



*Te Moana-a-Toi Kia Haumarū, Kia Kaha, Mā Tātau Katoa.
A safe, strong Bay of Plenty, together.*

Bay of Plenty Civil Defence Emergency Management Group Plan 2024-2029



Bay of Plenty CDEM Group Plan 2024-2029

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C/O Emergency Management Bay of Plenty

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Mihi

Whakataka te hau ki te uru,
Whakataka te hau ki te tonga,
Kia mākinakina ki uta,
Kia mātaratara ki tai
E hī ake ana te ataakura,
He tio, he huka, he hauhu,
Tihei Mauriora!

.....

Cease the winds from the west
Cease the winds from the south,
Let the breeze blow over the land
Let the red tipped dawn come
With a sharpened air,
A touch of frost, a promise of a
Glorious day.



Tena koutou katoa

I greet you all as the Chair of the Bay of Plenty Civil Defence Emergency Management Group, to acknowledge all the people of the Bay of Plenty. We are grateful for your support in our mahi – our work – and are committed to working together to care for the families and businesses of the Bay of Plenty.

Manaaki tangata – the way in which we care for our people – lies at the heart of what we do, and is key to building strong, well-connected, well-coordinated relationships for our Bay of Plenty communities. When we practice manaaki tangata, we care for each other and support one another with trust and respect in our different contributions of work.

This is especially important in times of an emergency. When situations happen which are out of our control, we need to come together to help one another. We need to bring our different kete – our baskets – of skills and knowledge forward and work together for the common good.

It has been said that if you fail to plan, you plan to fail, and we believe that our communities of the Bay of Plenty need to know 'The Plan' when it comes to Civil Defence Emergency Management in our rohe – in this part of the world we call home. Our team have brought together a blend of learnings' from previous emergency responses and experiences, while also reaching into our communities through consultation, further strengthening our commitment to working together.

This plan is our strategic commitment: Our promise to our people. It lays out the shared values and goals we are committed to and defines our guiding principles and priorities when we build and revise strategies for more specific purposes, such as for evacuations, when providing emergency shelters, or to determine how we get essential supplies.

In other words, this is what we will use to chart our course, in all types of emergencies.

Can I thank everyone who has contributed to the development of our Civil Defence Emergency Management Plan. Your input has been invaluable to help and guide us as we better prepare and support the families, businesses and industries of our communities in times of an emergency that is truly reflective of the needs of our rohe – from the Bay of Plenty, for the Bay of Plenty.

Ngā manaakitanga,

Mayor Faylene Tunui
Kawerau District Council

Chair of the Bay of Plenty CDEM Group



Acknowledgement

Mātauranga Māori

The Bay of Plenty Civil Defence Emergency Management Group acknowledges the essence of mātauranga Māori lies in the Māori approach to existence and interaction with the world. At its core, mātauranga Māori uses cultural practices (kawa) and principles (tikanga) to scrutinise, explore, assess, and understand the world. In doing so, it draws on the principles of Te Ao Mārama; the ever-changing spiritual dimension, in understanding the human place in the natural world.

In our work, the Bay of Plenty Civil Defence Emergency Management Group sees mātauranga Māori to be important in two complementary ways: It creates an important space for Māori ways of being and knowing, and its concepts bring genuine value to our mahi. It acknowledges that there is no singular way of understanding, and that we gain strength when we see things from multiple world views. For these reasons, and under the guidance of iwi, hāpu and whānau, the Bay of Plenty Civil Defence Emergency Management Group will continue, to learn and to incorporate mātauranga Māori to influence and inform our path forward.

Māori world view – The Creation Narrative

In Māori oral traditions, the parents of the natural world, Ranginui and Papatūānuku, lay together in a close embrace. Between them lived their children, the guardians of the world. After eons of living in darkness (te pō) the guardians longed for space and light. This could only happen if they separated their parents.

After much discussion amongst the children, Tāne Mahuta, guardian of humankind and forests, dug his shoulders into Papatūānuku (earth mother) and used his legs to push against Ranginui (sky father), thus separating them and letting the light into the world (Te Ao). With that light, Tāne Mahuta, guardian of the forest and birds, enabled life to thrive.

Tāwhirimātea, guardian of wind and tempests and brother to Tāne Mahuta did not agree with the separation of his parents. This conflict still exists today when oceans, wind and rain lash wildly against the land. Similarly, Rūaumoko, the unborn child remained in the belly of Papatūānuku at the time of separation. Now, when the ground trembles and shakes it is Rūaumoko, guardian of earthquakes and subterranean activity, wanting to break free. Within this narrative floods, earthquakes and extreme weather events are the physical manifestation of conflict between the natural elements of the world. This is felt and experienced differently depending on where in the motu you are, either Ki Uta (Inland) or Ki Tai (Coastal).



Photo taken from Kaputerangi pā, looking west over Whakatāne.

Introduction

The Bay of Plenty's diverse and complex landscape makes this a beautiful and desirable place to live. It also means our communities face many hazards. Our unique set of geological, meteorological, technological hazards pose risks to our community and whānau; risks we have seen play out many times across our region. From floods to earthquakes, plant and pest diseases, volcanic eruptions, oil spills, infrastructure failure and pandemics, our communities have experienced the full spectrum, and each leaves a unique mark on us. But with these experiences comes knowledge and experience we can use to build and grow, so our communities are better prepared for what else we may face.

Every emergency shows us that working together with our communities, 'before, during and after' the event is better for everyone. To make that world, we need engaged and resilient Bay of Plenty communities at the heart of our emergency management systems. Our diverse communities are made up of individuals, whānau, hapū, community groups, schools, clubs, business, care facilities and other groups with shared connections.

We recognise that although we share goals of being safe and well-prepared, there is a wide array of specific needs and interests within our communities and it is important to understand these to provide people-focused support. This means we need to consider factors such as whether people are living with disabilities, pet guardianship, language barriers, cultural differences, business ownership, income disparities and living situations – for example multi-generational households, apartment dwellers and people living alone or rurally.

It is also important that we do not see community engagement as a one-way street; individual connections, relationships and insights can contribute valuable knowledge that, when shared, means we are stronger together.

