

Bay of Plenty

Civil Defence Emergency Management

Review Report

08 November 2018



Contents

Contents	2
Executive Summary	3
1. Purpose or review	11
2. Background	12
3. Approach and foundation documents	13
4. Benchmarking other CDEM Group models	18
5. Summary of current Bay of Plenty CDEM capability and supporting arrangements	21
6. Findings and recommendations	27
7. Summary of recommendations	52
8. Conclusions	55
Appendix 1 – Summary of review interviews	56
Appendix 2 – Summary of documents reviewed	58
Appendix 3 – CDEM Roles and Responsibilities framework	60



Executive Summary

Purpose of the review

This review was undertaken at the request of the Bay of Plenty Civil Defence and Emergency Management (CDEM) Group, through the Coordinating Executive Group (CEG), to examine the effectiveness of the CDEM in the Bay of Plenty region and the Emergency Management Bay of Plenty (EMBOP) model in providing CDEM services to the Bay of Plenty region. The EMBOP model has been in operation since 01 July 2015, when six out of the seven local authorities in the region signed the Agreement on Joint CDEM services¹, with Rotorua Lakes Council being the local authority which was not a signatory.

It is acknowledged that the review report is not at variance with the national direction on the future of CDEM and in alignment with the Ministerial Review (TAG report)², subsequent Cabinet paper³ and supporting documents^{4 5} in response to the Ministerial Review. The purpose of this report is to detail options and recommendations on the future state for the delivery of effective and efficient emergency management within the Bay of Plenty CDEM region.

This report makes 34 recommendations to improve the delivery of effective and efficient CDEM within the region.

Background

In April 2017 the region was subjected to two major severe weather events. Two independent reviews were conducted with a recommendation from the Kestrel Group Ltd identifying there was a lack of understanding and clarity of roles and responsibilities for the Bay of Plenty CDEM Group including the roles and function of the EMBOP entity. This recommendation was the impetus for this review.

Review approach

The approach taken was to review relevant documentation, to conduct numerous stakeholder interviews and to benchmark a cross-section of other CDEM Group arrangements within New Zealand. These sources of information have informed the current status of Bay of Plenty CDEM capability, the themes of this report and the report recommendations.

Benchmarking with other CDEM Groups

To gain an understanding of the different regional approaches to CDEM in New Zealand, six managers of CDEM Group Emergency Management Offices were interviewed at the recommendation of the Ministry of Civil Defence & Emergency Management (MCDEM).

¹ Agreement on Joint Civil Defence and Emergency Management Services, 18 September 2015

² Ministerial Review: Better Responses to Natural Disasters and Other Emergencies in New Zealand (TAG report), 17 November 2017

³ DPMC Proactive Release of Government Response to the Ministerial Review: Better Responses to Natural Disasters and Other Emergencies in New Zealand, 30 August 2018

⁴ DPMC Proactive Release of Government Response to the Ministerial Review: Better Responses to Natural Disasters and Other Emergencies in New Zealand, Appendix 3: Impact Statement Proposed Government response to the TAG's report Better Responses to Natural Disasters and Other Emergencies, 30 August 2018

⁵ DPMC Proactive Release of Government Response to the Ministerial Review: Better Responses to Natural Disasters and Other Emergencies in New Zealand, Cabinet Economic Development Committee Minute of Decision, 30 August 2018



Whilst it is not possible to conduct a benchmarking exercise which compares like with like, it was possible to establish common aspects of the service delivery models that were successful. The successful aspects of other models include: a centralised CDEM Group with sufficient staffing to provide professional expertise across the '4Rs'; a centrally employed but locally focussed approach to staffing which enables consistency of service delivery and training; a centralised approach to funding of the Group via a targeted rate; a single branding to prevent public confusion. Regardless of the model, the most important factor to success was the quality of relationships between the local authority, the Group office and partner agencies.

Findings and Recommendations

Roles and responsibilities

Within the Bay of Plenty CDEM, the roles and responsibilities of Group Emergency Management Office (GEMO) and local authorities have been complicated by the establishment of EMBOP and the existence of other CDEM arrangements between local arrangements. A roles and responsibilities framework has been developed (see Appendix 3) which details 'who does what'. What is also clear is that the quality of interaction between entities, the 'how', is a significant factor in successfully operationalising the model.

Recommendation 1: The roles and responsibilities framework (Appendix 3) defining GEMO, EMBOP and local authorities is adopted by the Bay of Plenty CDEM Group as the baseline for establishing 'who does what'. This framework should be a standalone document referenced in the Agreement for Joint CDEM services.

Recommendation 2: Further work on the roles and responsibilities framework for Reduction and Recovery functions is undertaken.

Recommendation 3: Update the key structural arrangements for CDEM in line with Figure 3 for inclusion in relevant documentation.

Agreement on joint CDEM services

The Agreement on joint CDEM services has a key focus on the transition to the proposed EMBOP arrangements. The document contains a vision and principles which no longer align with those in the Group Plan. As the document is part of the glue that will enable a collaborative CDEM environment, it is important that the vision is clear and that the principles are explained so that members can be held to account in respect of them, including detail on agreed roles and responsibilities which are key to moving CDEM capability and forming productive working relationships

In line with CDEM best practice, building resilient communities is central with the community at the heart of CDEM. A diagram has been included in this review as an example to consider what might be added to the agreement.



The Cabinet Paper and accompanying documents^{6 7} support the Ministerial Review⁸ recommendation that local authorities coordinate emergency management through CDEM Groups which will require a regional approach with shared services without the ability to opt out. In line with this national direction for CDEM, Rotorua Lakes Council should now reconsider opting into the shared service arrangement.

Recommendation 4: *A review of the current Agreement on Joint CDEM Services is conducted describing the current regional CDEM partnership including a single vision as in the Group Plan, and principles that are jointly developed and clearly described to improve the chances of them guiding a positive CDEM culture.*

Recommendation 5: *A model that places community at the heart of CDEM is adopted.*

Current CDEM capability and arrangements

There are several operational issues that were highlighted with reference to current CDEM capability and arrangements in the Bay of Plenty. These issues include that not all key operational CDEM positions are appointed at local authority level, the Tauranga City Council (TCC) and Western Bay of Plenty District Council (WBoPDC) joint arrangements for CDEM are unclear, welfare arrangements for local authorities appear to be only response-focused which is not considered best practice and there is an expectation that there will always be a physical presence and support from EMBOP as part of response to any scale of event.

Rotorua Lakes Council is currently not a signatory to the Agreement on Joint CDEM Services⁹. Rotorua Lakes Council opting out of this agreement has caused tension between local authorities, with there being a perception that Rotorua Lakes Council may be receiving a level of service from EMBOP that they are currently not paying for. The Ministerial Review¹⁰ recommends and supporting documents^{11 12} to the Cabinet Paper¹³ endorses the option that local authorities are required to coordinate a regional approach for emergency management through CDEM Groups with shared services, without the ability to opt out.

Recommendation 6: *Local authorities must appoint all key CDEM operational positions for the effectiveness of CDEM capability.*

Recommendation 7: *All Group and local CDEM positions and their delegations across the '4Rs' be detailed in one operating document. Consolidation of all current policies on delegated authorities to be included in this document.*

⁶ DPMC Proactive Release of Government Response to the Ministerial Review, Appendix 3: Impact Statement Proposed Government response to the TAG's report Better Responses to Natural Disasters and Other Emergencies, 30 August 2018

⁷ DPMC Proactive Release of Government Response to the Ministerial Review, Cabinet Economic Development Committee Minute of Decision, 30 August 2018

⁸ Ministerial Review (TAG report), 17 November 2017

⁹ Agreement on Joint Civil Defence and Emergency Management Services, 18 September 2015

¹⁰ Ministerial Review (TAG report), 17 November 2017

¹¹ DPMC Proactive Release of Government Response to the Ministerial Review, Appendix 3: Impact Statement Proposed Government response to the TAG's report Better Responses to Natural Disasters and Other Emergencies, 30 August 2018

¹² DPMC Proactive Release of Government Response to the Ministerial Review, Cabinet Economic Development Committee Minute of Decision, 30 August 2018

¹³ DPMC Proactive Release of Government Response to the Ministerial Review, 30 August 2018.



Recommendation 8: Formalise the TCC/ WBoPDC joint arrangements for CDEM by reviewing current draft agreements and confirming the operational arrangements (e.g. numbers of local staff, escalation processes, inclusion of community engagement points of contact from both local authorities) in collaboration with EMBOP to ensure a seamless CDEM approach.

Recommendation 9: A Concept of Operations be written detailing how Bay of Plenty CDEM Group responds to types and scales of events taking into account capability. Concept of Operations principles are described in the Roles and Responsibilities framework.

Recommendation 10: Ensure a joint EMBOP-local authority approach to welfare activities across the '4Rs', with the Local Welfare Manager managing the delivery of all welfare services.

Recommendation 11: Rotorua Lakes Council reconsider their involvement in the Bay of Plenty shared service arrangements (services delivered by EMBOP) in line with the future national direction for CDEM and regionalisation detailed in the Ministerial Review and supporting documents to the Cabinet Paper.

Leadership and governance

The Joint Committee, CEG and the CEG operations subcommittee and the EMBOP team provide regional leadership in CDEM. As such they all need to be well-informed about CDEM. The Joint Committee is accountable across the '4Rs' for CDEM and yet there was evidence that the knowledge of legislative requirements within the committee was inconsistent, there was inconsistent reporting to local authorities and an over-dependence on EMBOP personnel. The knowledge of the Joint Committee members needs to be built. The focus of the Joint Committee must be on good governance activity; the setting and monitoring of the Group Plan and the management of capability risk.

Local authorities do not feel well-informed about EMBOP activity in their district because there is an inconsistent approach to reporting.

Iwi are significant in CDEM arrangements and whilst a Te Puni Kōkiri representative sits on CEG, the Bay of Plenty CDEM Group would benefit from reviewing the wider arrangements for inclusion of iwi with a view to more meaningful engagement.

Recommendation 12: In line with the recommendations made in the Kestrel Report, ensure that a formal induction and an ongoing educative programme continues with a focus on increasing the Joint Committee members CDEM knowledge across the '4Rs'.

Recommendation 13: The Joint Committee and CEG establish a consistent framework for reporting to local authorities.

Recommendation 14: That the Joint Committee adopts the recommendation from the Kestrel Report regarding placing an emphasis on the monitoring the work programme (Bay of Plenty CDEM Group Annual Plan).

Recommendation 15: Director EMBOP delegations across the '4Rs' be detailed as part of the operating document detailing all CDEM positions (Refer to Recommendation 7).



Recommendation 16: Review the processes for the compilation and timeframes for dissemination of agendas for both Joint Committee and CEG to facilitate more meaningful engagement on CDEM capability at both meetings.

Recommendation 17: Review and report on options for further engagement with local Iwi in the CDEM framework.

Recommendation 18: The Joint Committee and CEG have a focus on setting and monitoring the strategic direction of the Group Plan via the Annual Plan.

Recommendation 19: A risk register is established to monitor CDEM capability as part of the governance framework for the Joint Committee.

Recommendation 20: The Joint Committee and CEG to have a collective focus and make decisions on CDEM work priorities with a whole-of-region approach.

Financial

On the establishment of the EMBOP entity a pragmatic decision was made that local authorities would contribute the staff and funding they had in place, to the EMBOP budget. Since then, the government has legislated further CDEM activity in respect of recovery with no additional resource allocated for EMBOP. The 'handing over' of local authority budget has contributed to a master-servant relationship between local authorities and EMBOP, with local authorities driving what they require for their money, as they might with a contract. Whilst value-for-money is a responsible local requirement, at times it undermines the good of the region.

It is timely for the budget allocation to be apportioned on a logical basis (e.g. population or rateable property) with a view to moving towards a fully targeted rate that removes the frequent dialogue about 'service entitlement because it was paid for.' The benchmarking exercise in this review showed this approach to funding CDEM to be best practice.

Recommendation 21: That the funding model is re-established to apportion the non-targeted rate aspect of the budget to a population or rateable property-based model.

Recommendation 22: Move towards funding via a Regional Council fully targeted rate when all local authorities join the shared services agreement.



Planning

The Group Plan was reviewed in 2018, in line with the legislative requirement of a review within five-years. The Annual Plan is the document which gives effect to the objectives within the Group Plan. The current Annual Plan has a one-year horizon which does not give a perspective of making progress towards achieving the longer-term Group Plan objectives. A three-year horizon in the Annual Plan with an annual review would assist this connection.

The first year of the Annual Plan needs to demonstrate the actions of EMBOP and of each local authority. This ought to be a shared plan. The actions within the Annual Plan need to be written in a specific, measurable, achievable, realistic and time bound manner so that they can be readily monitored by CEG and reported on to the Joint Committee and local authorities.

There is an opportunity for EMBOP to further support local authorities by providing specialist expert information on hazards with planning frameworks to guide the preparation of local plans with alignment to hazardscape in the Group Plan. Examples of this are flooding and tsunami. This work can be conducted in conjunction with Bay of Plenty Regional Council experts. A regional overview approach with local ownership and specifics will enable more consistent and higher quality plans.

Recommendation 23: *The Annual Plan is developed to show a three-year horizon to give a stronger line-of-sight towards the objectives of the Group Plan. This will require annual review.*

Recommendation 24: *The Annual plan is developed collaboratively between EMBOP and local authorities with the responsibilities of each party made clear.*

Recommendation 25: *The Annual Plan actions are developed in a specific, achievable, realistic and time bound (SMART) manner to enable robust monitoring.*

Recommendation 26: *Develop regional plans templates for specialised areas (hazards or CDEM function) that can inform and guide local authorities for adaption to local need.*

Managing at the interface

The interfaces, or points of connection across a single entity are points that require clear agreed processes to enable smooth navigation. The EMBOP-local authority interface requires processes to develop a shared work programme, to conduct a regular combined meeting and to report progress.

The CDEM-community interface around community planning and pre-event recovery plans has been managed by both local authorities and by EMBOP without consistent co-ordination. This planning requires a joint approach with EMBOP planning expertise meeting with local knowledge. Coordinated planning activities presents seamless CDEM engagement to local communities. It also establishes a platform for a completed community plans to be handed back to the local authority to take ongoing responsibility for maintenance. There is need to build collaborative and constructive relationships between EMBOP, local authorities and communities.

There was no evidence of a time-framed regional level community plan to follow in conducting this pre-event preparation activity. An overall plan is necessary so that the Joint Committee can make collective decisions about the priority order of the plan development and ensure vulnerable communities are a higher planning priority.

Communication, public education and public information management plays a key role in preparing communities for an event and during an event particularly with the extensive use of social media. There is a need to review current resources in this space.

Current EMBOP branding highlights EMBOP CDEM as separate from the local authority and there is community confusion as a result of this.

Recommendation 27: *EMBOP team leaders have the role of relationship managers for each local authority included as part of their portfolio. This role will meet with an identified senior local authority staff member and facilitate a regular meeting with key local CDEM staff and EMBOP to plan and coordinate activity around a shared work programme.*

Recommendation 28: *Development of processes that support the EMBOP-local authority interface with a shared work programme.*

Recommendation 29: *A community resilience plan is developed with each local authority and EMBOP, with an overall Group plan that prioritises high risk and vulnerable communities.*

Recommendation 30: *Local authorities have a joint role with EMBOP in CDEM community resilience planning, with local authorities assuming responsibility for the maintenance of community CDEM plans.*

Recommendation 31: *Review the current CDEM branding to achieve a 'seamless look' or 'one entity' CDEM face to the public.*

Recommendation 32: *New regional roles are considered in EMBOP to enhance volunteer management and Public Information Management capability.*

Monitoring and evaluation

There is currently gaps in the monitoring and evaluation of Bay of Plenty CDEM capability as without a system in place to effectively review capability across the '4Rs' at local authority and Group level, there is no baseline to advance from. This is in part due to the national programme for CDEM monitoring and evaluation being temporality suspended due to pending changes in CDEM. Monitoring and evaluation processes should still be implemented as outlined in the Group Plan.

The Bay of Plenty region has experienced multiple events which provides the opportunity to learn from these events. The development of framework for post-event reviews of the response and recovery phases would enable a consistent approach to both event review and corrective action planning. There should also be consideration of the conduct of independent reviews as part of this framework.

Recommendation 33: *Implementation of monitoring and evaluation processes at local and Group level.*

Recommendation 34: *Establish a framework for conducting post-event reviews and corrective action plans at local and Group level for response and recovery.*



Conclusion

This report endorses the Bay of Plenty CDEM service delivery model as a sound regional approach. It identifies the confusion of roles and responsibilities that have arisen with the establishment of the EMBOP entity and the associated tension in working relationships.

This review recommends opportunities to improve the operation of the model and further enhance CDEM capability in the Bay of Plenty region. The recommendations should be viewed as a holistic set of actions that together will drive CDEM capability forward. The implementation of the recommendations should be planned; some can be just be immediately actioned, some will need projects formed; and some will form part of future Annual Plans and local CDEM work programmes.

Whilst the review clarifies CDEM roles and responsibilities, this alone will not enable a successful CDEM approach. It will require strong leadership and collaboration across silos to achieve this.

There is a need to strengthen community resilience activities across the spectrum of CDEM and the '4R's. In any event or emergency, communities will look to local authorities for support. Incorporating a CDEM service which is led by EMBOP in a joint EMBOP-local authority approach, will ensure that the community is kept at the centre of CDEM activities and function.



1. Purpose of the review

1.1 The purpose of this report is to detail options and recommendations on the future state for the delivery of effective and efficient emergency management within the Bay of Plenty Civil Defence Emergency Management (CDEM) region.

1.2 The report will recommend roles and responsibilities to carry out key functions and a model for the delivery of Bay of Plenty CDEM by all member local authorities of the Bay of Plenty CDEM Group, the Group Emergency Management Office (GEMO) and Emergency Management Bay of Plenty (EMBOP), with alignment to current CDEM strategy and the Bay of Plenty CDEM Group Plan.

1.3 After discussion and agreeance with the review sponsors¹⁴ the scope of the review was to focus on the Readiness and Response areas of activity of the '4Rs' in the integrated approach to CDEM in New Zealand¹⁵.

1.4 The scope of the review was not to extend to; or include to the following:

- Comprehensive independent verification of Reduction or Recovery issues.
- Further comment on the April 2017 Severe Weather event response at local authority or regional level.
- Subsequent event response at local authority or regional level¹⁶.
- CDEM capabilities within individual CDEM Group members or within communities.
- Comprehensive assessment of individual local authorities conducted in respect of Ministry of Civil Defence & Emergency Management (MCDEM) monitoring and evaluation processes.
- Detailed redesign of any structural changes for EMBOP or the Human Resource Management implications of such redesign.

1.5 Although communities are integral to CDEM due to events that impact communities and support required to communities, this review also does not include the conduct of community level focus groups. The scope of these activities was considered too extensive for this review. The function of community planning and engagement activities and how CDEM conducts these activities will be considered as part of this review.

¹⁴ Meeting/ Teleconference with Garry Poole (CEG Chair Bay of Plenty CDEM Group)/ Marty Grenfell (Deputy CEG Chair Bay of Plenty CDEM Group/ Clinton Naude (Director Emergency Management Bay of Plenty)/ Malinda Meads/ Sue Duignan, 06 March 2018

¹⁵ National Civil Defence Emergency Management Strategy 2007

¹⁶ This review does not include lessons learnt and outcomes from the response to the Ngongotaha Floods Event, April 2017 by Rotorua Lakes Council



2. Background

2.1 During April 2017, the Bay of Plenty region was subjected to two major severe weather events which became identified as the 'April 2017 Severe Weather Events'. The first was Ex-tropical Cyclone Debbie which impacted the Bay of Plenty and in particular brought significant flooding to the Eastern Bay of Plenty following a breach of the Rangitāiki river stop bank in Edgecumbe. This resulted in the evacuation of Edgecumbe and the declaration of a Local State of Emergency for the Whakatāne District. The second severe weather event, following on the back of Ex-tropical Cyclone Debbie, was Ex-tropical Cyclone Cook which was predicted to have a significant impact on the Bay of Plenty. In advance of the arrival of ex-tropical Cyclone Cook a declaration of a Local State of Emergency was made for the entire Bay of Plenty Civil Defence Emergency Management region. Recommendations of two independent reviews into the April 2017 severe weather events were conducted by the Kestrel Group Ltd.^{17 18} A common concern identified across all reviews and debriefs was the understanding of roles and responsibilities for Bay of Plenty CDEM Group including the function of the current service delivery model of Emergency Management Bay of Plenty (EMBOP).

2.2 The Bay of Plenty CDEM Group, through the Coordinating Executive Group (CEG), acknowledged that the recommendations in the reviews of the April 2017 severe weather events required action through the conduct of a review of Bay of Plenty CDEM. Whilst these events and subsequent outcomes of debriefing and reports have in part prompted the conduct of this review, these events were not the only triggers for the instigation of the review process. Confusion with roles and responsibilities in the day-to-day conduct of CDEM functions in the Bay of Plenty through EMBOP were also highlighted as issues to be resolved as part of a review process.

2.3 The current service delivery structure for EMBOP was introduced on 01 July 2015 and whilst recent events highlighted some of the challenges of the structure, there has been no shared clarity since inception of 'who does what' and 'how'. Also, to add further complication, not all member local authorities of the Bay of Plenty CDEM Group signed up to the Agreement on joint CDEM services¹⁹.

2.4 The CEG provided a terms of reference (TOR)²⁰ outlining the scope, methodology, outcomes and timeframes for a review of Bay of Plenty CDEM and the service delivery arrangements of EMBOP. The TOR proposed that the review be undertaken in a wider context and considered the CDEM functions and the CDEM roles and responsibilities for local authority delivery across the Bay of Plenty CDEM Group. A proposal²¹ was accepted by CEG for the conduct of a review of Bay of Plenty CDEM service delivery.

¹⁷ Kestrel Group Main Report, Review of the Actions Taken by the Whakatāne District Council in the Response and Early Recovery Phases of the District's Flooding Events of April 2017 – Final Report, 8 September 2017

¹⁸ Rangitāiki River Scheme Review – April 2017 Flood Event – Final Report, 18 September 2017

¹⁹ Agreement on Joint Civil Defence and Emergency Management Services, 18 September 2015

²⁰ Bay of Plenty Civil Defence and Emergency Management Group Service Delivery Review, Draft Terms of Reference, 18 February 2018

²¹ Proposal for conduct of Bay of Plenty Civil Defence Emergency Management Group Service Delivery Review by Sue Duignan and Malinda Meads, 14 March 2018



3. Approach and foundation documents

Approach

3.1 The review focussed on investigating the efficacy of Bay of Plenty CDEM and the EMBOP model as a Bay of Plenty CDEM service delivery approach. The methodology applied included the conduct of a document review, stakeholder interviews, review of other CDEM Group arrangements within New Zealand, a workshop with CEG and CEG Operations Sub-committee and the development of an overall review report for CEG and the Joint Committee²².

3.2 A significant aspect of this review was to ascertain a wide range of viewpoints on the functionality of EMBOP and Bay of Plenty CDEM, wherever possible through face-to-face conversation. At least forty interviews were conducted with key personnel with direct accountabilities and responsibilities to CDEM at CDEM Group and local authority level to facilitate understanding of the current state of Bay of Plenty CDEM. The interview themes have informed the key findings of this review. Throughout this report a number of direct quotes from interviewees have been included. These quotes have been selected as representative of a broader view. A summary of the interviews conducted is detailed in Appendix 2.

