone, which links the volcanic cones of Ruapehu and Tongariro to the south of the region with White Island. This has been active for about two million years and hosts many active volcanic centres. The Taupō Volcanic Zone runs straight through the centre of the Bay of Plenty region, taking in the major urban areas of Rotorua and Kawerau, and fringing Whakatane township.

The tectonic plate boundary activity that created the Taupo Volcanic Zone is also responsible for the region's fracturing and faulting. The smaller faults, found in the Taupo Volcanic Zone, are collectively called the Taupo Fault Belt (TFB). In the Taupo Fault Belt the land is being steadily pulled apart at about an average rate of 5-10 mm a year producing an earthquake hazard. Many small earthquakes occur in the Taupo Volcanic Zone as the faults move. The Edgecumbe earthquake of 1987 (magnitude 6.3) is an example of the larger events expected in this area.

Prominent features of the region include islands such as Matakana, Tuhua (Mayor) and an active volcano, Whakaari/White Island. Other distinct landmarks include Mauao (Mount Maunganui), Mount Tarawera and Putauaki (Mount Edgecumbe).

2.4.2 Coastal areas

The coast is defined by a number of harbours, such as the Tauranga and Ohiwa Harbours, and estuaries at Maketu, Little Waihi, Whakatāne, Waiotahi and Waaihoek/Tara.

2.4.3 River catchments

The Bay of Plenty is crossed by many rivers and streams. These are typically sourced in steep bush catchments before flowing through productive farmland and often amongst densely populated urban areas. Typically short bursts of intense rain cause the most flooding in small streams and urban storm-water systems, while longer sustained rainfall frequently causes flooding in the rivers and larger streams. In high risk situations flood protection works have been implemented, however these can sometimes be overwhelmed in the most extreme events. Flood protection is usually provided to a higher degree of safety in urban areas than in rural areas. Coastal reaches of river protection areas are also at risk from extreme sea conditions and tsunamis.

2.4.4 Weather

The region has a temperate climate with warm humid summers and mild winters. Annual sunshine hours average about 2000 in many areas, but the coastal region from Tauranga to Whakatāne is much sunnier with at least 2200 hours. South West winds prevail for much of the year. Sea breezes often occur on warm summer days. Winter usually has more rain and is the most unsettled time of year. In summer and autumn, storms of tropical origin may bring high winds and heavy rainfall from the east or northeast.

2.4.5 CDEM Risk implications

Risk implications of the Bay of Plenty's natural environment include:

- The Bay of Plenty has an extensive number of natural hazards including volcanic, earthquake, storms and tsunami.
- Short term storm events can rapidly saturate river catchments with localised flooding commonplace.

These risk implications have been addressed through a variety of strategies and plans to be developed as part of the five year work programme.

2.5 Bay of Plenty Hazards

The Bay of Plenty is exposed to a wide variety of hazards. The Taupo Volcanic Zone crosses the area from Lake Taupo to Whakaari/White Island. The major features of this zone are active volcanoes, extensive geothermal areas and the number of earthquake fault lines that run parallel with the zone. Several threats that are hazardous to the Bay of Plenty include ⁵ local volcanic eruptions, earthquake, flooding (including coastal hazards such as storm surge and tsunami), and disease.

To the east of the Taupo Volcanic Zone a major belt of faults and folding is obvious in the steep ranges that make up the spine of the North Island. This is called the North Island Shear Belt, and extends from East Cape to Wellington. Earthquakes generated in the Shear Belt are likely to be significantly more powerful, although also less frequent, than those from the Taupo Fault Belt. The movement of the Shear Belt faults tends to be more a sliding action than a pulling apart, which gives rise to the term 'Shear Belt'.

To the west lies the Hauraki Graben, a less active example of rifting like in the Taupō Volcanic Zone. Small to moderately damaging earthquakes may occur in this area and affect the western extremes of the region.

The Bay of Plenty also has a number of potential hazards that could occur as a result of human activity including agricultural emergencies, industrial processes, urban fires, public health crises, infrastructure failure or hostile acts. Major industries in the Bay of Plenty can create hazards as well as being exposed to hazards. For example, the presence of large-scale industrial sites (i.e. the Port of Tauranga, Kawerau mill and others) create the potential for hazardous chemical emergencies to occur. The presence of forestry and horticulture sectors within the Bay of Plenty creates a risk of horticulture emergencies related to pest species epidemics.

The impact of any or a combination of the above on the social and economic well-being of the Bay of Plenty communities may be significant.

⁵ Further information on the types of hazard found in the Bay of Plenty can be found on the Bay of Plenty CDEM website www.bopcivildefence.govt.nz

2.6 Risk Assessment, Analysis and Evaluation

After understanding the Bay of Plenty's social, built, economic and natural environments, and being aware of the region's hazards, the next step to developing a CDEM group plan for the Bay of Plenty is assessing risk. A combination of all the hazards within the region is referred to as the hazardscape. Risk is the chance of an emergency happening that will impact the community or environment – generally quantified as:

Risk = Likelihood x Consequence

Table 3 illustrates the results of the risk analysis conducted to set the context for this plan. The Bay of Plenty's hazards are assessed against likelihood and consequence and assigned a risk rating (extreme – very low).

A number of workshops were carried out with a wide range of agencies in order to identify and assess the hazards that the CDEM Group would need to be involved in managing. Evaluating risk enables the Group to prioritise its resources and to devise work programmes that can address key risks and hazards. The Group evaluated each hazard based on the following criteria:

- **Seriousness:** the relative impact in terms of human life and well-being, the built environment, economic change and the natural environment.

Scale used is 1: Insignificant, 2: Minor, 3: Moderate, 4: Major, 5: Catastrophic

- **Manageability:** the degree of difficulty in managing the hazard and the degree of effort being applied across the 4Rs. A score was applied to the difficulty in managing the hazard in the future and the effort applied, ranging from 1 for Low to 5 for High
- **Growth:** the rate at which the risk will increase through time – either through an increase in the probability of the event occurring, or an increase in the exposure of the community, or both. The table below was used to provide a 'growth' score.

| | | Changing community exposure | | |
|-----------------------------------|----------|-----------------------------|-----|------|
| | | Low | Med | High |
| Event occurrence probability rise | Low/None | 1 | 2 | 3 |
| | Med | 2 | 3 | 4 |
| | High | 4 | 4 | 5 |

The combination of seriousness, manageability and growth factors were combined to produce a prioritised list, divided into three bands – higher, moderate and lower priority hazards for CDEM planning.

The Group will use the results of this risk evaluation to guide the development of the annual work programmes.

| SCORING High Priority = 6+ Moderate Priority = 5 to 6 Lower Priority = <5 | Risk Analysis | | Risk Evaluation | | | | | | | | | | | | | | | | | | | | Total | | |
|--|----------------|--------------|-----------------|-------|----------|--------|-------|---------|-------|---------|---------------|---------------------|----------|---------------------|----------|---------------------|-----------|---------------------|-----------|--------|-----|------|-------|--------|------|
| | | | Seriousness | | | | | | | | Manageability | | | | | | | | | | | | | Growth | |
| | Likelihood | Consequences | Rating | Human | Economic | Social | Built | Natural | Total | Average | Readiness | Difficulty - Effort | Response | Difficulty - Effort | Recovery | Difficulty - Effort | Reduction | Difficulty - Effort | Total 4Rs | Growth | | | | | |
| HAZARD | | | | | | | | | | | | | | | | | | | | | | | | | |
| Higher Priority Hazards | | | | | | | | | | | | | | | | | | | | | | | | | |
| Flooding, Rangitaiki R. (Whaka & Opotiki) | Possible | Major | Extreme | 3 | 4 | 4 | 4 | 4 | 19 | 3.8 | 3 | 2 | 1.0 | 3 | 1 | 2.0 | 3 | 2 | 1.0 | 3 | 2.0 | 1.0 | 5.0 | 2 | 10.8 |
| Coastal Storm | Possible | Major | Extreme | 3 | 4 | 3 | 4 | 3 | 17 | 3.4 | 2 | 1 | 1.0 | 3 | 2 | 1.0 | 3 | 1 | 2.0 | 3 | 2.0 | 1.0 | 5.0 | 2 | 10.4 |
| Animal disease epidemic | Unlikely | Major | High | 2 | 5 | 4 | 3 | 3 | 17 | 3.4 | 2 | 2 | 0.0 | 2.0 | 1.0 | 1.0 | 3 | 1.0 | 2.0 | 3 | 2.0 | 1.0 | 4.0 | 2 | 9.4 |
| Volcanic eruption - local | Possible | Major | Extreme | 5 | 5 | 4 | 5 | 5 | 24 | 4.8 | 2 | 3 | -1.0 | 3 | 3 | 0.0 | 3 | 1 | 2.0 | 2 | 1 | 1.0 | 2.0 | 2 | 8.8 |
| Human disease - pandemic | Possible | Major | Extreme | 5 | 5 | 4 | 2 | 1 | 17 | 3.4 | 1 | 3 | -2.0 | 3.0 | 2.0 | 1.0 | 2 | 1.0 | 1.0 | 3 | 1.0 | 2.0 | 2.0 | 3 | 8.4 |
| Biological pests & new organisms | Possible | Major | Extreme | 1 | 4 | 3 | 2 | 2 | 12 | 2.4 | 3 | 2 | 1.0 | 3 | 2 | 1.0 | 3 | 2 | 1.0 | 3 | 2 | 1.0 | 4.0 | 2 | 8.4 |
| Wildfire/Rural fire | Possible | Major | Extreme | 2 | 4 | 4 | 3 | 4 | 17 | 3.4 | 3 | 3 | 0.0 | 2 | 2.0 | 0.0 | 3 | 1 | 2.0 | 2 | 2.0 | 0.0 | 2.0 | 2 | 7.4 |
| Tsunami - local | Possible | Major | Extreme | 4 | 4 | 4 | 3 | 2.5 | 18 | 3.5 | 3 | 2 | 1.0 | 2 | 2 | 0.0 | 2 | 2 | 0.0 | 3 | 2 | 1.0 | 2.0 | 1 | 6.5 |
| Major air accident - Rotorua | Unlikely | Major | Extreme | 5 | 3 | 2 | 1 | 1 | 12 | 2.4 | 2 | 3 | -1.0 | 3 | 2 | 1.0 | 2 | 1 | 1.0 | 3 | 1 | 2.0 | 3.0 | 1 | 6.4 |
| Earthquake M M 6 | Possible | Moderate | High | 3 | 4 | 3 | 3.5 | 3 | 17 | 3.3 | 2 | 2 | 0.0 | 2 | 2.0 | 0.0 | 2.5 | 2 | 0.5 | 2.5 | 2 | 0.5 | 1.0 | 2 | 6.3 |
| Earthquake North Island Shear Belt M M 8 | Possible | Moderate | High | 3 | 4 | 3 | 3.5 | 3 | 17 | 3.3 | 2 | 2 | 0.0 | 2 | 2 | 0.0 | 2.5 | 2 | 0.5 | 2.5 | 2 | 0.5 | 1.0 | 2 | 6.3 |
| Tsunami - distal | Possible | Major | Extreme | 3 | 4 | 4 | 3 | 2.5 | 16 | 3.2 | 3 | 2 | 1.0 | 2 | 2 | 0.0 | 2 | 2 | 0.0 | 3 | 2 | 1.0 | 2.0 | 1 | 6.2 |
| Moderate Priority Hazards | | | | | | | | | | | | | | | | | | | | | | | | | |
| Coastal erosion | Possible | Moderate | High | 1 | 2 | 2 | 2 | 4 | 11 | 2.2 | 2 | 2 | 0.0 | 1 | 1 | 0.0 | 2 | 1 | 1.0 | 2 | 2 | 0.0 | 1.0 | 2 | 5.2 |
| Heavy rainfall | Almost certain | Moderate | Moderate | 1 | 2 | 2 | 3 | 3 | 11 | 2.2 | 2 | 2 | 0.0 | 2 | 2 | 0.0 | 2 | 2 | 0.0 | 2 | 2 | 0.0 | 0.0 | 3 | 5.2 |
| Electrical failure | Likely | Major | High | 3 | 4 | 2 | 3 | 3 | 15 | 3.0 | 2 | 2 | 0.0 | 2 | 2 | 0.0 | 2 | 2 | 0.0 | 2 | 2 | 0.0 | 0.0 | 2 | 5.0 |
| Civil unrest/Terrorism | Rare | Moderate | Moderate | 3 | 2 | 2 | 2 | 1 | 10 | 2.0 | 2 | 2 | 0.0 | 2 | 1 | 1.0 | 2 | 1 | 1.0 | 2 | 2 | 0.0 | 2.0 | 1 | 5.0 |
| Lower Priority Hazards | | | | | | | | | | | | | | | | | | | | | | | | | |
| Hazardous substance release | Unlikely | Moderate | Moderate | 3 | 1 | 2 | 2 | 3 | 11 | 2.2 | 2 | 2 | 0.0 | 2 | 2 | 0.0 | 2 | 2 | 0.0 | 2 | 2 | 0.0 | 0.0 | 2 | 4.2 |
| Telecommunications failure | Likely | Major | High | 2 | 2 | 2 | 3 | 1 | 10 | 2.0 | 2 | 2 | 0.0 | 2 | 2 | 0.0 | 2 | 2 | 0.0 | 1.5 | 1.5 | 0.0 | 0.0 | 2 | 4.0 |
| Geothermal | Possible | Minor | Moderate | 2 | 1 | 2 | 2 | 2 | 9 | 1.8 | 2 | 2 | 0.0 | 2 | 2 | 0.0 | 2 | 2 | 0.0 | 2 | 2 | 0.0 | 0.0 | 2 | 3.8 |
| Volcanic eruption distal - ashfall | Possible | Minor | Moderate | 2.5 | 3 | 3 | 3 | 2.5 | 14 | 2.8 | 1.5 | 2.5 | -1.0 | 1.5 | 2.0 | -0.5 | 2.5 | 2.5 | 0.0 | 2 | 2 | 0.0 | -1.5 | 2 | 3.3 |
| Oil tanker fire at berth | Unlikely | Major | High | 2 | 2 | 2 | 3 | 2 | 11 | 2.2 | 2 | 2 | 0.0 | 1 | 1 | 0.0 | 2 | 1 | 1.0 | 1 | 2 | -1.0 | 0.0 | 1 | 3.2 |
| Marine accident - Cruise liner | Unlikely | Major | High | 2 | 2 | 2 | 3 | 2 | 11 | 2.2 | 2 | 2 | 0.0 | 1 | 1 | 0.0 | 2 | 1 | 1.0 | 1 | 2 | -1.0 | 0.0 | 1 | 3.2 |

Part 3: Risk Reduction

Reduction is identifying and analysing long term risks to human life and property from hazards by taking steps to eliminate these risks if practicable, and if not, reducing the magnitude of their impact and the likelihood of their occurrence. This section describes how the Bay of Plenty will reduce risks posed by natural and technological hazards.