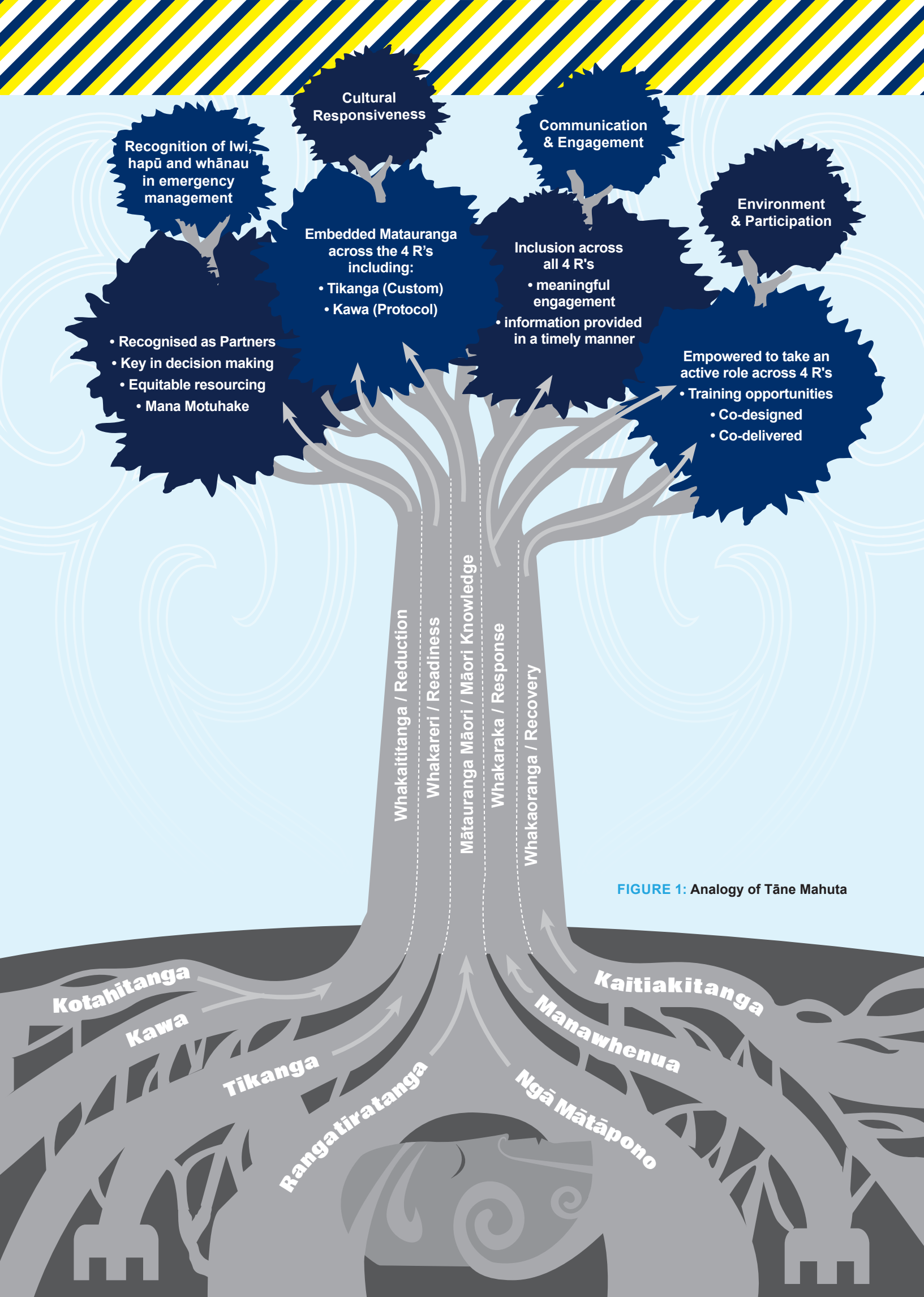


FIGURE 1: Analogy of Tāne Mahuta

For the Bay of Plenty Civil Defence Emergency Management Group, this means acknowledging that communities, hapū and whānau are the roots of Civil Defence Emergency Management, and that these roots need to be firmly planted and nourished for the CDEM sector to be meaningful and effective.

Our role is to create space, inform, enable, and support communities to navigate the 4Rs of Emergency Management; Reduction, Readiness Response and Recovery. No initiative or programme can succeed without community engagement and support.

“He tina ki runga, He tamore ki raro”

**“In order to flourish above,
we must be firmly rooted below.”**

In support of this concept of *creating space* we have adopted the analogy of Tāne Mahuta for the rohe of Te Moana a Toi, to allow everyone to take part and contribute to keeping each other and our communities safer.

This analogy highlights the concept of creating space. This is important to us because historically the CDEM sector has been seen as something someone else does; a workforce separate and apart from communities. Creating space means making sure there are opportunities for communities, emergency services, government agencies and emergency management to work collectively towards our common goal: to create a resilient Bay of Plenty.

This is critical for effective emergency management: thinking about how we will get through emergencies and working out plans together cannot wait until we are in the middle of an emergency response.

Focusing on the times before and after an emergency, not just the response, is known as comprehensive emergency management. By looking at the different elements of an emergency and working with communities, we can help make sure they have the ‘space’ (time, information, resources, support) they need. To do this, we use the ‘4 Rs’: Reduction, Readiness, Response and Recovery. Working on all 4 R’s can help minimise risk and build resilience before, during and after an emergency.

To be successful in this approach, we need to recognise the inter-connectedness of all things, both living and non-living. A Māori world view helps by reminding us about the value of community ties and connections; natural and social history; and the way our societies, landscapes and weather systems all affect each other and evolve together.



Isaac Orchard from Tauranga Emergency Management talks to a community group about Tsunami preparedness.

Hazards in the Bay of Plenty Rohe

As so many of communities know first-hand, the Bay of Plenty's unique human and physical geography exposes us to a range of hazards. Understanding these hazards, and how they affect our people and communities, is critical for a resilient Bay of Plenty.

Understanding our hazards and risks

To develop our understanding, the Bay of Plenty CDEM Group has a formal a hazard assessment process based on National Guidelines *National Emergency Management Agency: Risk assessment: guidance for CDEM Group planning. Director's Guideline for Civil Defence Emergency Management Groups [DGL 23/22]*.

It is important to understand the potential impacts of a hazard because just knowing a hazard exists is not enough to protect communities. We need to assess how likely a hazard is to occur, what the consequences would be and whether we can do anything to reduce the effects of it. Another key aspect is understanding how the same hazard will have different effects across our rohe. For example, a large earthquake on a fault line in a rural environment would have different consequences to the same earthquake near a town or city.

It is also important to know how and why any of these things could change over time as our communities change. Globally the world's population is ageing and becoming more urban, while economic activity and the climate are becoming more volatile, and income disparities are increasing. We face the same trends in the Bay of Plenty, with our population ageing and becoming more diverse. This has specific impacts in our rohe and provides both challenges and opportunities for emergency planning and responses.

This process of developing an understanding of our communities and the impacts of hazards allows us to better understand our regions' hazard scape and we use it to produce the Bay of Plenty Hazard Scape Report. A summary of the key hazards is included as part of this plan.



Inside the 'hot ops' room of the Group Emergency Coordination Centre during the cyclone Gabrielle response.

Earthquake and tsunami

Faulting and earthquake activity has the potential to cause community disruption to the wider Bay of Plenty rohe. This may be as result of ground deformation, severe shaking, infrastructure damage, and mass movements or landslides from the resultant shaking. The 1987 Edgecumbe earthquake was the largest event in the Bay of Plenty in recent times, although at the time it was not a known fault.

Offshore, the Hikurangi subduction zone, where the Pacific and Australian tectonic plates meet off the East of the North Island, presents two hazards: earthquake and tsunami. This subduction zone has the potential to cause large earthquakes that would result in significant earthquake shaking and substantial tsunami waves across our rohe and much of New Zealand's eastern coastline.

Also in the ocean, the Tonga Kermadec Trench, is an 800km subduction zone to the north of New Zealand that can produce large earthquakes up to magnitude 9 (severe to violent). Both of these subduction zones are capable of producing earthquakes and tsunami that would have catastrophic effects on the Bay of Plenty, our communities and the wider motu.

As well as these nearby tsunami sources, the Bay of Plenty is also at risk from distant source tsunami, for example those generated off the coast of the Americas. While these distant source tsunamis might be smaller than those generated locally, they still pose a significant risk to our coastlines.

Volcanic Eruption

The Taupō Volcanic Zone is a dominating geological feature within the Bay of Plenty Region. It runs from Mount Ruapehu to Whakaari (White Island). The most significant features within the Taupō Volcanic Zone are the four active cone volcanoes Mt Ruapehu, Tongariro, Ngauruhoe and Whakaari (White Island). It also includes two of the most productive caldera volcanoes in the world; Ōkātina and Taupō. Although a number of these volcanos lie within our neighbours' boundaries (Waikato CDEM Group), any one of them could have an eruption that would significantly affect our communities. Volcanic hazards range from those associated with volcanic unrest, such as, ground shaking and deformation, to volcanic eruptions which can produce destructive near source hazards like ballistics, lahar flows and pyroclastic density currents as well as distal hazards like ashfall.

Severe Weather – storms, flooding, coastal inundation, heatwaves, and drought

Many parts of our region have experienced severe weather and flooding; they are the Bay of Plenty's most frequent hazards. Even small severe weather events can cause surface flooding, landslides and road closures, damage lifeline utilities, homes, and the natural environment. Our low-lying coastal communities are also vulnerable to coastal inundation, particularly when high tides and storm surges occur at the same time. These issues can be intensified when high sea levels restrict river drainage, increasing flooding risk.

Our rohe is also home to ten major river systems, all of which have the potential to cause widespread flooding. While most of our major rivers have flood protection schemes, the ongoing effects of climate change mean even significant engineered solutions will be put under increasing pressure.

At the other end of the weather spectrum, droughts and heatwaves are also likely to become more prevalent in the Bay of Plenty as a result of climate change. Currently the National Institute of Water and Atmospheric Research (NIWA) forecasts a net reduction in rainfall of 2-4% for much of the Bay of Plenty as of 2100. These droughts can have severe effects on the economic environment through reducing crop yields.

They can also result in water restrictions in towns and cities across the rohe. We have also seen, heatwaves becoming increasingly frequent worldwide due to increased mean temperatures as a result of climate change. These events can have wide ranging impacts on our communities including on our environment, infrastructure and public health.

