

## Otago Civil Defence Emergency Management Group

**Agenda for a meeting to be held at the Council Chamber, Otago Regional Council,  
70 Stafford Street, Dunedin on Friday 22 August 2014 commencing at 12 noon**

### Membership

Cr Stephen Woodhead  
Mayor Bryan Cadogan  
Mayor Tony Lepper  
Mayor Dave Cull  
Mayor Vanessa van Uden  
Mayor Gary Kircher

Otago Regional Council  
Clutha District Council  
Central Otago District Council  
Dunedin City Council  
Queenstown Lakes District Council  
Waitaki District Council

### Apologies

### In attendance

### Confirmation of Agenda

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Friday 14 November 2014 – Dunedin, hosted by DCC	
Friday 20 February 2015 – Oamaru, hosted by WDC	

## Otago Civil Defence Emergency Management Group

### Minutes of a meeting held at the Queenstown Lakes District Council, Queenstown on Tuesday 20 May 2014 commencing at 11.45 am

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#### Present

Cr Stephen Woodhead	Otago Regional Council
Mayor Tony Lepper	Central Otago District Council
Mayor Bryan Cadogan	Clutha District Council
Mayor Dave Cull	Dunedin City Council
Mayor Vanessa van Uden	Queenstown Lakes District Council
Mayor Gary Kircher	Waitaki District Council

#### Apologies

Mr Alan Dickson	Clutha District Council
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*The apology was accepted on the motion of Mayor Lepper and Bryan Cadogan.*

#### In attendance

Mr Phil Bodeker	Otago Regional Council
Mr Phil Melhopt	Central Otago District Council
Mr Tony Avery	Dunedin City Council
Mr Adam Feeley	Queenstown Lakes District Council
Mr Michael Ross	Waitaki District Council
Mrs Kathie Tansley	QLDC, Minutes Secretary

#### Election of Group Chair and Deputy Chair

Mayor Kircher moved, Mayor Cull seconded

*That Cr Woodhead be elected as the Group Chair.*

#### **Motion carried unopposed**

Cr Woodhead moved, Mayor van Uden seconded

*That Mayor Lepper be elected as Deputy Chair.*

#### **Motion carried unopposed**

#### Confirmation of agenda

There were no changes to the agenda.

#### Minutes of last meeting

Cr Woodhead moved, Mayor Cadogan seconded

*That the minutes of the last Otago CDEM Group meetings 23 August 2013 (informal meeting) and 2 September 2013 (formal meeting), having been circulated, be adopted as a true and correct record*

#### **Motion carried**

### **Matters arising from the minutes**

It was mentioned that voting via telephone at the last meeting was a convoluted process, and attendance via phone should be avoided if possible.

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#### **1. Confirm continued use of ORC Standing Orders**

Mayor van Uden moved, and Mayor Cadogan seconded

*That the ORC Standing Orders will be used for the CDEMG meetings with:*

- *a change to Standing Order 4.4.1 to provide for agenda papers to be circulated not less than five working days before the meeting;*
- *the deletion of clause 2.11 Recordings of Meetings;*
- *the addition of a clause 8.1.4 - "Members may only miss two consecutive meetings without leave or reasonable excuse for the apology to be accepted."*

#### **Motion carried**

#### **2. Otago Civil Defence Emergency Management Group**

The paper presented by Mr Bodeker outlined the structure of the Otago CDEM Group and the purpose and principles of the Plan. After discussion, the background paper was noted.

Mayor Cull moved, Mayor Lepper seconded

*That the background paper on the structure and purpose of CDEM in Otago be noted.*

#### **Motion carried**

#### **3. Confirmation of District Controllers**

An email will be sent as a reminder that Districts need to advise Peter Bodeker of their District Controller appointments.

#### **4. Proposed review of Otago's CDEM Structure**

A report outlining the recommended Terms of Reference for a review of provision of Civil Defence services in Otago was discussed.