3.1 Risk Reduction Principles

To help clarify and guide risk reduction activities and assist collective buy-in and understanding of risk reduction objectives, the Bay of Plenty CDEM Group's philosophy and approach to risk reduction is set out in the following principles:

- Events that have the potential to cause a significant number of deaths or injuries to people are not acceptable – human life and safety will therefore take precedence over all other risk priorities.
- Events that have the potential to cause severe economic losses, substantial damage to buildings, infrastructure or lifeline utilities will be prioritised according to their risk.
- The Bay of Plenty CDEM Group is risk averse and will apply the prudent person principle⁶ for managing risk.
- Hazard information is to be freely available to enable the community to engage in decisions about the acceptability of the risks they face and to equip individuals to act to reduce their own risk.
- Comprehensive risk reduction is achieved through integrated planning and risk management across all councils, and at the 'all-of-council' level within each council, taking a multi-agency all-of-government approach, involving central government and partner agencies such as lifelines and utility providers.

3.2 Risk criteria

- Risk will be categorised as acceptable, tolerable or intolerable⁷.
- Risk associated with low probability but high impact events will be assessed and compared with the criteria for acceptability and tolerability.
- Risks with a high likelihood and high consequence will be given priority.
- Existing intolerable risk will be reduced to an acceptable or tolerable level and new intolerable risk will be avoided or mitigated until it is no longer intolerable and is as low as reasonably practicable. A situation where risk exceeds acceptable levels may be tolerated where the overall social, economic, cultural and environmental well-being and safety advantages outweigh the potential adverse consequences but the risk should be mitigated to be as low as reasonably practicable.
- Acceptable residual risk need only be addressed if the benefits of reduction outweigh the cost.

⁶ Prudence is demonstrated by the process through which risk is managed, the process by which strategies are developed, adopted, implemented, monitored and reviewed, based on an established policy and review procedure, in light of their purposes.

⁷ Communities must be given a say in what levels of risk they consider acceptable, tolerable and intolerable and what measures are put in place to manage those risks. A systematic approach is necessary to ensure that a logical and consistent process is followed when identifying and assessing risks, consulting and communicating with communities and, where appropriate, implementing cost-effective measures to reduce risk. This is achieved through the actions of representative bodies such as local authorities who are required to identify, assess, manage, consult on and communicate risks. This can be undertaken through a process similar to the special consultative procedure used by local government as defined in section 83 of the Local Government Act 2002.

3.3 Contextual Framework

Although the CDEM Act requires the Bay of Plenty Group to identify, assess and manage the region's hazards and risks, the CDEM Group is only one part of the region's risk management context, which involves many other stakeholders including central government organisations, local authorities, emergency services and lifeline utilities. Additionally individuals and communities should consider risk reduction. Other statutes that provide legislatively for risk reduction include:

- Resource Management Act (RMA) 1991.
- Local Government Act 2002.
- Building Act 2004.
- Soil Conservation and Rivers Control Act 1941.
- Growth strategies, guidelines and plans.

3.4 Reduction Objectives

The Bay of Plenty CDEM group reduction objectives and the methods and tools which will guide the Group's work programme are shown below.

Table 3 Reduction objectives and proposed actions.

| Objective identifier | Objective | Proposed action |
|----------------------|--|---|
| 1a | Improve the understanding of hazards within the Bay of Plenty region and their associated likelihood and consequences | <ul style="list-style-type: none"> • Proactively seek opportunities to engage in research of hazards facing the Bay of Plenty region • Develop and maintain a ten year hazards research programme • Increase learning opportunities within the BOP CDEM Group by improving the co-ordination, promotion and accessibility of related CDEM research |
| 1b | Undertake long term, strategic reduction of the risks from hazards through collaborative planning with CDEM stakeholders | <ul style="list-style-type: none"> • Develop and monitor a Group Risk Reduction Programme, which will identify key reduction activities for Group members and partners and will address areas of critical facilities • Maintain and monitor the Lifelines Group Work Programme |
| 1c | Continue to develop an understanding of the levels of risk acceptable to communities | <ul style="list-style-type: none"> • Maintain and monitor the Lifelines Group Work Programme • Ensure the active engagement of agencies, businesses and communities to establish the levels of acceptable risk |

Part 4: Readiness

Readiness in this section considers the level to which CDEM organisations and the wider community are prepared for their own needs during an emergency. Readiness planning will ensure that CDEM organisations and the community have the capacity and capability to respond appropriately should an emergency occur, and will include focus on:

- **Community readiness** – are communities, families and individuals able to meet their own needs during an emergency? Do they know what to do in particular emergency situations and do they know where to go?
- **Business readiness** – are businesses within the Bay of Plenty prepared for disruption to their business and do they have practiced plans to quickly recover operations?
- **Organisational readiness** – are CDEM stakeholders and partner agencies practiced in working together using known arrangements for a range of emergency situations? Is there enough planned capacity for organisations to manage both the response, and business as usual?

4.1 Readiness principles

To help clarify and guide readiness activities and assist with understanding of readiness objectives, the Bay of Plenty CDEM Group's philosophy and approach to readiness is set out in the following principles:

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

4.2 Contextual Framework and Key Issues

The most recent (2011) Colmar Brunton research poll indicated that the Bay of Plenty's community readiness is:

- Average for having taken any steps to prepare themselves or their household for a disaster.
- Higher than average for having a survival plan, including what to do when at home.
- Higher than average for being prepared at home. This means having an emergency survival plan, having emergency survival items and water and regularly updating these items.
- Lower than average for being fully prepared. This means having an emergency survival plan that includes what to do when away from home, having emergency survival items and water and regularly updating these items.

Bay of Plenty communities are reluctant to plan for high impact, low probability hazards, with the notion of 'acceptable' risk not well understood by communities (i.e. owning the responsibility for buying a property at risk from a known hazard), or well-articulated by the CDEM Group.

Community capacity to respond appropriately to warnings (formal, informal and natural) must be improved, including ensuring that individuals, families and communities know what to do and where to go for respective priority hazards. There is a clear need to continue the development of community preparedness. This development must be targeted to at-risk and vulnerable communities.

The Group must seek to change the public's misconception that the impact of a natural hazard may be so great that there is little or nothing that can be done to mitigate its effects.

The level of Business Continuity Planning for private business in the Bay of Plenty is not clear. Business resilience is likely to be poor.

In the event of an emergency, disseminating clear and consistent instructions and messages to the public is critical. Public Information Management by the CDEM Group requires further development and specific targeting.

Regular assessments of the Group's emergency management capability are undertaken, with a Capability Assessment of the Group undertaken as recently as March 2012 by the Ministry of Civil Defence Emergency Management. These assessments provide an insight into the Group strengths and opportunities for improvement and assist in driving the annual work programmes.

Successful organisational readiness depends on developing and strengthening relationships with key partners and agencies at all levels. There are a variety of mechanisms where agencies come together to plan their response to an emergency, to develop processes, enhance capability and strengthen relationships. This is an ongoing focus for the Bay of Plenty CDEM group, particularly for the following:

- Emergency coordination centres (ECC) and emergency operating centres (EOC).
- Group Welfare Advisory Groups (WAG's) and operational welfare arrangements.
- Bay of Plenty Lifelines Group.
- Emergency Services Coordinating Committees.
- Hazardous Substances Technical Liaison Committees.
- Rural Fire Authorities.
- Response Teams.
- Caldera Advisory Group established between Waikato CDEM Group and Bay of Plenty CDEM Group which promotes improved understanding of the volcanic hazard across the regions.

4.3 Supporting plans and standard operating procedures

This Plan is supported by a number of other key documents that are not legally part of the Plan. They contain detailed information that address specific procedures, personnel requirements or situations. Examples of supporting documents are the Group Welfare plan, Group Recovery Plan, Local District Evacuation Plans, etc.

These supporting plans and standard operating procedures will be regularly monitored and reviewed in support of the Bay of Plenty CDEM Group Plan.

4.4 Readiness Objectives

The Bay of Plenty CDEM Group readiness objectives and the methods and tools which will guide the Group's work programme are shown below.

Table 4 Readiness objectives and proposed actions.

| Objective identifier | Objective | Proposed action |
|----------------------|---|--|
| 2a | Ensure the best outcomes for the community through strong leadership and commitment to CDEM at political and executive levels across all stakeholder agencies | <ul style="list-style-type: none"> • Ensure that political/senior executive level development needs are included in the annual BOP CDEM Professional Development Plan • Politicians/senior executives champion the delivery of the BOP CDEM Group Plan |
| 2b | Increase the level of individual, community and business awareness, preparedness and resilience through education programmes | <ul style="list-style-type: none"> • Develop and maintain a Group Education Strategy focussing on the business and community sectors • Support and advocate the development of Community Response Plans • Support and encourage trained volunteer involvement in CDEM |
| 2c | Ensure professional development for key roles within the Bay of Plenty CDEM Group through ongoing training, learning opportunities and exercises | <ul style="list-style-type: none"> • Develop and maintain a Professional Development Strategy for roles within the BOP CDEM Group, aligned to the MCDEM Competency Framework • Conduct ongoing Development Needs Analysis for roles within the BOP CDEM Group • Maintain, deliver and monitor the annual Professional Development Programme |
| 2d | Continue to strengthen CDEM stakeholders and partner relationships through a commitment to coordinated and integrated emergency planning | <ul style="list-style-type: none"> • Agree and implement standardised Standard Operating Procedures (SOPs) across the Group to ensure consistent response activities • CEG representatives to champion their respective agency participation in coordinated and integrated emergency planning at all levels |
| 2e | Develop and maintain appropriate documentation to describe key activities, processes and protocols in support of the BOP CDEM Group Plan | <ul style="list-style-type: none"> • Develop and maintain an index of all the supporting plans with a review schedule • Review and monitor supporting plans in accordance with the review schedule • Ongoing identification and development of required plans in support of the BOP CDEM Group Plan |

Part 5: Response

Response actions are those taken immediately before, during or directly after a civil defence emergency to save lives, protect property and to support communities in the transition to recovery. Response starts prior to an emergency being declared⁸ and lasts until the immediate threats to lives, safety and property are over, and until systems and processes are in place to manage the recovery process.

Response activities include:

- Issuing warnings.
- Establishing response activities.
- Deployment of resources to respond to the disaster or threat.
- Collection and dissemination of information.
- Formal declaration of local emergency.
- Activation of the Group ECC and Local EOCs.

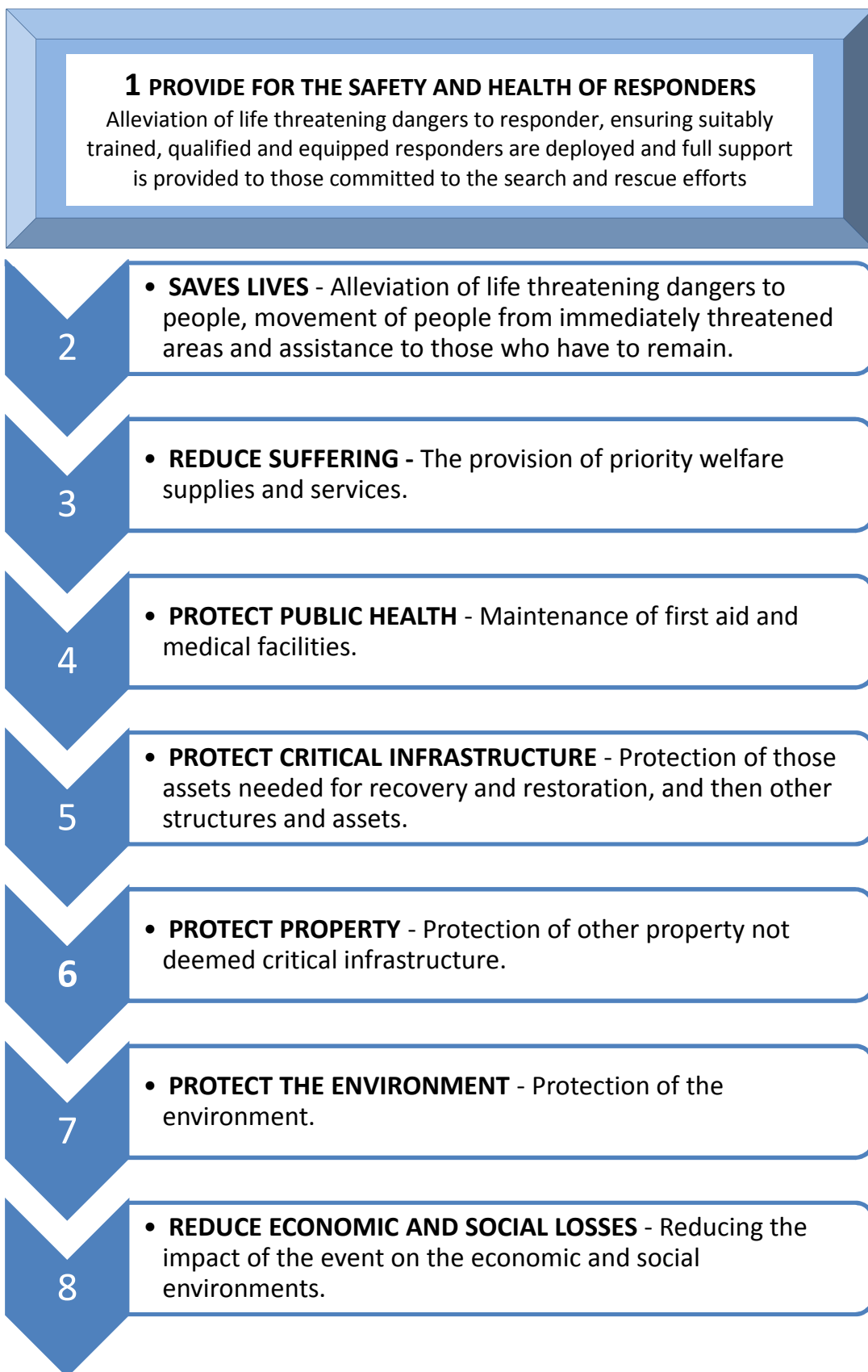
5.1 Response Principles

The Bay of Plenty Group response principles are:

- Aligned to the National response principles outlined in the National Civil Defence Emergency Plan Order 2005.
- Each local authority and CDEM partner organisation within the region is individually responsible for planning its own continuity in respect of emergencies.
- Each local authority and CDEM partner organisation will have pre-planned and agreed coordination arrangements that enable each organisation to fulfil its function in an integrated and complementary manner within the CDEM Group area.
- Coordinated and integrated planning will provide effective response and improve coordination in the management of day-to-day incident responses.
- Response arrangements focus on supporting and enhancing local emergency service capabilities and therefore increasing the thresholds of local capability.
- Coordinated Incident Management System (CIMS) principles will be used by all organisations with emergency response roles to establish common incident management rules.