Plant diseases

Our regions' farming, horticultural and forestry industries are susceptible to the effects of drought and plant/pest diseases. The 2010 outbreak of PSA is an example of how significantly this type of hazards can affect the entire Bay of Plenty: The disease caused widespread damage and disruption to kiwifruit orchards and associated businesses.

Infrastructure failure

Bay of Plenty is home to major industrial facilities such as the Port of Tauranga and the pulp and paper mill in Kawerau. These industries are exposed to hazards (such as an earthquake or tsunami). In an emergency, effects like fire or hazardous substance release can compound the risk of the event itself.

As we have seen in the Bay of Plenty and across New Zealand, failures of infrastructure like transport networks, electricity generation/distribution, water pumps and pipes, and telecommunications networks have direct and immediate impacts. Communities rely on this infrastructure for the services it provides, and its failure has direct impacts on livelihoods, education, healthcare delivery and community cohesion. Its failure can also have cascading impacts with the failure of one causing failures in others, or the restoration of a one being required to restore another. For example, road outages can prevent other utilities from accessing pipes, cables and key pieces of equipment.

Human Pandemic

Pandemic events pose a significant threat to our communities and the Bay of Plenty's economy. COVID-19 showed the impact these events can have, changing the day to day lives of millions around the world.

Climate Change

While climate change is not defined as a hazard in itself, climate change is increasing the severity and frequency of a range of hazards our rohe is exposed to. These include severe weather, flooding, heatwaves, drought and wildfire. It is also likely that new hazards and risks, associated with sea-level rise, ocean warming, increased temperatures and changes in rainfall will emerge across the region and country.

The consequences of climate change include more frequent emergency events and adverse effects on community and mental health. The effects of climate change will not be spread evenly across the population and this could make existing socioeconomic inequalities even worse.

For these reasons, the Bay of Plenty CDEM Group considers climate change across all relevant hazards. The Ministry for the Environment's National Adaptation Plan outlines workstreams for both Local Government and the CDEM sector to ensure that climate change impacts are considered over the short to medium term.

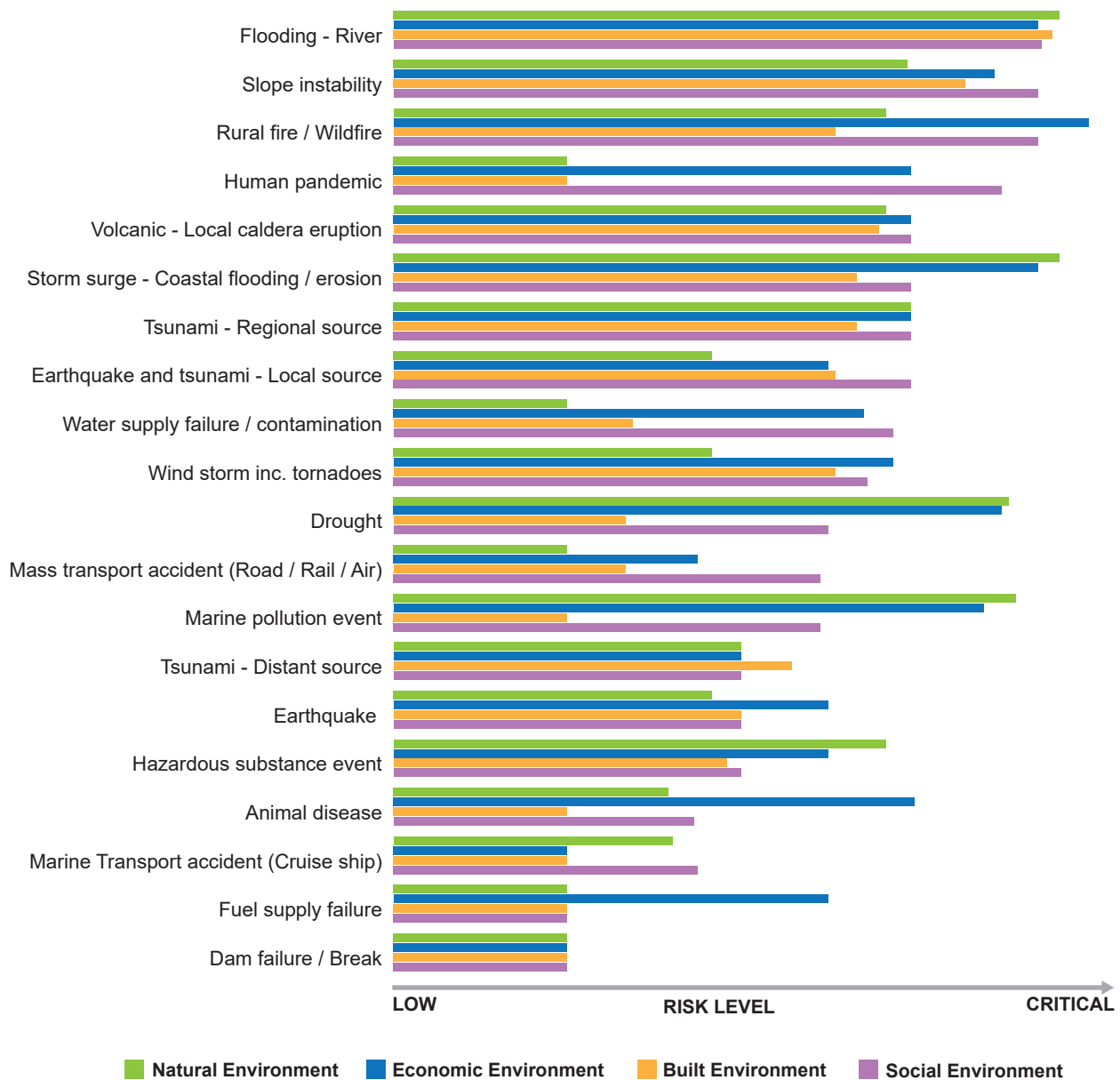
Hazard Consequence table

The below table outlines the hazards that may affect the Bay of Plenty region. These are ordered by their perceived level of consequence on the four environments Social, Natural, Built and Economic.

However, as we know in the Bay of Plenty, these hazards do not always operate in isolation with severe weather often bringing windstorms, flooding, storm surges and slope instability, or earthquakes bringing slope instability or causing tsunamis. This means that we can't just look at each hazard on its own but instead consider how they may interact and the impacts on communities.

This is further broken down within the Bay of Plenty CDEM Group HazardScape Report.

Risk level of hazards to all environments



Bay of Plenty at a glance

TOTAL CDEM Group
area population

312,033

an increase of 15% from 2013 to 2018, most of which has occurred in the Western Region.



78.3%

The majority of residents in CDEM Bay of Plenty region live in an urban area.



21.7%

of the region live in a rural area.

18.4%
of the population is
65 OR OLDER



This is expected to rise to approximately 25% (or one in every four people) by 2031.

ETHNICITY*

NZ European **73.7%**
Māori **29%**
Asian **7.1%**
Pacifica **3.5%**
MELAA **0.7%**
Other **1.1%**



* This equals more than 100% as some people belong to more than one ethnic group.

TOTAL
population of Māori

90,666

or 29% of total population



Source: Statistics New Zealand

7.5%

of the population has a activity limitation



LANGUAGE

English **96.5%**
Te Reo Māori **8.5%**
NZ Sign Language **0.4%**
Speak two or more **16.2%**



TOTAL
number of...