3.3 An appraisal of six other CDEM Group arrangements within New Zealand was conducted to determine examples of best practice in CDEM delivery models in New Zealand. Analysis was undertaken of which components of these models work well and which were less effective. The six CDEM Group delivery models which were considered in this process were recommended by MCDEM.

3.4 Post the review of documentation, conduct of stakeholder interviews and assessment of other CDEM Group models, a workshop with CEG and the CEG Operations Sub-Committee was conducted to give feedback on findings of the review process to date and gain further insight from participants on options moving forward. The workshop encouraged members of the CDEM Group to work collaboratively together around CDEM challenges.

3.5 The report clarifies roles and responsibilities to carry out key functions for the delivery of Bay of Plenty CDEM, by all local authorities of the Bay of Plenty CDEM Group, including the Group Emergency Management Office (GEMO) and Emergency Management Bay of Plenty (EMBOP). The focus is on Readiness and Response activities in line with CDEM philosophy of 'Locally Managed, Regionally Coordinated and Nationally Supported'²³. The report not only makes recommendations in respect of roles and responsibilities, but also in respect of other opportunities for CDEM improvement that emerged during the conduct of the review.

²² Proposal for conduct of Bay of Plenty Civil Defence Emergency Management Group Service Delivery Review by Sue Duignan and Malinda Meads, 14 March 2018

²³ Ministerial Review (TAG review), 17 November 2018



Foundation documents

3.6 The document review included examination of key reports completed post the April 2017 severe weather events, and other key documentation related to the current Bay of Plenty CDEM capability, including CDEM service delivery and CDEM planning, specifically in Readiness and Response. These include the Group Plan²⁴, Service Level Agreements or Memorandum of Understanding between authorities and CDEM Monitoring and Evaluation reports for local authorities and the CDEM Group. A summary of all the documents reviewed as part of this review are detailed in Appendix 1 to this report. Only the documents detailed in Appendix 1 have informed this report.

3.7 This review was conducted in the context of current legislation²⁵ and supporting plans including the National Civil Defence Emergency Management Plan 2015, the Guide to the National Civil Defence Emergency Management Plan 2015 and Director's Guidelines and Best Practice Guides issued by the Ministry of Civil Defence & Emergency Management (MCDEM).

3.8 Other key documents which have been considered in the development of this report are the Ministerial Review²⁶, subsequent Cabinet paper²⁷ and supporting documents^{28 29} in response to the TAG report. There is currently an evolving CDEM environment where national guidance on CDEM capability and legislation are in a state of change. Whilst national documents have been considered and acknowledged, the further national guidance on development of CDEM capability is a longer-term process beyond the deadline made for completion of this review. It is acknowledged that the recommendations in the review report must be considered in the context of the national direction on the future of CDEM capability, but it is also acknowledged that the recommendations in this review report are independent in informing the immediate future CDEM capability for the Bay of Plenty region.

3.9 Post the review of documentation, conduct of stakeholder interviews and assessment of other CDEM Group models, a workshop with CEG and the CEG Operations Sub-Committee was conducted to give feedback on findings of the review process to date and gain further insight from participants on options moving forward. The workshop encouraged members of the CDEM Group to work collaboratively together around CDEM challenges.

²⁴ Bay of Plenty Civil Defence Emergency Management Group Plan 2018-2023

²⁵ Civil Defence Emergency Management Act 2002

²⁶ Ministerial Review (TAG report), 17 November 2017

²⁷ DPMC Proactive Release of Government Response to the Ministerial Review, 30 August 2018

²⁸ DPMC Proactive Release of Government Response to the Ministerial Review, Appendix 3: Impact Statement Proposed Government response to the TAG's report Better Responses to Natural Disasters and Other Emergencies, 30 August 2018

²⁹ DPMC Proactive Release of Government Response to the Ministerial Review, Cabinet Economic Development Committee Minute of Decision, 30 August 2018



Legislation of relevance

3.10 There are sections of legislation that are important to highlight for relevance in the context of this review.

3.11 The CDEM Act defines the duties of local authorities³⁰ and the functions of each member of a CDEM Group³¹. The functions aim to coordinate and support CDEM activities with the Group area across the '4Rs'^{32,33}. A local authority must plan and provide for civil defence emergency management within its district. A local authority must 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 emergency³⁴. Local authorities are defined as both regional councils and territorial authorities.³⁵ In summary, local authorities (both regional councils and territorial authorities) are responsible for comprehensive CDEM across the '4Rs' within their local authority areas. Whilst some responsibilities can be conducted by a service delivery provider (in the Bay of Plenty CDEM Group's case, EMBOP), the accountability for CDEM in each area still remains with each CDEM Group member, each local authority.

3.12 The National Civil Defence Emergency Management Plan states the guiding principles and roles and responsibilities for CDEM across the '4Rs'. Roles and functions across the '4Rs' for CDEM Groups, which includes each member of the CDEM Group (local authorities) are also detailed as part of this Plan.³⁶ Aside from functions outlining a comprehensive approach to CDEM, local authorities are to appoint, develop, maintain, and delegate functions to key operational positions, including Local Controllers and CDEM Group Controllers, Recovery Managers, Public Information Managers, Welfare Managers, Lifeline Utility Co-ordinators, and operations, intelligence, planning, and logistics staff.³⁷

3.13 Within a CDEM Group there must be the establishment of an administrating authority which is delegated to the regional council that is a member of that particular CDEM Group.³⁸

3.14 The development of a CDEM Group Plan is a strategic guiding document outlining the goals set by the CDEM Group to give effect to the National CDEM Strategy and describes the arrangements in place to build on CDEM performance³⁹. There are a number of requirements that all Group Plans must address⁴⁰. A CDEM Group Plan must also take into account guidelines, codes, or technical standards issued by the Director of CDEM⁴¹.

³⁰ CDEM Act, Section 64

³¹ CDEM Act, Section 17

³² The '4Rs' – New Zealand integrated approach to CDEM. Reduction, Readiness, Response and Recovery National Civil Defence Emergency Management Strategy, Department of Internal Affairs, March 2008

³³ National Civil Defence Emergency Management Plan Order 2015, Clause 29

³⁴ CDEM Act, Section 64

³⁵ Local Government Act 2002

³⁶ National Civil Defence Emergency Management Plan Order 2015, Clause 29

³⁷ National Civil Defence Emergency Management Plan Order 2015, Clause 29 (3) (e)

³⁸ CDEM Act, Section 23

³⁹ Director's Guidelines for Civil Defence Emergency Management Groups, CDEM Group Planning (DGL 09/18), Updated March 2018

⁴⁰ CDEM Act, Section 49 (2)

⁴¹ CDEM Act, Section 53 (2)



3.15 The Ministerial Review⁴², subsequent Cabinet paper⁴³ and supporting documents^{44 45} in response to the TAG report all highlight that there will be changes to the CDEM Act to increase collaboration, consistency and clear lines of authority. Clarification of roles and responsibilities and fixing legislative ambiguities were highlighted to make it clear who is responsible for what regionally and nationally.⁴⁶ Changes to the CDEM Act are scheduled in line with the Cabinet paper initiatives⁴⁷ and supporting documentation detailing high level impact analysis.⁴⁸ Final policy work and regulatory impact analysis decisions are yet to be made. Legislative change is a longer-term outcome.

Terminology

3.16 For the purpose of this report and in the conduct of the review, there are a number of terms that require definition.

Administrating authority means the Bay of Plenty Regional Council.⁴⁹ The administrating authority has mandated responsibilities for the provision of administrative and related services required by the CDEM Group in accordance with the CDEM Act.⁵⁰

Agreement on Joint Civil Defence Emergency Management Services (Agreement on Joint CDEM services) means the arrangements under which certain CDEM services will be provided on a centralised basis to the Joint Committee and to each of the councils.⁵¹

Bay of Plenty region means the Bay of Plenty Region as defined in the Local Government (Bay of Plenty Region) Reorganisation Order 1989.⁵² It should be noted that the Bay of Plenty CDEM Group area boundary differs from that defined as the Bay of Plenty region.⁵³

Community planning means all CDEM planning conducted at the community level including the development of Community Response Plans, Marae Preparedness Plans and pre-event recovery planning.

Coordinating Executive Group (CEG) means the Coordinating Executive Group established in accordance with the CDEM Act.⁵⁴

Coordinating Executive Group Operations Subcommittee (CEG Ops) means the subcommittee established under the direction of CEG.⁵⁵

⁴² Ministerial Review (TAG report), 17 November 2017

⁴³ DPMC Proactive Release of Government Response to the Ministerial Review, 30 August 2018.

⁴⁴ DPMC Proactive Release of Government Response to the Ministerial Review, Appendix 3: Impact Statement Proposed Government response to the TAG's report Better Responses to Natural Disasters and Other Emergencies, 30 August 2018

⁴⁵ DPMC Proactive Release of Government Response to the Ministerial Review, Cabinet Economic Development Committee Minute of Decision, 30 August 2018

⁴⁶ DPMC Proactive Release of Government Response to the Ministerial Review, 30 August 2018

⁴⁷ DPMC Proactive Release of Government Response to the Ministerial Review, 30 August 2018

⁴⁸ DPMC Proactive Release of Government Response to the Ministerial Review, Appendix 3: Impact Statement Proposed Government response to the TAG's report Better Responses to Natural Disasters and Other Emergencies, 30 August 2018

⁴⁹ Bay of Plenty Civil Defence Emergency Management Group Constitution, July 2013

⁵⁰ CDEM Act, Section 24

⁵¹ Agreement on Joint Civil Defence and Emergency Management Services, 18 September 2015

⁵² Bay of Plenty Civil Defence Emergency Management Group Constitution, July 2013

⁵³ Bay of Plenty Civil Defence Emergency Management Group Plan 2018-2023

⁵⁴ CDEM Act, Section 20 (1)

⁵⁵ Agreement on Joint Civil Defence and Emergency Management Services, 18 September 2015



Emergency Management Bay of Plenty (EMBOP) means the centralisation of Bay of Plenty emergency management services as detailed in the Agreement on Joint-CDEM services.⁵⁶

Group or the **CDEM Group** means the joint standing committee⁵⁷ of mayors/ chairperson of local authorities within the Bay of Plenty Region. Every regional council and every territorial authority within that region must unite to establish a CDEM Group⁵⁸.

Group Emergency Management Office (GEMO) is responsible for delivering a range of services on behalf of the CDEM Group that enables the CDEM Group to fulfil its role. The regional coordination and support, development of plans, policy and procedure; group representation, work programme delivery, group response capability planning; and hazard and risk analysis functions as outlined in the Service Level Agreement between Bay of Plenty Regional Council and the Bay of Plenty CDEM Group.⁵⁹

Joint Committee means Joint Standing Committee⁶⁰.

Local authority means both regional councils and territorial authorities.⁶¹

⁵⁶ Agreement on Joint Civil Defence and Emergency Management Services, 18 September 2015

⁵⁷ Local Government Act 2002, Schedule 7, Clause 30 (1) (b)

⁵⁸ CDEM Act, Section 12

⁵⁹ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013

⁶⁰ Local Government Act 2002

⁶¹ Local Government Act 2002, Section 21



4. Benchmarking other CDEM Group models

4.1 The purpose of engaging in a benchmarking exercise with a selection of New Zealand CDEM Groups was to gain an understanding of the different approaches to CDEM and the aspects of their service delivery models that were successful. Whilst the CDEM Act⁶² 2002, directs every regional council and every territorial authority within that region to unite to establish a CDEM Group, it does not direct how the functional arrangements of this collective will take place and leaves that decision to each region.

4.2 Whilst it is not possible to conduct a benchmarking exercise which compares like with like, it was possible to establish what does and does not work well in each region. What is clear is that there are multiple models that can work to deliver CDEM in a region. These range from centralised models to decentralised models with a hybrid of centralised-decentralised in-between (See Figure 1).

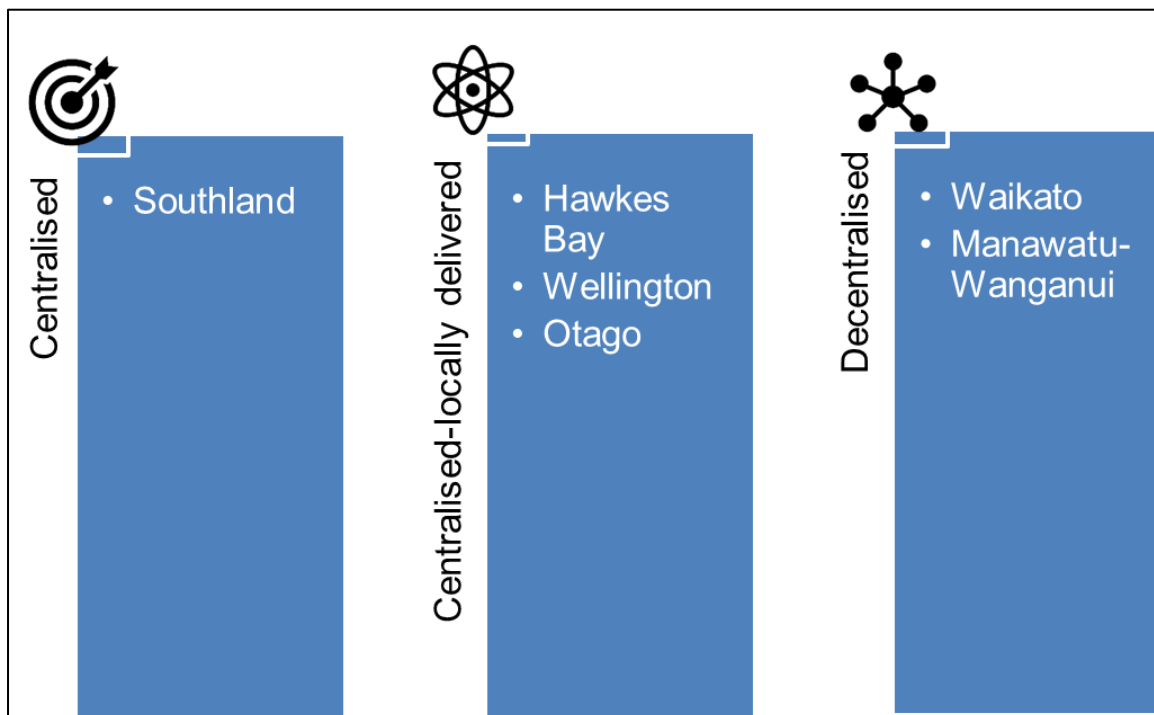


Figure 1 – Summary of CDEM Group Benchmarking Models

⁶² Civil Defence Emergency Management Act 2002, Section 12

4.3 Interviews were conducted with the managers of six CDEM Group Emergency Management Offices. The CDEM Groups were chosen on recommendation of MCDEM due to the range of different models these Groups were operating under. The summary of those findings is in Table 1.

Region	Number of local authorities*	Approx. Population	Staffing numbers (FTE)	Financial	Model type
Southland	4	95,000	6.5	Regional council and local authority funded as agreed - approx. population based.	Centralised (local authorities provide trained staff for an event).
Otago	6	240,000	12	Regional council targeted rate based on a flat fee per accommodation unit.	Centralised with local authority-based CDEM staff member.
Wellington	9	500,000	28	The Greater Wellington Regional Council contributes 33% and each local authority contribution is based on the number of ratepayers.	Centralised with local authority-based CDEM staff members (Numbers vary in each local authority).
Manawatu-Wanganui	8	240,000	12.5 (all CDEM professional staff in Group)	Regional council funds the Group office. Each local authority rate their costs.	Decentralised. Four local authorities (includes the Regional Council) contract to GEMO to employ and oversee staff. Four local authorities employ staff separately - no contract with GEMO.
Hawkes Bay	5	170,000	13.6	Regional council targeted rate per property. Any underspend goes into a CDEM reserve account.	Centralised with a shared service approach. Specialised staff work across Group area with staff located at GEMO and local authorities.
Waikato	11	460,000	13.6	The regional council funds the Group office. Each local authority rate their costs.	Decentralised. Two local authorities contract to the office to employ and oversee staff (cost not included in the budget).
Bay of Plenty	7	271,000	17	Regional council funds the Group office via targeted rate. Those local authorities part of the shared service agreement pays their CDEM budget as it was in 2015.	Primarily centralised apart from Rotorua Lakes Council which retains its local service delivery model.

*City/ District and Regional Councils

Table 1 – CDEM Group Benchmarking Summary



4.4 There is no one way to deliver CDEM, but certainly some emerging themes of what works well. What was highlighted from the interviews was aspects that work well in a regional approach and aspects that hinder the efficacy of the model (see Table 2).

Works well	Less effective
Relationship-communication-collaboration	
Model:	
A unified regional commitment to the model via an agreement with a clearly expressed vision and principles.	A hybrid approach with some centralised and some decentralised models
Funding approach:	
Managed centrally via a regional targeted rate enables a partnership agreement around the vision, goals and service delivery, without money being the inhibitor.	Each local authority contributes a sum and then annually debates the services required. This contributes to a master-servant relationship rather than a partnership approach.
Employment:	
All CDEM staff employed by the regional council and managed by a single CDEM entity enables a consistent professional oversight of the staff member(s) and development into specialist areas with a visible career path.	CDEM staff employed by each local authority does not always enable a consistent approach across the region or development of staff in the roles.
Location:	
CDEM staff employed centrally, but located/embedded in local authorities providing coordination and expertise to the local authority (not all CDEM is delivered by the local person) and enabling the development of expertise at a region-wide level.	CDEM staff employed locally. It requires a close connection with the Group to maintain a region-wide consistency and standard. Large distances can inhibit the Group connection.
CDEM services:	
CDEM staff working closely with local authority at the community interface around community resilience activities.	Centralised CDEM staff working directly with local communities without involving local authority staff means that in an event the local staff may not be familiar with response plans, key community players.
Consistent training from the Group to local authorities with local staff trained across response roles.	Locally accessed training which does not allow for cross-training through the region and reduces consistency.
A centrally-enabled CDEM coordination of smaller local authorities enabling shared resources (people, EOCs)	Smaller local authorities struggling to upskill enough staff to operate an EOC across multiple shifts.
Skilled professionals to advise or support an EOC in an event.	Local authorities managing an event without expert assistance.

Table 2 – CDEM Group Benchmarking Findings

4.5 The successful aspects of these models include: a centralised CDEM Group with sufficient staffing to provide professional expertise across the '4Rs'; a centrally employed but locally focussed approach to staffing which enables consistency of service delivery and training; and a single branding to prevent public confusion. Regions have moved towards funding the CDEM service by a targeted rate. This eliminates regular debate about who is paying for what and the tension this causes. Furthermore, CDEM requirements are changing and this allows for a consistent response to change.

4.6 Regardless of the model, a theme across all the bench-marking conversations around the current effectiveness of the CDEM models all hinged on the quality of the relationships between the local authority, the Group office and partner agencies.



5. Summary of current Bay of Plenty CDEM capability and supporting arrangements

Bay of Plenty CDEM Group

5.1 The formation of the Bay of Plenty CDEM Group is mandated in the CDEM Act⁶³ and is governed by the Group Constitution⁶⁴. The Bay of Plenty CDEM Group is supported by the Group Emergency Management Office (GEMO) through arrangements detailed in the Service Level Agreement for CDEM between the Bay of Plenty CDEM Group and the Bay of Plenty Regional Council⁶⁵. The key structural arrangements for CDEM in the Bay of Plenty are detailed in the following figure (Figure 2). This current CDEM structure does not include EMBOP.

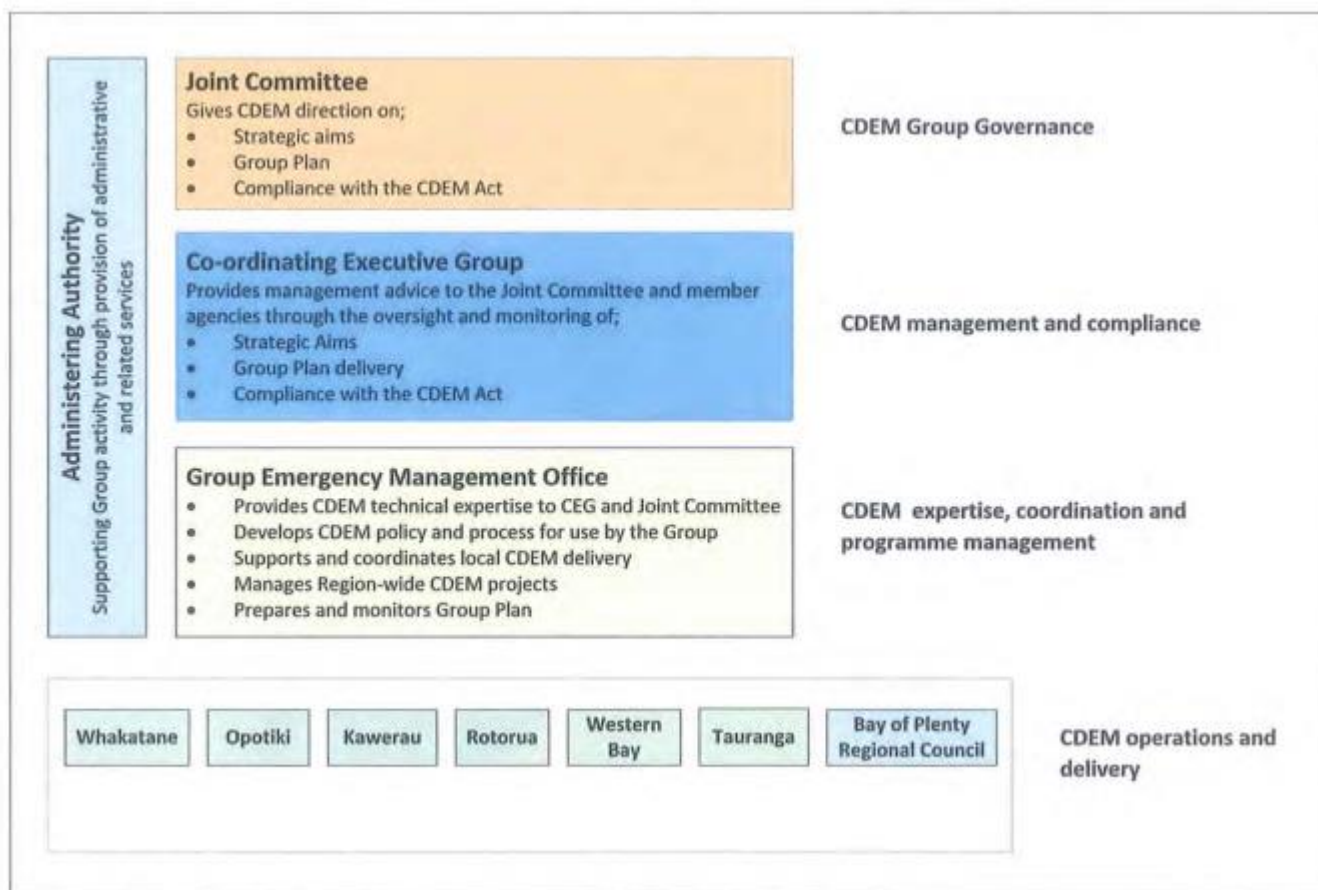


Figure 2 – Key structural arrangements with the Bay of Plenty CDEM Group

The GEMO also provides support to the Bay of Plenty Lifelines Group which is governed by the Lifelines Group Charter⁶⁶. It is worth noting that the Bay of Plenty CDEM Group has a Memorandum of Agreement with the Minister of Local Government) to deliver specific readiness and response functions for Whakaari/White Island.⁶⁷

⁶³ CDEM Act, Section 12

⁶⁴ Bay of Plenty Civil Defence Emergency Management Group Constitution, July 2013

⁶⁵ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013

⁶⁶ Bay of Plenty Lifelines Group Charter, 2017

⁶⁷ Memorandum of Understanding between Bay of Plenty CDEM Group and the Minister of Local Government, 11 August 2017

Bay of Plenty Regional Council

5.2 The Bay of Plenty Regional Council is the administering authority for the Bay of Plenty CDEM Group in accordance with the CDEM Act⁶⁸. It is also responsible to provide CDEM operations and delivery including the Group response capability (Group Emergency Coordination Centre (GECC) facility and staff, technical expertise related to core business and business continuity planning).⁶⁹ In addition, the Bay of Plenty Regional Council is termed a local authority in the CDEM Act and as such has key roles and responsibilities as a local authority.⁷⁰

Agreement on Joint CDEM services

5.3 All local authorities of the Bay of Plenty CDEM Group, with the exception of Rotorua Lakes Council, agreed to enter into an Agreement on Joint CDEM services which resulted in the establishment of Emergency Management Bay of Plenty (EMBOP) on 01 July 2015⁷¹. The agreement details that EMBOP will deliver CDEM services to the Joint Committee including activities and services that fulfil certain functions, powers, and duties of the Joint Committee and the councils under the CDEM Act 2002 and other emergency management services agreed between the Bay of Plenty Regional Council, the Joint Committee and each Council set out in the EMBOP Annual Business Plan.⁷²

5.4 This agreement does not detail any roles and responsibilities for either EMBOP or for local authorities in respect of CDEM service delivery. This lack of detail has led to a situation where there is no delineation of which CDEM functions are provided by EMBOP and which services should be retained by local authorities despite the Agreement on joint CDEM services stating that these must be agreed by the Bay of Plenty Regional Council, the Joint Committee and each Council.⁷³ There are roles and responsibilities detailed in the Annual Plan⁷⁴ but there was only limited reference to these as part of day-to-day activities. The lack of clarity and a shared understanding of EMBOP services is causing confusion and is a source of contention between local authorities and EMBOP.