⁸ A formal declaration is not required for response activities to be taken.

The following are key priorities identified by the Bay of Plenty Group in managing any emergency event. These priorities serve to provide guidance for controllers regarding resource allocation, and all response action will be assessed against these priorities:



5.2 Contextual Framework

CIMS is used by the emergency services and other agencies as a basis for operational response within the Bay of Plenty region. Co-ordination is based on four core elements:

- a) Control;
- b) Planning and intelligence;
- c) Operations; and
- d) Logistics.

The capability and capacity of the BOP CDEM Group to perform appropriately in a civil defence emergency relies on an integrated, broad network of understanding, skills and relationships.

The Group ECC via the Local EOCs is responsible for disseminating national warnings.

5.3 Response Roles and Functions

5.3.1 Primary CDEM response roles

Table 5 CDEM agencies and responsibilities.

| Agency | Responsibility |
|---|--|
| Local Authorities (LA's) | Unite with regional neighbours and emergency services to form a CDEM Group. Each territorial authority to plan and provide for CDEM in its district. Coordinate response at local level. |
| GEMO | Coordinates and facilitates the day to day planning and project work on behalf of CDEM Group to ensure CDEM Group is able to respond effectively to any emergency event. Support the Group ECC in effectively responding to emergency events |
| MCDEM | Provide strategic policy advice on New Zealand's capability to manage and be resilient to the social and economic costs of disasters. Manage National Crisis Management Centre and coordinate national response. |
| NZ Police | Maintenance of law and order during an emergency. Protect life and property and assist the movement of rescue, medical, fire and other essential services. |
| NZ Fire Service | Fire-fighting, containment of releases and spillages of hazardous substances, urban search and rescue, assisting with evacuations. |
| District Health Board (Bay of Plenty and Lakes) | Provide health services in the event of an emergency, disseminating health warning messages, supporting welfare activity. |
| Ambulance providers | Immediate medical treatment and provision of patient transportation. |
| Lifeline Utilities | Ensure provision of infrastructure services to the community e.g. water, energy, telecommunications. |

| Agency | Responsibility |
|---|--|
| Welfare agencies | Provision of shelter, accommodation, food, clothing, personal support, advice and financial assistance. |
| Government departments and other agencies | Be capable of managing their own response to emergencies. Plan for, and be able to ensure, continuity of service, particularly in support of critical CDEM activities. |

5.4 Response Activation and Coordination Arrangements

The fundamental response structure within the CDEM group is illustrated in figure 2 and is discussed further below.

5.4.1 Emergency Operating Centres (EOCs)

EOCs provide support to response operations within TAs and providing coordination between Incident Control Points (ICP) and the Group ECC. ICPs are the fundamental onsite means of controlling level one responses (see table 8). EOCs typically become fully activated during the transition from Level 2 to Level 3 responses. The role of EOCs is to:

- 1 Provide a base for the Local Controller to exercise coordination and control functions.
- 2 Provide a coordination and liaison point for all emergency services, voluntary organisations, TA personnel and Government departments involved in emergency management during significant multi-agency events.
- 3 Collect, collate, analyse and disseminate intelligence, and information about the impact of the emergency from all parts of the District.
- 4 Control and coordinate the deployment of personnel and material resources throughout the district.
- 5 Keep the Group ECC and Group Controller informed as to the emergency situation.
- 6 Provide local public information management.
- 7 Activate Welfare Centres to service the needs of affected communities.
- 8 Request assistance from the Group ECC as required.

Each TA is responsible for maintaining EOC provisions within its jurisdiction according to local arrangements. EOCs may be activated at the request of responding agencies, the Local Controller or the Group Controller.

The role of the Local EOC is further detailed in Local CDEM Plans and SOPs.

5.4.2 Group ECC

The Group ECC is required to have the capacity to support the Group Controller in directing and coordinating all activities and exercising all the powers of the Group Controller for the whole of the Bay of Plenty or any lesser area. The Group ECC becomes the central point for:

- Information gathering and dissemination.
- Resource coordination.
- Contact with other groups and national agencies.

The Group ECC is responsible for the area within the jurisdictional boundary of the Group. The Group Controller has overall responsibility for regional coordination and Group activities when the Group ECC has been activated. The Group ECC will also play a role in monitoring events for districts or parts of districts. In these cases the Group ECC is not activated and the Group Controller has a monitoring and advisory role

The Bay of Plenty Regional Council is responsible for providing staff and facilities. The Group ECC will be activated:

- In the event of a regional event;
- When a Local EOC is overwhelmed or at risk of being overwhelmed and requires operational support;
- Where more than one area Local EOC is activated and resource coordination and direction is required; and
- Where a regional warning is received that requires a response from the Group ECC.

Regardless of the location, the structure of the Group ECC will operate separately from any other emergency service or Local EOC. This recognises that it is fulfilling a different function.

The role of the Group ECC in a regional emergency event is as follows:

- Provide forward planning, resources and facilities to support the Group Controller (communications, information, database access, expert advice, briefing and liaison).
- Communicate directions and coordination instructions from the Group Controller to Local Controllers as required.
- Receive, assess and disseminate information for emergency response agencies.
- Where possible, provide logistical support when requested by a Local EOC.
- Ensure major emergency response agencies are involved in the Group response, and major agencies have liaison officers present at, or in communication with, the Group ECC.
- Ensure communications are in place with key regional response agencies.
- Receive, assess and disseminate information about lifeline utility services.
- Provide information to the media about the event and the Group response.
- Provide a control base for national resources assigned to the Bay of Plenty Region.
- Undertake regional recovery preparation and implementation.
- Ensure communications are in place with the National Crisis Management Centre (NCMC).
- Provide support to or from other CDEM groups.

The Group ECC also has a monitoring role when a Local EOC is activated.

The role of the Group ECC is further detailed in the Bay of Plenty Civil Defence Emergency Management Group ECC SOP.

5.4.3 National Crisis Management Centre (NCMC)

The NCMC coordinates the response to events of national significance and national support to local emergencies. MCDEM is responsible for its operation.

Communication between the Group Emergency Coordinating Centre (Group ECC) and the NCMC is essential to ensure that Government and other departments are informed about emergency issues.

The role of the National Crisis Management Centre (NCMC) is further detailed in the National CDEM Plan and Guide.

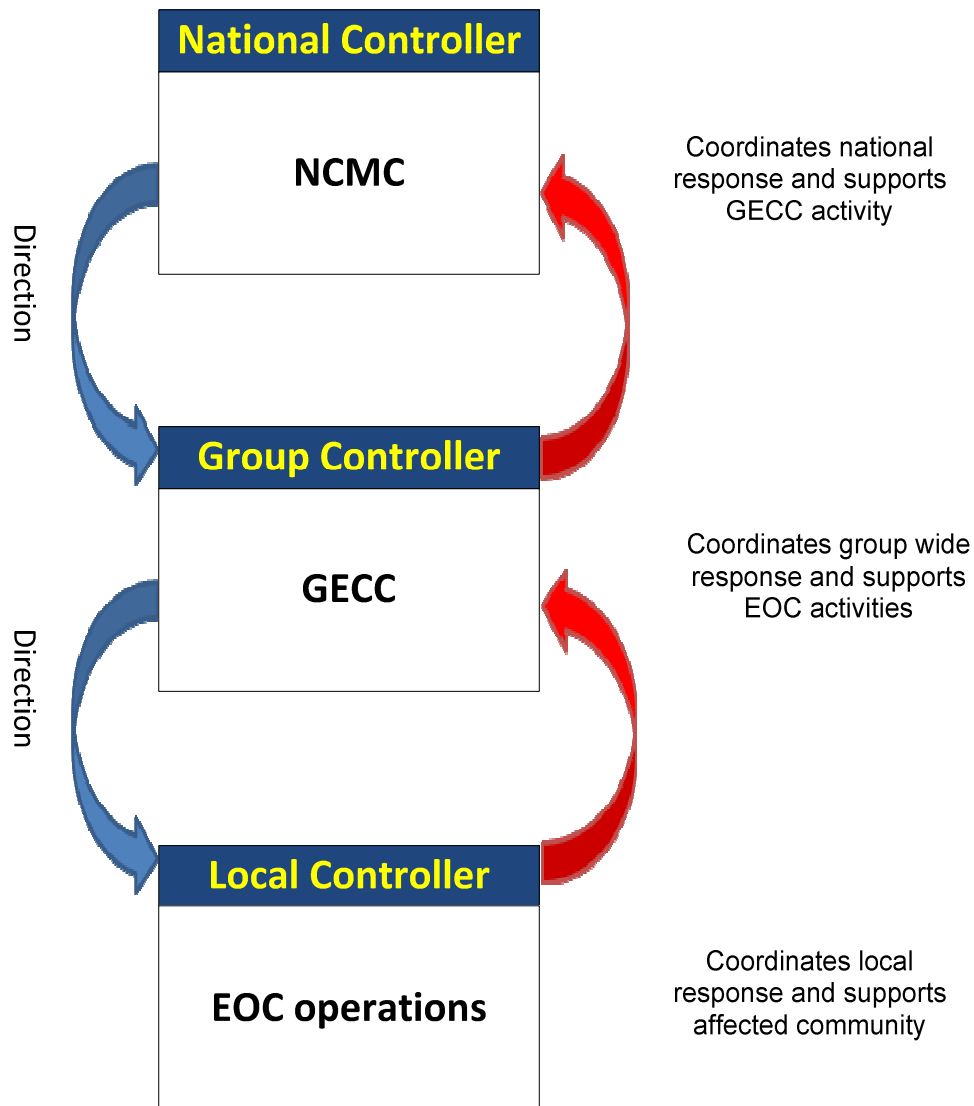


Figure 2 Bay of Plenty CDEM Group Response structure.

5.5 Modes of Operation

For Local EOCs and the Group ECC four states of readiness have been identified. These are:

Table 6 Modes of operation.

| Mode | Description |
|---|--|
| Mode 1 Inactive Green | Inactive is where an ECC/EOC is not actively engaged in an emergency event but where the respective Emergency Management Staff maintain an ongoing situational awareness and are engaged in the aspects of reduction and readiness. |
| Mode 2 Activated - Monitoring (Yellow) | Activated - Monitoring is where an ECC/EOC is observing other agencies that are undertaking emergency activities. A “start-up” process may be initiated so that information and communication systems are ready for use if the situation worsens. Staffing is minimal however contact may be made with other staff/resources to advise them of the situation. |
| Mode 3 Activated – Support (Orange) | Activated - Support is where an ECC/EOC has been asked by a lead agency or local authority to provide assistance to resolve an incident or to provide specific support functions. This assistance or support is more than what can be considered to be “business as usual”. The Local Controller coordinates the local authority resources that are required under normal management delegations. |
| Mode 4 Activated- Operational (Red) | Activated - Operational is where an ECC/EOC has been fully activated and resources are mobilised to respond to the emergency. This includes Modes 3 – 5 covering the response functions of coordinating and managing (either Local, Group or National Controller led) |

Note: It is not a requirement to have a State of Emergency in place for an ECC/EOC to be fully activated.

5.6 Emergency Levels

Level 1 – Single agency incident with on-site coordination.

Level 2 – Multi-agency incident with on-site, local coordination at an ICP, these are managed by the Incident Controller reporting to the relevant lead agency.

Level 3 – A multi-agency emergency led by the CDEM Group, or a state of local emergency below the CDEM Group-wide (district or ward); at this level, CDEM Group Support and coordination may be required and the incident may be monitored by the National Controller.

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 level support and coordination is required; CDEM Group wide declaration made or being considered; national monitoring will occur and national support is available.

Level 5 – A state of national emergency exists or the local emergency is of national significance; at this level coordination by the National Controller will be required.