IWI 39

HAPŪ 260

MARAE 224

LAND AREA

12,058km²

COASTAL MARINE AREA

9,583km²

COASTAL
over 250km



Source: <https://www.localcouncils.govt.nz>

LANDCOVER BREAKDOWN*

Bay of Plenty Statistics

Indigenous forest 47.3%	Water 1.8%
Exotic pasture 23.8%	Horticulture 1.0%
Production forests 20.1%	Urban areas 0.9%
Scrub 4.1%	Other 1%

Source: <https://www.boprc.govt.nz/environment/land#:~:text=Bay%20of%20Plenty%20land%20use&text=Inland%20the%20region%20is%20mostly,Exotic%20pasture%20%2D%202023.8%25>

GDP for the Bay of Plenty
region was just under

\$20 Billion

Western Bay of Plenty **62.4%**

Central Bay of Plenty **23.1%**

Eastern Bay of Plenty **14.5%**



<https://www.mbie.govt.nz/business-and-employment/economic-development/regional-economicdevelopment/>

KEY FACTS



Bay of Plenty (Te Puke) is the kiwifruit capital of New Zealand



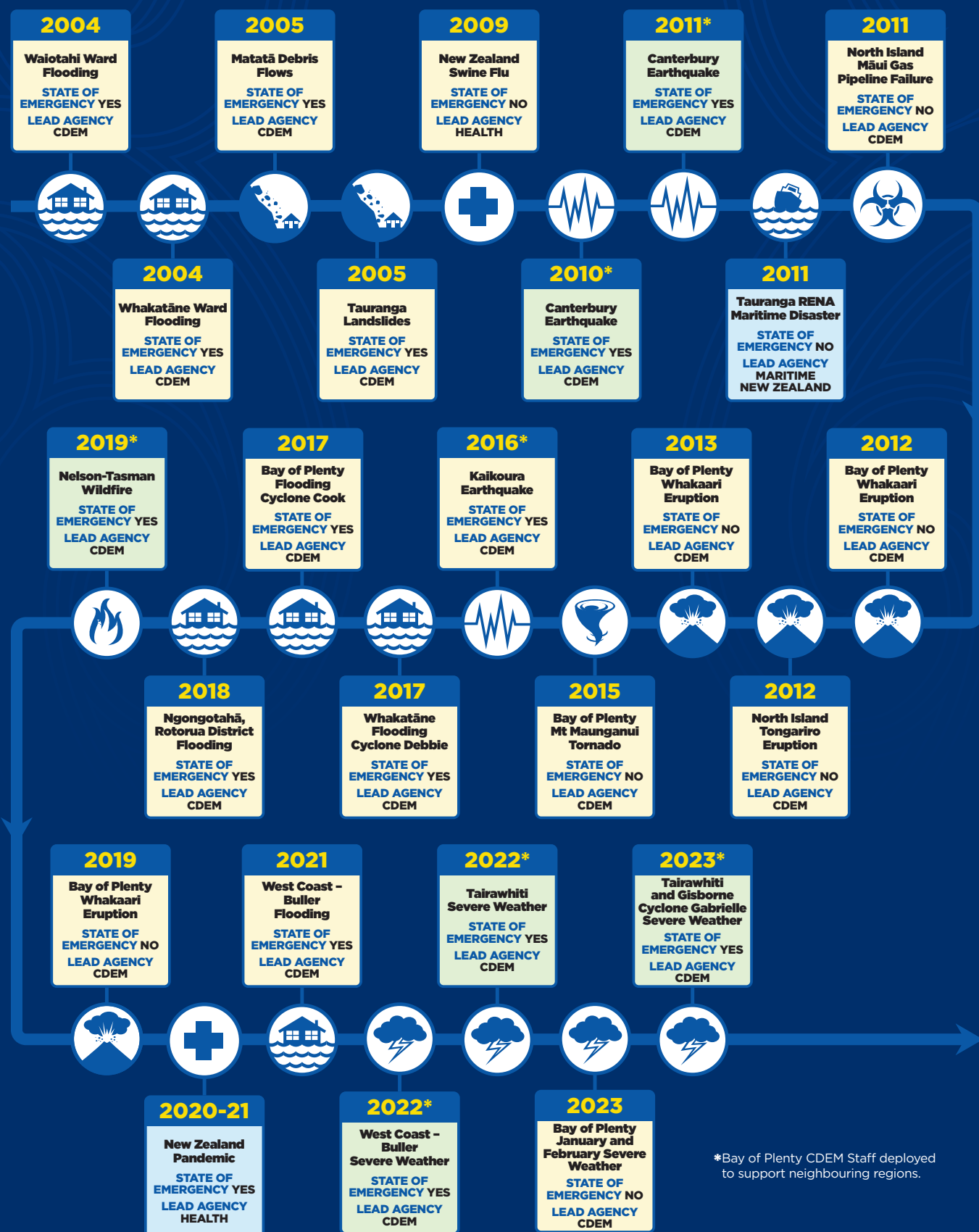
The Port of Tauranga is the largest port in New Zealand with regards to cargo volume.



There are extensive geothermal systems through large parts of the Bay of Plenty.

OUR STORY

A history of emergencies



*Bay of Plenty CDEM Staff deployed to support neighbouring regions.

Bay of Plenty CDEM Group

Bay of Plenty CDEM Group Membership

The Bay of Plenty CDEM Group (CDEM Group) was established under section 12 of the Civil Defence Emergency Management Act 2002 (CDEM Act).

Members of our CDEM Group are:

- Bay of Plenty Regional Council
- Kawerau District Council
- Ōpōtiki District Council
- Rotorua Lakes Council (legally Rotorua District Council)
- Tauranga City Council
- Western Bay of Plenty District Council
- Whakatāne District Council.

Our CDEM Groups' area encapsulates the boundaries of its territorial authority members: Kawerau District Council, Ōpōtiki District Council, Rotorua Lakes Council, Tauranga City Council, Western Bay of Plenty District Council and Whakatāne District Council, along with the coastal marine area of the Bay of Plenty Regional Council.

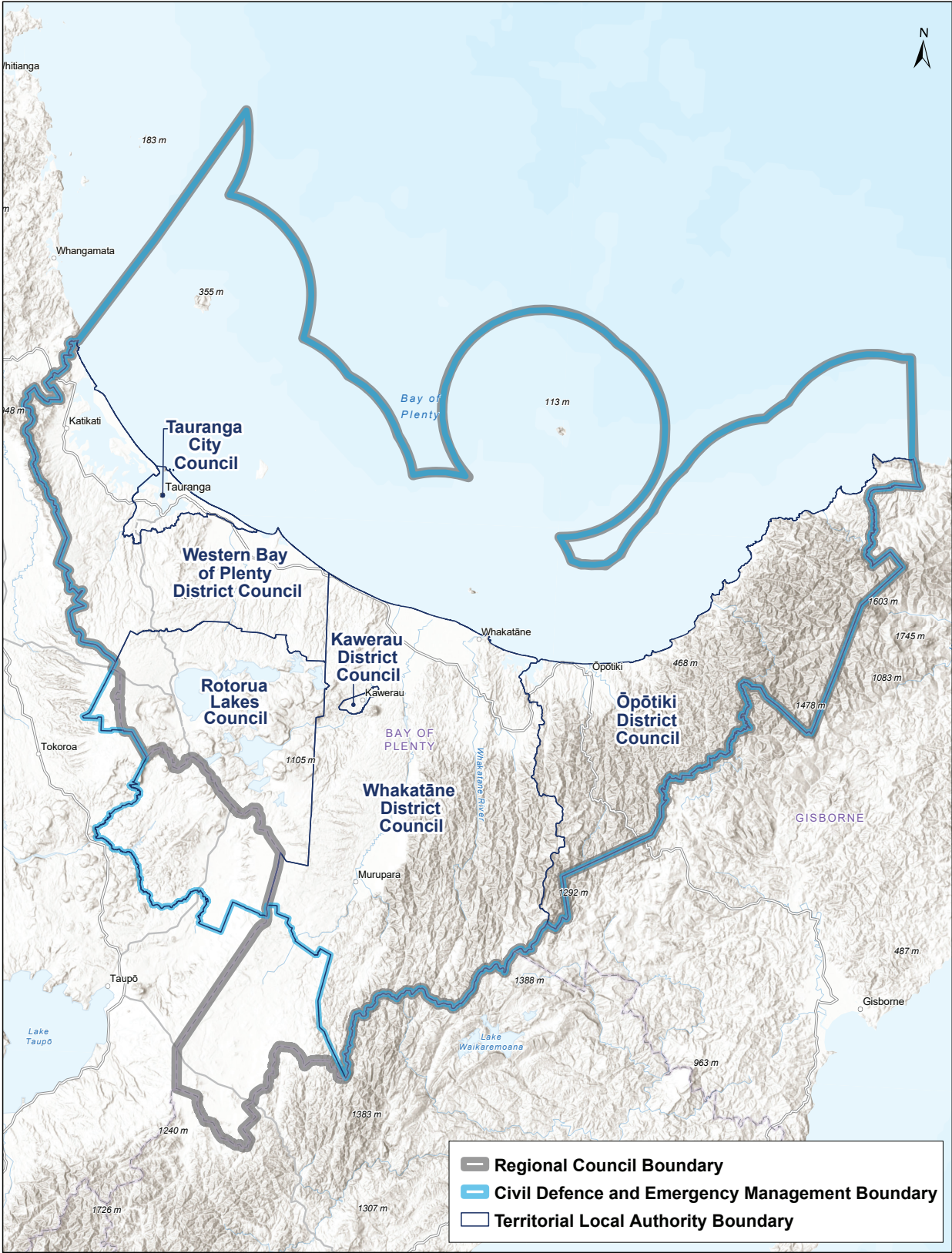
This means that our CDEM boundaries are different from the Bay of Plenty Regional Council with different parts of Rotorua Lakes and Taupō District Council territory included in each.