Mayor van Uden moved, Mayor Cadogan seconded

*That the Otago Civil Defence Emergency Management Group supports the review of the civil defence structure in Otago.*

**Motion carried**

**5. Meeting Frequency**

It was agreed that the CDEM Group meetings would be held at the end of the Mayoral Forum meetings, before lunch.

**6. Next meeting**

The next meeting of the CDEM Group would be at the conclusion of the Mayoral Forum Meeting on Friday 22 August 2014 at Otago Regional Council, Dunedin.

Mayor Tony Lepper advised of his apology for the next meeting.

The meeting closed at 12.10 pm.

## REPORT

**Document ID: A659529**

**To: Otago CDEM Group**

**From: CDEM Co-ordinator**

**Date: 12 August 2014**

**Subject: OTAGO CDEM UPDATE**

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### **1. Precis**

The purpose of this report is to update group members on CDEM activities in Otago.

### **2. Risk Reduction**

Work has progressed on the Otago Lifelines Project with the report being developed through a series of workshops with Lifeline utility providers. The final of these workshops was held on 22 July 2014 and the report is programmed to be available for the Risk Reduction Committee to review by the end of August.

The work is partly funded by the Ministry's Resilience Fund.

Early work has started on the Risk Reduction Strategy with the Risk Reduction Committee having reviewed the first draft. The strategy will be finalised once the information and recommendations from the Lifelines Report are confirmed and can be incorporated.

### **3. Readiness and Response**

The Readiness and Response Committee is progressing with the rollout of Emergency Management Information System (EMIS) for the use in Emergency Operation Centres (EOC) and the Emergency Coordinating Centre (ECC).

One of the action points in the Otago CDEM Group Plan is to develop a regional tsunami plan that identifies:-

- a) Warning and notification arrangements, procedures, including links with national warning systems.
- b) At-risk communities.
- c) Public alerting processes.
- d) Media arrangements.

The scope for the project to develop a Tsunami Response Plan has been developed and approved by the Coordinating Executives Group (CEG) and a Working Party nominated to progress the development of the plan.

The plan will initially be for a coastal tsunami.

Further action points will be able to be progressed once the plan is complete. Namely:-

- Incorporation of pre-scripted messages in the Public Information plan.
- Test and exercise warning systems as part of the overall exercise programme.
- Provision of signage and education to support Community based plans. (some Communities have already developed plans.)

#### **4. Recovery**

With the departure of the chair of the Recovery Committee and the Group Emergency Management Coordinator, this committee has not meet since September 2013.

The committee was working on two projects:-

- Planning for the running of a Group recovery Exercise/Workshop
- Scoping the resourcing requirements for a Group Recovery Manager position.

A meeting of the committee has been scheduled.

#### **5. Welfare**

The Welfare Advisory Group (WAG) is currently working on two projects:

- Preparing advice on what resource is needed to undertake the Group Welfare Manager role. The Otago Group Plan identifies a Group Welfare Manager position. This is supported by the draft revised National CDEM Plan which sets out that Group 'must' have a Welfare Manager appointed.
- Preparing a database of welfare resources available in the region.

#### **6. Training**

The Otago Group held a very successful three days of EOC 3 training on 3<sup>rd</sup>, 4<sup>th</sup> and 5<sup>th</sup> March. Run by the Emergency Management Training Centre and hosted by the Clutha District Council in Balclutha, 47 personnel from Police, ORC, DCC, CDC and WDC were put through their paces in Planning and Intelligence, Operations, and Logistics, and better familiarising themselves with their roles and those they may be working closely with in an event.

#### **7. Revised National CDEM Plan**

The Ministry has put out for submission the draft revision of the National CDEM Plan. Information on the proposed revision is attached, as is the submission made on behalf of the Group.

#### **8. Otago CDEM Group Monitoring and Evaluation**

As advised previously the Otago Group is to be involved in a Monitoring and Evaluation process through November 2014 to February 2015. This process results in an Otago CDEM Capability Assessment Report. This was last undertaken in 2010, resulting in an overall assessment score of 61.6% which placed Otago

about in the middle of group scores in New Zealand. The Minister in advising the Otago CDEM Group of the intended evaluation has set a target for the Otago CDEM Group of 72%. The time line for the project is attached.