⁶⁸ CDEM Act, Section 23

⁶⁹ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013

The Service Level Agreement for CDEM between Bay of Plenty Regional Council and Bay of Plenty CDEM Group is currently under review initiated and lead by the Bay of Plenty CDEM Group.

⁷⁰ CDEM Act, Section 64

⁷¹ Agreement on Joint Civil Defence and Emergency Management Services, 18 September 2015

⁷² Agreement on Joint Civil Defence and Emergency Management Services, 18 September 2015

⁷³ Agreement on Joint Civil Defence and Emergency Management Services, 18 September 2015

⁷⁴ Bay of Plenty CDEM Group Annual Plan 2018-2019, Appendix 2



5.5 Notwithstanding the lack of clarity of roles and responsibilities, some key strengths of the current CDEM capability of EMBOP were highlighted in the conduct of the review interviews. Of note is that EMBOP has a professional team of staff with expertise in CDEM who provide appropriate advice and guidance; an excellence in the standard and delivery of CDEM training; a high standard of Group level documents and guidelines; a valued response function to support local authorities in an event; development of robust and strengthened relationships with partner agencies and national connectedness which was valued based on the current changes proposed at the national level with reference to emergency management.

Readiness and response arrangements

5.6 Whilst a comprehensive review through a monitoring and evaluation process of local level CDEM capability was not conducted, it was apparent that there are varying levels of CDEM capability at local authority level across the Bay of Plenty region.

5.7 As mandated in the National CDEM Plan⁷⁵, there are key operational positions that local authorities must appoint including Local Controllers, Recovery Managers, Public Information Managers, Welfare Managers, Lifeline Utility Co-ordinators, and operations, intelligence, planning, and logistics staff. This CDEM team of appointed staff are key for the effectiveness of CDEM capability at the local level. Through the conduct of the review interviews, it was evident that not all positions were identified or appointed at the local level. The lack of these position appointments causes gaps in CDEM capability. However, the leadership and mentorship by appointed Local Controllers is to be commended. It was apparent in the conduct of the review interviews that the Local Controllers were frequently the main champions of CDEM both within their local authorities and broader with the region. The proactive and can-do approach by Local Controllers is a strength within the current Bay of Plenty CDEM arrangements.

5.8 There are varying levels of local authority level documentation relating to CDEM capability across the '4Rs'. Some documents were templated across the region (Welfare and Recovery), but there was not a lot of difference in the detail of each of these plans, with a lack of identification of local level differences in arrangements. There are several response-type plans at the local authority level which appear to be in isolation from any Group level guidance and planning.

⁷⁵ National Civil Defence Emergency Management Plan Order 2015, Clause 29 (3) (e)



5.9 Tauranga City Council (TCC) and the Western Bay of Plenty District Council (WBoPDC) have joint CDEM arrangements in place for response and the joint operation of a Western Emergency Operations Centre (WEOC). The current TCC/ WBoPDC arrangements for response in utilising a joint WEOC are not clear and do not recognise how the Agreement on joint CDEM services through EMBOP support TCC/ WBoPDC arrangements. There are currently three agreements of relevance: A signed Agreement for Declaration of State of Emergency between both councils⁷⁶; an Agreement for CDEM shared services⁷⁷; and an unsigned Memorandum of Understanding between both councils⁷⁸ which detail the arrangements and administration for the delivery of CDEM for both councils including a shared EOC and supporting resources. These arrangements make reference to the ratio of staffing for shifts to resource a WEOC but provide no detail of the numbers of staff per shift and the arrangements for how the split of staff in the WEOC works in practice. The split of staff from each local authority has caused confusion and debate on how the WEOC staff would operate in practice given that each local authority is responsible for maintenance of essential services through business continuity planning (BCP). It also needs to be considered that each local authority knows and understands its local communities. Each local authority will need to intimately know its plans for maintenance of services and their communities as part of response. Exactly how the operational arrangements in the delivery of joint-CDEM is to occur is unclear. The current TCC/WBoPDC arrangements are a complicating factor in defining CDEM capability for the Bay of Plenty. Whilst the concept of a joint EOC is sound and collaborative arrangements are encouraged, there are no procedures in place for how this WEOC is activated and operated with a shared staff resource model and how escalation from an internal council management crisis transfers to a CDEM response through EOC activation.

5.10 Rotorua Lakes Council, Ōpōtiki District Council, Kawerau District Council and Whakatāne District Council all have individual response arrangements within their local authority, including the operation of separate EOCs. There was concern expressed about the level of response sustainability of smaller local authorities such as Ōpōtiki District Council and Kawerau District Council. As a result of this concern there has been investigation of staff resourcing outside of employed local authority staff. It is encouraging to note cooperative response arrangements emerging among the smaller local authorities, as sustainable staffing of shifts will challenge individual local authorities. All local authorities which have activated EOCs in response to events highlighted the value of having EMBOP staff embedded in their EOCs in support of the event response. All highlighted the level of professionalism that inclusion of deployed EMBOP staff at the local level provided to the overall response.

5.11 Rotorua Lakes Council operates a 24/7 duty system which is reliant on only a few staff. This is independent to the duty system conducted by EMBOP. The level of centralised support to Rotorua Lakes Council's current CDEM capability is only from the GEMO. There is also a substantial reliance on the knowledge of the Tier 2 manager and CDEM staff. The latter fulfils multiple functions as part of readiness and response. This difference in support to capability and the reliance on a small number of staff reduces the level of sustainability and redundancy in the Rotorua Lakes Council CDEM capability.

⁷⁶ Agreement for Declaration of State of Emergency in Tauranga City and Western Bay of Plenty Districts, 27 March 2017

⁷⁷ CDEM Shared Services Agreement, Western Bay of Plenty CDEM Operating Area, between Tauranga City and Western Bay of Plenty Districts, 2014

⁷⁸ Memorandum of Understanding between Tauranga City Council and Western Bay of Plenty District Council (2008), unsigned.



5.12 An expectation that EMBOP will provide staff to physically support local level event response in the Bay of Plenty has become the norm. Whilst this concept is effective and works well in singular events, the sustainability of EMBOP staff in a Group-level response will be problematic (i.e. when the GECC is activated and EOCs are activated). The Kestrel reporting^{79 80} highlighted these issues of when staff were simultaneously deployed in support of both Group and local level functions as part of the response to the Edgecumbe floods. Review interviews highlighted that an EMBOP physical presence at the local level was untested in a multi-event response or a multi-EOC activation for response.

5.13 It was also recognised that whilst local authorities were members of the Agreement on Joint CDEM services, the EMBOP physical staff resources to support a local authority response to an event may not be feasible due to limitations in the physical deployment of staff either as a result of the event hazards or due to the activation of a regional level response requiring prioritisation of staff resources elsewhere. What was highlighted in all individual local authority EOC arrangements was the value in having the EMBOP capability for advice and guidance (not necessarily a physical presence) in response to an event.

CDEM community engagement

5.14 The level of community engagement and development of community level plans appears to not be evenly distributed across the Bay of Plenty region with a disproportionate number of Community Response Plans developed for some local authorities.⁸¹ Currently for the local authorities that are signatories to the Agreement of joint CDEM Services⁸², it appears that all community level CDEM activities are conducted by EMBOP staff with limited interaction or coordination with the relevant local authority. It is apparent that EMBOP has formed sound relationships with communities through the engagement activities and planning that they lead, but how the ongoing maintenance of community level planning and the management of relationships moving from readiness into response occurs is unclear. This current state of community engagement and planning at local level is different for Rotorua Lakes Council who conduct their own activities separate from arrangements with EMBOP.

⁷⁹ Kestrel Group Main Report - Review of the Actions Taken by the Whakatāne District Council in the Response and Early Recovery Phases of the District's Flooding Events of April 2017, 8 September 2017

⁸⁰ Kestrel Group Final Report - Review of the Bay of Plenty CDEM Group Response to Ex-tropical Cyclones Debbie and Cook April 2017, 08 December 2017

⁸¹ Bay of Plenty CDEM Group Annual Report 2017-2018

⁸² Agreement on Joint Civil Defence and Emergency Management Services, 18 September 2015



Welfare

5.15 Currently for the local authorities that are signatories to the Agreement on joint CDEM services⁸³, all welfare related activities as part of readiness are conducted by EMBOP staff with variable interaction or coordination with the relevant local authority. EMBOP staff chair the Local Welfare Committees (LWCs)⁸⁴, conduct local level welfare planning across all welfare sub-functions⁸⁵, and develop and manage Local Welfare Plans. Although the signatory local authorities to the Agreement on joint CDEM services appoint Local Welfare Managers these staff are primarily utilised in response. There is no joint-EMBOP-local authority approach to welfare as part of readiness activities. How the established welfare relationships with other agencies, particularly through the LWCs, and how welfare planning is transferred into response is not well-structured. There is a level of expectation that EMBOP staff will be able to assist in the welfare response at the local level, but this is dependent on other CDEM activity. Given that the Director's Guidelines⁸⁶ highlight that welfare in a CDEM context is to carry out activities across the '4Rs', including that the Welfare Manager is the person who manages the delivery of welfare services across the '4Rs', the current split in welfare activities with different people responsible in readiness and response is not recommended as best practice. This current state of welfare capability at local level is different for Rotorua Lakes Council who conduct their own welfare activities separate from arrangements with EMBOP.

⁸³ Agreement on Joint Civil Defence and Emergency Management Services, 18 September 2015

⁸⁴ There are currently three Local Welfare Committees in the Bay of Plenty region: an Eastern LWC covering Ōpōtiki District Council, Kawerau District Council and Whakatāne District Council (managed through EMBOP) and a Western LWC covering Tauranga City Council and the Western Bay of Plenty District Council (managed through EMBOP) and Rotorua Lakes Council LWC (managed through Rotorua Lakes Council).

⁸⁵ There are nine welfare sub-functions: Registration, Needs Assessment, Inquiry, Care and protection services to children and young people, Psychosocial support, Household goods and services, Shelter and accommodation, Financial Assistance and Animal welfare.

Welfare Services in an Emergency: Director's Guideline for CDEM Groups and agencies with responsibilities for welfare services in an emergency (DGL 11/15)

⁸⁶ Welfare Services in an Emergency: Director's Guideline for CDEM Groups and agencies with responsibilities for welfare services in an emergency (DGL 11/15)



6. Findings and recommendations

Roles and responsibilities

6.1 The CDEM Act defines the duties of local authorities⁸⁷ and the functions of each member of a CDEM Group⁸⁸. The functions aim to coordinate and support CDEM activities within a region across the '4Rs'.⁸⁹ "A local authority must plan and provide for CDEM within its district. A local authority must 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"⁹⁰. The Guide to the CDEM Plan⁹¹ highlights that local authorities are required to provide for the planning, organisation, coordination, and implementation of comprehensive CDEM within their CDEM Group and their respective local authority areas. Whilst the conduct of some responsibilities can be contracted to a service delivery provider (in the Bay of Plenty CDEM Group's case, EMBOP), the accountability for CDEM in each area still remains with each CDEM Group member, which is each local authority. In summary, local authorities are accountable for comprehensive CDEM across the '4Rs' within their local authority areas and need to collaborate closely with EMBOP to best utilise the resources of both parties to deliver CDEM services. Local authorities in the Bay of Plenty region recognised their responsibilities for CDEM. A number of interviewees expressed:

"CDEM is part of council services."

"We (local authorities) do CDEM."

6.2 With the establishment of EMBOP, some of the roles and responsibilities of local authorities are now delivered by EMBOP on behalf of local authority signatories. There are roles and responsibilities for EMBOP and participating local authorities detailed in the Bay of Plenty CDEM Annual Plan⁹² and broadly defined agency roles and responsibilities in the Group Plan.⁹³ The Group Plan states that EMBOP, "carries out the specific functions for the partner councils as set out in the Service Level Agreement."⁹⁴ Assuming the Service Level Agreement referred to is the Agreement on Joint CDEM Services, this has no detail of the roles and responsibilities of each entity; those of the Group Emergency Management Office (GEMO); those of EMBOP and those of local authorities.

⁸⁷ CDEM Act, Section 64

⁸⁸ CDEM Act, Section 17

⁸⁹ National Civil Defence Emergency Management Plan Order 2015, Section 29.

⁹⁰ CDEM Act, Section 64

⁹¹ The Guide to the National Civil Defence Emergency Management Plan 2015, Revised 5 May 2017

⁹² Bay of Plenty Emergency Management Group Annual Plan 2018-2019, Appendix 2

⁹³ Bay of Plenty Civil Defence Emergency Management Group Plan 2018-2023

⁹⁴ Bay of Plenty Civil Defence Emergency Management Group Plan 2018-2023



6.3 There is no single point of reference where the three Bay of Plenty CDEM entities (GEMO, EMBOP, local authorities) have their respective roles and responsibilities clearly defined. Incorporating the functions of the GEMO as part of EMBOP has created an environment where there is no delineation between the GEMO and the EMBOP entities. Had Rotorua Lakes Council been a signatory to the Agreement on Joint CDEM Services, there would be no need to specify the particular level of service of the GEMO as all local authorities in the region would be entitled to the same level of service. With Rotorua Lake Council not being a signatory to the Agreement, there is now a lack of clarity around what is a GEMO function and what is an EMBOP function, with signatory local authorities feeling that Rotorua Lakes Council are receiving an EMBOP level of service that they are not financially contributing to.

6.4 For the signatory local authorities to the Agreement on Joint CDEM Services who ‘gave their financial resource for CDEM’ to EMBOP, there is an expectation that EMBOP will provide a level of service covering the majority of local authority CDEM responsibilities, with no actual agreement on what these responsibilities actually are. This lack of clarity has resulted in disagreement and tension and has caused considerable strain on relationships between EMBOP and local authorities. This is wasting time in debate about who does what and hindering day-to-day CDEM activities, particularly around the interpretation and prioritisation of tasks at the local authority level.

6.5 Throughout the review process the common theme from interviewees has been requests for clarity on ‘who does what’: clarification on the roles and responsibilities. As part of this review process, a roles and responsibilities framework has been developed at Appendix 3. In the development of this framework, key documents have been reviewed including the Group Plan⁹⁵ and current Annual Plan⁹⁶. How other CDEM Group roles and responsibilities are structured has also been considered. The framework developed defines who does what between GEMO-EMBOP-Local Authorities. It is designed as a start point in directing CDEM capability forward with the intent that there is flexibility to accommodate an evolving CDEM environment where national guidance on CDEM capability and legislation is in a state of change. The key in future proofing CDEM roles and responsibilities with the Bay of Plenty CDEM Group at all levels is through the mechanism of sound, trusted relationships and communication between each of these entities so that any current or emerging roles and responsibilities that require further definition can be clarified. Along with flexibility in interpretation of this framework, it must be accompanied by a maturity of relationships that enables robust dialogue and planning through CDEM work programmes, with an acceptance that the governance authorities are there to make decisions in the best interests of the region, not for each individual local authority.

6.6 As detailed in the scope to this review, comprehensive independent verification of Reduction or Recovery issues have not been reviewed. However, in drafting a roles and responsibilities framework, Reduction and Recovery have been considered, but further work on these two ‘Rs’ is required for a comprehensive view of CDEM with alignment to the hazardscape detailed in the Group Plan⁹⁷.

⁹⁵ Bay of Plenty Civil Defence Emergency Management Group Plan 2018-2023

⁹⁶ Bay of Plenty Emergency Management Group Annual Plan 2018-1019, Appendix 2

⁹⁷ Bay of Plenty Civil Defence Emergency Management Group Plan 2018-2023



6.7 With the implementation of a clear roles and responsibilities framework, there is also opportunity to update the key structural arrangements for CDEM in the Bay of Plenty to include EMBOP and the operational function of the CEG Operations Sub-committee. How this structure updated from Figure 2 may look is shown in the following figure (see Figure 3).

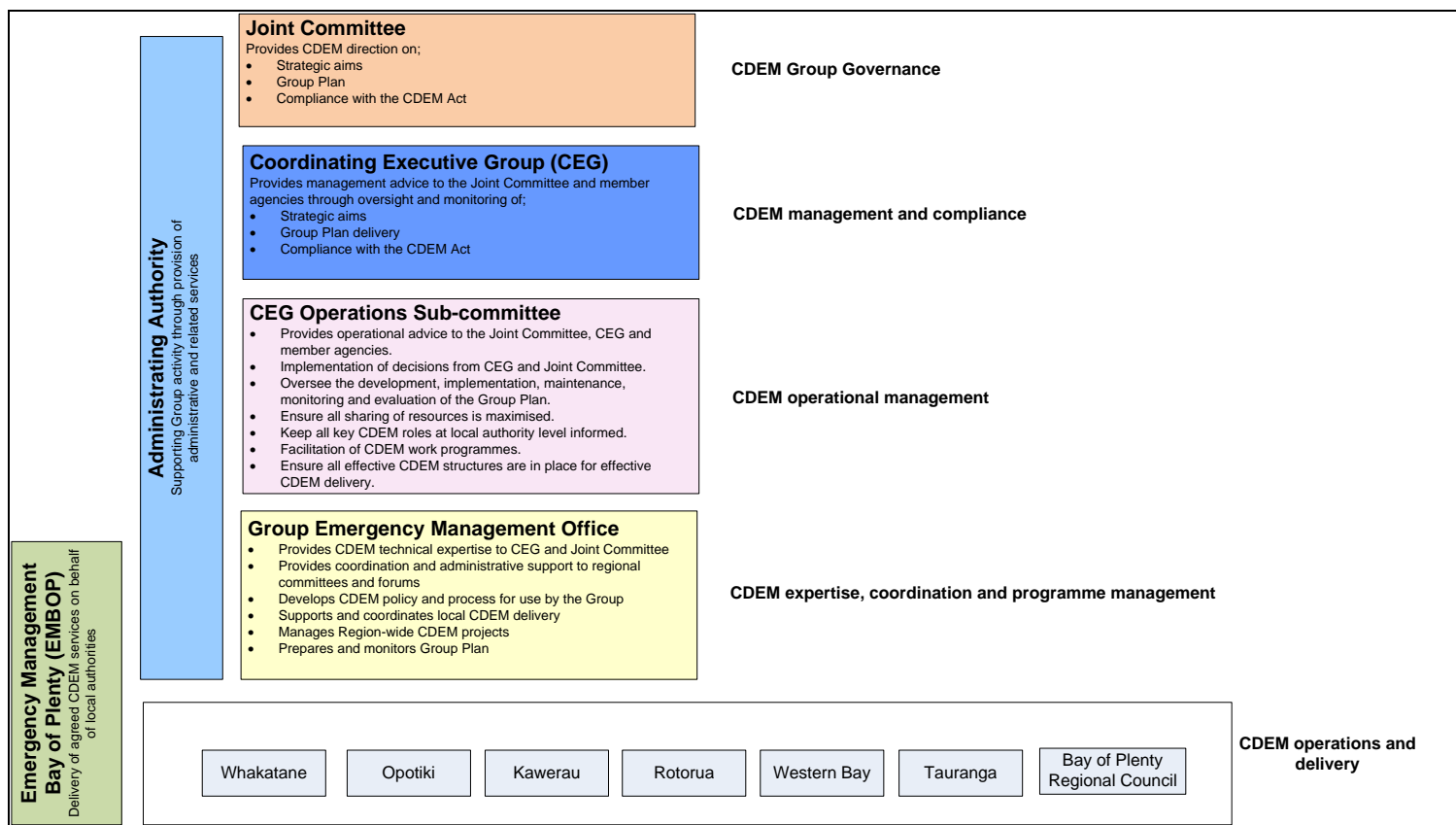


Figure 3 – Revised key structural arrangements with the Bay of Plenty CDEM Group

Recommendation 1: The roles and responsibilities framework (Appendix 3) defining GEMO, EMBOP and local authorities is adopted by the Bay of Plenty CDEM Group as the baseline for establishing ‘who does what’. This framework should be a standalone document referenced in the Agreement for Joint CDEM services.

Recommendation 2: Further work on the roles and responsibilities framework for Reduction and Recovery functions is undertaken.

Recommendation 3: Update the key structural arrangements for CDEM in line with Figure 3 for inclusion in relevant documentation.

Agreement on Joint CDEM Services

6.8 The Agreement on Joint CDEM Services is in line with the Ministerial Review⁹⁸ recommendation that local authorities are required to coordinate a regional approach for emergency management through CDEM Groups with shared services. This approach will ensure collaboration and coordination across the CDEM Group with a better definition of the functions and responsibilities of local authorities.⁹⁹ A regional approach to shared services enables local government to manage risk on an appropriate regional geographic scale; rationalise resources; support local authorities that do not have the scale to achieve sustainable and higher quality emergency management service; more easily manage the coordination of response regionally and nationally with consistent operating practices across local authorities; and more easily engage with central government, non-government agencies and Iwi.¹⁰⁰ Due to national direction, it is important that the Bay of Plenty region retains and builds on the foundation laid by the Agreement on Joint CDEM Services.