5.7 Response Levels and Modes of operation

Table 7 Response coordination matrix.

| Response Level | Event type/Characteristics | Event Status | Role of Local Emergency Centres | Role of Group Emergency Centre | Controller's role |
|----------------|--|--|--|--|--|
| 1 | <p>Local incident</p> <ul style="list-style-type: none"> • Can be dealt with by emergency services • Specialists may be required for specific circumstances | <p>No declaration</p> <p>Nature of emergency will dictate lead agency</p> <ul style="list-style-type: none"> • The incident is dealt with using CIMS structures and principles | If alerted Local EOC activated to monitor situation | Group ECC closed | Local Controller notified of incident and possible implications |
| 2 | <p>Local incident</p> <ul style="list-style-type: none"> • Can be dealt with by emergency services • Specialists may be required for specific circumstances • Local authority in support role | <p>No declaration</p> <p>Nature of emergency will dictate lead agency</p> <ul style="list-style-type: none"> • The incident is dealt with using CIMS structures and principles • Local authority assumes responsibility for agreed functions | <p>Local EOC activated in support of lead agency</p> <p>Local EOC carries out agreed functions</p> | Group ECC activated to monitor situation | <p>Local Controller coordinating local authority resources through Local EOC</p> <p>Group Controller notified</p> |
| 3 | <p>Local emergency for a local event</p> <ul style="list-style-type: none"> • Escalates from local incident; or a warning of a major local event is received and the event may be managed without the adoption of | <p>Declaration of local state of emergency is being considered, or has been deemed necessary</p> <p>Nature of emergency will dictate lead agency</p> <ul style="list-style-type: none"> • Local authority assumes | <p>Local EOC or Local EOCs activated operational</p> <p>Adjacent Local EOCs monitoring situation</p> | Group ECC activated in support | <p>Local Controllers exercising delegated powers under declaration</p> <p>Group Controller supporting Local Controller</p> <p>Adjacent CDEM Groups and National Controller</p> |

| Response Level | Event type/Characteristics | Event Status | Role of Local Emergency Centres | Role of Group Emergency Centre | Controller's role |
|----------------|---|---|--|--|--|
| | <p>emergency powers</p> <p>OR</p> <ul style="list-style-type: none"> Immediately recognisable as an event that cannot be managed without the adoption of emergency powers | <p>responsibility for agreed functions</p> <p>OR</p> <ul style="list-style-type: none"> If declaration of local state of emergency is in force then local authority assumes lead as determined by the Civil Defence Act 2002 | | | notified |
| 4 | <p>Local emergency for a regional event</p> <ul style="list-style-type: none"> Due to magnitude or geographic spread of the incident the Group ECC has been activated to manage the emergency and coordinate regional resources <p>OR</p> <ul style="list-style-type: none"> A warning of a significant event that will have a regional impact has been received <p>OR</p> <ul style="list-style-type: none"> Coordinated assistance is required to support an adjoin CDEM Group | <p>Declaration of local state of emergency is being considered or has been deemed necessary</p> <p>Nature of emergency will dictate lead agency</p> <ul style="list-style-type: none"> Group assumes responsibility for agreed functions <p>OR</p> <ul style="list-style-type: none"> If declaration of local state of emergency is in force, that involves the entire region or one or more districts, then Group assumes lead as determined by the Civil Defence Act 2002. <p>OR</p> <ul style="list-style-type: none"> An adjacent CDEM | <p>All Local EOCs activated operational</p> <p>National Crisis Management Centre and adjacent Group ECC's may be alerted and asked to be ready to respond if required.</p> | <p>Group ECC Activated operational</p> | <p>Group Controller exercising delegated powers under declaration</p> <p>Local Controller responding to priorities set by Group Controller</p> <p>National Controller giving consideration to further escalation</p> |

| Response Level | Event type/Characteristics | Event Status | Role of Local Emergency Centres | Role of Group Emergency Centre | Controller's role |
|----------------|-----------------------------|---|--------------------------------------|---------------------------------|---|
| | | Group requires assistance or a major population centre is devastated. | | | |
| 5 | State of National Emergency | Declaration of state of national emergency is being considered or has been deemed necessary | All Local EOCs activated operational | Group ECC activated operational | National Controller exercising statutory powers Group Controller responding to priorities set by National Controller Local Controllers responding to priorities set by Group Controller |

5.8 Declarations

This Plan identifies situations where consideration needs to be given to the declaration of a state of emergency. Any decision to declare a state of emergency will need to be made on the basis of thorough and well-informed risk evaluation.

The CDEM Act provides for two types of declaration:

- **National Declaration:** Under section 66, the Minister of Civil Defence may declare that a state of National emergency exists over the whole of New Zealand (or any areas/districts) if the emergency is considered significant enough to be beyond the resources of the CDEM Group/Groups whose areas may be affected by the emergency.
- **Local Declaration:** Under section 68, a state of local emergency may be declared by those persons authorised under the CDEM Act.

While the Lead Agency for a specific function may not change as a result of a declaration, overall coordination becomes the responsibility of the CDEM Group. Declaring a state of emergency gives the Controller and others access to statutory powers under the CDEM Act to protect life and property in extraordinary emergency events.

Factors to consider before declaring:

Factors to consider before making a declaration include:

- 1 Can the emergency be managed through the powers of agencies without a declaration being made?
- 2 Can a Controller coordinate without the need for a declaration?
- 3 Is there clear and present danger to the population within the Local/Group area?
- 4 Is there a need to evacuate significant numbers of people?
- 5 Are Lifeline Utility services having or likely to have difficulties functioning?
- 6 Are the Social Utilities having or likely to have difficulties in functioning?
- 7 Is sufficient and correct information available?
- 8 Have other response agencies been consulted in reaching a decision to declare?
- 9 Is a declaration required to facilitate an effective response?

Before terminating a state of emergency, all arrangements for recovery management must be in place.

For further information and detailed guidance on process, see the Director's Guideline for CDEM Sector (DGL/06/08); Response Management.

5.8.1 Authorisations for Declarations within the Bay of Plenty Group area

The authority to declare a Local State of Emergency for a regional event, including White Island, is held by the following persons in descending order:

- Chairperson of CDEM Group Joint Committee.
- Deputy Chairperson of CDEM Group Joint Committee.
- Any member of the CDEM Group Joint Committee.

In the absence of any person holding one of the above positions the authority transfers down the list.

5.8.2 Authorisations for Local Declarations

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

- The Mayor or Deputy Mayor of the TA.

Section 25(3) provides for where any two or more territorial authorities have agreed to undertake joint civil defence and emergency management activities. Where a shared service arrangement exists for the provision of an EOC to support multiple TAs there must be a documented agreement outlining the processes for authorising declarations for a combined TA area. Prior to any declaration of a local state of emergency the Local Controller must consult with the following:

- The Group Controller.
- The Mayors or delegated elected representatives of the appropriate TAs.
- A representative from MCDEM.
- Senior members of the emergency services as required.

5.8.3 Extension and Termination of Local Declarations

In accordance with section 71 of the CDEM Act, a state of local emergency may be extended by declaration by a person authorised by the Bay of Plenty CDEM Group or by the Minister of Civil Defence. Extensions expire at the same time of the day it was made seven days later, unless extended further or terminated earlier. Cessation of a state of declaration, either through expiry of the declaration or through termination (which takes effect immediately at the time the declaration is signed), will also be publicised to stakeholders and the public in accordance with the Group Public Information Plan. Cessation of the declaration is a significant event because it marks:

- The formal end of the execution of the statutory powers of the Controller.
- A key point in the financial recording of expenditure by central and local government.
- A key point for the emotional and societal rehabilitation of the affected community by signalling that regeneration and recovery has begun.
- The escalation in momentum for the recovery phase of an emergency with the Group Controller formally transferring coordination and accountability for recovery related activities to the Group Recovery Manager.

5.8.4 Forms to be used

The following forms will be used during the declaration of a state of local emergency;

Declaration of a State of Local Emergency Form

Extension of a State of Local Emergency Form

Termination of a State of Local Emergency Form

These forms, which will reflect the most current version, will be stored on the EMIS database, the Group ECC and Local EOCs.

5.9 Emergency Communications

A reliable, effective, efficient and robust emergency communications system is critical to the management and coordination of an emergency event. It is an expectation of the Bay of Plenty Civil Defence Emergency Management Group that all responding agencies are able to effectively communicate with one another.

5.9.1 Primary communication systems

The following are the current primary communication systems in use:

- Telephone (landline)
- Cellular phone
- Email
- Facsimile

5.9.2 Secondary communication systems

The following are the current secondary communication systems in use:

- VHF radio network for communication within the Bay of Plenty Civil Defence Emergency Management Group.
- HF radio network for communication outside the Bay of Plenty Region.
- Satellite phones.
- BGAN satellite communications.

Communication systems are constantly improving with advances in technology and to this end it is essential that the current Emergency Communications Systems are upgraded accordingly. The Emergency Communications Systems are to have effective and efficient maintenance plans and testing schedules which are contained in respective local SOPs.

5.10 Emergency Management Information Management

The BOP CDEM Group will use one system for the life of the Plan and this will be Emergency Management Information System (EMIS). The EMIS is a web-based database system that will enable emergency managers or any emergency stakeholder e.g. police, fire, health to provide and receive detailed, real-time event related information, including standardised reporting, alerting and mapping functionality.

5.11 Public Information Management

The CDEM Group has appointed a Public Information Manager (PIM) who is responsible for developing and maintaining the Group Public Information Management Plan along with Local PIMs. The Plan has been developed to provide the detailed functions, processes and management structure for the provision of public information. It gives clear guidance to the PIM and those people involved in the various aspects of managing public information during and after a regional civil defence emergency.

The Controller, via the PIM, is responsible for the provision of timely, up to date, accurate and appropriate public information. It supports most response and recovery actions and is a critical part of rebuilding public confidence.

Primary responsibilities of the PIM are:-

- 1 Establishment and maintaining of media contacts.
- 2 Co-ordination of information for press releases.
- 3 Co-ordination of information for media interviews.
- 4 Preparation of public information material, including an increasing place for social media as well as the use of handouts and posters for people and staff at welfare centre, community notice boards and in long responses household leaflet drops, advertising and community meetings.
- 5 Preparation of messaging sheets for EOC staff.

5.12 Welfare Management

One of the most important tasks of CDEM organisations is the provision of welfare assistance to protect local residents who have been displaced from their homes or those affected by a hazardous situation. This includes people who have been evacuated into this region as a result of emergency situations elsewhere. Welfare assistance can be in the form of shelter, accommodation, food, clothing, financial assistance and psychosocial support.

Part of the CDEM Group responsibility involves developing a plan for coordination and provision of welfare services to persons affected by an emergency. The requirements for services may vary depending upon the nature, type and level of the emergency. The Group Welfare Plan has been developed to provide the detailed functions, processes and management structure for the provision of welfare.

The CDEM Group is responsible for the coordination of welfare services through the Welfare Advisory Group (WAG). The implementation of welfare arrangements through the coordination of resources and facilities will be managed through the Incident Controller, Local and/or Group Welfare Managers.

External organisations provide important support prior to and during the response and recovery phases. During the response they may be located at a Welfare Centre or out in the field but the services and/or resources they provide are essential to the welfare function.

Welfare response at the Group level is coordinated by the WAG. Membership is drawn from a wide variety of key welfare organisations. Where the WAG cannot meet demand for welfare assistance, national welfare assistance will be sought from either the responsible national agency, the National Welfare Coordination Group or the National Controller.

We will work closely with those organisations that provide welfare services to ensure that efforts are coordinated and integrated into the emergency readiness, response and recovery phases.

In the event of an emergency, welfare services will be provided by agencies that are resourced to provide professional and targeted assistance. The agencies and organisations involved in welfare provision are contained within the Group Welfare Plan.

Welfare arrangements at the local level will be detailed in the corresponding Local Welfare Plan.

5.13 Lifeline Utilities

The Bay of Plenty Lifelines Group has been established to reduce the vulnerability of Bay of Plenty region's lifeline utilities i.e. water, wastewater, stormwater, telecommunications, electricity, gas and transportation networks including road, rail, airports and ports to local, regional and national emergency events. The focus is on building redundancy, developing relationships, establishing what interdependencies exist and strengthening response coordination.

During a civil defence emergency (declared or undeclared), lifeline utilities are required to ensure that essential services are continued or restored to key facilities and customers on a priority basis.

Because of their importance to the nation, section 60 of the CDEM Act 2002 requires that every lifeline utility identified at Schedule 1 must:

- (a) ensure that it is able to function to the fullest possible extent, even though this may be at a reduced level, during and after an emergency.
- (b) have plans for such continuity that can be made available to the Director (of MCDEM) if requested.
- (c) participate in the development of the National Strategy and CDEM Plans (where requested).
- (d) provide technical advice on CDEM issues, where reasonable requested by CDEM Groups or the Director.
- (e) ensure that any information that is disclosed to the lifeline utility is used by the lifeline utility, or disclosed to another person, only for the purposes of this Act.

The Bay of Plenty Lifelines Group supports joint initiatives to identify hazards and their potential impact on critical infrastructure and essential utility services as part of the goal to achieve a resilient community. Lifeline utilities and the Bay of Plenty CDEM Group communicate during local, regional and national scale events in accordance with the Emergency Communications SOP.

Coordination of lifeline utility information during the response phase of an emergency event is a key function in the Group ECC. To support lifeline utility coordination processes during an emergency, lifeline utilities are expected to be able to provide the following information where possible:

- The scale and extent of event impacts on networks.
- Major disruptions experienced, including location and number of users affected.
- The nature and locations of critical immediate actions, such as shut downs and/or sectorising – that require access support and or tasking prioritisation assistance from others.
- Estimated restoration times for known disruptions.
- Priority areas of response actions being taken.
- Alternative solutions available to users where appropriate.
- Requests for support or specific information.

During recovery, coordination of infrastructure and lifelines is undertaken by the Lifelines Utility Coordinator within the Built Environment Task Group, which reports to the Group Recovery Manager. The Lifelines Utility Coordinator is a non-statutory CDEM Group EOC/ECC position responsible for coordinating lifeline utilities (including water, wastewater, ports, airports, roading, rail, electricity, gas, petroleum, telecommunications, and broadcast media) on behalf of the Controller during emergency response, and the Recovery Manager throughout recovery activities.