### **9. Group Office**

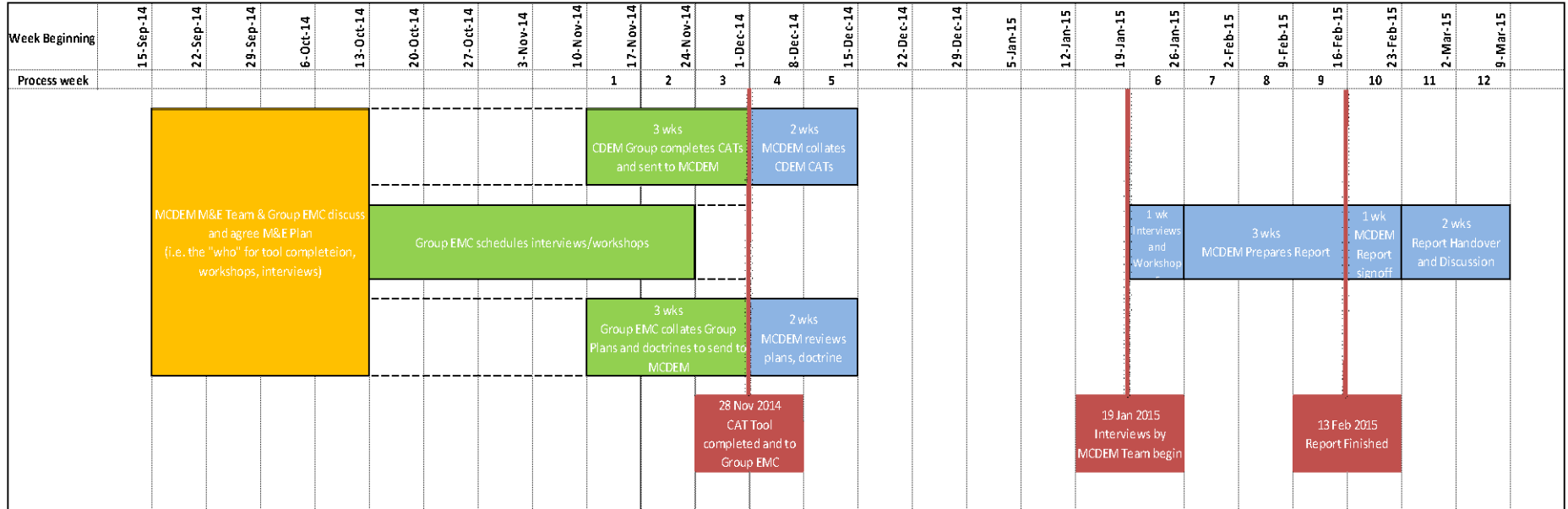
Charles Hakkaart has been employed as Emergency Management Coordinator.

Meetings for the Group, CEG, and Committees have been scheduled for the remainder of the year. As in the past the Group meetings have been scheduled to coincide with the Mayoral Forum meetings.

- 14 November 2014 Dunedin
- 20 February 2015 Oamaru

Charles Hakkaart  
**CDEM Coordinator**

Otago CDEM Group Monitoring and Evaluation 12 Week Plan





28 July 2014

Ministry of Civil Defence & Emergency Management  
PO Box 5010  
Wellington

Dear Sir/Madam

### Revised National CDEM Plan Submission

Thanks you for the opportunity to make submission to the Revised National CDEM Plan.

The Otago CDEM Group acknowledges that the revision goes a long way to making the National Civil Defence Emergency Management Plan a more concise plan that more clearly identifies objectives, roles, and responsibilities for the groups and agencies with CDEM functions before, during and after a national emergency.

We have a number of comments/submissions:

- It is noted the interpretation of the 4Rs in Part 1 section 2 Interpretation Reduction has had “and analyzing” removed in respect to risk. Apart from the inconsistency of interpretation between the Plan and the Strategy it is considered that analysing or assessment of risks is an important part of risk reduction. It is through this that the practicality of elimination or reduction of risk and the priority of any work against other priorities can be determined. Elsewhere in the plan analysis of geological and meteorological hazard and understanding of hazards based on the assessments of CDEM Groups and others, is mentioned. The introduction to Part 5 Risk reduction states “Risk reduction involves identifying and analysing long-term risks to....”