6.9 The agreement expresses a shared vision and principles, which are fundamental to shaping the EMBOP entity. These form the blueprint that guides the CDEM practice and behaviour. Over time, the Agreement on Joint CDEM services should become the glue that keeps regional and local parties on the same page. However, it was found that the vision and principles in the agreement differed from the vision and principles in the Group Plan and neither were widely known or embraced by the Group. The two visions are:

- The Agreement on Joint CDEM services vision: “A resilient Bay of Plenty: Communities understanding and managing their risks.”¹⁰¹
- The Group Plan vision: “A safe, strong Bay of Plenty, together.”¹⁰²

6.10 There are historical reasons for why these two visions exist and it is the intent that the Group Plan vision supersedes the agreement vision. However, both these visions still exist in current Bay of Plenty CDEM documentation. It is the role of CDEM leaderships and governance to ensure there is one agreed vision that leads and drives Bay of Plenty CDEM.

⁹⁸ Ministerial Review (TAG review), 17 November 2017

⁹⁹ DPMC Proactive Release of Government Response to the Ministerial Review, Appendix 3: Impact Statement Proposed Government response to the TAG’s report Better Responses to Natural Disasters and Other Emergencies, 30 August 2018

¹⁰⁰ DPMC Proactive Release of Government Response to the Ministerial Review, Appendix 3: Impact Statement Proposed Government response to the TAG’s report Better Responses to Natural Disasters and Other Emergencies, 30 August 2018

¹⁰¹ Agreement on Joint Civil Defence and Emergency Management Services, 18 September 2015

¹⁰² Bay of Plenty Civil Defence Emergency Management Group Plan 2018-2023



6.11 The principles expressed in the Agreement on Joint CDEM Services are numerous and mainly single words or short phrases which require, at the very least, a short explanation to assist a shared understanding of what they mean. It is these principles that will guide how parties behave within the CDEM framework. The document has an emphasis on the transitions that needed to occur at the time it was created in 2015. It was also referred to by review participants primarily to describe what EMBOP was required to do. An interviewee stated:

“We don’t have a shared understanding of the model and so it tends to be transactional. Local authorities tell EMBOP what they want.”

A single aligned vision and clearly expressed principles are required. Whilst these may contribute to a partnership approach, it is strong leadership that models behaviour in line with the intent of the Agreement on Joint CDEM Services that will build a collaborative approach.

Recommendation 4: A review of the current Agreement on Joint CDEM Services is conducted describing the current regional CDEM partnership including a single vision as in the Group Plan, and principles that are jointly developed and clearly described to improve the chances of them guiding a positive CDEM culture.

Community resilience

6.12 Key to the maturing of the Bay of Plenty CDEM model is keeping the focus of CDEM a community-centric one. The Ministerial Review highlights that support to communities is integral in a CDEM response with local communities being at the forefront:

“In all emergencies – regardless of scale – the consequences affect people, local economies and communities. It is clear that local leadership, knowledge, and engagement with those affected communities is integral to supporting trust and confidence and ensuring an effective response.”¹⁰³

The Group Plan also highlights that CDEM should be community-centric:

“There is a clear need for communities to be at the heart of all CDEM work. It is communities who are ‘first responders’ to emergencies, who will act regardless of any processes or procedures in an emergency. It’s important to be ‘alongside’ communities rather than creating barriers.”¹⁰⁴

Interviewees also highlighted the importance and requirement for a focus on community resilience:

“There should be a focus on community resilience”.

“Communities need to be more resilient in planning and resourcing.”

¹⁰³ Ministerial Review (TAG report), 17 November 2017

¹⁰⁴ Bay of Plenty Civil Defence Emergency Management Group Plan 2018-2023



6.13 Strategic key principles in the Group Plan reinforce this community-centric focus with “keeping the community at the heart of what we do” and “supporting communities to be connected, stronger and healthier”.¹⁰⁵ The main contributors to community resilience at the heart of CDEM are demonstrated in the Model for Community Resilience (See Figure 4). Communications, development of capability and roles and responsibilities across the ‘4Rs’ enable communities to be more resilient to the impacts of emergencies. These key contributors do not function in isolation and should be integrated to enable effective community resilience capability. The Cabinet paper’s vision for an emergency response system reiterates the requirement for resilient communities where “Communities know their risks and plan for these and are enabled to look after themselves when an emergency strikes”.¹⁰⁶ To put the community at the heart of CDEM requires local authorities and EMBOP to plan their joint approach to community resilience to ensure it is seamless.



Figure 4 – Model for Community Resilience

6.14 Both the Ministerial Review and Kestrel reporting have highlighted the importance of communications and information with communities. This is to ensure that there is a means of gathering verified correct intelligence on communities and clear pathways for the dissemination and sharing of information. Information and communication are critical across the ‘4Rs’. The Ministerial Review reported that CDEM Groups highlighted the importance of public information to build community resilience and support emergency preparedness.¹⁰⁷

¹⁰⁵ Bay of Plenty Civil Defence Emergency Management Group Plan 2018-2023

¹⁰⁶ DPMC Proactive Release of Government Response to the Ministerial Review, 30 August 2018.

¹⁰⁷ Ministerial Review (TAG report), 17 November 2017

6.15 The clear definition of roles and responsibilities for community resilience is critical. The Ministerial Review highlighted that tasking and actions at the local authority level have been unclear with the risk of poor outcomes for the community. Whilst this review clarifies the roles and responsibilities between EMBOP and local authorities, it only touches on the need for a clear connection with local communities. These connections need to be established by each local authority. Even though the Ministerial Review highlighted that CDEM legislation is unclear¹⁰⁸, defining the detail of local and regional roles and responsibilities is key in future thinking and robust community resilience.

6.16 The capability and resourcing for local level community resilience differs across each of the local authorities in the Bay of Plenty region. Having Group resources to support local authorities and their communities for resilience, supports the intent of regionalisation highlighted in the Ministerial Review and subsequent supporting references.¹⁰⁹

6.17 Engaging the community, so that it becomes an integral part of CDEM, is a shared challenge to generate resilience. An engaged community will participate actively in managing its risks and building its capacity to manage a crisis when it occurs. The engaged community will be prepared and better able to absorb the effects of a disaster, so reducing the impact and aiding recovery.

Recommendation 5: A model that places community at the heart of CDEM is adopted.

Current operational arrangements

Operational issues

6.18 In the ‘Summary of the current Bay of Plenty capability and supporting arrangements’ (Section 5), a number of operational issues and points of concern were highlighted. These are summarised as:

- Not all key CDEM operational positions that local authorities must appoint¹¹⁰ have been identified or appointed.
- The current TCC/ WBoPDC joint arrangements for CDEM, particularly the operational arrangements for a WEOC are unclear. They do not include EMBOP service delivery and are a cause of unnecessary complexity for Bay of Plenty CDEM.
- The expectation and reliance of a physical presence and support from EMBOP in an event has become the expected modus operandi for Bay of Plenty response to any scale of event. Even though the limited resources and sustainability of EMBOP capability are recognised, there is no plan to investigate and develop response capability with a more realistic focus. A concept of operations detailing how local authorities, EMBOP and the Group will support an EOC and respond in a non-declared and declared emergency will further clarify ‘who does what’ in event response.
- Signatory local authorities to the Agreement on Joint CDEM services appoint Local Welfare Managers, but these staff are primarily utilised in response. There is no joint-EMBOP-local authority approach to welfare as part of readiness activities. The current split in welfare activities between readiness and response is not considered as best practice.

¹⁰⁸ Ministerial Review (TAG report), 17 November 2017

¹⁰⁹ Ministerial Review (TAG report), 17 November 2017

¹¹⁰ National Civil Defence Emergency Management Plan Order 2015, Clause 29 (3) (e)



Rotorua Lakes Council

6.19 Rotorua Lakes Council is currently not a signatory to the Agreement on Joint CDEM Services¹¹¹. One of Rotorua Lakes Council's reasons cited for not signing the agreement was to retain their current level of CDEM capability, in particular with reference to community planning and engagement activities and staff resourcing associated with this. It was expressed that this was a core local authority responsibility under the requirements of the CDEM Act and retention should remain with the local authority and not be centralised.

6.20 The Cabinet paper highlighted that, within CDEM Groups approaches were not always collaborative, and in some areas councils did not buy in to joint planning and implementation activities.¹¹² The current Bay of Plenty CDEM model is an example of this, with Rotorua Lakes Council's decision not to be part of the Agreement on Joint CDEM Services. Rotorua Lakes Council opting out of this agreement has caused tension between local authorities, there being a perception that Rotorua Lakes Council may be receiving a level of service from EMBOP that they are currently not paying for. Because agreed services were not defined in the Agreement on Joint CDEM services,¹¹³ the roles and responsibilities between local, authority, EMBOP and the GEMO are unclear. Rotorua Lakes Council's exclusion from the Agreement on Joint CDEM Services is one of the main factors contributing to the current level of confusion with reference to CDEM roles and responsibilities in the Bay of Plenty CDEM Group. Sustainability and redundancy in CDEM capability for Rotorua Lakes Council is reduced with a reliance on a few knowledgeable staff with not the same level of access to EMBOP staff and services to support capability, as with other local authorities who are part of the Agreement on Joint CDEM Services.

6.21 The Ministerial Review ¹¹⁴ recommends and supporting documents^{115 116} to the Cabinet Paper¹¹⁷ endorses the option that local authorities are required to coordinate a regional approach for emergency management through CDEM Groups with shared services without the ability to opt out.

Recommendation 6: Local authorities must appoint all key CDEM operational positions for the effectiveness of CDEM capability.

Recommendation 7: All Group and local CDEM positions and their delegations across the '4Rs' be detailed in one operating document. Consolidation of all current policies on delegated authorities to be included in this document.

Recommendation 8: Formalise the TCC/ WBoPDC joint arrangements for CDEM by reviewing current draft agreements and confirming the operational arrangements (e.g. numbers of local staff, escalation processes, inclusion of community engagement points of contact from both local authorities) in collaboration with EMBOP to ensure a seamless CDEM approach.

¹¹¹ Agreement on Joint Civil Defence and Emergency Management Services, 18 September 2015

¹¹² DPMC Proactive Release of Government Response to the Ministerial Review, 30 August 2018

¹¹³ Agreement on Joint Civil Defence and Emergency Management Services, 18 September 2015

¹¹⁴ Ministerial Review (TAG report), 17 November 2017

¹¹⁵ DPMC Proactive Release of Government Response to the Ministerial Review, Appendix 3: Impact Statement Proposed Government response to the TAG's report Better Responses to Natural Disasters and Other Emergencies, 30 August 2018

¹¹⁶ DPMC Proactive Release of Government Response to the Ministerial Review, Cabinet Economic Development Committee Minute of Decision, 30 August 2018

¹¹⁷ Ministerial Review (TAG report), 17 November 2017



Recommendation 9: A Concept of Operations be written detailing how Bay of Plenty CDEM Group responds to types and scales of events taking into account capability. Concept of Operations principles are described in the Roles and Responsibilities framework.

Recommendation 10: Ensure a joint EMBOP-local authority approach to welfare activities across the '4Rs', with the Local Welfare Manager managing the delivery of all welfare services.

Recommendation 11: Rotorua Lakes Council reconsider their involvement in the Bay of Plenty shared service arrangements (services delivered by EMBOP) in line with the future national direction for CDEM and regionalisation detailed in the Ministerial Review and supporting documents to the Cabinet Paper.



Leadership and Governance

6.22 The subject of leadership and governance arose on multiple occasions, primarily in respect of the Joint Committee and the Coordinating Executive Group (CEG). Interview responses suggested some key leaders lacked knowledge about CDEM and their accountabilities and responsibilities in respect of it. The CDEM Act requires a joint committee and CEG arrangements for CDEM governance and management.¹¹⁸

Joint Committee

6.23 The role of the Joint Committee is to provide political oversight and governance to ensure that the functions and obligations of the Group are fulfilled. In essence, the joint committee acts as a Board for the governance of regional CDEM activity.

6.24 The Directors Guidelines for the Formation of CDEM Groups describes the responsibilities and functions of the Joint Committee.¹¹⁹ The committee is responsible for coordinating across local authorities the planning, programmes, and activities related to CDEM across the areas of reduction, readiness, response and recovery. The activities include risk management and reduction, the planning for CDEM via a Group Plan and the delivery of CDEM. In terms of both statute and accountability, the elected representatives from each local authority who are members of the joint standing committee, hold the powers, perform the functions and exercise the obligations of the Group. If the Joint Committee is acting as a value-adding governance body ought to, it will be engaged in:

- Leading a positive and engaged CDEM culture in the region.
- Leading the CDEM vision and strategy.
- Managing risk.
- Holding management to account with effective oversight.
- Ensuring compliance with regulatory requirements.

6.25 The Kestrel Report recommended that:

*“The Joint Committee could improve its understanding of the arrangements for CDEM in the region and the Committee’s role in it. A formal induction programme and a workshop based on the Group Plan’s explanations should be conducted to better understand CDEM arrangements, roles and responsibilities.”*¹²⁰

Whilst a formal induction programme is delivered to the Joint Committee following the Local Government election and a subsequent training workshop was delivered in September 2017, there was evidence that some Joint Committee members still required further education.

¹¹⁸ Director’s Guidelines for Local Authorities and Emergency Services: Working Together, The Formation of CDEM Group (DGL 1/02)

¹¹⁹ Director’s Guidelines for Local Authorities and Emergency Services: Working Together, The Formation of CDEM Group (DGL 1/02)

¹²⁰ Kestrel Report: Review of Bay of Plenty CDEM Group Response to Ex-tropical Cyclones Debbie and Cook April 2017 , 08 December 2017



6.26 Whilst a meeting between the Joint Committee Chair and the Director EMBOP does occur before each quarterly Joint Committee meeting, this tends to only review the agenda already set and not discuss other important strategic CDEM matters. This arrangement provides limited scope to ensure CDEM accountabilities are being met and to ensure value-added governance. The nature and level of delegated authority to the Director EMBOP should enable the operational activity of CDEM to proceed without reporting to CEG and the Joint Committee. There is a need to ensure the appropriate oversight by governance whilst enabling the CDEM business activity to continue.

6.27 Some local authorities highlighted that their local politicians did not feel well-informed about what CDEM activity was being undertaken by EMBOP, and yet the local mayor or a councillor is part of the Joint Committee which EMBOP reports to. It appears that the communication is not going from the Joint Committee back to the local authority via the Joint Committee member.

6.28 Each local authority should have a CDEM reporting regime that local CDEM reports to. Whether the activity is undertaken by EMBOP staff or local staff, there is a responsibility to keep local politicians informed. There was some evidence of CDEM reporting to councils, but this approach was not consistent across all local authorities. It is a legal obligation¹²¹ to report the Joint Committee meeting minutes to the local authority and these could be included in a quarterly report presented by local authority staff.

6.29 It should be noted that the Kestrel Report¹²² recommended that the Joint Committee improve its governance with emphasis on a programme of work. The Kestrel Report stated that:

“The Joint Committee could improve its governance of regional CDEM by placing more emphasis on monitoring a programme of work based on improving risk reduction, readiness and response capabilities and include the monitoring of the trained state of staff assigned to response functions, the development of plans and procedures, and the relationships maintained by CDEM with key regional partners.”

Coordinating Executive Group

6.30 CEG is responsible to the CDEM Group for the following functions:

- 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.¹²³

The GEMO provides the CDEM technical expertise in order for the CEG to carry out these functions. The CEG and GEMO working relationship needs to be one of partnership for the effective management and compliance of CDEM.

¹²¹ CDEM Act

¹²² Kestrel Report: Review of Bay of Plenty CDEM Group Response to Ex-tropical Cyclones Debbie and Cook April 2017 , 08 December 2017

¹²³ CDEM Act, 2002, Section 20(2)



6.31 CEG, with its inclusion of local authorities, member partner agencies and co-opted members has a primary function to ensure the seamless operation of CDEM in the region. The Group Plan is the main document to enhance CDEM capability. CEG needs to ensure that they are monitoring the progress of the Group Plan through a clear work programme (Bay of Plenty CDEM Group Annual Plan) detailing both Group and local authority actions. The current Annual Plan does not show a longer-term horizon to demonstrate progress towards the Group Plan objectives nor does it specify Group and local requirements in a detailed work programme.

6.32 The Chief Executives (CEs) in the region recently ceased the practice of delegating CEG responsibility to second tier and now all sit on the CEG committee. This has been a powerful and significant leadership act that has increased the importance of CDEM in the region. Several interviewees stated that:

“The chief executives on CEG is the right level of authority and a giant leap in the right direction”.

Agenda and meeting management

6.33 There were numerous comments in the review interviews with reference to the size and content of both the Joint Committee and the CEG agenda documentation with a view that the ownership of these agendas is solely an EMBOP responsibility. Comments around the lack of time to read the extensive agendas prior to the conduct of meetings were highlighted. This contributed to difficulty in having robust debate and making informed decisions. Whatever the reasons, there is a perception that both meetings were ‘rubber-stamping’ exercises as opposed to being meaningful meetings with a collective focus on CDEM for the Bay of Plenty region.

Group decision-making

6.34 Comments were made by local authorities about their CDEM service needs and expectations of what services they required from EMBOP. This competitive approach will work against the delivery of service where there is greatest need (e.g. vulnerable communities). The individual local authority focus is reported to continue within governance. A whole-of-region approach is necessary to progress CDEM capability. It is the responsibility of the governance body to finalise service delivery priorities.

Iwi representation

6.35 The inclusion of a Te Puni Kōkiri (TPK) representative as member of the CEG is an important move towards including iwi representation in the oversight of CDEM issues in the region. This is in line with national direction highlighted in the Ministerial Review¹²⁴, however whilst TPK has a role and can assist in engaging with iwi organisations, this does not mean that TPK is able to represent all iwi in a region. Including TPK at CEG is a first step towards the wider inclusion of iwi in CDEM activity across the ‘4Rs’. It is understood that iwi organisations have submitted to the Bay of Plenty Regional Council Long-term Plan with reference to wider inclusion of iwi in CDEM in the Bay of Plenty region. How and to what extent iwi are included in CDEM and governance structures needs to be further explored. Exploring how existing iwi organisations and engagement mechanisms can link to current CDEM structures and governance should be considered in lieu of the creation of additional structures and frameworks.

¹²⁴ Ministerial Review (TAG review), 17 November 2017



Risk management

6.36 Understanding and managing risk is highlighted in the Director's Guidelines for CDEM Group Planning¹²⁵. This guidance is about the risk management within a CDEM Group's area where the context of the risk is related to potential hazards. The focus is to know what could happen; what hazards and risks are most important; where these could create the greatest vulnerability to the community; what hazard and risk management plans and processes are already operating in the area; and what risks should be managed as a matter of priority for CDEM.¹²⁶ What is not commonly identified are the risks to the CDEM capability within a CDEM Group's area; the broader application of risk management processes beyond hazard management.

6.37 A risk in this context can be defined as the effect of uncertainty, or threats to the organisation's achievement of its objectives. In a CDEM context, capability risks for consideration may be as follows:

- The state of culture.
- Community resilience.
- Capability and capacity.

Other matters that may be considered in a risk framework are Infrastructure, technology, business continuity planning, reputation, and finances¹²⁷.

6.38 With governance oversight, risks to the Bay of Plenty CDEM capability can be collectively identified and managed to facilitate an increasingly robust capability. Successful organisations make risk management part of their DNA. Risk governance is not a one-off activity, but an ongoing activity. In undertaking good governance, strategy and risk are two key requirements. The Joint Committee and CEG should not only focus on strategy via the Group Plan, but also on capability risk management. It is a management role to manage the risks, but a governance role to oversee risk and ensure the appropriate management of those risks.

Recommendation 12: *In line with the recommendations made in the Kestrel Report, ensure that a formal induction and an ongoing educative programme continues with a focus on increasing the Joint Committee members CDEM knowledge across the '4Rs'.*

Recommendation 13: *The Joint Committee and CEG establish a consistent framework for reporting to local authorities.*

Recommendation 14: *That the Joint Committee adopts the recommendation from the Kestrel Report regarding placing an emphasis on the monitoring the work programme (Bay of Plenty CDEM Group Annual Plan).*

Recommendation 15: *Director EMBOP delegations across the '4Rs' be detailed as part of the operating document detailing all CDEM positions (Refer to Recommendation 7).*

¹²⁵ Director's Guidelines for Civil Defence Emergency Management Groups, CDEM Group Planning, (DGL 09/18), Updated March 2018

¹²⁶ Director's Guidelines for Civil Defence Emergency Management Groups, CDEM Group Planning, (DGL 09/18), Updated March 2018

¹²⁷ Institute of Directors in New Zealand, The Four Pillars of Governance Best Practice, 2012



Recommendation 16: Review the timeframe and processes for dissemination of agendas for both Joint Committee and CEG to ensure sufficient reading time and facilitate more meaningful engagement on CDEM capability at both meetings.

Recommendation 17: Review and report on options for further engagement with local Iwi in the CDEM framework.

Recommendation 18: The Joint Committee and CEG have a focus on setting and monitoring the strategic direction of the Group Plan via the Annual Plan.

Recommendation 19: A risk register is established to monitor CDEM capability as part of the governance framework for the Joint Committee.

Recommendation 20: The Joint Committee and CEG to have a collective focus and make decisions on CDEM work priorities with a whole-of-region approach.



Financial

6.39 The funding contributed to EMBOP by local authorities was frequently raised in this review. From a local authority perspective, the funding that they had previously allocated to their local CDEM activity was 'handed over' to fund EMBOP when it commenced operation in 2015. With this financial handover, there was an expectation from local authorities that all their CDEM activity would be delivered by EMBOP.

6.40 The funding handed over to EMBOP was not based on any actual cost of service or an agreed funding model but was a pragmatic approach to the funding of a what was envisaged to be a region-wide service. However, Rotorua Lakes Council did not sign-up for this service. This meant Rotorua Lakes Council would receive a lesser level of service than the partner local authorities (refer Sections 6.19-6.21) and only services in line with what the Group provides (i.e. GEMO).

6.41 The funding has become a source of tension: between signatory authorities and Rotorua Lakes Council around what services they are entitled to and whether they may be receiving services they haven't paid for; and between local authorities and EMBOP staff as to what level of service the local authority should receive. This has contributed to some local authorities taking a master-servant position and instructing EMBOP to deliver what they require. This behaviour undermines a whole-of-region approach which should be about prioritising regional service needs rather than attending to local demand. An interviewee stated that:

"The costs get in the way. It causes debate about the wrong thing."

6.42 Since the formation of EMBOP in 2015, the CDEM Act has required further community resilience activity with preparation of community response plans and pre-event recovery planning and the confirmed arrangements for the delivery of CDEM welfare services. These activities were not foreseen or included in the original funding arrangements by the local authorities. Nor does there appear to have been a governance decision made about the funding of these additional services. The local funding contribution has not been adjusted to accommodate this. An interviewee expressed the concern:

"I am concerned that more and more is expected of EMBOP (local demands, legislative changes) without further resource."