The Minister of Local Government is the Territorial Authority for the offshore islands within the Bay of Plenty Regional Council coastal marine area, however, the Minister is not a member of the CDEM Group.



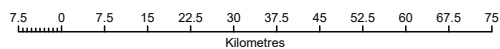
Controllers and Recovery Managers from Whakatāne, Kawerau, Tauranga and Ōpōtiki during an emergency response training.

FIGURE 2: Bay of Plenty CDEM Group Area



Projection and Grid Information
HORIZONTAL DATUM: New Zealand Geodetic Datum 2000
For practical purposes, NZGD2000 equates to WGS84
VERTICAL DATUM: Motukī
PROJECTION: New Zealand Transverse Mercator 2000
© Bay of Plenty Regional Council, 2016
© Sourced from Land Information New Zealand data.
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Civil Defence & Emergency Management Boundaries



GIS - 495790
Sheet 1 of 1
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The Bay of Plenty CDEM Group Vision, Mission and Principles

Vision

Te Moana-a-Toi Kia Haumaru, Kia Kaha, Mā Tātau Katoa.
A safe, strong Bay of Plenty, together.

Mission

To strengthen the disaster resilience of our rohe by managing risks, being ready to respond to and recover from emergencies, and by supporting individuals, whānau, organisations, and communities to act for themselves and others, for the safety and wellbeing of all.

Principles

These principles set out the way we will deliver work, set priorities, and allocate resources.
The principles to guide our mahi are:

Whanaungatanga (maintaining connections)

Our mahi is an expression of kotahitanga (togetherness) by:

- Ensuring Bay of Plenty CDEM Group plans focus on enabling whānau, hapū, community groups, schools, clubs, business, care facilities and individuals and other groups with shared connections to look after themselves and each other.
- Aligning with the principles of the Treaty of Waitangi to achieve objectives together and build strong relationships, including engaging with tangata whenua.
- Keeping up to date and sharing best practice across the CDEM sector; continuously learning from experience and shared knowledge.
- Providing leadership, direction and coordination across the 4Rs (Reduction, Readiness, Response and Recovery) for the CDEM sector.

Whakapono (trust & transparency)

We work openly and effectively with iwi and communities by:

- Developing mutual trust and respect with our iwi and communities.
- Being clear and consistent with communication to partners, stakeholders, iwi and community.
- Acknowledging that the CDEM sector as a collective responsibility, while ensuring that roles and responsibilities are defined and understood.

Mana Motuhake (empowerment)

We respect and enable autonomy by:

- Empowering communities through education to make informed decisions about their own readiness and how to respond to emergencies in a manner that works for them.
- Keeping people at the heart of what we do: Recognising, appreciating, and supporting the ability of communities to respond to and recover from emergencies.

Bay of Plenty CDEM Group Plan

Purpose and Audience

This Bay of Plenty CDEM Group Plan sets the strategic direction and objectives for our CDEM Group over a 5-year period. The plan focuses on comprehensive emergency management across the 4Rs (Reduction, Readiness, Response and Recovery) to enable resilient communities and whānau in the Bay of Plenty.

The Group Plan has been developed by, with and for agencies involved in the CDEM sector and the Bay of Plenty Community. These include the members of the Bay of Plenty CDEM Group, Emergency Management Bay of Plenty, Partners, Emergency Services, the Bay of Plenty Lifeline Utilities Group, and other agencies/ organisations with a role in CDEM.

Plan Development

The Group Plan review was led by a project team that had representation from across the CDEM Group. The review focused on assessing where we are now and working through where we want to be in 5-years' time. This was developed through a project team and stakeholder engagement, including assessing the current situation, considering lessons learnt from previous emergencies and drafting objectives. It underwent public consultation, hearings, amendments, and was ultimately approved by the Bay of Plenty CDEM Group Joint Committee, with subsequent incorporation of post-event learnings.

This plan has been developed in accordance with the requirements under section 49(2) of the CDEM Act 2002. It is aligned with the National Disaster Resilience Strategy 2019, Rautaki ā-Motu Manawaroa Aitua, and takes account of the CDEM Group Planning Director's Guidelines [DGL 09/18] as required under section 53 of the CDEM Act 2002.

Alignment of the Bay of Plenty CDEM Group Plan

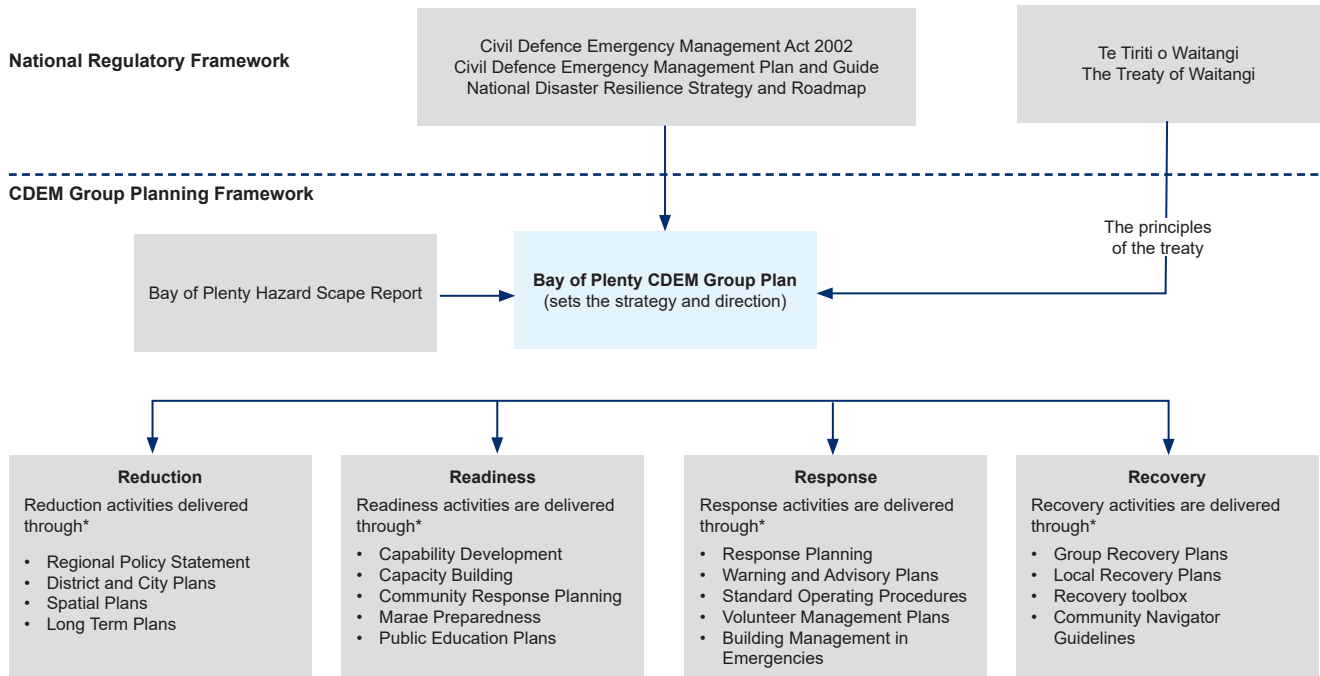
The National Regulatory Framework provides the bases for regional arrangements with the:

- CDEM Act 2002 providing the legislative framework
- National CDEM Plan designating:
 - Lead and support agencies
 - Agency roles and responsibilities across the 4Rs of Emergency Management; and
- National Disaster Resilience Strategy setting the 10-year vision and objectives for a resilient New Zealand.