Lifelines utilities communicate restoration and recovery plans and priorities through Lifelines Utility Coordinators to the CDEM Group and Local Recovery Managers and are expected to implement recovery strategies and decisions with regard to the CDEM Group Recovery Plans.

5.14 Volunteer Management

There are likely to be two types of volunteers, those from a specific organisation such as the Red Cross and the Salvation Army (organised volunteers) and those members of the general public who offer their services after the disaster has occurred (spontaneous volunteers). Spontaneous volunteers will be managed at the Local EOC level and local Emergency Management Offices must have a Spontaneous Volunteer Plan.

5.15 Warning Systems

5.15.1 National Warning System

The MCDEM is responsible for issuing national warnings to CDEM Groups and other key emergency response agencies for events of national significance. The BOP CDEM Group is required to be capable of receiving, acknowledging and responding to national warning messages at all times within 30 minutes and have procedures in place to respond effectively.

5.15.2 Group Warning System

In order to reduce the vulnerability of communities to disasters and to establish a capability to respond effectively to warnings of impending situations which may require an emergency management response, the BOP CDEM Group, is responsible for maintaining warning systems and disseminating warnings to local communities within the CDEM group area, in accordance with the Group Warning SOP. The SOP supports the Group Plan by outlining the warning systems and the responsibilities and procedures for using them.

A suite of Warning/alerting systems needs to be developed and form part of the public education activities to ensure that the community know how to respond appropriately.

5.15.3 Other agencies responsible involved

A number of other agencies have responsibility for surveillance, monitoring and assessment of hazards, along with issuing the appropriate alerts and warnings. Appendix B provides a summary of these agencies involved, along with their responsibility.

5.16 Monitoring and Debrief

During a response and especially during a state of emergency, the Designated Controller will ensure that the functions and powers as prescribed under the Civil Defence Emergency Management Act, Act 2002 are exercised in a responsible and considered manner and that the level of response is appropriate to the situation.

At the conclusion of any event for which there has been an activation of the Group ECC/Local EOC, there will be an organisational and agency debrief. The debrief allows for those participating in or liaising with the Group ECC/Local EOC to evaluate the response and provide opportunities for improvement which can be incorporated into future planning.

Three main debrief formats may be followed;

- A hot debrief (immediately after the event or at the end of a shift).
- A detailed organisational /internal debrief (within four weeks of the conclusion of the event).
- A multi-agency debrief (within six weeks).

A copy of the findings will be communicated to all relevant agencies involved in the event. Improvements identified will be reviewed, captured in a Corrective Action Plan and incorporated into future CDEM plans and work programmes. Responsibility for overseeing the implementation of the Corrective Action Plan and reporting on progress to the Group is that of the Group Controller.

5.17 Response Objectives

The Bay of Plenty CDEM Group response objectives and the methods and tools which will guide the Group's work programme are shown below.

Table 8 Response objectives and proposed actions.

| Objective identifier | Objective | Proposed action |
|----------------------|--|---|
| 3a | Implement effective alerting and communication systems to enable agencies and the community to respond rapidly and appropriately to an emergency | <ul style="list-style-type: none"> • Maintain, deliver and monitor a Public Information Management Group Plan • Maintain, deliver and monitor an Emergency Communications Group Plan • Develop and maintain an appropriate Regional Alerting and Communication Systems Strategy, supported by the Public Education Strategy |
| 3b | Implement and maintain effective and resilient communication networks and processes across CDEM stakeholders | <ul style="list-style-type: none"> • Maintain, deliver and monitor an Emergency Communication Group Plan for inter-agency communication during an emergency event • Develop, maintain and monitor a regular test/review schedule of the Group's communications systems |
| 3c | Implement standardised interoperable information management systems and processes used by emergency response organisations | <ul style="list-style-type: none"> • Group level implementation and maintenance of the Emergency Management Incident System (EMIS) • Ensure agencies have the infrastructure to support the implementation and operation of EMIS • Develop and maintain SOPs for the operation of EMIS |
| 3d | Enhance local arrangements that seamlessly enable scalability to appropriately respond to any event, from a localised incident to a national emergency | <ul style="list-style-type: none"> • Group and local arrangements are tested through involvement in exercises at a local, regional and national level • Establish, equip and maintain a dedicated Group ECC to enable an effective and efficient CDEM Group response • Develop capability of the Group ECC by enhancing the staffing resilience in response to lessons learned from previous exercises |

Part 6: Recovery

Recovery is defined as the coordinated efforts and processes to effect the immediate, medium and long term holistic regeneration of a community following a disaster. Recovery is a developmental and remedial process with the main objective of efficiently organising the resources available to restore communities to the point where normal social and economic activities resume.

Unlike response activities, this phase of the process is not directed by legislation and relies predominantly on the collaboration of the agencies and individuals involved. Recovery often lasts many times longer than the response phase, involves a far greater level of planning and management and is a very complex process.

6.1 Recovery Principles

The Bay of Plenty Group's recovery principles are:

- Minimise the escalation of the consequences of the disaster.
- Group recovery capability and capacity is founded at the local TA level, and will build upon local recovery capability and capacity.
- Taking opportunities to adapt to meet the physical, environmental, economic and psychological future needs.
- Reduce future exposure to hazards and their associated risks.
- Taking an inclusive approach to community participation, recognising the roles of individuals and communities and recognising the diversity of communities and the importance of taking local knowledge into account.
- Begin the recovery process at the beginning of the response phase, take immediate actions to ensure the safety of individuals and communities, and integrate recovery with response wherever possible.
- Make recovery management a part of the everyday work of the Bay of Plenty CDEM Group, and integrate the work with existing organisational systems wherever possible.
- Ensure that recovery management is comprehensive by linking recovery activities to the other emergency management processes i.e. reduction, readiness and response.

6.2 Contextual Framework

The Bay of Plenty CDEM Group appoints a Group Recovery Manager and Alternate Recovery Manager, and has an established professional development framework to build on the capability of Group and local recovery managers.

6.2.1 Group Recovery Plan

Recovery is a developmental and remedial process with the main objective of efficiently organising the resources available to restore communities to the point where normal social and economic activities resume. A Group Recovery Plan has been developed to provide the functions, processes and management structure to facilitate recovery. The key recovery activities are:

- Minimising the escalation of the consequences of the disaster.
- Rehabilitating the emotional, social and physical well-being of individuals within communities.
- Taking opportunities to adapt to meet the physical, environmental, economic and psychological future needs.

- Ensuring the active involvement of the community in recovery planning and management via communication and consultation.
- Coordinating recovery activities across the region.
- The Plan is complemented by the MCDEM Recovery Management Directors guideline (DGL 4/05), which provides detailed guidance on specific components of recovery management.

6.3 Recovery Objectives

The Bay of Plenty CDEM Group recovery objectives and the methods and tools which will guide the Group's work programme are shown below.

Table 9 Recovery objectives and proposed actions.

| Objective identifier | Objective | Proposed action |
|----------------------|---|---|
| 4a | Strengthen planning capability and capacity across all agencies, the wider community and businesses to promote sustainability and provide for the long term regeneration of communities | <ul style="list-style-type: none"> • Promote the importance to the business sector and agencies of the need for robust Business Continuity Planning • Maintain and implement the Group Recovery Plan • Ensure recovery is included in CDEM exercises |
| 4b | Ensure effective communications to engage communities during the recovery phase of an emergency | <ul style="list-style-type: none"> • Develop and maintain a recovery phase Communications Plan |
| 4c | Make recovery management a part of everyday work for the CDEM Group and integrate the work with existing organisational systems wherever possible | <ul style="list-style-type: none"> • Ensure recovery training/development needs are included in the annual Group Training Programme • Include recovery in CDEM exercises • Maintain and monitor Recovery Group Work Programme |

6.4 Recovery Structures and Arrangements

The recovery management structure of the Bay of Plenty CDEM Group is consistent with the national recovery management structure as shown in figure 3.

A Group Recovery Manager is appointed by the Bay of Plenty CDEM Group as per s18 of the CDEM Act 2002. During major events where a Group Recovery Manager is appointed liaison will occur with local recovery managers to ensure local recovery priorities are factored into Group recovery planning.

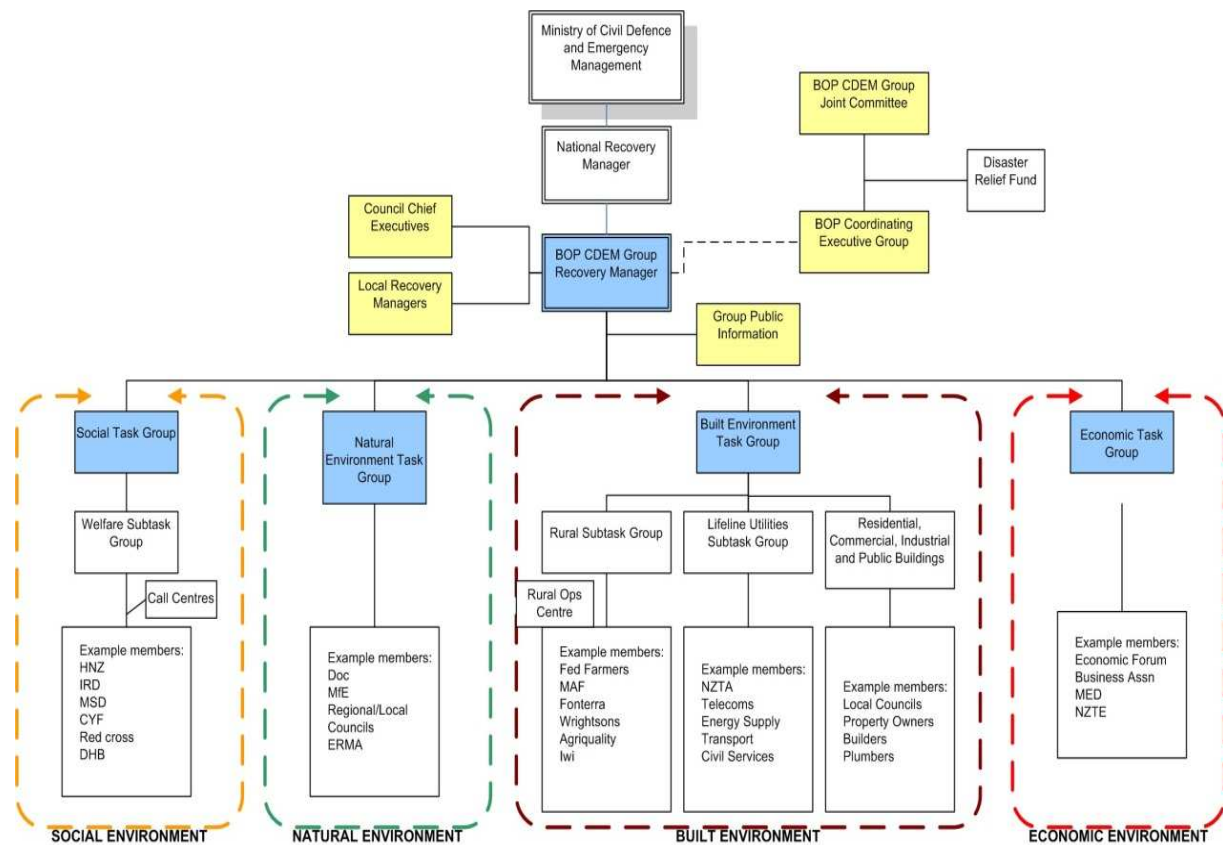


Figure 3 Bay of Plenty Civil Defence Emergency Management Recovery Structure.

6.4.1 Recovery Managers

The role of Recovery Managers is to coordinate the recovery at a Local or Group level. Key tasks include:

- Assessing the situation.
- Establishing the Recovery Team, Task Groups and Subtask Groups.
- Conducting and overseeing meetings with the Recovery Team, Task Groups and Subtask Groups.
- Setting priorities and allocating resources.
- Ensuring effective strategies are adopted.
- Coordinating efforts of all involved in the recovery process.
- Coordinating public information and liaising with the media.
- Ensuring information is well managed and maintaining records of all decisions, action plans and costs.
- Collating reports for the Bay of Plenty CDEM Group, central government agencies, local Councils and other non-government agencies.
- Advocating to achieve the best possible outcomes and community improvement.
- Providing a final report on the recovery process detailing costs, actions taken, lessons learned and any recommendations.

6.4.2 Recovery Task Groups

Key Task Groups will be set up for each of the environments; social, built, economic and natural to enable particular focus on the issues for recovery of each sector at a local level.

Due to the large number of lifestyle blocks and non-agricultural landowners in the Bay of Plenty, the Rural Subtask Group has been placed under the Built Environment instead of as a separate Environment. This is to ensure that rural residents not supported by Federated Farmers and other such organisations are still incorporated in the Social Environment for support.

6.4.3 National Recovery Office

The Director of MCDEM is responsible for coordinating the recovery process at a national level and reporting to Government. The Director fulfils this responsibility via a National Recovery Manager, and where necessary, the establishment of a National Recovery Office. The National Recovery Office is established by the National Recovery Manager to ensure that recovery activity is coordinated, and to ensure that the National CDEM Plan is implemented. A Recovery Coordinator may be appointed by the Minister via the Director, if the Minister of CDEM considers that the Group is unable to ensure that recovery activities can be carried out.

6.5 Transition to Recovery

During the transition period from response to recovery and prior to the lifting of a declaration (where a declaration is in effect), the Controller will continue to exercise the statutory power to direct and coordinate all resources. This will enable the recovery teams to focus on preparation for the implementation of the recovery.

The recovery phase of a civil defence emergency will be given full effect to, at both group and local levels, at the conclusion of the response phase. This will involve:-

Group

- The Group Controller making a formal report to the CEG.
- The CDEM Group confirming the terms of reference of the Group Recovery Manager.
- The CDEM Group, through its designated person, formally terminating the response phase.