6.43 In the 2018/19 Long-term Plan a regional targeted rate was established. This rate replaced the revenue previously collected from each member council as their contribution to the CDEM Group. However, as Rotorua Lakes Council is not part of the Agreement for Joint CDEM Services, a fully targeted rate for all EMBOP costs has not been instigated. Direct payments continue to be made to the Bay of Plenty Regional Council from member local authorities thereby continuing the previous ad hoc funding arrangements with no consideration for the changing CDEM environment and new requirements under legislation.

6.44 The benchmark activity undertaken in this review, shows that when full funding is collected regionally via a targeted rate, the argument about who pays for what is removed and the focus becomes one of delivery of an excellent regional service that can demonstrate value-for-money. An interviewee stated:

"Stop the talk of 'what we paid for' and move towards a fully targeted rate".



6.45 All funding should move to a fully-targeted regional rate. As the Ministerial Review¹²⁸ supports a regional approach, it is anticipated that Rotorua Lakes Council will opt into a shared service delivery arrangement in the future. In the interim, a simple funding model is required to allocate the remainder of the budget to local authorities, such as proportionate distribution based on population or per rateable property. Whilst the split of the Bay of Plenty Regional Council overheads between the GEMO and EMBOP may be a challenge, it is strongly recommended that a complicated approach to costing each service is not taken. The time spent on CDEM needs to be valued and directed towards the activities that will lead to resilient communities rather than lengthy inter-council debates on funding.

Recommendation 21: *That the funding model is re-established to apportion the non-targeted rate aspect of the budget to a population or rateable property-based model.*

Recommendation 22: *Move towards funding via a Regional Council fully targeted rate when all local authorities join the shared services agreement.*

¹²⁸ Ministerial Review (TAG review), 17 November 2017



Planning

Bay of Plenty Emergency Management Group Plan (2018/2023)

6.46 A key mandated responsibility for a CDEM Group is the development and implementation of a comprehensive, publicly consulted CDEM Group Plan¹²⁹. The CDEM Group Plan forms an important part of the CDEM framework and is a statutory requirement under the CDEM Act¹³⁰. The broad purpose of the CDEM Group plan is to enable the effective and efficient management of hazards and risks for which a coordinated approach will be required. The plan will set a strategic direction, set CDEM Group objectives and a framework for continuous improvement of CDEM.

6.47 CDEM Group Plans have a five-year operational period mandated by the CDEM Act.¹³¹ The CDEM Group Plan is a strategic document that enables CDEM Groups to promote comprehensive emergency management through the '4Rs'. The Group Plan should:

- Strengthen relationships between agencies involved in CDEM, including those involved in risk reduction.
- Encourage cooperative planning and action between the various emergency management agencies and the community, and
- Demonstrate commitment to deliver more effective CDEM through an agreed work programme.

In fact the Directors Guidelines¹³² state that:

“A CDEM Group should ensure that every opportunity is maximised to share and coordinate planning and other activities for mutual benefit.”

6.48 The Bay of Plenty CDEM Group has a new Group Plan,¹³³ which identifies the Group objectives in respect of each of the '4Rs'. As the Bay of Plenty Group Plan is an overarching strategic document, it is the work programme (or Annual Plan in this instance) that needs to be undertaken in a collaborative manner to strengthen relationships, cooperation and commitment, both between agencies and the Group and between EMBOP and local authorities. An interviewee stated that:

“There is not enough focussed connection between local authorities and EMBOP. We need a 12-month work programme and regular formal meeting”.

¹²⁹ CDEM Group Plan Review, Directors Guideline for CDEM Management Groups (DGL 09/09), 2009

¹³⁰ CDEM Act, Section 48

¹³¹ CDEM Act, Section 56

¹³² CDEM Group Plan Review, Directors Guideline for CDEM Management Groups (DGL 09/09), 2009

¹³³ Bay of Plenty Civil Defence Emergency Management Group Plan 2018/2023, March 2018



The Bay of Plenty CDEM Group Annual Plan (Annual Plan)

6.49 The Annual Plan¹³⁴ currently identifies the year one actions being undertaken in respect of each of the objectives in the Group Plan. The challenge with this approach is two-fold:

- The Annual Plan only plans actions for one year. It is difficult to see how these actions will build over the longer-term to contribute significantly to the Group Plan objectives.
- The primary responsibilities for actions rest predominantly with EMBOP, with secondary ownership for a lesser number of actions resting with local authorities. Many of these actions cannot be achieved without full collaboration between both parties. However, there is very little collaboration and input from the local authorities in the development of the actions detailed in this plan.

6.50 A three-year horizon in the Annual Plan with a shared approach, in line with the spirit of collaboration, needs to be better reflected in the document to show the work programmes of the GEMO, EMBOP and local authorities towards each Group Plan objective. CDEM activity in the Bay of Plenty cannot be solely conducted by one centralised entity. Whilst EMBOP has demonstrated it can add tremendous value to the standard and consistency of the service, it cannot independently do all the work without the contribution of the local authorities. This shared approach should be better reflected in the Annual Plan. Interviewees highlighted that:

“We need to be monitoring a shared direction and a plan, not just an EMBOP one.”

“The Annual Plan was developed and presented to us. It’s an EMBOP plan that wasn’t really agreed or negotiated.”

6.51 In summary, the Annual Plan is an important work programme mechanism. It can be improved by extending the horizon to three years, developing it more collaboratively and holding not only the GEMO and EMBOP, but also local authorities to account for their actions through quarterly reporting to the Joint Committee and local authorities. This accountability can best occur if the actions are measurable. This requires them to be specific, measurable, achievable, realistic and time bound. Interviewees highlighted that:

“The KPIs (Key Performance Indicators) are too rigid and quantitative. I’m not sure they are really improving community resilience”.

“Accountability is difficult as the KPIs are only quantitative”.

Regional Plans

6.52 The expertise of GEMO and EMBOP staff was acknowledged throughout this review. Local authority staff are receiving a level of technical expertise that a single local authority would be unable to contribute. Interviewed parties considered that it would add value to local planning if regional plan templates were developed for matters such as tsunami, flooding, welfare and recovery which local authorities could adapt with their specific local information. This approach will not only contribute to consistency, but also improve quality. An interviewee stated that:

“There are multiple areas to plan across-welfare, tsunami, flooding etc. EMBOP can help us here with one overall plan that we add local appendices to. It is consistent then and locally relevant.”

¹³⁴ Bay of Plenty Civil Defence Emergency Management Group Annual Plan 2018-2019



Recommendation 23: *The Annual Plan is developed to show a three-year horizon to give a stronger line-of-sight towards the objectives of the Group Plan. This will require annual review.*

Recommendation 24: *The Annual plan is developed collaboratively between EMBOP and local authorities with the responsibilities of each party made clear.*

Recommendation 25: *The Annual Plan actions are developed in a specific, achievable, realistic and time bound (SMART) manner to enable robust monitoring.*

Recommendation 26: *Develop regional plans templates for specialised areas (hazards or CDEM function) that can inform and guide local authorities for adaption to local need.*



Managing at the interface

6.53 In any organisation that delivers a customer service there is a need to ensure that the service interface between departments is well-managed to ensure a seamless connection. This is usually done by way of agreed processes to follow. In Bay of Plenty CDEM there are interfaces between EMBOP, local authorities and the communities. The Agreement for Joint CDEM Services is the document to bring clarity to these interfaces, but at the time of developing the document the focus was on the transition of CDEM services to a central organisation and did not address the interface management. The lack of clear processes around how services at these interfaces are managed is currently detrimental to the CDEM capability overall.

The local authority-EMBOP Interface:

6.54 Throughout the interviews local authorities commented that the relationship and responsibilities between EMBOP and local authority were not working as had been expected. Interviewees stated that:

“The Local Authority- EMBOP interaction is transactional rather than about a relationship.”

“EMBOP is the service delivery arm for local authorities. The promise is different from the reality and we do need to look at our local authority responsibilities alongside those of EMBOP.”

6.55 Whilst local authorities understand that they are accountable for CDEM, they had differing interpretations of what that meant and how it worked. It seems an interpretation of ‘telling EMBOP what is required’ has been applied regularly. This master-servant relationship will not optimise capability. Enhancing the capability and capacity of CDEM in the Bay of Plenty must be a shared responsibility. EMBOP can provide considerable expertise, but limited personnel. The local authority must provide the staff to be trained, the local knowledge and the local community connections.

6.56 Concerns were expressed that EMBOP staff are not present at the local office frequently enough, that community response plans were not being developed fast enough and that local councillors did not feel well enough informed about local CDEM progress. It was reported that EMBOP team leaders over-ruled decisions made by EMBOP staff to respond to local authority requests. These behaviours can negatively impact on getting the job done.

6.57 The impetus of this review has been to clarify ‘who does what’. However, the focus is on not only ‘who does what’ but also on ‘how’ it takes place. The development and execution of plans requires cooperation. Previously an EMBOP team leader was assigned to a local authority as a relationship-manager. This initiative needs to be reinstated with coordination of regular meetings (monthly) with key CDEM parties, including the designated local authority senior manager responsible for CDEM. The purpose of this meeting would be to develop and monitor a shared work programme and ensure a shared understanding of who is doing what. This mechanism can also respond to emerging needs.



CDEM community interface

6.58 Currently in the Bay of Plenty, it is predominantly EMBOP staff who engage with local communities for CDEM planning on behalf of those local authorities who are signatories to the Agreement on Joint CDEM Services. Rotorua Lakes Council engages with its communities independently as it is not a signatory to the agreement. Concern regarding the CDEM community interface was expressed by local authorities:

“EMBOP staff don’t really understand the local needs or pressures.”

“We feel the grassroots aspects have disappeared because it’s a centralised model. We are more distant from our communities in respect of CDEM, when we need a closer connection with them.”

“Community engagement and local resilience needs to be much better.”

“We have no clear visibility over what community engagement activities EMBOP is undertaking on a daily basis.”

6.59 In reality, many departments in local authorities are networked into community-based programmes. These initiatives and established community connections are worth CDEM connecting with because trusted relationships have already been established between the local authority and the community. Further engagement initiatives can capitalise on this goodwill.¹³⁵ Some local authorities were concerned that local community engagement was occurring without their input. Interviewees stated that:

“Sometimes EMBOP staff engage directly with our community without informing or inviting us. We need better communication. We need to really think about how community engagement should work. I think that EMBOP should provide the frameworks, technical expertise and training and local authorities should engage. The decisions on who and when should be ours to make.”

“There is a lack of clarity about local authority and EMBOP process for engagement of local communities.”

6.60 There was also a view that CDEM engagement with communities should be either the responsibility of local authorities or a shared activity. Interviewees from local authorities expressed that:

“It is local authority’s responsibility to build local connections and prepare resilient communities. We cannot contract that out.”

“There is a mismatch between central theory and local reality, particularly with vulnerable people and poverty. The community interface is awkward.”

“We (local authorities) are the ones that know our communities and also the priorities for CDEM community engagement with specific communities.”

6.61 There is a need to clarify how local authorities and EMBOP will work together to engage with local communities. No one person or group will know everything about community, so it is essential to share knowledge and use the networks that exist between CDEM and other departments within local authorities, and with other agencies such as the Ministry of Social Development (MSD), Fire and Emergency New Zealand, and the New Zealand Police.¹³⁶

¹³⁵ CDEM Best Practice Guide (BPG 4/10), Community Engagement in the CDEM context, June 2010

¹³⁶ CDEM Best Practice Guide (BPG 4/10), Community Engagement in the CDEM context, June 2010



6.62 During this review local authority staff recognised that engagement around welfare activity, community response planning and pre-event recovery planning needed to be a shared responsibility. This was not only because of the local connections, but also because the relationships established during pre-event planning need be carried forward to an event.

6.63 Learnings from the Christchurch earthquakes highlighted that communities which were very connected before the earthquakes, adapted better afterwards. Especially important were connections between family, friends and neighbours. In marae communities, whānau and whakapapa relationships were key. Pre-existing communication networks were important (e.g. Facebook and texting). In all communities, participants reported a post-earthquake increase in community connectedness, especially in the immediate aftermath when people acted selflessly and were more caring and generous than usual.¹³⁷ These learnings gives further weight to the benefits of local authorities establishing connections with local communities and working seamlessly with them around a range of local authority activities (eg. parks, libraries, roads or community development). CDEM activity is one of these engagements and ought not to be separate from other local authority community engagement.

6.64 It is also recognised that the scope of community engagement requirements has extended significantly since the establishment of EMBOP in 2015, with new welfare and recovery requirements¹³⁸ ¹³⁹ ¹⁴⁰. The National CDEM Plan highlights that “effective welfare planning is based on a good understanding of affected communities, including their cultural and demographic makeup, strengths, and vulnerabilities”¹⁴¹. There are a number of principles applying to welfare services¹⁴²:

- Recognise the diverse and dynamic nature of communities.
- Strengthen self-reliance as the foundation for individual and family and whānau and community resilience.
- Ensure that emergency welfare services address the specific welfare needs of individuals and families and whānau and communities.
- Ensure flexibility in the services provided and how they are best delivered.
- Integrate and align with local arrangements and existing welfare networks.

The National CDEM Plan also highlights that welfare services are delivered at the local level and co-ordinated and supported at the CDEM Group and national levels.¹⁴³

¹³⁷ L Thornley, J Ball, L Signal, K Lawson-Te Aho & E Rawson (2015) Building community resilience: learning from the Canterbury earthquakes, Kotuitui: New Zealand Journal of Social Sciences Online, 10:1, 23-35, DOI: 10.1080/1177083X.2014.934846

¹³⁸ CDEM Act, Section 4

¹³⁹ Welfare Services in an Emergency: Director's Guideline for CDEM Groups and agencies with responsibilities for welfare services in an emergency (DGL 11/15)

¹⁴⁰ Director's Guideline for Civil Defence Emergency Management Groups, Strategic Planning for Recovery (DGL 20/17), December 2017

¹⁴¹ National CDEM Plan 2015, Clause 62

¹⁴² National CDEM Plan 2015, Clause 64

¹⁴³ National CDEM Plan 2015, Clause 62



6.65 The Director's Guideline of Strategic Planning for Recovery¹⁴⁴ details that it is critical that local authorities take a 'whole of local authority' approach to strategic planning for recovery as many roles within a local authority can influence the effectiveness of recovery (such as planners, engineers, and community engagement). Related to this, strategic planning for recovery should align with, not duplicate, existing local government processes, such as community engagement and development of long-term and annual plans. Existing local authority roles, functions and resources should be leveraged to assist in achieving the outcomes of strategic planning for recovery.

6.66 The extensive time commitment given by EMBOP staff with reference to community engagement activities has become unmanageable as the number of plans and engagement activities grow and both the plans and the established relationships require maintenance. It is not possible that a few centralised staff can conduct effective community engagement activities for the whole Bay of Plenty region. This is unrealistic and unachievable in the long term.

6.67 It is important to highlight that community engagement doesn't have an end state. It is an ongoing process. Emergency Management Australia (EMA)¹⁴⁵ highlights that agencies are often great at establishing engagement but there is a requirement for maintenance of community engagement beyond the action of original outcomes. EMA also detailed three important elements for the maintenance of community engagement: "regular follow-up, including feedback to communities; building of knowledge and capacity; evaluating and reviewing the effectiveness of the initial engagement activities"¹⁴⁶. These elements highlight the time and resource intensive process of maintenance of community engagement, there are no short cuts to this process. The maintenance of community planning and how this extensive piece of work is conducted is unclear. Interviewees stated:

"The process is missing transfer for ongoing community plan maintenance."

"There is no understanding of the scale of community engagement."

6.68 In response community resilience is supported by volunteers. Currently there is limited regional and local volunteer management. An interviewee highlighted:

"There is a gap in volunteer management as a region and in local ability for a welfare response."

The involvement of volunteers in event response has been proven to be valuable and necessary. Development of volunteer management strategies will assist in bridging this gap.

¹⁴⁴ Director's Guideline for Civil Defence Emergency Management Groups, Strategic Planning for Recovery (DGL 20/17), December 2017

¹⁴⁵ Emergency Management Australia, Guidelines for Emergency Management in Culturally and Linguistically Diverse Communities. Canberra, Australia: Australian Government, 2007

¹⁴⁶ Emergency Management Australia, Guidelines for Emergency Management in Culturally and Linguistically Diverse Communities. Canberra, Australia: Australian Government, 2007



6.69 At present the centralised approach to community engagement and resilience planning is one of working with established and willing community groups including Iwi. There was no evidence of a forecast plan in collaboration with local authorities, for prioritising planning for the most vulnerable communities. The current community engagement and resilience planning approach requires both community willingness, leadership and capacity. In some of the most vulnerable communities at the highest risk, these qualities are not present. With no projected completion timeframes of this work for the region, it is suspected that at the current rate, community response planning may take years to complete and quickly become redundant as community leaders and groups change.

6.70 There is a competitive approach to CDEM community planning between local authorities with each local authority placing their demands on a small EMBOP team. The volume of work required in this area, must have a local authority-EMBOP partnership approach and the work programme needs to be centrally prioritised according to risk.

6.71 Those interviewed expressed a view that the community were confused by the EMBOP presence at an event with uncertainty about whether they should seek support from EMBOP or their local council. Interviewees stated that:

“The model is flawed in that the community wants the local people to be ‘the force’ in an event.”

“Community engagement is not as effective as it could be. Two entities confuse the community. We need to get community engagement seamless.”

6.72 To become ‘a safe strong Bay of Plenty together’¹⁴⁷ any community confusion in an event must be removed. This will only occur if the EMBOP-local authority interface is seamless and the appearance presented to the public is of one a single Bay of Plenty CDEM. Current EMBOP branding highlights CDEM as separate from the local authority and there is community confusion about who does CDEM. Other CDEM Groups have taken the approach of having every council logo on their vehicles to illustrate that CDEM is a united function.

6.73 Communication, public education and public information management plays a key role in preparing communities for an event and during an event. With the use of multiple social media platforms by people, local authorities are struggling to provide a service in this way. The current Group Public Information Management (PIM) role resourced from the Bay of Plenty Regional Council is not a dedicated Group PIM role. With a higher level of public expectation for communication via social media platforms, a higher level of service needs to be provided in this area.

Recommendation 27: EMBOP team leaders have the role of relationship managers for each local authority included as part of their portfolio. This role will meet with an identified senior local authority staff member and facilitate a regular meeting with key local CDEM staff and EMBOP to plan and coordinate activity around a shared work programme.

Recommendation 28: Development of processes that support the EMBOP-local authority interface with a shared work programme.

¹⁴⁷ Bay of Plenty CDEM Group Plan vision
Bay of Plenty Civil Defence Emergency Management Group Plan 2018/2023, March 2018



Recommendation 29: A community resilience plan is developed with each local authority and EMBOP, with an overall Group plan that prioritises high risk and vulnerable communities.

Recommendation 30: Local authorities have a joint role with EMBOP in CDEM community resilience planning, with local authorities assuming responsibility for the maintenance of community CDEM plans.

Recommendation 31: Review the current CDEM branding to achieve a 'seamless look' or 'one entity' CDEM face to the public.

Recommendation 32: New regional roles are considered in EMBOP to enhance volunteer management and Public Information Management capability.

Monitoring and evaluation

6.74 Monitoring and evaluation strategies are outlined in the Group Plan¹⁴⁸. There is currently no monitoring and evaluation process for CDEM in the Bay of Plenty region. This is gap in the management of Bay of Plenty CDEM capability as without a system in place to effectively review capability across the '4Rs' at local authority and Group level there is no baseline to advance from. This is in part due to the national programme for CDEM monitoring and evaluation being temporality suspended due to pending changes in CDEM. Although there is no national programme, the utilisation of the CDEM National Capability Assessment tool or another mechanism for assessment could be utilised as an interim measure. Monitoring and evaluation processes should still be implemented as outlined in the Group Plan.

6.75 The Bay of Plenty region has experienced multiple events which provides the opportunity to learn from these events. The development of framework for post-event reviews of the response and recovery phases would enable a consistent approach to both event review and corrective action planning. There should also be consideration of the conduct of independent reviews as part of this framework.

Recommendation 33: Implementation of monitoring and evaluation processes at local and Group level.

Recommendation 34: Establish a framework for conducting post-event reviews and corrective action plans at local and Group level for response and recovery.

¹⁴⁸ Bay of Plenty Civil Defence Emergency Management Group Annual Plan 2018-2019



7. Summary of recommendations

7.1 A summary of the recommendations are:

Recommendation 1: *The roles and responsibilities framework (Appendix 3) defining GEMO, EMBOP and local authorities is adopted by the Bay of Plenty CDEM Group as the baseline for establishing 'who does what'. This framework should be a standalone document referenced in the Agreement for Joint CDEM services.*

Recommendation 2: *Further work on the roles and responsibilities framework for Reduction and Recovery functions is undertaken.*

Recommendation 3: *Update the key structural arrangements for CDEM in line with Figure 3 for inclusion in relevant documentation.*

Recommendation 4: *A review of the current Agreement on Joint CDEM Services is conducted describing the current regional CDEM partnership including a single vision as in the Group Plan, and principles that are jointly developed and clearly described to improve the chances of them guiding a positive CDEM culture.*

Recommendation 5: *A model that places community at the heart of CDEM is adopted.*

Recommendation 6: *Local authorities must appoint all key CDEM operational positions for the effectiveness of CDEM capability.*

Recommendation 7: *All Group and local CDEM positions and their delegations across the '4Rs' be detailed in one operating document. Consolidation of all current policies on delegated authorities to be included in this document.*

Recommendation 8: *Formalise the TCC/ WBoPDC joint arrangements for CDEM by reviewing current draft agreements and confirming the operational arrangements (e.g. numbers of local staff, escalation processes, inclusion of community engagement points of contact from both local authorities) in collaboration with EMBOP to ensure a seamless CDEM approach.*

Recommendation 9: *A Concept of Operations be written detailing how Bay of Plenty CDEM Group responds to types and scales of events taking into account capability. Concept of Operations principles are described in the Roles and Responsibilities framework.*

Recommendation 10: *Ensure a joint EMBOP-local authority approach to welfare activities across the '4Rs', with the Local Welfare Manager managing the delivery of all welfare services.*

Recommendation 11: *Rotorua Lakes Council reconsider their involvement in the Bay of Plenty shared service arrangements (services delivered by EMBOP) in line with the future national direction for CDEM and regionalisation detailed in the Ministerial Review and supporting documents to the Cabinet Paper.*

Recommendation 12: *In line with the recommendations made in the Kestrel Report, ensure that a formal induction and an ongoing educative programme continues with a focus on increasing the Joint Committee members CDEM knowledge across the '4Rs'.*

Recommendation 13: *The Joint Committee and CEG establish a consistent framework for reporting to local authorities.*



Recommendation 14: That the Joint Committee adopts the recommendation from the Kestrel Report regarding placing an emphasis on the monitoring the work programme (Bay of Plenty CDEM Group Annual Plan).

Recommendation 15: Director EMBOP delegations across the '4Rs' be detailed as part of the operating document detailing all CDEM positions (Refer to Recommendation 7).

Recommendation 16: Review the timeframe and processes for dissemination of agendas for both Joint Committee and CEG to ensure sufficient reading time and facilitate more meaningful engagement on CDEM capability at both meetings.