It is one thing to identify a risk, be it immediate or long-term, but analysis or assessment is needed to determine who does what about it and when.

- It is good to see a section on hazards with some more detail than the previous plan. However here is no indication in the Plan as to which of the hazards or risks that are most likely to require management at a national level. This may result in somewhat of a scattergun approach to hazard and risk analysis and planning focus.

Identification of priorities from a national perspective would be helpful.

- The arrangements for oversight and decisions by government during a national emergency are set out along with responsibilities of the Director of CDEM and National Controller, and while the plan re-states elements of the CDEM Act and defines elements of national response (ODESC, lead agency, support agency, cluster, Groups) it does not clearly define how these elements will be coordinated at a national level.
- Within Roles and Responsibilities there seems to be a considerable number of principles all slightly different.

For MCDEM, CDEM Groups, agencies and volunteer groups to work together in a coordinated, cooperative way a set of key principles common to all would seem to be a better approach.

As example Coordinated Management System (CIMS) is mentioned under emergency services and there is a requirement under Part 7 Response 116 Co-ordinated Incident Management System (CIMS) that those fulfilling key roles at all levels must be trained and practiced in its use. CIMS is also important principle for ECCs and EOCs. Being trained and practiced in CIMS should be included for all parties as a key principle.

Again thank you for the opportunity to make submission.

Yours faithfully

## Summary of amendments made to the *Revised National Civil Defence Emergency Management Plan*

### Introduction

The following outlines the significant changes made to each of the parts of the Plan in response to:

- the findings and recommendations set out in the *Review of the National CDEM Plan Report July 2010*;
- the findings and recommendations set out in the *Review of the CDEM Response to the 22 February 2011 Christchurch Earthquake Review Report*;
- the findings and recommendations set out in *the Review of Emergency Welfare Arrangements Report*; and
- feedback following closed sector consultation, and consultation with agencies with roles and responsibilities in the draft revised Plan.

**Note:** the list is a summary only.

### Global / structural changes

Global changes: updated terminology, references to legislation and agency names to reflect current arrangements, including:

- Deletion of terms describing emergencies that were inconsistent with the Act, e.g. 'civil defence emergency' and replacement with defined terms 'emergency', 'state of emergency', 'state of national emergency', and 'state of local emergency'.
- Updated terminology to reflect terms currently in use, e.g. 'CDEM Group EOC' changed to 'CDEM Group ECC'.
- Updated agency names to reflect current arrangements e.g. 'Ministry of Business, Innovation and Employment' and 'Ministry for Primary Industries'.
- Updated references to legislation and documents that were outdated e.g. Coroners Act 1988 changed to Coroners Act 2006, etc.
- Implemented a new heading structure for each part of the Plan to provide for a more user-friendly document that provides consistent information, e.g. heading structure for part 4 'Roles and responsibilities' includes: Introduction, Objective, Principles, Role during risk reduction and readiness and Role during response and recovery.

### Part 1, Introduction

Inclusion of definitions for 'CEG', 'DES', 'ECC', 'EOC', 'GNS Science', 'group area', 'lead agency', 'local authority', 'Local Controller', 'NZDF', 'PHU', 'support agency', 'supporting documentation' and 'UNOCHA'.

## Part 2, Purpose, scope and objectives

- Revised purpose of the Plan to bring into line with the actual content and intent of the Plan rather than repeating two of the requirements of the Plan as set out in the Act.
- Revised audience of the Plan to make it clear for whom and why the plan is written. This also makes clear for other 'lay' readers why the style and content of information may not fit with their expectations.
- Revised objectives of the Plan to cover as follows:
  - Obj.a. Establishes the 'scene', especially why the Plan does not describe a full hazard risk assessment, adopts a functional approach, and describes briefly only 'peace-time' risk reduction.
  - Obj.b. Sets out 'core' matters such as DESC, lead/support agency & statutory roles.
  - Obj.c. As this is a specific requirement of section 39 of the Act.
  - Obj.d. As the core understanding/agreements of agencies at the national level for covering any emergency.
- Wording related to the National CDEM Strategy updated to align with the revised Strategy and revised Plan objectives.