The Bay of Plenty CDEM Group Plan is informed by this national framework and delivered through a wide range of plans and mechanisms by local authorities and support agencies. The Bay of Plenty CDEM Group Planning Framework outlines these plans and mechanisms across the 4Rs. This allows us to map what plans we have, what plans we need and how they link together.

The planning framework includes a response section that details the response plans we require in the Bay of Plenty and includes both objective specific plans that detail how we work together to achieve a response objective, and Hazard Specific Plans that detail how we respond to the specifics of a hazard. A summary of this is provided in Figure 3.

FIGURE 3: Bay of Plenty CDEM Group Plan alignment



* These lists are not comprehensive and function as examples only

Delivering the Bay of Plenty CDEM Group Plan

The Bay of Plenty CDEM Group is a collective of its member councils, all of which develop and manage their own plans. These include (but are not limited to): individual Long-Term Plans, Annual Plans, Asset Management Plans and Community Engagement plans. These plans provide details of individual Councils work priorities, projects, budget, and key performance indicators. It is these plans that serve as the primary delivery mechanisms of this Group Plan.

The Group Plan sets the strategic direction for the Bay of Plenty CDEM Group and its members as a collective. It allows us to set collective priorities and gives direction to each member when developing their own individual council plans. This approach recognises the diverse needs of different communities and helps ensure we are not taking a 'one size fits all' approach.

Within council plans, the main mechanisms for delivery of the Group Plan are those associated specifically with CDEM functions. These include CDEM Key performance indicators (KPIs) and projects being undertaken by Emergency Management Staff within Councils. However, other council activities and functions contribute to comprehensive emergency management across Reduction, Readiness, Response and Recovery, and these are also ways in which councils will work to deliver this plan.

These include:

- Regional, City and District plans that work to reduce the natural hazard risk
- Flood protection schemes
- Climate change mitigation
- Iwi/hapū/marae engagement

- Community building, community engagement and education
- The development of community spaces
- Management of storm water networks and potable water resilience
- Local roading development and maintenance
- Building management including the management of earthquake prone buildings
- Coastal regeneration work.

In addition to these council plans, the Bay of Plenty CDEM Group develops a Bay of Plenty CDEM Group Annual Plan. This Annual Plan is focused on collective activities across the region and those activities delivered by Emergency Management Bay of Plenty with, or on behalf of councils. The annual plan is aligned to the Strategic objectives of the Group Plan.

Governance and Administration

As the Bay of Plenty CDEM Group we are responsible for ensuring an integrated approach to emergency management across the region.

The Bay of Plenty Civil Defence Emergency Management Partnership Agreement 2019 details the roles and responsibilities of all members of the CDEM Group, including the financial arrangements. The Bay of Plenty Civil Defence Emergency Management Partnership Agreement 2019 is in place until 21 June 2029 and is incorporated into this Group Plan via Reference under Section 51 of the CDEM Act 2002.

There are two committees that govern and manage the Bay of Plenty CDEM Group;

- Bay of Plenty CDEM Group Joint Committee
- Bay of Plenty CDEM Coordinating Executive Group



Newly elected officials at the Civil Defence Emergency Management introduction day, December 2022.

Bay of Plenty CDEM Group Joint Committee

CDEM Groups are established as Joint Committees under Section 30A of the Local Government Act 2002. These have functions, duties and powers as set out in Section 12-19 of the CDEM Act 2002.

Members of the Bay of Plenty CDEM Group Joint Committee are:

- Bay of Plenty Regional Council
- Kawerau District Council
- Ōpōtiki District Council
- Rotorua Lakes Council (legally Rotorua District Council)
- Tauranga City Council
- Western Bay of Plenty District Council
- Whakatāne District Council.

Members are represented on the Joint Committee by their Mayor or Chairperson, or an elected person from that local authority who has delegated authority to act for the Mayor or Chairperson.

Bay of Plenty CDEM Coordinating Executive Group

The Coordinating Executive Group (CEG) was established under Section 20 of the CDEM Act 2002 and is responsible for:

- Providing advice to the Joint Committee,
- Implementing, as appropriate, the decisions of the Joint Committee,
- Overseeing the implementation, development, maintenance, monitoring, and evaluation of the Bay of Plenty CDEM Group Plan.

The Coordinating Executive Group includes:

- Local Authority Members who are represented on CEG by their Chief Executive (or an alternate representative with delegated authority to act for the Chief Executive).
- Government Agencies and Emergency Services who are represented by a designated senior representative of each organisation. This ensures members have a strategic overview, can implement decisions within their organisations and are able to commit resources.
- The Department of Internal Affairs which holds a seat on the CEG due to its role supporting the Minister of Local Government as the Territorial Authority for the offshore Islands within the Bay of Plenty (Whakaari, Motiti, Tūhua, Moutohorā).
- Iwi representatives, who are able to speak on behalf of iwi in the Bay of Plenty.

The Coordinating Executive Group may establish sub-committees to undertake certain functions and delegate responsibilities to these sub-committees as appropriate.

Emergency Management Bay of Plenty (EMBOP)

Emergency Management Bay of Plenty serves as the Group Emergency Management Office for the Bay of Plenty CDEM Group. Emergency Management Bay of Plenty develops, implements, monitors and reviews strategic direction in partnership with Local Authority staff. It also coordinates regional programmes such as training and other activities stated in the Bay of Plenty Civil Defence Emergency Management Partnership Agreement 2019.

Administering Authority

Section 23 of the CDEM Act 2002 requires the Bay of Plenty Regional Council to act as the Administering Authority for the Bay of Plenty CDEM Group and Emergency Management Bay of Plenty. This includes:

- Serving as employer of Emergency Management Bay of Plenty staff, including provision of equipment and facilities
- Providing a Group Emergency Coordination Centre and alternate facility
- Collecting the Bay of Plenty CDEM Regional Targeted Rate on behalf of the Bay of Plenty CDEM Group
- Providing financial management of the Bay of Plenty CDEM Group Budget and the Bay of Plenty Lifelines Group Budget
- Providing governance and administration services to the Bay of Plenty CDEM Group Joint Committee
- Providing legal advice and acting as legal representation for the Bay of Plenty CDEM Group
- Serving as person conducting a business or undertaking (PCBU) for any Volunteer Groups owned by, or operating under the direction of, the Bay of Plenty CDEM Group.

Delegated Authorities and Authorisations

The Bay of Plenty CDEM Group can delegate any of its functions to members of the Bay of Plenty CDEM Group, the Group Controller, or other persons under Section 18 (1) of the CDEM Act 2002. The Bay of Plenty CDEM Groups' Delegations are contained in the Bay of Plenty CDEM Group Delegation Manual.

Administration of the Offshore islands

The Minister of Local Government is the Territorial Authority for the offshore islands within the Bay of Plenty Regional Council coastal marine area (Whakaari, Motiti, Tūhua, Moutohorā). Accordingly, the Minister has the same roles and responsibilities as all other Territorial Authorities to plan and provide for Civil Defence Emergency Management within their district¹ under the Civil Defence Emergency Management Act 2002. However, the Minister is not required to be, and is not, a member of the Bay of Plenty CDEM Group.

The Department of Internal Affairs supports the Minister in fulfilling their responsibilities as the Territorial Authority for offshore islands. Department of Internal Affairs and the Bay of Plenty Regional Council therefore both have responsibilities for Whakaari, Motiti, Tūhua, and Moutohorā, this mirrors the arrangements across the rest of the rohe with both a Territorial Authority and the Regional Council having responsibilities.