Recommendation 17: Review and report on options for further engagement with local Iwi in the CDEM framework.

Recommendation 18: The Joint Committee and CEG have a focus on setting and monitoring the strategic direction of the Group Plan via the Annual Plan.

Recommendation 19: A risk register is established to monitor CDEM capability as part of the governance framework for the Joint Committee.

Recommendation 20: The Joint Committee and CEG to have a collective focus and make decisions on CDEM work priorities with a whole-of-region approach.

Recommendation 21: That the funding model is re-established to apportion the non-targeted rate aspect of the budget to a population or rateable property-based model.

Recommendation 22: Move towards funding via a Regional Council fully targeted rate when all local authorities join the shared services agreement.

Recommendation 23: The Annual Plan is developed to show a three-year horizon to give a stronger line-of-sight towards the objectives of the Group Plan. This will require annual review.

Recommendation 24: The Annual plan is developed collaboratively between EMBOP and local authorities with the responsibilities of each party made clear.

Recommendation 25: The Annual Plan actions are developed in a specific, achievable, realistic and time bound (SMART) manner to enable robust monitoring.

Recommendation 26: Develop regional plans templates for specialised areas (hazards or CDEM function) that can inform and guide local authorities for adaption to local need.

Recommendation 27: EMBOP team leaders have the role of relationship managers for each local authority included as part of their portfolio. This role will meet with an identified senior local authority staff member and facilitate a regular meeting with key local CDEM staff and EMBOP to plan and coordinate activity around a shared work programme.

Recommendation 28: Development of processes that support the EMBOP-local authority interface with a shared work programme.

Recommendation 29: A community resilience plan is developed with each local authority and EMBOP, with an overall Group plan that prioritises high risk and vulnerable communities.



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Recommendation 31: Review the current CDEM branding to achieve a 'seamless look' or 'one entity' CDEM face to the public.

Recommendation 32: New regional roles are considered in EMBOP to enhance volunteer management and Public Information Management capability.

Recommendation 33: Implementation of monitoring and evaluation processes at local and Group level.

Recommendation 34: Establish a framework for conducting post-event reviews and corrective action plans at local and Group level for response and recovery.



8. Conclusion

8.1 The Bay of Plenty region has been tested by multiple events. This report endorses the Bay of Plenty CDEM service delivery model as a sound regional approach. The EMBOP model has now been in place for three years and this arrangement for the delivery of CDEM in the Bay of Plenty is not broken, but rather is at a stage where the model needs to mature to enable CDEM capability development in line with the national direction of regionalisation. Whilst the review clarifies CDEM roles and responsibilities, this alone will not ensure a successful CDEM approach.

8.2 A mature CDEM capability requires leaders to move beyond a silo focus on 'the local' to a collective focus on what is best for the region. Leaders must work together to build a CDEM culture of collaboration with CDEM leadership for all invested parties: the Group, EMBOP and local authorities. This report emphasises that a collaborative approach to CDEM improvement is the factor that will move the region forward as opposed to the previous contractual and transactional approach.

8.3 If community is indeed to be at the heart of CDEM with an outcome of community resilience the significant driver, effort must be applied to true collaboration; between EMBOP and local authorities; between local authorities and communities; between local authorities, EMBOP and partner agencies. There is a need to strengthen the community resilience activities across the spectrum of CDEM and the '4Rs'. In any event or emergency, communities will look to local authorities for the support. Incorporating a CDEM service which is led by EMBOP in a joint-EMBOP-local authority approach will ensure that the community is kept at the centre of CDEM activities and function.

8.4 The recommendations from this report should be viewed as a holistic set of actions that together will contribute to the development of initiatives, projects and ways of operating that will drive CDEM capability forward.

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Appendix 1 – Summary of Review Interviews

Emergency Management Bay of Plenty	Clinton Naude (Director Bay of Plenty CDEM/ Group Controller)
	Angela Reade (Manager Community Resilience/ Chair Welfare Coordination Group)
	Meagan Edhouse (Emergency Management Advisor)
	Jono Meldrum (Manager – Operational Readiness)
	Fraser Toulmin (Senior Emergency Management Advisor)
	Paul Bourton (Senior Emergency Management Advisor)
	Kate Akers (Emergency Management Advisor)
	Fiona Hennessay (Emergency Management Advisor)
	Matt Harrex (Planning and Development Manager)
	Susan Collins (Senior Emergency Management Advisor)
	Craig Morris (Recovery and Projects Manager/Group Recovery Manager)
	Sam Rossiter-Stead (Group Public Information Management Manger)
Bay of Plenty Regional Council	Chairman Doug Leeder
	Mary-Anne Macleod (Chief Executive)
	Councillor David Love (Deputy Chair – Bay of Plenty CDEM Group Joint Committee)
	Chris Ingle (General Manager Integrated Catchments/ Group Controller)
Tauranga City Council	Mayor Greg Brownless
	Gary Poole (Chief Executive)
	Paul Baunton (Acting General Manager: CE Group)
	Paul Davidson (Local Controller – Western Zone)
Western Bay of Plenty District Council	Mayor Webber
	Miriam Taria (Chief Executive)
	Gary Allis (Deputy Chief Executive/ Group Manager – Infrastructure Services)
	Eric Newman (Local Controller – Western Zone)
Whakatāne District Council	Mayor Tony Bonne
	Marty Grenfell (Chief Executive)
	David Bewley (General Manager Planning and Infrastructure)
	Barbara Dempsey (Local Controller)



Ōpōtiki District Council	Mayor Forbes
	Aileen Lawrie (Chief Executive)
	Gerard McCormack (Group Manager – Planning and Regulatory / Local Controller)
Kawerau District Council	Russell George (Chief Executive)
	Chris Jensen (Manger Planning, Compliance and Capability)
	Dayle Johnson (Local Controller)
	Lee Barton (Local Controller)
Rotorua Lakes Council	Mayor Chadwick
	Geoff Williams (Chief Executive)
	Stavros Michael (Group Manager Infrastructure/ Local Controller)
	Linda Johnston (Civil Defence and Emergencies Coordinator)
Fire and Emergency New Zealand	Area Commander Murray Binning
New Zealand Police	Inspector Kevin Taylor
Te Puni Kōkiri	Shaneen Simpson
Ministry of Civil Defence & Emergency Management	John Titmus
	Suzanne Vowles
	Bridget Vercoe
Waikato CDEM Group	Lee Hazlewood
Manawatu-Wanganui CDEM Group	Ian Lowe
Hawkes Bay CDEM Group	Ian MacDonald
Wellington Region CDEM Group	Jeremy Holmes
Otago CDEM Group	Chris Hawker
Southland CDEM Group	Angus McKay



Appendix 2 – Summary of documents reviewed

The main documents and websites that have been reviewed in compilation of this report include:

- Bay of Plenty CDEM Group website: <http://www.bopcivildefence.govt.nz>
- Bay of Plenty Regional Council website: www.boprc.govt.nz
- Tauranga City Council website: www.tauranga.govt.nz
- Western Bay of Plenty District Council website: www.westernbay.govt.nz
- Whakatāne District Council website: www.whakatane.govt.nz
- Ōpōtiki District Council website: www.odc.govt.nz
- Kawerau District Council website: www.kaweraudc.govt.nz
- Rotorua Lakes Council website: www.rotorualakescouncil.nz

- CDEM Act 2002
- Local Government Act 2002
- National Civil Defence Emergency Management Plan Order 2015
- The Guide to the National Civil Defence Emergency Management Plan 2015
- National Civil Defence Emergency Management Strategy 2007
- Ministerial Review: Better Responses to Natural Disasters and Other Emergencies (TAG Report), 17 November 2017
- DPMC Proactive Release of Government Response to the Ministerial Review: Better Responses to Natural Disasters and Other Emergencies in New Zealand, 30 August 2018
- DPMC Proactive Release of Government Response to the Ministerial Review: Better Responses to Natural Disasters and Other Emergencies in New Zealand, Appendix 3: Impact Statement Proposed Government response to the TAG's report Better Responses to Natural Disasters and Other Emergencies, 30 August 2018
- DPMC Proactive Release of Government Response to the Ministerial Review: Better Responses to Natural Disasters and Other Emergencies in New Zealand, Cabinet Economic Development Committee Minute of Decision, 30 August 2018
- Director's Guidelines and Best Practice Guides issued by MCDEM
- Cornwall Strategic Resource Review Bay of Plenty CDEM Group
- Kestrel Group Main Report - Review of the Actions Taken by the Whakatāne District Council in the Response and Early Recovery Phases of the District's Flooding Events of April 2017, 08 September 2017
- Kestrel Group Final Report - Review of the Bay of Plenty CDEM Group Response to Ex-tropical Cyclones Debbie and Cook April 2017, 08 December 2017
- Final Report - Rangitāiki River Scheme Review – April 2017 Flood Event, 18 September 2017
- Bay of Plenty CDEM Group Plan 2018-2023
- Bay of Plenty CDEM Group Constitution, July 2013
- Bay of Plenty Lifelines Group Charter, 2017



- Memorandum of Understanding between Bay of Plenty CDEM Group and the Minister of Local Government, 11 August 2017
- Agreement on Joint CDEM Services, 18 September 2015
- Service Level Agreement for CDEM between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2015
- Draft Memorandum of Understanding Tauranga City Council and Western Bay of Plenty District Council for CDEM, 2008 (unsigned)
- Agreement for Declaration of State of Emergency in Tauranga City and Western Bay of Plenty Districts, 27 March 2017
- CDEM Shared Services Agreement, Western Bay of Plenty CDEM Operating Area, between Tauranga City and Western Bay of Plenty Districts, 2014
- Bay of Plenty CDEM Capability Assessment Report, June 2009
- Bay of Plenty CDEM Capability Assessment Report 2.0, August 2015
- Bay of Plenty CDEM Group Policy for the Appointment and Development of Controllers, May 2013
- Bay of Plenty CDEM Group Annual Plan 2018-2019
- Bay of Plenty CDEM Group Annual Report 2017-2018
- Bay of Plenty CDEM Group Training and Exercise Plan 2018-2019
- Draft Bay of Plenty CDEM Group Welfare Plan
- Bay of Plenty CDEM Group Community Resilience Strategy
- Bay of Plenty CDEM Group Recovery Plan, 13 February 2015
- Bay of Plenty CDEM Group Policy for the Appointment and Development of Recovery Managers, February 2017
- Bay of Plenty CDEM Group Public Information Management Plan 2016-2018, May 2016
- Bay of Plenty CDEM Group Checklist Compendium, May 2018
- Bay of Plenty CDEM Group Evacuation Plan, October 2014
- Bay of Plenty CDEM Group Distant Source Volcanic Ash Response Plan 2012
- Bay of Plenty CDEM Group Pandemic Influenza Plan 2009
- Local authority - Local Welfare Plans
- Local authority – Local Recovery Plans
- Local authority – Community Response Plans and Marae Preparedness Plans
- Local Authority – Response Plans



Appendix 3 –CDEM Roles and Responsibilities framework

- **Local Authority** means both regional councils and territorial authorities.¹⁴⁹
- **Administrating Authority** means the Bay of Plenty Regional Council.¹⁵⁰ The administrating authority has mandated responsibilities for the provision of administrative and related services required by the CDEM Group in accordance with the CDEM Act.¹⁵¹
- **Group Emergency Management Office (GEMO)** is responsible for delivering a range of services on behalf of the CDEM Group that enables the CDEM Group to fulfil its role. The regional coordination and support, development of plans, policy and procedure; group representation, work programme delivery, group response capability planning; and hazard and risk analysis functions as outlined in the Service Level Agreement between Bay of Plenty Regional Council and the Bay of Plenty CDEM Group.¹⁵²
- **Emergency Management Bay of Plenty (EMBOP)** means the centralisation of Bay of Plenty emergency management services as detailed in the Agreement on Joint-CDEM services.¹⁵³
- GEMO and EMBOP could in future be considered as one entity if all local authorities opt into a Joint CDEM services agreement.
- The Service Level Agreement for CDEM between Bay of Plenty Regional Council and Bay of Plenty CDEM Group¹⁵⁴ is currently under review initiated and lead by the Bay of Plenty CDEM Group. Some of the services detailed in the current agreement are being conducted by GEMO and not the Bay of Plenty Regional Council.

¹⁴⁹ Local Government Act 2002, Section 21

¹⁵⁰ Bay of Plenty Civil Defence Emergency Management Group Constitution, July 2013

¹⁵¹ CDEM Act, Section 24

¹⁵² Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013

¹⁵³ Agreement on Joint Civil Defence and Emergency Management Services, 18 September 2015

¹⁵⁴ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013



GOVERNANCE AND MANAGEMENT		
Function	GEMO	Comment
Bay of Plenty CDEM Group Plan	Project manages the development, implementation, maintenance, monitoring and evaluation of the Bay of Plenty CDEM Group Plan using approved processes. Supports monitoring by Joint Committee.	All CDEM Groups are required to have a Group Plan. ¹⁵⁵ CDEM Group Plan provides a five year plan of activities that will include the local authorities. Local authorities must ensure ownership of those activities of local authorities and Group Plan directions. The Group Plan is monitored by the Joint Committee.
	Local Authority	
	Support, contribute and implement the Bay of Plenty CDEM Group Plan process and outcomes through the Annual Business Plan.	
Bay of Plenty CDEM Group Business Plan	Project manages the development and implementation of the Bay of Plenty CDEM Group Business Plan using approved processes. Supports monitoring by CEG.	CDEM Group Business Plan provides a three year plan of activities that will include the local authorities. Local authorities must ensure ownership of those activities of local authorities and Group Business Plan directions. The Group Business Plan is monitored by CEG. This document has not yet been drafted.
	Local Authority	
	Support, contribute and implement the CDEM Group Business Plan process and outcomes as applicable.	

¹⁵⁵ CDEM Act 2002, Sections 48-57



GOVERNANCE AND MANAGEMENT		
Function	GEMO	Comment
Bay of Plenty CDEM Group Annual Plan	Lead the development and implementation the Bay of Plenty CDEM Group Annual Plan as Business as usual. Endorsed by CEG and approved by Joint Committee.	CDEM Group Annual Plan provides a one year plan of activities that must include roles for local authorities. The CDEMG Annual Plan is monitored by the CEG Operations Sub-Committee. *Local authority responsibility. Service delivery conducted by EMBOP.
	EMBOP	
	Provide advice and guidance on the development of local level CDEM work programmes in alignment to the Bay of Plenty CDEM Group Annual Plan in collaboration with EMBOP-local authority-partner agencies.	
	Local Authority	
	Develop and implement specific local authority Annual Plan tasking in a local level CDEM work programme in alignment to the Bay of Plenty CDEM Group Annual Plan (in collaboration: EMBOP-local authority – partner agencies). Endorsed by CEG. Provide advice and guidance on the development of local level CDEM work programmes in alignment to the Bay of Plenty CDEM Group Annual Plan in collaboration with EMBOP-local authority-partner agencies.*	



GOVERNANCE AND MANAGEMENT		
Function	GEMO	Comment
Reporting	Provide agreed reporting to Joint Committee, CEG and CEG Operations Sub –Committee.	Reporting to be aligned to the Joint Committee, CEG and CEG Operations Sub-Committee reporting deadlines. *Local authority responsibility. Service delivery conducted by EMBOP.
	EMBOP	
	Assist in the development of reporting to local authorities.	
	Local Authority	
	Provide agreed reporting to local authorities. Provide reporting to Joint Committee, CEG and CEG Sub-Committee on specific local authority Annual plan tasks related to CDEM. Assist in the development of reporting to local authorities.*	



GOVERNANCE AND MANAGEMENT		
Function	GEMO	Comment
Joint Committee	<p>Advice and technical support to Joint Committee.</p> <p>Supports the Joint Committee in carrying out its obligations under the CDEM Act¹⁵⁶.</p> <p>Provide information and advice to the Joint Committee leading into and event and during response.</p> <p>Provide CDEM induction training to Joint Committee members.</p> <p>Monitors and implements the CDEM Group Plan.</p> <p>Provide administrative support to the Joint Committee.</p>	<p>Regional Council provides governance support to the Joint Committee.¹⁵⁷</p> <p>Administrative support includes coordination, management and preparation of all agendas, supporting papers and presentations. GEMO currently provides this service and not the Bay of Plenty Regional Council.</p>
	Local Authority	
	<p>Participates at the agreed level and supports the Joint Committee in carrying out its obligations under the CDEM Act¹⁵⁸ and the Bay of Plenty CDEM Group Constitution.¹⁵⁹</p> <p>Joint committee members to champion CDEM with their elected officials.</p>	

¹⁵⁶ CDEM Act 2002

¹⁵⁷ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013

¹⁵⁸ CDEM Act 2002

¹⁵⁹ Bay of Plenty Civil Defence Emergency Management Group Constitution, July 2013



GOVERNANCE AND MANAGEMENT		
Function	GEMO	Comment
Coordinating Executive Group (CEG)	<p>Advice and technical support to CEG.</p> <p>Supports the CEG in carrying out its directions from the Joint Committee and its obligations under the CDEM Act.¹⁶⁰</p> <p>Provide CDEM advice to the CEG members.</p> <p>Monitors and implements the CDEM Group Business Plan.</p> <p>Provide administrative support to CEG.</p>	Administrative support includes coordination, management and preparation of all agendas, supporting papers and presentations. GEMO currently provides this service and not the Bay of Plenty Regional Council.
	<p>Local Authority</p>	
	<p>Provide support as agreed to carry out their CDEM work programme.</p> <p>Develop and implement specific local authority Annual Plan tasking in a local level CDEM work programme with alignment to CDEM Group Annual Plan.</p>	
Function	GEMO	Comment
CEG Operations Sub-committee	<p>Advice and technical support CEG Operations Sub-committee.</p> <p>Coordinates those activities arising from the CEG Sub-Committees and reports to them on a regular basis.</p> <p>Provide CDEM advice to the CEG Operations sub-committee members.</p> <p>Monitoring and implementation of the CDEM Group Annual Plan.</p> <p>Provide administrative support to CEG Operations Sub-Committee.</p>	Administrative support includes coordination, management and preparation of all agendas, supporting papers and presentations.
	<p>Local Authority</p>	
	<p>Participate at the agreed level and support the CEG Sub-committees.</p> <p>Ensure the alignment of CDEM Group Annual Plan and local CDEM work programmes.</p>	

¹⁶⁰ CDEM Act 2002



GOVERNANCE AND MANAGEMENT		
Function	GEMO	Comment
Emergency Management Budgets	Develop CDEM budgets for the endorsement of CEG and approval by Joint Committee under the CDEM Act ¹⁶¹ .	Regional Council provides advice on budget planning and forecasting. ¹⁶² *Local authority responsibility. Service delivery conducted by EMBOP.
	Manage and administer CDEM budget for Bay of Plenty CDEM Group.	
	Manage and administer budget for Bay of Plenty Lifelines Group.	
	Manage and administer funding grants (eg, CDEM Resilience Fund and Emergency Management Adult Continuing Education – EMACE).	
	EMBOP	
	Request approval from local authorities for any costs associated with Emergency Operations Centre (EOC)/ Group Emergency Coordination Centre (GECC) equipment and other costs to be covered by the local authorities – where they are facilitated and implemented by Bay of Plenty CDEM Group staff.	
	Manage and administer CDEM budget for EMBOP – Delivery of CDEM services.	
	Local Authority	
	Manage and administer local authority CDEM budgets. Develop, manage and administer local CDEM budget for Capital Expenditure (CAPEX) and operational expenditure related to GECC/EOC facilities & equipment, CDEM staff training, community and iwi response planning (eg. consideration of koha).	

¹⁶¹ CDEM Act 2002, Section 16

¹⁶² Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013



Function	Local Authority	Comment
Emergency Management Budgets	<p>Request approval from local authorities for any costs associated with Emergency Operations Centre (EOC)/ Group Emergency Coordination Centre (GECC) equipment and other costs to be covered by the local authorities– where they are facilitated and implemented by Bay of Plenty CDEM Group staff.*</p> <p>Manage and administer CDEM budget for EMBOP – Delivery of CDEM services.*</p>	<p>Regional Council provides advice on budget planning and forecasting.¹⁶³</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>

¹⁶³ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013



REDUCTION		
Function	GEMO	Comment
Hazard/ Risk Management	All Hazards approach – Ensure an effective planning and response to all hazards and risks and identification of legislated lead agency for hazards. Educate and advocate for hazard risk management and provide expert support as required with a focus on the hazard scape as identified in the Bay of Plenty CDEM Group Plan.	City/ District Council for specific local hazards. Regional Council for regional hazards ¹⁶⁴ (including flood management ¹⁶⁵). Partner agencies for specific legislated lead agency hazards with alignment to Group Plan ¹⁶⁶ *Local authority responsibility. Service delivery conducted by EMBOP.
	EMBOP	
	Provide advice to local authorities with reference to hazard risk management.	
	Local Authority	
	Own and manage the hazards and risk within the appropriate area of responsibility with a focus on the hazard scape as identified in the Bay of Plenty CDEM Group Plan. Report to the Bay of Plenty CDEM Group (Joint Committee / CEG) on the relevant hazards and risks. Fund and manage hazard research. Provide advice to local authorities with reference to hazard risk management.*	

¹⁶⁴ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013

¹⁶⁵ Bay of Plenty Region Council, Flood Warning Manual, Revision 5, August 2018

¹⁶⁶ Bay of Plenty Civil Defence Emergency Management Group Plan 2018/2023, March 2018



REDUCTION		
Function	GEMO	Comment
Lifelines Utilities	<p>Provide financial, administrative and project management support to the Lifelines Group</p> <p>Appoint the Lifelines Utility Coordinators (LUCs).¹⁶⁷</p> <p>Provide and coordinate networking and development opportunities for Lifelines Group members.</p> <p>Represent Lifelines Group and Bay of Plenty CDEM Group at National Lifelines forum.</p>	<p>Support and advice may be provided through the appropriate National Lifelines Group, Regional Lifelines Group and the Lifelines Utility Coordinator (LUC).</p> <p>Lifelines failures can disrupt and endanger the wellbeing of local and regional communities. Effective relationships, priority of response protocols and lead agency role definition can reduce the risk such failures may pose.</p> <p>The responsibilities for LUCs are defined in the Directors Guidelines for Lifeline Utilities.¹⁶⁸</p>
	<p>Local Authority</p>	
	<p>Support the Lifelines Group through appointing a lifelines representative to the Lifelines Group and active participation of its key lifelines managers.</p> <p>Provide LUCs for services defined under the CDEM Act.¹⁶⁹</p>	

¹⁶⁷ Lifeline Utilities and CDEM: Director's Guideline for Lifeline Utilities and CDEM Groups (DGL 16/14)

¹⁶⁸ Lifeline Utilities and CDEM: Director's Guideline for Lifeline Utilities and CDEM Groups (DGL 16/14)

¹⁶⁹ CDEM Act, Schedule 1



READINESS		
Function	GEMO	Comment
Facilities Emergency Operations Centre (EOC)/ Group Emergency Coordination Centre (GECC)	Provide guidance on functionality and safety of GECC facilities.	Any facility nominated to become an EOC /GECC should be of an appropriate standard in structure and resilience (BIL 4). City/ District Council to provide EOC. Regional Council to provide GECC. ¹⁷⁰ *Local authority responsibility. Service delivery conducted by EMBOP.
	Provide guidance on location, size etc. of alternative GECC facilities.	
	Monitoring and maintaining GECC capacity.	
	EMBOP	
	Provide guidance on functionality and safety of EOC facilities. Provide guidance on location, size etc. of alternative EOC facilities. Monitoring and advising on EOC capacity.	
Local Authority		
	Provide and maintain EOC/GECC facilities for operational response. Formalise arrangements for alternative sites (including MoU's with building owners where necessary) Provide guidance on functionality and safety of EOC facilities.* Provide guidance on location, size etc. of alternative EOC facilities.* Monitoring and advising on EOC capacity.*	

¹⁷⁰ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013



READINESS		
Function	GEMO	Comment
Equipment	<p>Provide guidance and set policy on functionality of equipment across the region.</p> <p>Ensure procurement and maintenance of equipment owned by the CDEM Group.</p>	<p>Equipment at the Group level includes:</p> <ul style="list-style-type: none"> Trailers. Stingers (mobile sirens). Portable radios. Radio repeaters. <p>Equipment at local authority level includes:</p> <ul style="list-style-type: none"> All furniture. Misc. supplies (e.g. stationery). IT. Local communications networks including repeater networks and external communications equipment (eg. radios in CDCs and Council owned vehicles). Telephones and telephone conferencing equipment. Audio visual equipment and support network infrastructure. <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>
	EMBOP	
	<p>Implement policy on functionality of equipment across the region.</p> <p>Management of inventories and testing schedules.</p> <p>Notification to local authorities of any equipment requiring repair and/or replacement in line with inventory audits.</p>	
	Local Authority	
	<p>Fit out and provide associated Information Technology (IT) equipment and infrastructure for EOC/ GECC facilities.</p> <p>Own equipment and associated infrastructure, to cover costs to maintain it to an operational standard and to manage and conduct maintenance programme.</p> <p>Install, maintain and operate additional equipment funded by local authorities.</p> <p>Any additional equipment required as a result of these processes will be the responsibility of the local authority.</p> <p>Conduct of inventory checks and testing of equipment.</p> <p>Support Bay of Plenty CDEM Group in promoting the public alerting systems.</p> <p>Implement policy on functionality of equipment across the region.*</p> <p>Management of inventories and testing schedules.*</p> <p>Notification to local authorities of any equipment requiring repair and/or replacement in line with inventory audits.*</p>	



READINESS		
Function	GEMO	Comment
Public Alerting Systems	Coordinate the six monthly testing of all Public Alerting Systems Procure, maintain, test and activate CDEM Group public alerting systems including: <ul style="list-style-type: none"> • SMS. • Email. • Social media (including Facebook and Twitter). • Bay of Plenty CDEM Group website. • National and Group Warning System. • Emergency Mobile Alert. • Red Cross Hazard App. • Stingers (mobile sirens). Provide guidance on maintenance of local public alerting systems. Lead promotion of Group public altering systems.	*Local authority responsibility. Service delivery conducted by EMBOP.
	EMBOP	
	Test and activate local public alerting systems: <ul style="list-style-type: none"> • Sirens. • Telephone trees. 	
	Local Authority	
	Procure and maintain local public alerting systems: <ul style="list-style-type: none"> • Sirens. • Telephone trees. Maintain, test and activate local public alerting systems: <ul style="list-style-type: none"> • Local authority social media (including Facebook and Twitter) • Local authority website. Test and activate local public alerting systems*: <ul style="list-style-type: none"> • Sirens. • Telephone trees. 	