## Part 3, Management of emergencies at the national level

- Current Part '2 Hazards and risks' moved to Part 3, to provide an overview of those hazards and risks that may result in an emergency.
- Reference to and detail on the 17 classes of hazards that are outlined in the National Hazardscape Report to provide a broader picture of the hazards and risks in New Zealand that may lead to an emergency (all hazards approach).
- Added material on emergencies and related consequences, and their management using the Plan.
- Added material on the various states of emergency to more clearly outline arrangements at the national level.
- Added wording on, and definitions for, lead and support agencies, including MCDEMs role when lead agency, or as a support agency to another lead agency.
- Added responsibility for agencies to develop capability and capacity in line with Christchurch Earthquake Review Report recommendations.
- Added wording on augmenting response with a cadre of senior emergency managers in line with the Christchurch Earthquake Review Report recommendations.
- DESC system arrangements amended to align with the ODESC Terms of Reference and the National Security System.
- Clarified the role of MCDEM in relation to supporting the Director and National Controller (as the defined statutory officers with powers and functions under the Act).

- Added reference to Group Controllers and Local Controllers to provide a more complete picture of CDEM Statutory Officers at all levels.
- Added information on the possibility for the National Controller to forward deploy to enable the response in line with the Christchurch Earthquake Review Report recommendations.

#### **Part 4, Roles and responsibilities**

- Refined wording related to agencies responsibilities under section 58 and section 59 of the Act to provide greater clarity and visibility of this requirement in line with Christchurch Earthquake Review Report recommendations.
- MCDEM: added wording on the roles and responsibilities of MCDEM across the 4Rs, in order to provide consistent and equal treatment, and to provide for greater clarity and understanding of MCDEM's role.
- CDEM Groups:
  - Amended clause 19 to be consistent with the definition under the Act. Also included reference to CEG and working with partner agencies to provide a broader picture.
  - Included an objective in line with the generic structure running through the rest of the document. This objective was derived from the CDEM Group Governance BPG, and the Formation of CDEM Groups Director's Guideline.
  - Included principles in line with the generic structure running through the rest of the document. These principles were derived from the Act.
  - Reordered current clauses under the sub-heading 'CDEM Groups roles and responsibilities in risk reduction, readiness, response and recovery' and added a reference to the functions of CDEM Groups under section 17 of the Act.
  - Added wording on the need for CDEM Groups to work to the directions of the National Controller following experience and feedback during events and exercises.
- Clusters:
  - Moved forward in the document to precede the arrangements of clusters or sectors that include clusters, e.g. welfare services etc.
  - Added an introduction and objective in line with the generic structure running through the rest of the document. This wording was derived from the document titled A Cluster Approach for CDEM.
  - Removed detail on establishment of local clusters to the Guide.
  - Revised wording related to communications between clusters and the NCMC to improve clarity and understanding of communications channels.
- Police:
  - Reordered the current wording to fit in with the new heading structure.
  - Inclusion of an objective in line with the generic structure running through the rest of the document.

- Refined and revised all arrangements for welfare services sub-functions, including identifying responsible and support agencies at national and Group levels. This resulted in several changes to the responsible agency (MCDEM for overarching national coordination of welfare, Police for Inquiry, MoH for psychosocial support, MBIE for shelter and accommodation, MPI for animal welfare), in line with the Emergency Welfare Review Report recommendations.
- NZDF: added new sub-part outlining the roles and responsibilities of the NZDF in line with the Christchurch Earthquake Review Report recommendations.
- Building management: added new sub-part outlining the roles and responsibilities of agencies involved in building management in line with the Christchurch Earthquake Review Report recommendations.
- Research and science organisations: added new sub-part outlining the roles and responsibilities of research and science organisations to reflect current arrangements.