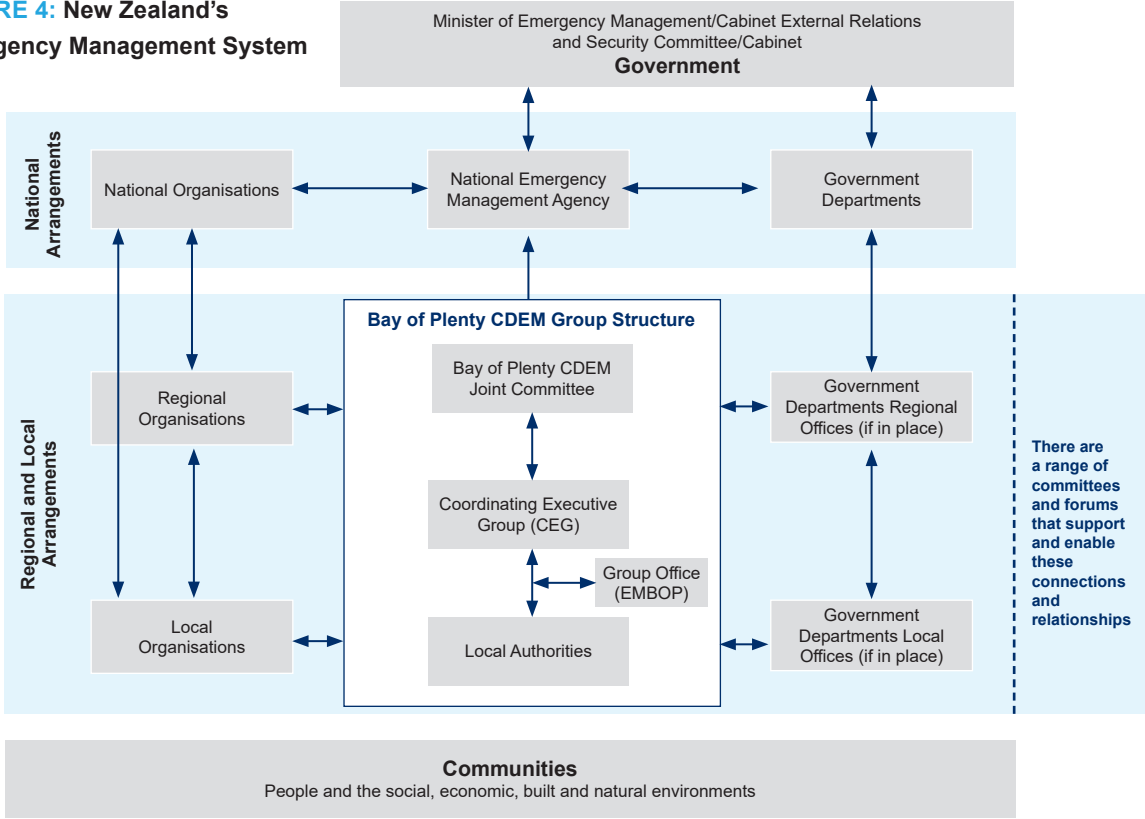
This arrangement operates across the 4Rs of emergency management, Reduction, Readiness, Response and Recovery. In order to enable coordination of these activities, the Department of Internal Affairs holds a seat on the Coordinating Executive Group.

¹ Section 64(1) Civil Defence Emergency Management Act 2002

Partner and stakeholder relationships

The Bay of Plenty CDEM Group does not operate in isolation; It is a part of a National Emergency Management System. The Bay of Plenty CDEM Group forms and maintains partnerships and relationships with iwi, emergency services, government agencies, volunteer groups, business and community groups.

FIGURE 4: New Zealand's Emergency Management System



Modified from Figure 6.1 Guide to the National CDEM Plan 2015

Partnership with Iwi

We are committed to continuing to grow meaningful partnerships with iwi, hapū and whānau through considered collaborative engagement befitting a true partner and are therefore working towards iwi representation on our governance structure.

There are compelling reasons for the CDEM Group and iwi Māori to work together that go beyond statutory requirements. Iwi and Māori are a unique and defining part of the Bay of Plenty Region and working with iwi from the initial stages of activities leads to better outcomes.

We see partnership with iwi, hapū and whānau as an important obligation and responsibility of the CDEM Group to continue to grow and develop. As treaty partners, we need to ensure that Māori are involved in the emergency management system, can participate, and can drive change, in that will see real improvements for Māori.

As we build greater trust with mana whenua, the Bay of Plenty CDEM Group understanding of mātauranga Māori will grow. This will enable mātauranga Māori to influence the way we manage, prepare for, respond to, and recover from emergencies across the region. This is important to help us better understand our communities and be more responsive to their needs. Work that is co-designed and developed will help build resilience across our rohe.

Working with neighbouring CDEM Groups

CDEM Groups around the country work together to help ensure we can provide the best possible support to our communities. This includes deploying staff around the country during responses, coordinating activities to ensure that communities on the borders of CDEM Groups are supported consistently, and undertaking joint work programs, for example working with the Waikato CDEM Group to chair the Caldera Advisory Group.

This advisory group works to identify the risks and potential consequences of caldera unrest and eruption, and co-ordinate the management and mitigation of the effects on behalf of the communities at risk. Under this group we have also supported the ECLIPSE Program; a unique collaborative research project that brings together scientific and emergency management communities alongside local iwi to better understand and manage the risk of living on the most active super volcano system on earth – the Taupō/ Rotorua caldera complex (Ahi Tupua).



Emergency Management staff promoting 'get ready' at a community event.

OUR STORY

Edgecumbe Quake March 1987



In 1987, a shallow 6.5 magnitude earthquake struck. Its epicentre was just over 2 kilometres from Matatā, 15 kilometres from Edgecumbe.

At the time, it was the most damaging earthquake New Zealand has experienced since 1968. Te Teko, Kawerau, Matatā and Thornton all suffered damage, but Edgecumbe was hardest hit- around half the town's houses were damaged. Local industrial sites and infrastructure were also affected: the milk factory was badly damaged, railway tracks were bent and buckled, and an 80-tonne locomotive fell over.



The ground had already been shaking from a two-week earthquake 'swarm'. One of these was magnitude 5.2 and it hit just seven minutes before the big one on March 2. That 5.2 shake cut the main power supply and meant lots of people had already moved away from heavy machinery and buildings.

Twenty-five people were injured in the subsequent 6.5 quake, but no-one was killed.

Since then...

Before the 1987 quake, people did not know there was an active fault in the area. It became clear afterwards that some local geographical features were the result of earthquakes before there were people in Aotearoa New Zealand. This sort of information shared from key partner agencies (in this case, GNS Science) helps us reduce the risk to our communities by taking the relevant science into account for council planning and consents.

Scientists now know the fault had ruptured at least once in the 1800 years before 1987. During the Edgecumbe earthquake, the active area known as the Whakatāne Graben got 1.2 m wider and dropped 2.1 metres in height. That drop made the area more susceptible to flooding, and thirty years after the quake in 2017, Edgecumbe was affected by another major emergency when it was badly flooded after two tropical cyclones in quick succession.

The work of emergency managers has become more professional and well-trained in the years since the Edgecumbe Quake. Now, all Councils in Bay of Plenty have people who work as specialist emergency managers, supported by trained council teams and helped by the National Emergency Management Agency.

These days the Bay of Plenty Civil Defence Emergency Management Group runs a 24/7 duty system so we can alert communities as soon as anything happens. GNS Science also has a National Geohazards Monitoring Centre which keeps around-the-clock watch for earthquakes, landslides, tsunamis, and volcanoes.

In March of 2023, the Eastern Bay of Plenty experienced another swarm of more than 600 quakes. These were centred closer to Kawerau and caused strong shaking; eight quakes were greater than magnitude 4. People who remembered the Edgecumbe earthquakes found the swarm stressful, so emergency management teams worked hard to give people practical support and reassurance along with the scientific updates.

Reduction, Readiness, Response and Recovery (4Rs)

This plan has referred to the 4R's of emergency management as the foundation of our integrated approach to emergency management. It has also described how this approach is consistent with a holistic Māori world view because it requires a systemic approach to caring for people and land before, during and after an emergency.

New Zealand's National Disaster Resilience Strategy defines the 4Rs as:

- Disaster risk **reduction** is aimed at preventing new, reducing existing disaster risk, and managing residual risk, all of which contribute to strengthening resilience.
- **Readiness** is Developing operational systems and capabilities before an emergency happens, including making arrangements with emergency services, Lifeline Utilities, and other agencies, and developing self-help and response arrangements for the general public.
- **Response** includes the actions taken immediately before, during or directly after an emergency to save human and animal lives and property, and to help communities begin to recover.
- **Recovery** is the coordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration and enhancement of a community following an emergency.

This approach enables the Bay of Plenty CDEM Group to:

- Understand hazards and risks
- Work to reduce the impact of hazards and build resilience in respect of those hazards
- Build capability and capacity to provide coordinated, integrated, and effective response
- Recover from emergencies.



Tauranga summer tsunami ambassadors in Mount Maunganui.