READINESS		
Function	GEMO	Comment
Processes	Develop processes (across the '4Rs') on how EOCs/GECC should work regionally, allowing for local requirements where appropriate (Standard Operating Procedures – SOPs). Approved by CEG Operations Sub Committee.	<p>The Council staff in the EOCs/GECC must use the regional process and Standard Operating Procedures to carry out their functions during an emergency.</p> <p><i>*Local authority responsibility. Service delivery conducted by EMBOP.</i></p>
	EMBOP	
	<p>Implement approved SOPs for operational requirements.</p> <p>Provide local input into processes for operational requirements.</p>	
	Local Authority	
	<p>Develop and implement local SOPs, with alignment to Group SOPs where appropriate.</p> <p>Implement approved SOPs for operational requirements.*</p> <p>Provide local input into processes for operational requirements.*</p>	



READINESS		
Function	GEMO	Comment
Staffing	<p>Provide Key CDEM positions for CDEM Group.</p> <p>Develop the competency, capability and capacity criteria for EOC/GECC staff.</p> <p>Coordinate professional development for key CDEM personnel.</p>	<p>Appropriate staffing of EOCs/GECC is the responsibility of the local authorities using guidance from GEMO and other agencies.</p> <p>Key CDEM Group positions includes Group Controllers, Group Welfare Manager, Group Recovery Manager, LUCs.</p> <p>Local authorities are to appoint, develop, maintain, and delegate functions to key operational positions, including Controllers, Recovery Managers, Public Information Managers, Welfare Managers, Lifeline Utility Co-ordinators, and operations, intelligence, planning, and logistics staff.¹⁷¹</p> <p>Appointment of Group and Local Controllers to be conducted in accordance with Group Policy of the Appointment and Development of Controllers.¹⁷²</p> <p>City/ District Council to provide staff for EOC.</p> <p>Regional Council to provide staff for GECC.¹⁷³</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>
	EMBOP	
	<p>Provide CDEM interface between EMBOP and local authority.</p> <p>Implement the competency, capability and capacity criteria for EOC/GECC staff to local authorities.</p> <p>Make recommendations on the appointment of staff to local authority CDEM roles.</p> <p>Provide career CDEM staff to support Group and Local Controllers.</p> <p>Consultation with lead local controllers on the above.</p>	
	Local Authority	
	<p>Appoint staff to local CDEM roles.</p> <p>Appoint to EOC functions.</p> <p>Make appropriate staff available for GECC/ EOC (agreed quantities) training and to provide emergency response.</p> <p>Consult with GEMO on key appointments to their EOCs/ GECC.</p> <p>Provide a CDEM point of contact (senior manager responsible for CDEM) for the conduit of information and interface between local authority and Bay of Plenty CDEM Group.</p>	

¹⁷¹ National Civil Defence Emergency Management Plan Order 2015, Clause 29 (3) (e)

¹⁷² Bay of Plenty CDEM Group Policy for the Appointment and Development of Controllers, Version 2.6, May 2013

¹⁷³ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013



Function	Local Authority	Comment
Staffing	<p>Provide a suitable desk space including furniture, internet (wifi) to support career CDEM staff member.</p> <p>Provide CDEM interface between EMBOP and local authority.*</p> <p>Implement the competency, capability and capacity criteria for EOC/GECC staff to local authorities.*</p> <p>Make recommendations on the appointment of staff to local authority CDEM roles.*</p> <p>Provide career CDEM staff to support Group and Local Controllers.*</p> <p>Consultation with lead local controllers on the above.*</p>	<p>Appropriate staffing of EOCs/GECC is the responsibility of the local authorities using guidance from GEMO and other agencies.</p> <p>Key CDEM Group positions includes Group Controllers, Group Welfare Manager, Group Recovery Manager, LUCs.</p> <p>Local authorities are to appoint, develop, maintain, and delegate functions to key operational positions, including Controllers, Recovery Managers, Public Information Managers, Welfare Managers, Lifeline Utility Co-ordinators, and operations, intelligence, planning, and logistics staff.¹⁷⁴</p> <p>Appointment of Group and Local Controllers to be conducted in accordance with Group Policy of the Appointment and Development of Controllers.¹⁷⁵</p> <p>City/ District Council to provide staff for EOC.</p> <p>Regional Council to provide staff for GECC.¹⁷⁶</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>

¹⁷⁴ National Civil Defence Emergency Management Plan Order 2015, Clause 29 (3) (e)

¹⁷⁵ Bay of Plenty CDEM Group Policy for the Appointment and Development of Controllers, Version 2.6, May 2013

¹⁷⁶ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013



READINESS		
Function	GEMO	Comment
Training	<p>Develop a Bay of Plenty CDEM Group Annual Training and Exercise Plan. Approved through CEG.</p> <p>Provide training specifications, develop packages in accordance with the national capability development lead by MCDEM agreed with LAs on an annual basis. Approved through CEG.</p> <p>Provide assistance with the development of training budgets.</p> <p>Provide guidance on specific training and/or professional development opportunities for Bay of Plenty CDEM Group staff.</p> <p>Fund specific training and/or professional development for GEMO/ EMBOP staff.</p> <p>Fund all Group Controller training.</p>	<p>For EOCs/GECC to function effectively regular training is required. It is essential that appropriate local authority staff are released to participate in this training.</p> <p>City/ District Council to provide staff for EOC.</p> <p>Regional Council to provide staff for GECC.¹⁷⁷</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>
	EMBOP	
	<p>Deliver training (including maintaining training records) in accordance with the Bay of Plenty CDEM Group Annual Training and Exercise Plan. Approved through CEG.</p> <p>Make recommendations on specific training and/or professional development opportunities for local authority CDEM staff.</p>	
	Local Authority	
	<p>Make all appropriate staff and staff identified in CDEM roles available for training in accordance with the agreed training schedule.</p> <p>Fund staff time and travel costs associated with attendance at training.</p> <p>Fund all Local Controller training.</p> <p>Fund all GECC/EOC staff training and professional development.</p>	

¹⁷⁷ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013



Function	Local Authority	Comment
Training	<p>Fund all locally appointed CDEM staff training and professional development.</p> <p>Deliver training (including maintaining training records) in accordance with the Bay of Plenty CDEM Group Annual Training and Exercise Plan. Approved through CEG.*</p> <p>Make recommendations on specific training and/or professional development opportunities for local authority CDEM staff.*</p>	<p>For EOCs/GECC to function effectively regular training is required. It is essential that appropriate local authority staff are released to participate in this training.</p> <p>City/ District Council to provide staff for EOC.</p> <p>Regional Council to provide staff for GECC.¹⁷⁸</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>

¹⁷⁸ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013



READINESS		
Function	GEMO	Comment
Exercises	<p>Develop a Bay of Plenty CDEM Group Annual Training and Exercise Plan Approved through CEG.</p> <p>Support the Group Controller to implement CDEM Group level corrective action plan.</p>	<p>For EOCs/GECC to function effectively regular exercising is required. It is essential that appropriate council staff are released to participate in exercising.</p> <p>City/ District Council to provide staff for EOC.</p> <p>Regional Council to provide staff for GECC.¹⁷⁹</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>
	<p>EMBOP</p> <p>Develop exercises to practice EOC/GECC operations (Tier 1-4 in accordance with scale of CDEM exercises).</p> <p>Conduct and assess exercises to practice EOC operations (Tier 1-4 in accordance with scale of CDEM exercises).</p>	
	<p>Local Authority</p> <p>Own local level corrective action plan.</p> <p>Support the lead Local Controller to implement local level corrective action plan for EOCs.</p> <p>Make appropriate staff available for exercises on a regular basis (in accordance with approved exercise schedule).</p> <p>Fund staff time and travel costs associated with attendance at exercises.</p> <p>Fund any operating costs for local authority EOCs (including catering, stationery and contractors).</p> <p>Develop exercises to practice EOC/GECC operations (Tier 1-4 in accordance with scale of CDEM exercises).*</p> <p>Conduct and assess exercises to practice EOC/GECC operations (Tier 1-4 in accordance with scale of CDEM exercises).*</p>	

¹⁷⁹ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013



READINESS		
Function	GEMO	Comment
Welfare Management	<p>Appoint Group Welfare Manager and the coordination of Group welfare functions.</p> <p>Develop a Welfare Group Plan.</p> <p>Administer and Chair Welfare Coordination Group (WCG).</p> <p>Develop and implement WCG Terms of Reference.</p> <p>Ensure delivery of all nine welfare sub-functions¹⁸⁰ at the regional level in accordance with the National CDEM Plan 2015.</p>	<p>Director's Guidelines¹⁸¹ highlight that welfare in a CDEM context is to carry out activities across the '4Rs'.</p> <p>The broad principle of the arrangement is to pre-identify, facilitate appropriate networking and advance coordination of welfare resources and agencies so when they are required are ready and capable of meeting local, dispersed and/or regional welfare demand needs.</p> <p>Regional Council to provide alternate Group Welfare Managers.</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>
	EMBOP	
	<p>Provide support to Local Welfare Managers to deliver and coordinate local community support in welfare in readiness, response and recovery to an emergency.</p>	
	Local Authority	
	<p>Appoint Local Welfare Managers to deliver and coordinate local community support in readiness, response and recovery to an emergency.</p> <p>Administer and Chair Local Welfare Committees (LWCs).</p> <p>Develop and implement LWC Terms of Reference.</p> <p>Develop Local Welfare Plan with alignment to Group Welfare Plan.</p> <p>Ensure delivery of all nine welfare sub-functions at the local level in accordance with the National CDEM Plan.¹⁸²</p>	

¹⁸⁰ There are nine welfare sub-functions: Registration, Needs Assessment, Inquiry, Care and protection services to children and young people, Psychosocial support, Household goods and services, Shelter and accommodation, Financial Assistance and Animal welfare.

Welfare Services in an Emergency: Director's Guideline for CDEM Groups and agencies with responsibilities for welfare services in an emergency (DGL 11/15)

¹⁸¹ Welfare Services in an Emergency: Director's Guideline for CDEM Groups and agencies with responsibilities for welfare services in an emergency (DGL 11/15)

¹⁸² National Civil Defence Emergency Management Plan Order 2015



Function	Local Authority	Comment
<p>Welfare Management</p>	<p>Provide support to Local Welfare Managers to deliver and coordinate local community support in welfare in readiness, response and recovery to an emergency.*</p>	<p>Director's Guidelines¹⁸³ highlight that welfare in a CDEM context is to carry out activities across the '4Rs'.</p> <p>The broad principle of the arrangement is to pre-identify, facilitate appropriate networking and advance coordination of welfare resources and agencies so when they are required are ready and capable of meeting local, dispersed and/or regional welfare demand needs.</p> <p>Regional Council to provide alternate Group Welfare Managers.</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>

¹⁸³ Welfare Services in an Emergency: Director's Guideline for CDEM Groups and agencies with responsibilities for welfare services in an emergency (DGL 11/15)



READINESS		
Function	GEMO	Comment
Civil Defence Centres (CDCs)	Develop and maintain processes on how a CDC should work regionally allowing for local requirements.	<p>Alignment to training function.</p> <p>Volunteers staff CDCs with council support as required by the community.¹⁸⁴</p> <p>City/District Council to serve as PCBU of local volunteers in terms of the Health & Safety at Work Act.¹⁸⁵</p> <p>Regional Council to serve as PCBU¹⁸⁶ of regional volunteers in terms of the Health & Safety at Work Act.¹⁸⁷</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>
	EMBOP	
	Develop Standard Operating Procedures (SOP) for delivering Welfare in the community including CDC operations.	
	Management of database of all local welfare/ CDC volunteer staff.	
	Management and conduct of training for all welfare/CDC volunteer staff ¹⁸⁸ .	
Local Authority	<p>Appoint CDC Managers.</p> <p>Provide appropriate staff when required to deliver community welfare in lead up to (as part of readiness) and during emergencies (response) and post emergencies (recovery).</p> <p>Management of local welfare/ CDC volunteer staff.</p> <p>Provide facilities or enter into agreements for the provision of facilities to serve as CDCs.</p> <p>Undertake audit of and provide guidance on CDC functionality, location, “fit for purpose” and equipment. Maintain inventory of equipment.</p> <p>Supply and maintain kits and communications systems in CDCs where agreed.</p>	

¹⁸⁴ Alignment to Volunteer Management function

¹⁸⁵ Health & Safety at Work Act 2016

¹⁸⁶ Person Conducting a Business or Undertaking. Health & Safety at Work Act 2016, Section 17

¹⁸⁷ Health & Safety at Work Act 2016

¹⁸⁸ Alignment to Training function



Function	Local Authority	Comment
Civil Defence Centres (CDCs)	<p>Develop SOPs for delivering Welfare in the community including CDC operations.*</p> <p>Management of database of all local welfare/ CDC volunteer staff.*</p> <p>Management and conduct of training for all welfare/CDC volunteer staff¹⁸⁹.*</p>	<p>Alignment to training function.</p> <p>Volunteers staff CDCs with council support as required by the community.¹⁹⁰</p> <p>City/District Council to serve as PCBU of local volunteers in terms of the Health & Safety at Work Act.¹⁹¹</p> <p>Regional Council to serve as PCBU¹⁹² of regional volunteers in terms of the Health & Safety at Work Act.¹⁹³</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>

¹⁸⁹ Alignment to Training function

¹⁹⁰ Alignment to Volunteer Management function

¹⁹¹ Health & Safety at Work Act 2016

¹⁹² Person Conducting a Business or Undertaking. Health & Safety at Work Act 2016, Section 17

¹⁹³ Health & Safety at Work Act 2016



READINESS		
Function	GEMO	Comment
Community engagement and planning	<p>Develop and manage a Group wide Community Resilience Strategy. Approved by CEG.</p> <p>Development of community planning guidance documents to support local community engagement and planning processes.</p>	<p>Community plans/ planning means all CDEM plans/ planning including Community Response Planning and Marae Preparedness Planning.</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>
	<p>EMBOP</p> <p>Implementation of community planning guidance documents to support local community engagement and planning processes.</p> <p>Lead and implement community engagement and planning.</p> <p>Handover developed community plans to relevant local authority point of contact.</p> <p>Share community engagement and planning at the local level in a joint EMBOP-local authority approach.</p>	
	<p>Local Authority</p> <p>Whole-of-council approach to CDEM community engagement.</p> <p>Share community engagement and planning at the local level in a joint Group-local authority approach.</p> <p>Commitment of staff resources to assist in shared community engagement and planning at the local level.</p> <p>Identification of priority community groups and engagement of vulnerable community groups for the development of community plans.</p> <p>Acceptance of handover and maintenance of developed community plans.</p> <p>Implementation of community planning guidance documents to support local community engagement and planning processes.*</p> <p>Lead and implement community engagement and planning.*</p> <p>Handover developed community plans to relevant local authority point of contact.</p>	



Function	Local Authority	Comment
Community engagement and planning	Share community engagement and planning at the local level in a joint EMBOP-local authority approach.*	Community plans/ planning means all CDEM plans/ planning including Community Response Planning and Marae Preparedness Planning. *Local authority responsibility. Service delivery conducted by EMBOP.



READINESS		
Function	GEMO	Comment
Community Resilience Projects	Lead Community Resilience Projects. Approved through CEG.	All projects are to be supported by Bay of Plenty CDEM Group and local authorities depending on who is the led. *Local authority responsibility. Service delivery conducted by EMBOP.
	EMBOP	
	Support local authority Community Resilience Projects where GEMO is not the lead.	
	Local Authority	
	Provide support to Bay of Plenty CDEM Group led Community Resilience Projects through staff time and access to facilities. Support local authority Community Resilience Projects where GEMO is not the lead.*	



READINESS		
Function	GEMO	Comment
Volunteer Management	<p>Development of CDEM Volunteer Strategy. Approved by CEG.</p> <p>Recruitment and management of CDEM volunteers at the regional level.</p> <p>Develop training specifications and the development and delivery of training packages for volunteers.</p> <p>Serve as the official vetting office for all CDEM volunteers with NZ Police.</p>	<p>City/District Council to serve as PCBU of local volunteers in terms of the Health & Safety at Work Act.¹⁹⁴</p> <p>Regional Council to serve as PCBU¹⁹⁵ of regional volunteers in terms of the Health & Safety at Work Act.¹⁹⁶</p> <p>Community Resilience is enhanced by recruiting and training local volunteers for both readiness and response functions to use locally and deploy regionally as required.</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>
	<p>EMBOP</p> <p>Recruitment and management of CDEM volunteers at the local level.</p> <p>Implement training specifications and the development and delivery of training package for volunteers.</p> <p>Assist Bay of Plenty CDEM Group in the development, and promotion of volunteers.</p>	
	<p>Local Authority</p> <p>Identify through the assessment of local risk scenarios, functions to be performed by volunteers and required volunteer numbers to sustain effective response to emergencies.</p> <p>Where appropriate provide facilities for volunteers to train and store equipment.</p> <p>Fund all equipment required for CDEM volunteers to conduct their allocated role.</p> <p>Deemed the employer of the volunteers under the Health and Safety in Employment Act.¹⁹⁷</p>	

¹⁹⁴ Health & Safety at Work Act 2016

¹⁹⁵ Person Conducting a Business or Undertaking. Health & Safety at Work Act 2016, Section 17

¹⁹⁶ Health & Safety at Work Act 2016

¹⁹⁷ Health & Safety in Employment Act 1992



Function	Local Authority	Comment
Volunteer Management	<p>Recruitment and management of CDEM volunteers at the local level.*</p> <p>Implement training specifications and the development and delivery of training package for volunteers.*</p> <p>Assist Bay of Plenty CDEM Group in the development, and promotion of volunteers.*</p>	<p>City/District Council to serve as PCBU of local volunteers in terms of the Health & Safety at Work Act.¹⁹⁸</p> <p>Regional Council to serve as PCBU¹⁹⁹ of regional volunteers in terms of the Health & Safety at Work Act.²⁰⁰</p> <p>Community Resilience is enhanced by recruiting and training local volunteers for both readiness and response functions to use locally and deploy regionally as required.</p> <p><i>*Local authority responsibility. Service delivery conducted by EMBOP.</i></p>

¹⁹⁸ Health & Safety at Work Act 2016

¹⁹⁹ Person Conducting a Business or Undertaking. Health & Safety at Work Act 2016, Section 17

²⁰⁰ Health & Safety at Work Act 2016



READINESS		
Function	GEMO	Comment
Public Education	<p>Develop Bay of Plenty CDEM Group Public Education Strategy with key messages and public information in readiness. Approved by CEG.</p> <p>Provide consistent messaging for Public Education across the region and deliver Public Education when required.</p> <p>Develop and promote education for businesses and the importance and development of BCP.</p> <p>Coordinate regional public education projects and provide advice for emergency planning.</p> <p>Ensure active participation and alignment with National Public Education Strategy and programme delivery.</p>	<p>National standard messages and resources are available for CDEM Groups²⁰¹. Every opportunity should be taken to provide CDEM public education across communities and business.</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>
	EMBOP	
	<p>Provide advice and support on development of Local Public Education Plan in line with CDEM Group Public Education Strategy.</p> <p>Provide support by using consistent messaging when delivering Public Education.</p>	
	Local Authority	
	<p>Develop Local Public Education Plan in line with Bay of Plenty CDEM Group Public Education Strategy.</p> <p>Provide advice and support on development of Local Public Education Plan in line with CDEM Group Public Education Strategy.*</p> <p>Provide support by using consistent messaging when delivering Public Education.*</p>	

²⁰¹ MCDEM Working from the same page Consistent messages for CDEM, Version 1.0, June 2010



READINESS		
Function	GEMO	Comment
Website Management	Develop and maintain a regional Bay of Plenty CDEM Group website that links to other websites.	*Local authority responsibility. Service delivery conducted by EMBOP.
	EMBOP	
	Provide support by using consistent messaging when delivering Public Education. Advise CDEM component and links on local authority website.	
	Local Authority	
	Provide information to Bay of Plenty CDEM Group for use on websites. Update CDEM component and links on Local Authority websites. Advise CDEM component and links on Local Authority websites.*	