### **Part 5, Risk reduction**

- Added a new part on risk reduction, principally to make clear that the Plan is developed and to be implemented with an understanding and adherence to the principles of CDEM and applying the 4Rs to hazard risk management overall.
- Added an objective setting out what risk reduction aims to achieve as described in the National CDEM Strategy.
- Added text on risk reduction at the national level to reflect the broad 'peace-time' extent of these activities without getting too detailed or making statements that extend beyond current policy or arrangements.
- Added text about risk reduction under the Plan being achieved through effective management of emergencies.

### **Part 6, Readiness**

- General:
  - Added an objective setting out what readiness aims to achieve.
  - Revised readiness principles to be more holistic and inclusive of all readiness activities.
  - Added planning and monitoring and evaluation to the list of readiness activities to provide for a more complete list.
  - Added further information on the roles and responsibilities of agencies in readiness to more adequately set out expected responsibilities.
- Planning
  - Added a new sub-part on planning (both business continuity and emergency management planning) as it was identified as being a critical part of readiness that was not set out in the Plan.

- Added text detailing the responsibilities of departments, lifeline utilities and local authorities to undertake planning to ensure the continuity of their business as required under the Act in line with Christchurch Earthquake Review Report recommendations.
- Added text detailing agencies, other than those above, that should undertake planning to ensure the continuity of their business.
- Added text on the importance of emergency management planning for all agencies with arrangements in the Plan.
- Capability development:
  - Added introduction on capability development in line with the generic structure running through the rest of the document. Wording derived from the Guide and the CDEM Competency Framework.
  - Added information on the CDEM Competency Framework and the CDEM Capability Development Strategy to reflect current arrangements.
  - Revised the list of roles requiring capability development to reflect current arrangements. Revision based on current wording in the Plan and amended to reflect sector consultation on CDEM roles through the CDEM Competency Framework project.
  - Added information on capability development activities from the Guide to provide for greater clarity and context to the CDEM sector.
- Exercising and testing:
  - Amended the title of the National Exercise Programme to include 'CDEM' to identify and differentiate it from other exercise programmes.
  - Added reference to recovery exercises and local tiers of response exercises to reflect current arrangements.
  - Added reference to the all-of-government exercise schedule managed by DPMC to provide for wider context and enable alignment.
- Monitoring and evaluation:
  - Added a monitoring and evaluation sub-part setting out the requirement under the Act emphasising the importance of monitoring and evaluation.
  - Added text on the monitoring and evaluation programme to reflect current arrangements. Wording was derived from the Guide.
- Public education:
  - Added introduction on public education in line with the generic structure running through the rest of the document. This wording has been derived from the national public education strategy.
  - Added further information on the national public education strategy to provide clarity and greater context at all levels (local, CDEM Group and national).
  - Added text on the Public Education Programme to reflect current arrangements.

## Part 7, Response

- General:
  - Added an introduction in line with the generic structure running through the rest of the document.
  - Moved text on CIMS and the nationwide levels of CDEM operation from the readiness part to the response part as it is more appropriately placed.
  - Refined CIMS arrangements in the plan as the detail will be contained in the revised CIMS manual and reflected in the Guide.
- Warnings and advisories:
  - Revised use of the terms 'warnings', 'general warnings' and 'national warnings' to remove ambiguity.
  - Minor text amendments and editorial improvements throughout the section to improve accuracy of information and provide clarity.
  - Included information on monitoring agencies responsible for the issue of hazard information (Appendix 1 of the current plan) that may be used to inform national warnings and advisories issued by MCDEM via the national warning system.
- National Crisis Management Centre:
  - Added an objective setting out the aim of the NCMC.
  - Revised heading and wording related to MCDEM's use of the NCMC to better reflect current arrangements and provide clarity.
  - Added media to the list of sectors notified when the NCMC is activated.
  - Added Ministry of Transport, Ministry of Business, Innovation and Employment, GNS Science, MetService and Customs NZ to the list of primary support agencies.
- Emergency information management:
  - Moved wording under 'context' to sit under new 'introduction' heading.
  - Removal of wording related to information presentation types to sit in the Guide for better placement.
  - Revised the principles to reflect the new emergency management information system.
  - Added information on lines of reporting emergency management information to confirm and reflect current arrangements.
- Public information management:
  - Reordered clauses setting out the purpose and scope to sit under new introduction and objectives headings.
  - Removed operational detail on public information to the Guide.
  - Amended wording related to the Memorandum of Understanding with broadcasters to reflect current arrangements.