Local

- The Local Controller making a formal report to the relevant Council Chief Executive and Group Controller.
- The Council confirming the terms of reference of the Recovery Manager.
- The Local Mayor formally terminating the response phase.
- During major events where a Group Recovery Manager is appointed liaison will occur with local recovery managers to ensure local recovery priorities are factored into Group recovery planning.

6.6 Response Transition Report

Immediately prior to termination of the state of emergency (or the end of the response if a declaration has not been made), the Controller will prepare a Response Transition Report for the Recovery manager outlining:

The Response action plan in place at the time of the transition (including the last situation report) noting actions that are incomplete.

- The type and status of all assigned resources.
- Action taken to finalise the calculation of emergency expenditure.
- A summary of the type and extent of damage in the district at the same time of the transition, noting specifically any areas or situations with the potential for a re-escalation to a state of local emergency as well as a summary of the condition of the various aspects of the community and environment affected by the emergency and their inter relationships under the following headings:
 - **Social environment;** including estimates of numbers directly and where possible indirectly affected individuals, the nature of the impact on them and estimates of future needs; the current nature, capability and location of welfare agency resources deployed;
 - **Built Environment;** including an outline of roads and infrastructure that remains affected by the emergency; the rural impact;
 - **Economic Environment;** a summary of information available and some strategic analysis and direction for economic recovery. It is unlikely that districts will have the economic impact information immediately available; and
 - **Natural Environment;** land use changes, the implications for businesses short to long term, use of land and/or amenities.

6.6.1 Transition Briefing

The Controller should chair the transition briefing formally and minutes should be taken. At the end of the briefing the Controller transfers coordination and accountability for recovery related activities to the Recovery Manager.

6.6.2 Exit Strategy

Towards the end of the Recovery phase, Councils and the public will be advised of the proposed ending of the CDEM recovery phase. That advice will include a detailed report from the Group Recovery Manager to the affected Council Chief Executive/s and copied to the Minister of Civil Defence and Emergency Management. That report, which is to be prepared by the Recovery Manager and his/her recovery teams, will identify and document any conditions that an exit strategy may be subject to.

It is important to note that although the recovery phase of a CDEM event may end, actual physical and psychosocial reconstruction may continue in some cases for a considerable period of time.

Part 7: Monitoring and Evaluation

Monitoring and evaluation is a key component within the Group plan and is essential in any effective policy or risk management process. Ongoing monitoring and evaluation will provide assurance to the Bay of Plenty CDEM group and communities that the Bay of Plenty CDEM group is complying with its obligations, achieving its objectives and making progress towards its goals, and those of the National CDEM Strategy. Monitoring and evaluation are different processes:

- Monitoring is establishing, checking, controlling and keeping record of what has happened.
- Evaluation is measuring effectiveness and establishing and assessing why outcomes have or have not occurred.

7.1 Monitoring and Evaluation Principles

The Bay of Plenty CDEM group has the following principles for monitoring and evaluation:

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

7.2 Contextual Framework and Key Issues

Monitoring and evaluation is a requirement of the Bay of Plenty CDEM Group under the CDEM Act 2002 (s17 (1) (h) and s37 (1)). Relevant benchmarking documents include:

- The CDEM Act and the National CDEM Strategy.
- The Bay of Plenty CDEM group goals and objectives from this Plan.
- The Bay of Plenty CDEM local and group work programmes.
- Public surveys and analysis.
- Long Term Plans (LTPs).
- The CDEM Capability Assessment Tool.

The Capability Assessment Report identified that minimal monitoring and evaluation of the CDEM Plan was occurring, and that there was no comprehensive work programme that transparently outlined how delivery gives effect to the National CDEM Plan.

Objectives identified in this Plan across the 4Rs will require work programmes to underpin their achievement, and will eventuate in delivery across multiple agencies and at Local and Group levels. It is the responsibility of the CDEM Group to ensure that objectives are delivered, and to monitor and evaluate the success of delivery, and compliance with the CDEM Act.

7.3 Monitoring and Evaluation Objective

The Bay of Plenty CDEM group has the following objective for monitoring and evaluation which reflect recommendations made as a result of the Capability Assessment Report⁹:

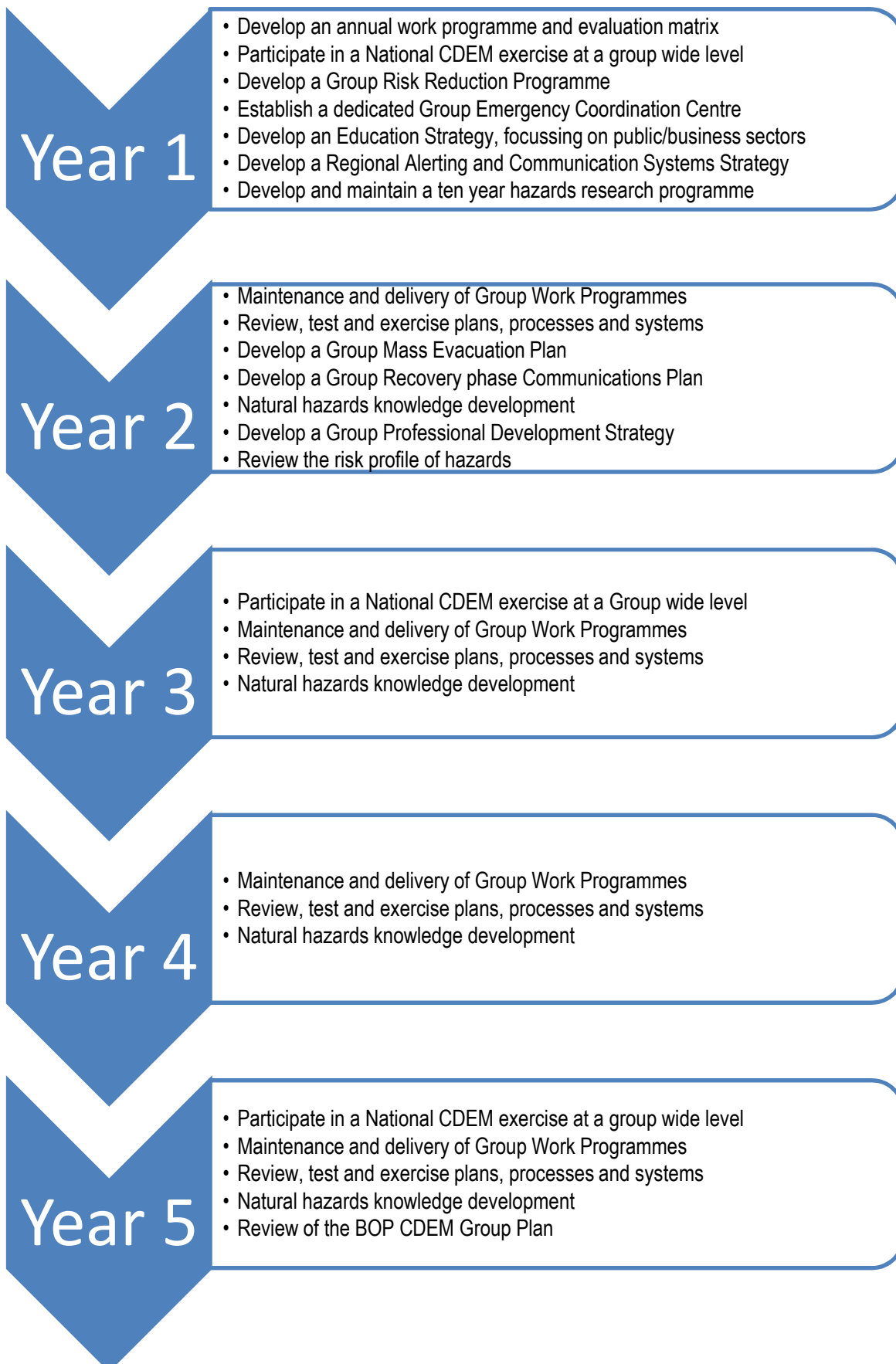
Table 10 Monitoring and Evaluation objective and proposed actions.

| Objective identifier | Objective | Proposed action |
|----------------------|---|--|
| 5a | Develop and implement a five year work programme that effectively delivers, monitors, evaluates and reports on goals 1 through to 4 | <ul style="list-style-type: none">• Develop an annual work programme in accordance with the action plans contained within the BOP CDEM Group Plan• Develop a monitoring and evaluation programme that reports on achievements against the objectives contained within the BOP CDEM Group Plan |

⁹ The Bay of Plenty received its Capability Assessment Report in June 2009.

7.4 Indicative five year work programme

Figure 4 Indicative five year work programme.



7.5 Internal Monitoring

It is not expected that by the end of the Group Plan's life, that the Vision will have been fully realised or that all of the objectives will have been met. Mechanisms will be utilised that will track progress (in terms of monitoring the progress and evaluation of the achievements), of the Group Plan outputs and outcomes, and the general performance of the CDEM Group that include:

- Regular scrutiny of Group and Local CDEM Activity across the CDEM Group by the established coordinating executive group lead sub-groups¹⁰ (Reduction, Readiness, Response, Recovery, Monitoring, Evaluation, Management and Governance).
- An annual audit will be undertaken, and an annual report prepared from the CEG to the Bay of Plenty CDEM Joint Committee outlining the Groups progress against the five year work programme, and Group and Local annual work programmes, and the overall CDEM Group performance.
- The Bay of Plenty Group Emergency Management Office and local Emergency Management officers will monitor compliance between the Group Plan (or Local Plan) and the CDEM Act and with other relevant legislation and amendments.
- Appropriate self-assessment using the MCDEM Capability Assessment Tool.

The CDEM Group will review the Group Plan in year 5 of the Group work programme and ensure it is adequate by considering:

- **Its Accuracy** – Documents are up to date and the structures outlined in this plan are operating as described.
- **Its Practicality** – CDEM Group members are capable of carrying out the functions described in the Plan.
- **Its Coverage** – Hazards and risks appropriate to the Bay of Plenty are documented within the Plan; Management mechanisms and consequences are clearly described; An integrated monitoring and review process exists.
- **Its Coordination** – Roles and responsibilities for member organisations and stakeholders are clear and understood; Agencies know how to work together in an emergency; Goals and objectives are clear, aligned and have work programmes ensuring their achievement; CDEM arrangements align nationally.

7.6 External Monitoring

7.6.1 MCDEM Capability Assessment Tool

The MCDEM Capability Assessment Tool will be used to evaluate progress every three years. It is anticipated that this will be led by MCDEM staff with support by the GEMO, wider CDEM Group and local EMO staff.

7.6.2 Group Plan External Review

This Group Plan has been extensively reviewed by local authorities, partner organisations and Coordinating Executive Group members. It has also been through a public submission process. Before publication, external peer review was conducted to further ensure the integrated and coordinated approach promoted is coherent and workable. The Plan has also been reviewed by the Ministry of Civil Defence Emergency Management.

¹⁰ See Section 8 for details on the Coordinating Executive Group sub group structure

7.6.3 Legislative Compliance Requirements

The CDEM Group must determine what aspects of compliance with the provisions of the CDEM Act and other legislation are of particular relevance to achieving the CDEM outcomes sought. The CDEM Act does not establish CDEM Groups with the powers to audit or force other agencies to carry out their functions in a different manner. The aim of the process is to identify weaknesses in regional CDEM arrangements and collaboratively improve them. This is primarily achieved through the CDEM Group Plan process. External monitoring of legislative requirements must therefore be directly linked to plan targets and actions.

Part 8: Management and Governance

This section describes the management and governance arrangements for the provision of CDEM in the Bay of Plenty. This includes how CDEM will be delivered and the roles and responsibilities of the Joint Committee, CEG members and the Group Emergency Management Office. Key appointments, funding arrangements and cross CDEM Group co-operation are also described.