READINESS		
Function	GEMO	Comment
Social Media	<p>Develop a Bay of Plenty CDEM Group Social Media Strategy.</p> <p>Develop and maintain a regional Bay of Plenty CDEM Group social media presence through Facebook, Twitter and YouTube.</p> <p>Provide the initial social media updates during a response and transition to the PIM team for an extended activation as well as to promote community preparedness during day-to-day operations at the Group level.</p> <p>Training of Group PIM staff on the use of social media emergency management consistent with CDEM brand and objectives.</p>	<p>City/ District Council to provide Local PIM staff.</p> <p>Regional Council to provide Group PIM staff.²⁰²</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>
	EMBOP	
	<p>Implement the Bay of Plenty CDEM Group Social Media Strategy.</p> <p>Provide the initial social media updates during a response and transition to the PIM team for an extended activation.</p> <p>Promote community preparedness during day-to-day operations at the local level.</p> <p>Training of local level PIM staff on the use of social media emergency management consistent with CDEM brand and objectives.</p> <p>Provide advice and guidance to support the CDEM local social media presence through respective local authority social media accounts.</p>	
	Local Authority	
	<p>Provide the agreed number of PIM staff to receive training and assist with the dissemination of public information via social media as required.</p> <p>Implement the Bay of Plenty CDEM Group Social Media Strategy.*</p>	

²⁰² Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013



Function	Local Authority	Comment
Social Media	<p>Provide the initial social media updates during a response and transition to the PIM team for an extended activation.*</p> <p>Promote community preparedness during day-to-day operations at the local level.*</p> <p>Training of local level PIM staff on the use of social media emergency management consistent with CDEM brand and objectives.*</p> <p>Provide advice and guidance to support the CDEM local social media presence through respective local authority social media accounts.*</p>	<p>City/ District Council to provide Local PIM staff.</p> <p>Regional Council to provide Group PIM staff.²⁰³</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>

²⁰³ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013



READINESS		
Function	GEMO	Comment
Media engagement and Public Information Management (PIM)	Develop CDEM Group Communications Strategy. Provide consistent messages and SOPs across the region and provide coordination and advice for Group and Local PIMs. Administer and maintain Group level PIM forums and meetings. Administer 24/7 duty Group PIM system.	City/ District Council to provide Local PIM staff. Regional Council to provide Regional PIM staff. ²⁰⁴ Regional Council to provide staffing for a 24/7 Duty PIM capability to manage PIM pre-event. *Local authority responsibility. Service delivery conducted by EMBOP.
	EMBOP	
	Support local PIMs (if established) during response. Implement consistent messages and SOPs across and provide coordination and advice for local PIMs.	
	Local Authority	
	Provide opportunities for communications personnel to work collaboratively with other PIMs. Provide local PIMs. Provide communications/ media staff to support the Group and local PIM functions during reduction, readiness, response and recovery. Support local PIMs (if established) during response.* Implement consistent messages and SOPs across and provide coordination and advice for local PIMs.*	

²⁰⁴ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013



READINESS		
Function	GEMO	Comment
Business Continuity Management	Provide advice and guidance in readiness. Plan for maintenance and delivery of essential Group emergency management services prior, during and post a crisis / emergency event.	A local authority must 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. ²⁰⁵
	Local Authority	
	Responsibility for Business Continuity Management to perform their functions following a crisis. Plan for maintenance of essential local authority services in readiness.	
Function	GEMO	Comment
White Island	Conduct readiness activities as outlined in the MOU. ²⁰⁶ Implement, maintain and report on MOU for the delivery of emergency management in readiness of White Island for Bay of Plenty CDEM Group Joint Committee and Minister of Local Government ²⁰⁷ .	City/ District Council for EOC. Regional Council for GECC. ²⁰⁸ *Local authority responsibility. Service delivery conducted by EMBOP.
	EMBOP	
	Assist in readiness activities as outlined in the MOU as required. ²⁰⁹	
	Local Authority	
	Provide and maintain GECC/ EOCs. Assist in readiness activities as outlined in the MOU as required. ^{210*}	

²⁰⁵ CDEM ACT, Section 64(2)

²⁰⁶ Memorandum of Understanding between Bay of Plenty CDEM Group and the Minister of Local Government, 11 August 2017

²⁰⁷ Memorandum of Understanding between Bay of Plenty CDEM Group and the Minister of Local Government, 11 August 2017

²⁰⁸ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013

²⁰⁹ Memorandum of Understanding between Bay of Plenty CDEM Group and the Minister of Local Government, 11 August 2017

²¹⁰ Memorandum of Understanding between Bay of Plenty CDEM Group and the Minister of Local Government, 11 August 2017



RESPONSE		
Function	GEMO	Comment
Pre-event initial response action planning	Facilitate the development, approval and implementation of Group wide initial response and action plans for major hazards.	Pre-event Initial Response Plans detail how the Group and partner agencies will respond early in an event in a coordinated manner. This often will occur before full situational awareness is available and before control emergency centres are fully activated and have control of the response. City/ District Council to provide Initial Response Plans for local specific hazard impact. Regional Council to provide Initial Response Plans for regional specific hazard impact in accordance with legislated hazard response owner and hazardscape in Group Plan. ²¹¹ *Local authority responsibility. Service delivery conducted by EMBOP.
	EMBOP	
	Provide advice and guidance in the development of initial response plans for local areas as required.	
	Local Authority	
	Develop and sign off initial response plans for local areas as required. Provide advice and guidance in the development of initial response plans for local areas as required.*	

²¹¹ Bay of Plenty Civil Defence Emergency Management Group Plan 2018/2023, March 2018



RESPONSE		
Function	GEMO	Comment
Concept of Operations	<p>Development of Bay of Plenty CDEM Group Concept of Operations.</p> <p>Provide balanced engagement of staff across all local authorities.</p> <p>Ensure interface and presence of career CDEM staff in local authority locations to ensure connectedness with local authority staff, procedures and culture.</p>	<p>Concept of Operations detail how a number of local authorities will support a single EOC during a non-declared and declared emergency.</p> <p>Concept of Operations principles:</p> <p>Identification of the lead agency: It must be clearly identified who is lead agency.</p> <p>All Hazards approach: The response is standardised to ensure an effective response to all hazards and risks.</p> <p>Early Escalation: Events will be escalated early to ensure an appropriate level of response. It is easier to scale back down than it is to scale up during response.</p> <p>Early Communication between agencies: Upon notification of an event occurring the Controller of the affected agency will liaise with the CDEM Group Controller and other response agencies to ensure an appropriate level of control is established and implemented.</p> <p>Transition: The response will be formally transitioned to recovery to ensure outstanding response issues are resourced and recovery processes are established to support effective recovery.</p> <p>City/ District Council for EOC. Regional Council for GECC.²¹²</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>
	EMBOP	
	Implementation of Bay of Plenty CDEM Group Concept of Operations.	
	Local Authority	
	<p>Support the development and sign off the CDEM Group Concept of Operations.</p> <p>Provide desk space and appropriate resources for career CDEM staff to function within the local authority office (See readiness staffing).</p> <p>Implementation of Bay of Plenty CDEM Group Concept of Operations.*</p>	

²¹² Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013



RESPONSE		
Function	GEMO	Comment
Activation	<p>Development of Bay of Plenty CDEM Group Concept of Operations that includes activation.</p> <p>Monitor and respond to emergencies on behalf of the CDEM Group including the dissemination of warnings and coordinating response.</p> <p>Provide guidance to primary Group Controller on activation process and assist with the decision making around whether to activate an EOC/GECC.</p> <p>Provide 24/7 Duty Manager and CDEM Group Controller capability for the Bay of Plenty CDEM Group.</p> <p>Coordinate 24/7 duty Group PIM capability.</p>	<p>Local controller activation of EOC.</p> <p>Group controller activation of GECC.</p> <p><i>*Local authority responsibility. Service delivery conducted by EMBOP.</i></p>
	EMBOP	
	<p>Monitor and respond to emergencies at the local level including the dissemination of warnings and coordinating response.</p> <p>Provide guidance to primary local controller on activation process and assist with the decision making around whether to activate an EOC.</p> <p>Provide 24/7 CDEM Duty Officer capability to manage EOC activation.</p> <p>Provide co-ordination with and advice to EOC IMTs in pre-activation phase and predicted weather events.</p> <p>Provide direct support to a local authority where an event does not require a Bay of Plenty CDEM Group response.</p>	
	Local Authority	
	<p>Ensure that the Bay of Plenty CDEM Group is advised of any local unfolding event and/ or CDEM actions taken.</p> <p>Support the activate EOC/GECC if required.</p> <p>Decision to activate is made by the relevant Local Controller.</p>	



Function	Local Authority	Comment
Activation	<p>Ensure each local authority has a duty Controller or Manager, staff to respond and also processes in place.</p> <p>Maintain contacts and alerting systems for local GECC/EOC staff.</p> <p>Regional Council to provide staffing for a 24/7 Duty PIM capability to manage PIM pre-event and during activation.</p> <p>Monitor and respond to emergencies at the local level including the dissemination of warnings and coordinating response.*</p> <p>Provide guidance to primary local controller on activation process and assist with the decision making around whether to activate an EOC.*</p> <p>Provide 24/7 CDEM Duty Officer capability to manage EOC activation.*</p> <p>Provide co-ordination with and advice to EOC IMTs in pre-activation phase and predicted weather events.*</p> <p>Provide direct support to a local authority where an event does not require a Bay of Plenty CDEM Group response.*</p>	<p>Local controller activation of EOC.</p> <p>Group controller activation of GECC.</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>



RESPONSE		
Function	GEMO	Comment
Welfare Management	Development of Bay of Plenty CDEM Group Concept of Operations that includes welfare in response. Activate Group Welfare Manager to coordinate welfare functions. Activate Welfare Group Plan. Convene and Chair Welfare Coordination Group. Ensure delivery of all nine welfare sub-functions ²¹³ at the regional level in accordance with the National CDEM Plan 2015.	Director's Guidelines ²¹⁴ highlight that welfare in a CDEM context is to carry out activities across the '4Rs'. The broad principle of the arrangement is to pre-identify, facilitate appropriate networking and advance coordination of welfare resources and agencies so when they are required are ready and capable of meeting local, dispersed and/or regional welfare demand needs. Regional Council to activate alternate Group Welfare Managers as required. *Local authority responsibility. Service delivery conducted by EMBOP.
	EMBOP	
	Provide support to Local Welfare Managers to deliver and coordinate local community support in response to an emergency.	
	Local Authority	
	Activate Local Welfare Managers to deliver and coordinate local community support of the response to an emergency. Convene and Chair Local Welfare Committees. Activate Local Welfare Plan. Ensure delivery of all nine welfare sub-functions at the local level in accordance with the National CDEM Plan. ²¹⁵ Provide support to Local Welfare Managers to deliver and coordinate local community support in response to an emergency.*	

²¹³ There are nine welfare sub-functions: Registration, Needs Assessment, Inquiry, Care and protection services to children and young people, Psychosocial support, Household goods and services, Shelter and accommodation, Financial Assistance and Animal welfare.

Welfare Services in an Emergency: Director's Guideline for CDEM Groups and agencies with responsibilities for welfare services in an emergency (DGL 11/15)

²¹⁴ Welfare Services in an Emergency: Director's Guideline for CDEM Groups and agencies with responsibilities for welfare services in an emergency (DGL 11/15)

²¹⁵ National Civil Defence Emergency Management Plan Order 2015



RESPONSE		
Function	GEMO	Comment
Civil Defence Centres (CDCs)	Development of Bay of Plenty CDEM Group Concept of Operations that includes CDC activation and response.	*Local authority responsibility. Service delivery conducted by EMBOP.
	EMBOP	
	Provide guidance and support on CDC activation. Assist in coordination of all local welfare/ CDC volunteer staff.	
	Local Authority	
	<p>Activate Civil Defence Centres.</p> <p>Provide appropriate staff when required to deliver community welfare and CDCs in lead up to (as part of readiness) and during emergencies (response) and post emergencies (recovery).</p> <p>Management of local welfare/ CDC volunteer staff.</p> <p>Provide support to CDCs if required.</p> <p>Supply kits and communications systems in CDCs.</p> <p>Assist in coordination of all local welfare/ CDC volunteer staff.*</p> <p>Provide guidance and support on CDC activation.*</p>	



RESPONSE		
Function	GEMO	Comment
Community engagement	<p>Develop and manage a Group wide Community Resilience Strategy that includes response. Approved by CEG.</p> <p>Development of community planning guidance documents to support local community engagement and planning processes in response.</p> <p>Development of CDEM Group Concept of Operations that includes community engagement.</p>	<p>Community plans/ planning means all CDEM plans/ planning including Community Response Planning and Marae Preparedness Planning.</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>
	<p>EMBOP</p> <p>Support local level community response activities and community plans.</p> <p>Support whole-of-council approach to CDEM community engagement in response.</p>	
	<p>Local Authority</p> <p>Identification of priority community groups and engagement of vulnerable community groups in response.</p> <p>Conduct community engagement in response at the local level in accordance with community plans.</p> <p>Commitment of staff resources to assist in response to community engagement at the local level.</p> <p>Support local level community response activities and community plans.*</p> <p>Support whole-of-council approach to CDEM community engagement in response.*</p>	



RESPONSE		
Function	GEMO	Comment
Media engagement and Public Information Management	Activate Group PIM and coordinate PIM functions at Group level if required.	City/District Council to provide Local PIM staff Regional Council to provide Regional PIM staff. ²¹⁶ *Local authority responsibility. Service delivery conducted by EMBOP.
	EMBOP	
	Support local PIMs (if established) during response.	
	Local Authority	
	Activate local PIM and coordinate PIM functions at local level if required. Provide communications/ media staff to support the Local PIM function during response if required. Support local PIMs (if established) during response.*	
Function	GEMO	Comment
Financial claims	Develop a CDEM Group policy on the management of response claims.	City/ District Council for EOC. Regional Council for GECC. ²¹⁷ *Local authority responsibility. Service delivery conducted by EMBOP.
	EMBOP	
	Provide assistance to local authorities with preparing expense reimbursement claims.	
	Local Authority	
	Responsibility for any response costs and must make a claim directly to MCDEM for reimbursement. Provide assistance to local authorities with preparing expense reimbursement claims.*	

²¹⁶ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013

²¹⁷ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013



RESPONSE		
Function	GEMO	Comment
New Zealand Response Teams (NZRTs) ²¹⁸	<p>Develop effective protocols and processes to guide how response teams should work to meet regional and local requirements.</p> <p>Validate response team training levels.</p> <p>Coordinate deployment of response teams in an emergency if deployed by CDEM.</p> <p>Coordinate NZRT audits.</p>	<p>The response teams must use the regional process and Standard Operating Procedures to carry out their functions during an emergency.</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>
	<p>EMBOP</p> <p>Monitor response team training levels.</p> <p>Coordinate and manage access to the Emergency Management Adult Continuing Education (EMACE) fund for the training for CDEM volunteers.</p>	
	<p>Local Authority</p> <p>Parent organisation to provide the facilities, logistical and equipment support required by the response team to maintain high levels of readiness and response capability. (if applicable).</p> <p>It is the decision of the local authority whether or not to support response team.</p> <p>Response Team Parent Organisations:</p> <ul style="list-style-type: none"> • NZRT 15 Rotorua –Rotorua Charitable Trust • NZRT 16 Tauranga – No current parent organisation. • NZRT 17 Whakatāne – Whakatāne District Council. <p>Monitor response team training levels.*</p> <p>Coordinate and manage access to the Emergency Management Adult Continuing Education (EMACE) fund for the training for CDEM volunteers.*</p>	

²¹⁸ The future of Response Team is currently under a national review led by MCDEM



RESPONSE		
Function	GEMO	Comment
Business Continuity Management	Provide advice and guidance in response. Plan for maintenance and delivery of Group essential emergency management services prior, during and post a crisis / emergency event.	A local authority must 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. ²¹⁹
	Local Authority	
	Responsibility for Business Continuity Management to perform their functions following a crisis. Maintenance of essential local authority services in response.	
Function	GEMO	Comment
White Island	Conduct response activities as outlined in the MOU. ²²⁰ Implement, maintain and report on MOU for the delivery of emergency management in response of White Island for Bay of Plenty CDEM Group Joint Committee and Minister of Local Government ²²¹ . Activate GECC as required.	Local Controller for EOC. Group Controller for GECC. *Local authority responsibility. Service delivery conducted by EMBOP.
	EMBOP	
	Assist in response activities as outlined in the MOU as required. ²²²	
	Local Authority	
	Activate EOCs as required.	
	Assist in response activities as outlined in the MOU as required. ^{223*}	

²¹⁹ CDEM ACT, Section 64(2)

²²⁰ Memorandum of Understanding between Bay of Plenty CDEM Group and the Minister of Local Government, 11 August 2017

²²¹ Memorandum of Understanding between Bay of Plenty CDEM Group and the Minister of Local Government, 11 August 2017

²²² Memorandum of Understanding between Bay of Plenty CDEM Group and the Minister of Local Government, 11 August 2017

²²³ Memorandum of Understanding between Bay of Plenty CDEM Group and the Minister of Local Government, 11 August 2017



RECOVERY		
Function	GEMO	Comment
Recovery management staffing	<p>Provide Group Recovery Manager.</p> <p>Develop and implement policy for the Appointment and Development of Recovery Managers.</p> <p>Provide support and guidance to Local Recovery Managers.</p>	<p>Regional Council to provide alternate Group Recovery Managers²²⁴</p> <p>All Group and Local Recovery Managers are appointed by the CDEM Group Joint Committee as they are legislated positions. Appointment of Group and Local Recovery Managers to be conducted in accordance with Group Policy of the Appointment and Development of Recovery Managers.²²⁵</p> <p>Local authorities are to appoint, develop, maintain, and delegate functions to key operational positions, including Local Controllers and CDEM Group Controllers, Recovery Managers, Public Information Managers, Welfare Managers, Lifeline Utility Co-ordinators, and operations, intelligence, planning, and logistics staff.²²⁶</p> <p>*Local authority responsibility. Service delivery conducted by EMBOP.</p>
	EMBOP	
	<p>Provide advisors (career CDEM staff) to local authority's recovery management teams as required.</p>	
	<p>Local Authority</p> <p>Provide Local Recovery Managers and alternates.</p> <p>Provide appropriate staff to be available (agreed quantities) to manage recovery.</p> <p>Implement policy for the Appointment and Development of Recovery Managers.</p> <p>Provide advisors (career CDEM staff) to local authority's recovery management teams as required.*</p>	

²²⁴ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013

²²⁵ Bay of Plenty CDEM Group Policy for the Appointment and Development of Recovery Managers, Version 1.0, February 2017

²²⁶ National Civil Defence Emergency Management Plan Order 2015, Clause 29 (3) (e)



RECOVERY		
Function	GEMO	Comment
Recovery planning	Develop and coordinate Bay of Plenty CDEM Group Recovery Plan through the Group Recovery Manager with alignment to the Director's Guideline for Strategic Planning for Recovery ²²⁷ . Approved by CEG.	<p>The CDEM Amendment Act 2016²²⁸ strengthens the legislative framework for recovery to help communities get back on their feet more quickly after an emergency.</p> <p>Local Recovery Plans are an adjunct to the Group Recovery Plan that sets the direction and strategy for recovery in the region. Recovery is council owned and managed with Group coordination.</p> <p><i>*Local authority responsibility. Service delivery conducted by EMBOP.</i></p>
	EMBOP	
	Provide advice and guidance on the development of the Local Recovery Plan.	
	Local Authority	
	<p>Develop Local Recovery Plan through the Local Recovery Manager with alignment to Group Recovery Plan.</p> <p>Provide advice and guidance on the development of the Local Recovery Plan.*</p>	

²²⁷ Director's Guideline for CDEM Groups, Strategic Planning for Recovery (DGL 20/17), December 2017.

²²⁸ The CDEM Amendment Act 2016 amends the CDEM Act 2002 to:

- establish a legislative framework for recovery management, by providing a mandate for recovery managers and by strengthening the requirement to plan for recovery
- support a seamless transition from response into the initial recovery phase, by establishing a transition notice mechanism that will make some emergency powers available for a specified period of time (local or national transition period), and
- makes some minor and technical amendments to improve the Act, and consequential amendments to other legislation and the National Civil Defence Emergency Management Plan Order 2015.



RECOVERY		
Function	GEMO	Comment
Recovery activities in response	<p>Implement Bay of Plenty CDEM Group Recovery Plan if required.</p> <p>Assist Recovery Managers during recovery phase.</p> <p>Support and provide guidance to transition process to recovery.</p> <p>Provide advice to Local Recovery Managers during response and recovery phases.</p> <p>Provide advice on transition to recovery.</p>	<p>Recovery Managers should be activated at the start of any significant emergency event which may require a coordinated recovery effort post response.</p> <p><i>*Local authority responsibility. Service delivery conducted by EMBOP.</i></p>
	EMBOP	
	<p>Provide advisors (career CDEM staff) to the Group and Local Recovery Managers as required.</p>	
	Local Authority	
	<p>Implement Local Recovery Plan if required.</p> <p>Activate Local Recovery Managers as required leading the planning for recovery and transition from response to recovery.</p> <p>Fund costs associated with the deployment of a Group or other local recovery manager to support a local authority recovery activities. The local authority is responsible for all costs involved.</p> <p>Develop transition plan to recovery.</p> <p>Provide advisors (career CDEM staff) to the Group and Local Recovery Managers as required.*</p>	



RECOVERY		
Function	GEMO	Comment
Recovery activities	Implement Bay of Plenty CDEM Group Recovery Plan. Guidance and support to recovery and community engagement activities in recovery.	*Local authority responsibility. Service delivery conducted by EMBOP.
	EMBOP	
	Provide advisors (career CDEM staff) to the Group and Local Recovery Managers as required to implement recovery plans.	
	Local Authority	
	Implement Local Recovery Plan. Conduct recovery at the local level in accordance with Local Recovery Plan. Conduct community engagement in recovery at the local level in accordance with community plans. Provide advisors (career CDEM staff) to the Group and Local Recovery Managers as required to implement recovery plans.*	
Function	GEMO	Comment
Media engagement and Public Information Management	Group PIM to coordinate PIM functions at Group level if required. Support local PIMs (if established) during recovery.	City/District Council to provide Local PIM staff Regional Council to provide Regional PIM staff. ²²⁹
	Local Authority	
	Local PIM to coordinate PIM functions at local level if required. Provide communications/ media staff to support the Local PIM function during recovery if required.	

²²⁹ Service Level Agreement for Civil Defence Emergency Management between Bay of Plenty Regional Council and Bay of Plenty CDEM Group, 12 December 2013



RECOVERY		
Function	GEMO	Comment
Business Continuity Management	Plan for maintenance and delivery of Group essential emergency management services prior, during and post a crisis / emergency event.	A local authority must 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. ²³⁰
	Local Authority	
	Responsibility for Business Continuity Management to perform their functions following a crisis. Maintenance of essential local authority services in recovery.	

²³⁰ CDEM ACT, Section 64(2)