- Added wording on the all-of-government communications group to reflect current arrangements now overseen and convened by the State Services Commission.
- Included text on the government helpline, a function coordinated by the Ministry of Social Development, to reflect current arrangements.
- Deleted wording on the national enquiry centre as it duplicates arrangements set out under Welfare Services.
- Logistics: added new arrangements for CDEM logistics in line with the Christchurch Earthquake Review Report recommendations. These arrangements have been cross checked with the draft Logistics Director's Guideline to be published in 2014.
- Mass evacuation:
  - Reordered wording to sit under new introduction and objective headings in line with the generic structure running through the rest of the document.
  - Added new wording under introduction to describe mass evacuation and provide clarity.
  - Revised the principles to better align with the Mass Evacuation Director's Guideline published after the current Plan was made.
  - Added new wording on the phases of evacuation to align with those promoted and discussed in the Mass Evacuation Director's Guideline.
  - Removal of operational detail on sheltering in place, evacuating and identifying evacuees and the evacuation process to the Guide. The Guide redraft will also look to include the other phases that were not covered by the Plan.
- International assistance for New Zealand:
  - Added objective and principles in line with the generic structure running through the rest of the document and to reflect current arrangements. Wording derived from current clause 81 of the Plan, the International Assistance Cell Standard Operating Procedure and the Guide.
  - Amendments made to 'requests for and offers of international assistance', to clarify arrangements and roles and responsibilities.
  - Amendments made to the wording under UNOCHA to reflect current arrangements, and removal of operational detail to the Guide.

## **Part 8, Recovery**

- Added introduction and objective in line with the generic structure running through the rest of the document. Wording derived from the Recovery Management Director's Guideline.
- Renamed 'scope' to become new 'principles' to be consistent with the rest of the document. Revised the principles to provide greater clarity and improve on current wording, and remove duplication.
- Revised wording on the transition of response to recovery to provide greater clarity.

- Removal of detail related to recovery action plans to the Guide as a matter of operational detail.
- Added information on national recovery arrangements to provide greater clarity and understanding of roles and responsibilities.
- Added arrangements on the management of large scale recovery arrangements including the possibility for establishing an agency to carry out recovery, as per the current Canterbury Earthquake Recovery Authority.

### **Part 9, Government financial support**

- Reordered to fit with new recommended overall Plan structure.
- Separation of current wording related to Government financial support during 'response' and 'recovery' to provide clarity.
- Amendment of section dealing with revised arrangements for Government financial support during response to match the operational practice of the Guide for three categories of response costs. This makes the separation between response costs (caring for the displaced) and other response costs clearer. It also covers issues raised on dealing with costs incurred caring for people 'evacuated in situ'.
- Deleted clause dealing with other response measures provided by the Government. This clause does not relate to the provision of Government financial support to local authorities, and arrangements are either already detailed elsewhere in the Plan or are not current practice.
- Moved wording on special policy in recovery to stand alone in order to make arrangements on special policy more visible.

### **Appendices**

- Deleted Appendix 1: Incorporated the arrangements for monitoring agencies of particular hazards (as contained in the current Plan Appendix 1) to the body of the draft revised Plan under 'warnings and advisories' and revised wording to clarify the difference between hazard information and official warnings and advisories as issued via the National Warning System.
- Added new Appendix 1: Identifying lead agencies (drawn from the National Security System) for hazards (drawn from the National Hazardscape Report) and the related legislation by which they are managed in line with the Christchurch Earthquake Review Report recommendations.
- Appendix 2: Text amended to improve accuracy of information.