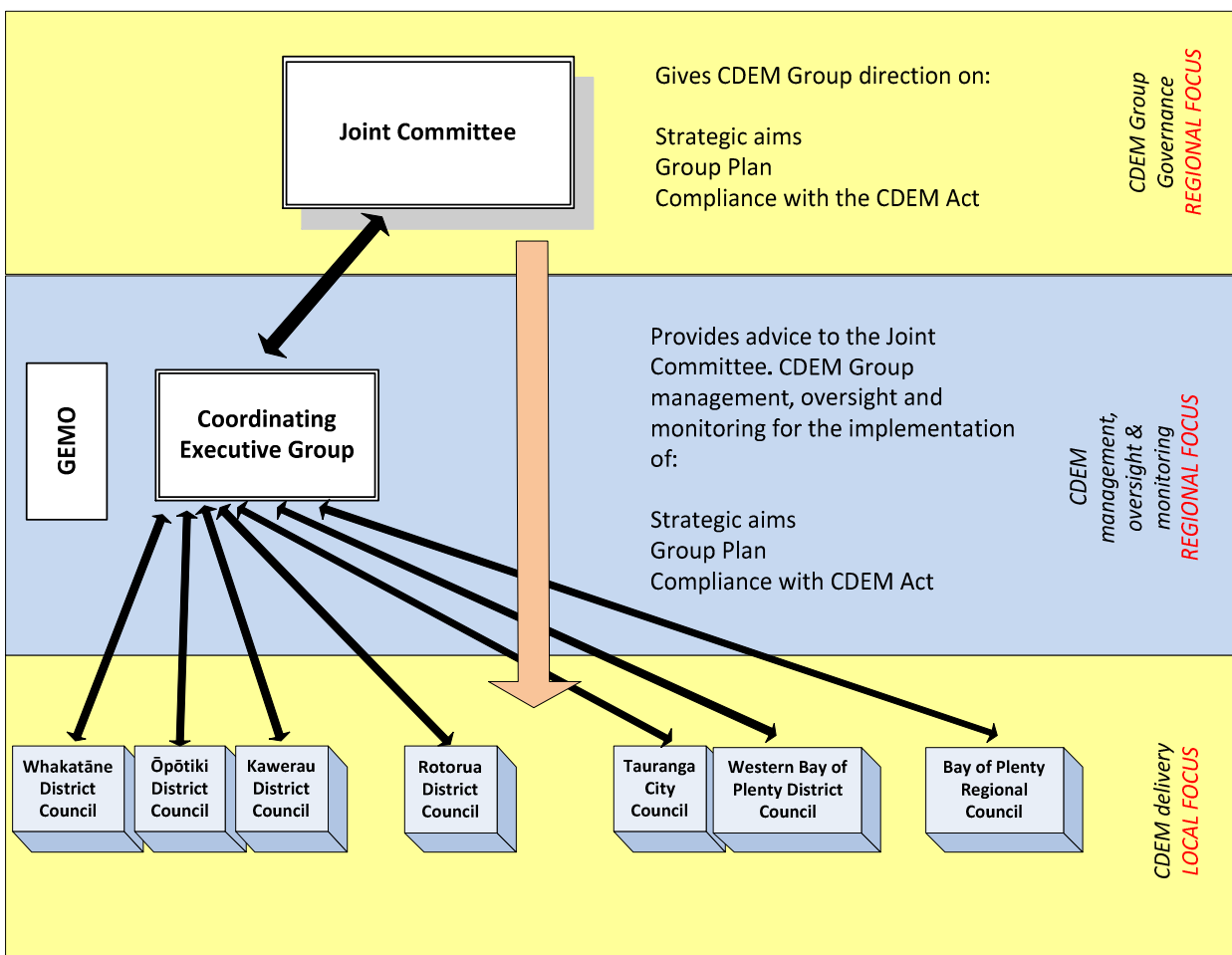
8.1 Introduction

The Civil Defence Emergency Management Act 2002 requires all Local Authorities to provide for CDEM within their districts. The Act also places a requirement for Local Authorities and all agencies to support the coordinated effort of CDEM, and to function to the fullest possible extent during and after an emergency event. This dual role for authorities and agencies to manage their own affairs and to cooperate at local and group level is achieved by having distinct appointments in place, supported by adequate delegations to deliver the requirements of CDEM.

8.2 Bay of Plenty CDEM Group Functional Relationships

The functional relationships that operate within the Bay of Plenty CDEM group are illustrated in Figure 5.

Figure 5 Functional relationships across the Bay of Plenty CDEM Group.



8.2.1 CDEM Group

The CDEM Group can define its success by the extent to which it understands it owns the Group Plan, understands it is accountable for CDEM, understands it has a regional focus and provides clear direction to the CEG. The specific functions of the CDEM group are identified in section 17 of the Act, but focus on the following areas:

- **Risk Management** – identify, assess and manage hazards and risks.
- **CDEM Planning** – setting strategic direction, delivery of Group Plan.
- **CDEM delivery** – maintain and provide resources including material, services, information and trained and competent personnel.
- **Supporting** other CDEM Groups.
- **Promoting and Monitoring** CDEM Activity – increasing public awareness, monitor and report on compliance.

The CDEM group is responsible for the conduct of CDEM business in the region and as such, the CDEM Group will:

- 1 Set the strategic direction of the Group via the Group Plan.
- 2 Approve annual group work programme and budget.
- 3 Monitor the performance of group and local work programmes.
- 4 Amend and approve the CDEM Group Plan as required.
- 5 Appoint Group and Local Controllers.
- 6 Appoint the Group Recovery Manager and Alternate.
- 7 Appoint the Group Welfare Manager.

8.2.2 CDEM Group Joint Committee

A Joint Committee has been established with membership of one elected official from the following territorial authorities and regional council. Its purpose is to assume overall political and policy making responsibility for the provision of CDEM across the Bay of Plenty region and ensure it has full oversight of the activities of the wider CDEM Group.

- 1 Bay of Plenty Regional Council.
- 2 Kawerau District Council.
- 3 Ōpōtiki District Council.
- 4 Rotorua District Council.
- 5 Tauranga City Council.
- 6 Western Bay of Plenty District Council.
- 7 Whakatāne District Council.

The Group is formed as a joint standing committee under clause 30, schedule 7 of the Local Government Act 2002. A Constitution was adopted by the Group on 4 August 2003 (amended on 17 November 2003, and further amended on 7 December 2007) to guide how the Group operates, how decisions are to be made and what functions and roles it has. This Constitution remains in place and is reviewed regularly.

8.2.3 Democratic Arrangements

| | |
|----------------------------------|--|
| Chair of Joint Committee | One of the Joint Committee members will be elected as chair for an agreed period. |
| Nature of Joint Committee | The Joint Committee is permanently established (under Clause 30(7), schedule 7 of the Local Government Act) and is not discharged following triennial elections. |
| Standing Orders | The standing orders for the Group are NZS9202:2003 except as where varied by the Constitution. |
| Meeting Arrangements | CDEM Group meeting will be held no less than three times each year |

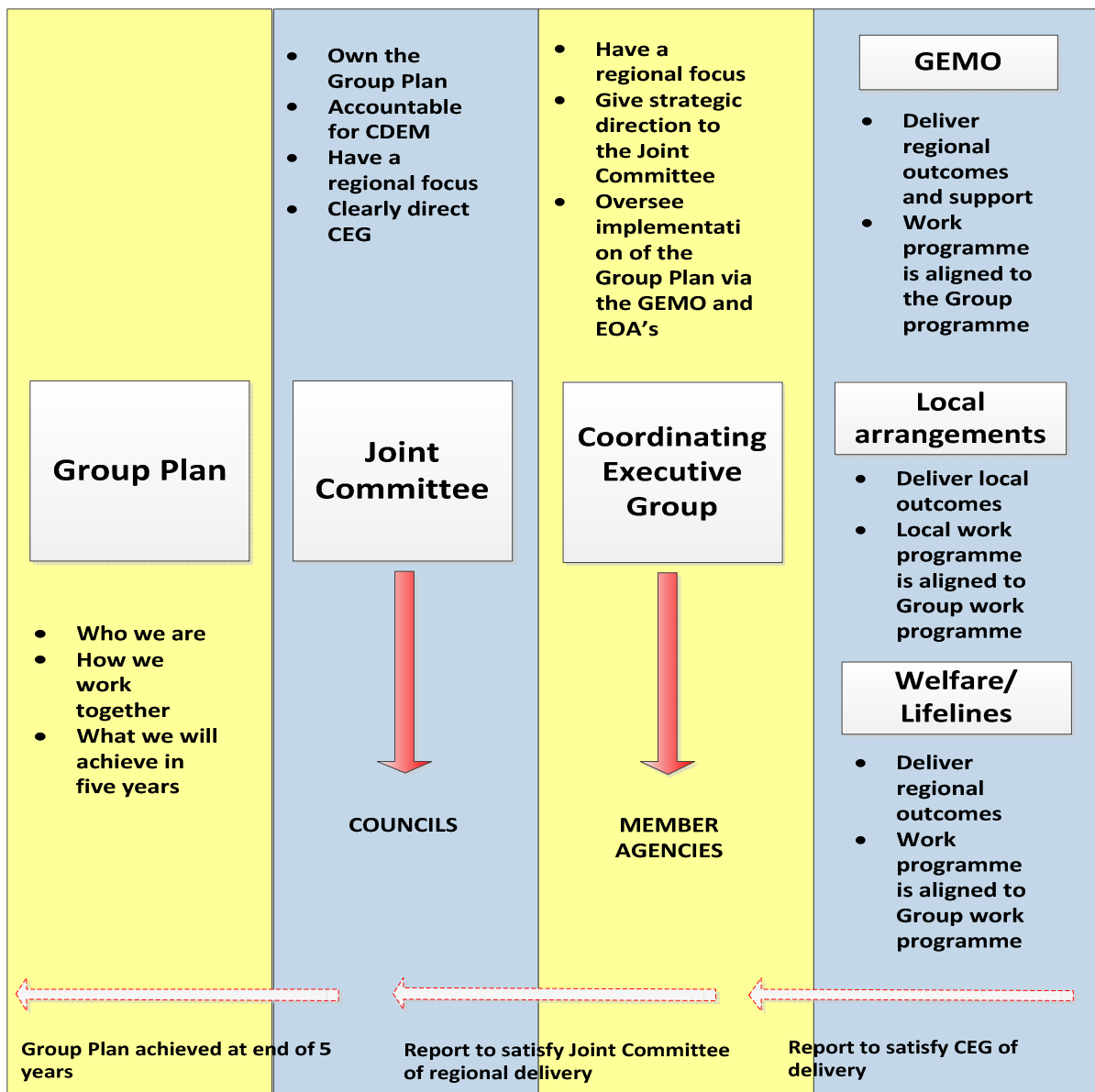


Figure 6 Bay of Plenty CDEM Plan implementation.

8.2.4 Powers and Obligations

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

Section 16 Powers and Obligation of members of the Civil Defence Emergency Management Group (Civil Defence Emergency Management Act 2002)

Each member of a Civil Defence Emergency Management Group;

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

8.2.5 CEG

The CEG is responsible to the CDEM Group for delivering CDEM, and for the following activities;

- Providing advice to the CDEM Group and any subgroups or subcommittees of the Group.
- Implementing, as appropriate, the decisions of the CDEM Group.
- Overseeing the implementation, development, maintenance, monitoring, and evaluation of the CDEM Group Plan.
- Monitoring the performance and effectiveness of any agreement or contract that the Group may enter into for the provision of goods and services.

The CEG includes the CEO (or their representative) from each local authority in the Bay of Plenty region, emergency services, and the district health boards, and comprises the following statutory and appointed non-statutory members:

- Bay of Plenty District Health Board
- Bay of Plenty District Police Headquarters
- Bay of Plenty Regional Council
- Chair, Bay of Plenty Lifelines Advisory Group
- Chair, Welfare Advisory Group
- District Health Board
- Group Controller
- Group Recovery Manager
- Kawerau District Council
- Lakes District Health Board
- Medical Officer of Health
- New Zealand Fire Service, Region Headquarters
- Opotiki District council
- Rotorua District Council
- Tauranga City Council
- Western Bay of Plenty District Council
- Whakatāne District Council

To enable effective and efficient decision making, representatives on CEG are expected to have the powers to commit their organisation without further recourse to that organisation.

In order for CDEM activity to be planned and delivered effectively, the Bay of Plenty has established four CEG sub-committees, each of which is led by a CEG member:

- 1 Management and Governance
- 2 Reduction
- 3 Readiness and Response
- 4 Recovery

This structure will enable cross group leadership, support the monitoring of work programmes and provide the ability to plan in the areas of reduction, readiness, response and recovery. CEG is responsible for the preparation of the annual work programme and budget.

8.3 Emergency Operating Areas

TAs may form local arrangements that allow for planning, coordination and shared resources across all or some of the 4Rs. There must be formal agreement and sign off by the Chief Executives of all the participating councils.

8.3.1 Participation by Organisations, Government Departments and Lifeline Utilities

The Act specifically states its purposes as “to encourage the co-ordination of emergency management, planning, and activities related to civil defence emergency management across the wide range of agencies and organisations preventing or managing emergencies under this Act”.

Agencies and organisations, along with government agencies, lifeline utilities and any other participants, are expected to meet their own costs associated with their involvement in CDEM Group activities as part of their existing core commitment to emergency management.

The Act puts a responsibility on government departments, lifeline utilities and other groups to ensure that they are able to function to the fullest extent, even though at a reduced level, during and after an emergency. They must also make available in writing their plans for functioning during and after an emergency.

8.4 Administrative Arrangements

8.4.1 Administering Authority

The Bay of Plenty Regional Council is the administering authority for the CDEM Group. As the administering authority it will be responsible for providing:

- Administrative, servicing and secretarial services to support the Group's functions and governance tasks.
- Accountant for CDEM Group finances.
- Publishing the CDEM Group work programme, budget and performance.
- Entering into approved contracts with service providers on behalf of the group.

This includes administration tasks required for the purposes of the Local Government Act 2002 and the CDEM Act 2002, and any other Act, regulation or bylaw. The funding for the provision of these services will be addressed through a service level agreement between the local authorities.

8.4.2 Service Level Agreement

The provision and staffing of the Group Emergency Management Office (GEMO) and the provision of the Group ECC are the responsibility of the Group. On behalf of the Group, the Bay of Plenty Regional Council will be responsible for the operational delivery of this service. The specific arrangements will be detailed in a service level agreement between the Bay of Plenty Regional Council and the other six local authorities.

8.4.3 Group Emergency Management Office (GEMO)

The GEMO coordinates and facilitates the 'day to day' planning and project work on behalf of the CDEM Group. The responsibilities of the GEMO include:

- Administrative and advisory support to the CEG and CDEM Group Joint Committee.
- Project and financial management, including development, maintenance and implementation of the CDEM Group Plan.
- Coordination of CDEM Group policy and planning development.
- External liaison with MCDEM and other CDEM Groups.
- Regional Lifeline coordination.
- Coordination of monitoring and evaluation activities.
- Maintaining a communication system that links the Group ECC with Local EOCs.
- Responsibility to coordinate the regional delivery of Recovery and Welfare services.
- Arranging, coordinating and conducting training activities as required (not including local exercises).
- Coordinating public education projects and providing advice for emergency planning.

The staff of the GEMO will provide emergency management advice to the Group Controller during emergency events.

8.4.4 Group and Local work programmes

An annual work programme is developed to support achievement of objectives in this Plan. The work programme is developed in consultation with the CEG and sub-committees (see Figure 6: Bay of Plenty CDEM Plan implementation). Development of local work programmes will 'give effect' to the Group work programme and Plan. Progress on the delivery of group and local work programmes will be monitored by the Management and Governance sub-committee of CEG.

8.5 Delegated Authorities, Functions and Powers

Although the CDEM Group retains the responsibility for CDEM in the region, there are a number of authorities, functions and powers that need to be delegated (CDEM Act 2002, s18, 25-27), to persons and/or positions as key appointments. Key appointments include the following, and appointments to these roles are recommended by CEG and approved by the Joint Committee

- Group Controller.
- Local Controllers.
- Group Recovery Manager and Alternate Recovery Manager.
- Group Welfare Manager.
- Group Public Information Manager.

8.5.1 Controllers

In accordance with sections 26(1), 26(2) and 27(1) of the Act, the CDEM Group has appointed personnel to the positions of Group Controller and Local Controller. The persons appointed are identified in respective Group/Local SOPs. Appointments to controller positions must be made in line with the *Bay of Plenty CDEMG Policy on New Controller Appointments*.

The role of a Group Controller (section 28, Functions of Group Controllers), is to perform the following:

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

In the event that no appointed Group Controller is available, the CDEM Group will appoint an appropriate person, potentially an existing Local Controller.

8.5.2 Powers

The following details the powers of the Group Controller that are delegated to the Group Controller by the CDEM Group under the CDEM Act:

General Powers: The Group Controller is delegated the authority to coordinate the activities (as are required to perform his/her duties) under the direction of the CEG – see S18 (2).

Power to require information: The Group Controller is delegated the authority to require information to be provided under S76.

Information to obtain a warrant: The Group Controller is delegated the authority to provide the necessary information under oath for a warrant to be issued – see S78.

Receipt of Information: The Group Controller is delegated the authority to receive information seized under S81.

Emergency Powers: The Group Controller is delegated the authority to exercise all the emergency powers conferred on the CDEM Group by S85 and shall make reports on the actions undertaken at such intervals as are directed by the Chairperson of the CDEM Group. For the avoidance of doubt, the Group Controller has the specific powers conferred on Controllers detailed in S86-92 and S94.

If during a local state of emergency for a regional event communication is lost with the Group Controller, and until such time as communication is restored, or there is an imminent threat to life, the Group delegates under section 18 of the CDEM Act the powers of the Group Controller to the persons appointed as Local Controllers.

The Group also delegates the authority to make financial decisions on behalf of the Group during a local state of emergency for a regional event for all resources and services under the control of the Group Controller to the Group Controller.

Local Controllers

In the event of a local state of emergency for a local event, the Group delegates all of the functions and powers of the Group Controller to the person appointed as Local Controller under section 27 of the CDEM Act for the relevant district, or part of a district.

Under section 27(1) and 28 of the CDEM Act 2002, for a local state of emergency for a local event declared by a Mayor, the Local Controller is automatically directed to exercise all the Group Controller's functions and powers for the related district or part of a district.

Notwithstanding this delegation, under section 27(2) the Local Controller must follow any direction given by the Group Controller in an emergency.

The Group Controller may assume direction and coordination of a local state of emergency for a local event if the impact spreads beyond the territorial authority's capacity to respond or jurisdictional boundary or if the territorial authority's capacity to respond is compromised.

Emergency Appointments

In the event that the Group Controller is absent for whatever reason, or there is a vacancy in the Group Controller appointment, the Group delegates to the person who declares a local state of emergency for a regional event, the authority to appoint a Group Controller at the time of the declaration.

In the event that a Local Controller is absent for whatever reason, or there is a vacancy in the Local Controller appointment, the Group Controller may act as the Local Controller. The Group delegates to the person who declares a local state of emergency, the authority to appoint a Local Controller at the time of the declaration.

8.6 Financial Arrangements

The activities of the CDEM Group incur costs, which can be broken into two main areas:

| | |
|-------------------------------|--|
| <u>Programmed Activities:</u> | Administrative and related services under section 24 of the Act (including Group services such as the CDEM Office and appointments such as the Group Controller, Group Recovery Manager and group Welfare Manager), and the annual work programme. |
| <u>Emergency Expenditure:</u> | Expenditure incurred by the Group in the lead up to, during and immediately after a declared state of emergency (for example, the cost of obtaining specialist advice and operating the Group ECC). |

8.6.1 Programmed Group Activities

The CDEM Group is responsible for funding:

- Group appointments, including the Group Controller, Group Recovery Manager and Group Welfare Manager.
- GEMO operational costs.
- The agreed annual group work programme.

The Bay of Plenty Regional Council funds:

- Administrative and related services.
- The use of and resourcing of Group ECC facilities.

The process for agreeing an annual budget and work programme is outlined in the Bay of Plenty CDEM Group constitution and section 8.5.2.

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

- Funding the reduction, readiness, response and recovery arrangements required in its area.
- Funding and resourcing the preparation and implementation of local CDEM plans, and response arrangements.
- Meeting the costs of its representation on the CDEM Group and CEG.
- Any agreed contribution to the collective efforts of the Group in carrying out its approved work programme.

8.6.2 Group and Local Work Programmes and Budget Development

The process for agreeing an annual work programme and budget is as follows.

- Annually (by November), a draft work programme and associated budgetary requirements will be prepared for the upcoming financial year.
- The proposed budget for the Group will include ongoing operational costs (such as staffing and Group ECC facilities), and the annual work programme.
- Draft budget will be agreed by the CEG and/or CDEM Group Joint Committee by December to enable it to be included in the LTP/Annual Plan processes of the member local authorities.

- The work programme will be based on a three-year format, providing one-year in depth, and proposed activity for years two and three. The work programme will be updated each year.

Local authorities/EOA's, GEMO, Lifelines Group, Welfare Advisory Group and local Emergency Services Coordinating Committees will prepare work programmes that will be funded by their parent organisations to give effect to the group work programme. These local work programmes will be reviewed by CEG to ensure that a common message is being provided to the Bay of Plenty community.

8.6.3 Expenditure in a Civil Defence Emergency

In the lead up to a declared event (Level 3)

The CDEM group is responsible for funding:

- All reasonable direct expenses incurred by the Group Controller.
- All reasonable direct expenses (such as travel, meals and accommodation) incurred by recognised technical advisors when they are requested to provide specialist technical advice to the Group Controller.
- Costs associated with the use of resources and services under the direction of the Group Controller.

The Bay of Plenty Regional Council will be responsible for funding:

- All costs associated with the resourcing, activation and operation of the Group ECC.

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

8.6.4 During a declared emergency (Level 4)

Local authorities are responsible for meeting all costs associated with their own CDEM personnel, facilities and resources and for dealing with the impact of disasters in their jurisdictional areas

The Group is responsible for funding all reasonable direct expenses incurred by the Group Controller in acting in support of a Local EOC.

8.6.5 Reimbursement of Response Costs following a Civil Defence Emergency

Upon termination of a declared Level 4 emergency, the Group Controller will recommend to the CDEM Group which costs should reasonably be met by the Group. There may be circumstances where shared Group funding could be applied 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 financial support are made by the organisation incurring the expenditure. For states of emergency that involve the whole Group, the Group Controller, through the GEMO, will coordinate and check respective local authority claims, independently prepare a claim for agreed Group costs, and submit the consolidated application. The procedure for this is outlined in Section 26 of The Guide to National Civil Defence Emergency Management Plan.

8.6.6 Emergency Recovery Expenses

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

A clear record of who authorises any expenditure, its purpose and any other relevant information is required to be kept to support claims for Government subsidies and repayments. The Recovery Manager will ensure all costs are properly accounted for.

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

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

Access to response expenses from Central Government is also available for non-declared emergency events. Section 26 of the Guide to the National Civil Defence Emergency Management Plan has detailed criteria for access to these funds.

8.6.7 Apportionment of Group Costs

For non-emergency operating costs a methodology has been defined that allocates costs between the local authorities. The methodology is based on the Bay of Plenty Regional Council (as a regionally funded organisation) contributing 50% of the funding costs for services. The Bay of Plenty territorial authorities pay the remaining 50% with each territorial authority contributing a share in accordance with their district's population figures.

The cost sharing allocation is as follows:

| Local Authority | Population | % Apportionment |
|--------------------------------|------------|-----------------|
| Tauranga City Council | 111,870 | 20.0 |
| Rotorua District Council | 70,400 | 13.0 |
| Western Bay District Council | 42,100 | 8.0 |
| Whakatāne District Council | 34,000 | 6.0 |
| Opotiki District Council | 9,201 | 1.75 |
| Kawerau District Council | 6,921 | 1.25 |
| Bay of Plenty Regional Council | | 50.0 |
| Total | | 100.0 |

Note 1 Population based on Department of Statistics 2006 revised figures.

Note 2 Budget figures rounded to nearest complete hundred.

Note 3 The percentage apportionment will change when census data is updated.

8.6.8 Disputes

The CDEM Group is unable to bind members in terms of funding Group activities. Such decisions remain the responsibility of each local authority through their respective LTP or Annual Plan processes.

While it is the intention of the Group to negotiate in good faith, if the Group is unable to reach agreement on funding matters, a disputes resolution process is provided for in the Constitution.

8.7 Change and Improvement

To remain effective the Group will from time to time review the way it is structured and organised.

8.8 Co-operation with other CDEM Groups

8.8.1 Flexible Support Arrangements

In accordance with section 17(1)(f) of the CDEM Act 2002, the Bay of Plenty CDEM Group will support other CDEM Groups in New Zealand. The basis of this support is outlined below and is built on existing memoranda of understanding previously in place with neighbouring Groups¹¹. This support (via MOU's) will be maintained in accordance with the action plan for objective 2e (table 5).

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

- Personnel (EOC staff, radio operators, rescue personnel, media liaison, other specialists).
- Equipment (Stock on hand of particular items or supplies, or support with purchasing).
- Logistics Management (Management of air, rail and other supply points outside of the other CDEM Group area that are being used for logistics transfer operations).
- Evacuee Management (Management of evacuees arriving from the affected area, including registration and arranging welfare requirements).

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

The CDEM Act (section 113) provides for the recovery of actual and reasonable costs associated with provision of assistance to other CDEM Groups.

8.8.2 Collaborative Planning

The Bay of Plenty CDEM Group will take all opportunities to share and coordinate planning and other activities for mutual benefit, and the CDEM Group will wherever possible:

- Maintain relationships with other Groups, including consultation where appropriate.
- Share plans and procedures to facilitate a common approach and ensure that consistency and coordination opportunities are maximised.
- Share data on cross boundary hazards and the risk treatment measures that are being deployed.

The Bay of Plenty Group will also actively seek opportunities to collaborate across CDEM Group boundaries areas mutually identified for improvement through MCDEM's Monitoring and Evaluation process. Collaborative thinking will support in raising standards and leveraging from different Group improvement experiences.

¹¹ MOU's exist with Gisborne, the Waikato and Hawkes Bay CDEM Groups.

Appendices

Appendix 1 – Glossary of terms and acronyms

| | |
|--------------------|---|
| 4Rs | Four areas of emergency management: Reduction, Readiness, Response and Recovery |
| BOPRC | Bay of Plenty Regional Council |
| CDEM | Civil Defence and Emergency Management |
| CEG | Coordinating Executive Group |
| CEO | Chief Executive Officer |
| CIMS | Coordinated Incident Management System |
| Constitution | Agreement which sets out the functions, powers and duties of the Group and its members |
| EMIS | Emergency Management Information System |
| EOA | Emergency Operating Area |
| EOC | Emergency Operations Centre established by the CDEM Group for the purpose of providing operational CDEM |
| ESCC | Emergency Services Coordinating Committee |
| Group ECC | Group Emergency Coordination Centre |
| GEMO | Group Emergency Management Office |
| GIS | Geographic Information System |
| ICP | Incident Control Point |
| Local EOCs | Local Emergency Operations Centres |
| Local Authority | A regional council or a territorial authority (district or city council) |
| LTP | Long Term Plan |
| MAF | Ministry of Agriculture and Forestry |
| MCDEM | Ministry of Civil Defence and Emergency Management |
| MfE | Ministry for the Environment |
| MOU | Memorandum of understanding (between two or more organisations) |
| NCCMC | National Crisis Management Centre |
| PIM | Public Information Manager |
| PCE | Parliamentary Commissioner for the Environment |
| PTWC | Pacific Tsunami Warning Centre |
| Region | This refers to the areas covered by the Bay of Plenty Civil Defence Emergency Management Group boundaries |
| SOPs | Standard operating procedures |
| State of Emergency | Means a state of national emergency or a state of local emergency |
| TAs | Territorial Authorities |
| WAG | Welfare Advisory Group |

Appendix 2 – Risk Monitoring and Warning Issuing Agencies

| Particular risk | Monitoring Agency | Comment |
|---|---|--|
| Severe Weather Watch or Warnings | Meteorological Service of New Zealand (Met Service) | National Weather Services (NWS), a division of Met Service collects and analyses meteorological data from around New Zealand and the world. The NWS is responsible for safeguarding of New Zealand lives and property through the issuing of Severe Weather Watches and Warnings |
| Tsunami | Pacific Tsunami Warning Centre (PTWC) forward tsunami information to MCDEM | Monitored by the PTWC and reported to MCDEM. Within New Zealand MCDEM are responsible for the issue of any Tsunami Warning |
| Volcanic activity and geothermal events | GNS Science | Monitored by GNS Science who are responsible for issuing 'Volcanic Alert Bulletins' and related advice to MCDEM and CDEM Groups |
| Public Health Warnings | Ministry of Health and District Health Boards (DHB) - Bay of Plenty and Lakes DHB | Monitor public health issues and disseminate through Medical Officer of Health appropriate alerts and warnings to CDEM Groups and the general public |
| Flood warnings for major rivers | Bay of Plenty Regional Council (BOPRC) | Monitor river levels. BOPRC will disseminate river flood warnings to the public, emergency responders and landowners at risk |
| Wildfire | Rural Fire Authorities | Adverse weather conditions likely to increase the possibility of wildfire are monitored by the Rural Fire Authorities, which will institute appropriate fire bans and if necessary disseminate warnings |
| Animal disease outbreaks | Ministry of Agriculture and Forestry (MAF) | Monitor the agricultural sector and MAF will disseminate appropriate alerts and warnings to CDEM Groups and the general public. |