Reduction:

Reducing the risk to our communities

Disaster risk reduction is aimed at preventing new, reducing existing disaster risk, and managing residual risk, all of which contribute to strengthening resilience (New Zealand's National Disaster Resilience Strategy).

Strategic objectives

1. Build our community's knowledge and understanding of their hazards and risks, the economic and social impact of disaster and disruption, so they can make informed decisions to protect their taonga, lives and livelihoods.
2. Identify gaps in risk reduction policies at the regional and local levels and:
 - where responsible, make changes that decrease exposure to hazards
 - advocate with responsible agencies for change that decreases exposure to hazards.

Where are we now?

A key element of reduction is ensuring that a hazard and risk reduction lens is used when councils are planning future residential, infrastructure, and other land use planning.

Councils undertake these functions through their responsibilities under the Bay of Plenty Regional Policy Statement (Objective 31 of the "Avoidance or mitigation of natural hazards by managing risk for people's safety and the protection of property and lifeline utilities"). This is supported by dedicated emergency management staff in councils. Their role includes engaging with council teams at the planning stage to promote risk reduction in support of safer and more resilient communities.

Lifeline Utility organisations (power, roads, telecommunications etc) are also working to assess infrastructures exposure to hazards and increase their organisational resilience. This work has highlighted the challenges to asset resilience brought about by climate exposure. In particular, this is a challenge for transport and three waters infrastructure owners.

The Bay of Plenty CDEM Group Risk Assessment and Hazard Scape Report provides an updated analysis of the Bay of Plenty's hazards scape. This reports' development involved gathering the most up to date data on the region's hazards, then assessing the likelihood of them occurring and the expected consequences and impacts on elements ² of the Bay of Plenty region. This allows the Bay of Plenty CDEM Group to assess the regions' greatest vulnerabilities and highest risk hazards so that we can work to lessen the impact on the wider Bay of Plenty.

² Element description as per DGL23/22: People, property, taonga and services that are to be assessed for consequence. For example, the physical and mental wellbeing of people are elements of the social environment.

Where do we want to be?

In 5-years' time

- A detailed analysis of the Bay of Plenty's hazards has been completed. The research is freely accessible, understandable and is used to engage the community and stakeholders in risk management to support the development of a sound understanding of hazards and risks.
- Communities and businesses understand their risks and hazards, the ability or inability to mitigate risks, and the implications of climate change and its effect on the frequency and severity of events in the future. Communities and businesses have taken steps to reduce impacts.
- All members of Bay of Plenty CDEM Group are collectively engaged in risk reduction activities. Members are working collaboratively to ensure emergency management views are included in new and existing risk reduction policy and activities, using local authorities' mechanisms such as regional and district plans.
- The Bay of Plenty CDEM Group is advocating for risk reduction through local, regional and national planning frameworks and is partnering with research institutions, Lifeline Utilities and key stakeholders in risk research projects.
- The Bay of Plenty Lifeline Utilities Group members are utilising risk assessments and vulnerability studies to improve organisational resilience, with a focus on managing their interdependencies to reduce service disruption.
- Lessons learnt in response and recovery are being integrated into risk reduction work after an emergency.



Regional and local Emergency Management teams talk to Multicultural forum in Tauranga.

OUR STORY

RENA Oil Spill 2011



The grounding and wreck of the MV Rena did not cost any human lives, but in ecological and financial terms it is considered one of New Zealand's worst maritime disasters.

The Rena is the largest ship ever lost in New Zealand waters and the salvage operation cost \$700 million but it is the damage to the marine and coastal environment that made it a disaster for the people of Bay of Plenty.

The container ship grounded on the Astrolabe Reef outside Tauranga harbour in October 2011 and broke in half three months later. Around 350 tonnes of oil were spilt, and 950 tonnes of oily waste was collected from local beaches. Containers washed overboard, and thousands of birds were killed. Although a major oil spill is not a CDEM Lead response, part of the role of the CDEM Group is to support the work of partner agencies when they are dealing with a major event. When organisations like Fire and Emergency, NZ Police, or Maritime New Zealand need help, they often call upon our emergency management teams.

That is why emergency management teams also worked on the COVID-19 responses in 2020 and 2021: The COVID-19 response was led by health authorities, but we provided emergency support for essentials like food boxes and short-term accommodation across the region.

Since then...

Major events like the Rena show us how critical it is for people with expertise to work together when disaster strikes. People who work in port and harbour management, police, scientists and emergency managers might not have a lot in common from day-to-day but in an emergency, we know how important it is to work together for the same goal. That is why emergency managers and councils maintain close ties with harbour and maritime teams across the region and nationwide. Since the Rena disaster, we have worked with maritime partners to design plans and take part in realistic response exercises so we can better understand each other's role and way of working. This is critical to ensuring we can cooperate effectively in future maritime emergencies.

The Rena also highlighted the value of volunteers after a disaster; Local volunteers worked tirelessly to clean up our beaches and help save marine life, including birds. These days, part of any emergency response is to consider the role of volunteers- what important work they might be able to help with, and how-to keep them safe.



MV Rena losing containers as heavy swells wash her deck.



Oil on beach, NZ Defence Force personnel continuing with clean up operations on the northern side of Mount Maunganui. IMAGE CREDITS: MARITIME NEW ZEALAND

Readiness: Preparing our communities for an emergency

Developing operational systems and capabilities before an emergency happens, including making arrangements with emergency services, Lifeline Utilities, and other agencies, and developing self-help and response arrangements for the general public (New Zealand's National Disaster Resilience Strategy 2019).

Strategic objectives

1. Build and improve knowledge and skills within communities and businesses to prepare for, respond to and recover from emergencies.
2. The Bay of Plenty CDEM Group grows and maintains its capacity and capability to respond to emergencies in the Bay of Plenty.
3. Strengthen communications networks and information flow between and among the community and CDEM partners.
4. Enhance relationships and cooperation among the Bay of Plenty CDEM Group members, stakeholders, iwi, partners, community organisations and volunteers involved in the CDEM sector.

Where are we now?

Community readiness

Communities have told emergency managers it is important for them to have a good understanding of the risks and hazards in the Bay of Plenty. That is why a key focus of the Bay of Plenty CDEM Group is supporting Bay of Plenty communities to be prepared for an emergency, with a focus on understanding hazards. Many of our communities are already engaged with the work we do, and many whānau have taken steps to prepare themselves. There is more to be done to ensure information is accessible, we continue to build trust, and that our communities are ready for an emergency.

Local Authority members of the Bay of Plenty CDEM Group provide tailored support to communities and community groups. This includes marae preparedness, school visits, community education, community responder planning and participation in local, regional and national readiness campaigns. This work aims to support the community to utilise resources and systems available to them to best support themselves and their communities. This works best when communities use what they know, for example, if Marae were to open to the community during an event, many would employ similar practices to those used when preparing for Tangihanga. This type of Marae-centric planning is intergenerational and can initiate at very short notice and manaaki tangata (support and care) communities better than a templated emergency plan.

Community readiness activities and campaigns are reinforced by engagement through channels and tools like digital and social media, tsunami evacuation signs and information boards in the community.

Emergency Management Staff also collaborate directly with the community to establish and support, community response teams. These are teams that especially trained and set up to assist in an emergency response.

Organisational readiness

Maintaining and improving the operational readiness across the Bay of Plenty CDEM Group is a collective responsibility, with Local Authorities and Emergency Management Bay of Plenty working together to ensure the Bay of Plenty has the staff, facilities, processes, and procedures required, and that those staff, facilities, processes and procedures meet the standards set by the Bay of Plenty CDEM Group.

Ensuring the operational readiness across the Bay of Plenty CDEM Group is an ongoing priority. Focus areas are:

1. Staff – ensuring appropriate staff are identified, suitably trained, and have participated in exercises so they are competent, confident and capable of performing emergency response roles.
2. Facilities – ensuring all coordination centres have appropriate physical facilities, equipment and information management and communication technology.
3. Templates and resources – development of co-designed regional templates, processes and procedures to increase consistency, efficiency and effectiveness across the Bay of Plenty CDEM Group.

Where do we want to be?

In 5-years' time:

- All communities are actively supported to improve their disaster resilience with emergency information accessible, clear, relevant, and trusted, including the promotion and delivery of culturally and linguistically appropriate educational preparedness campaigns.
- Iwi are supported to develop response plans that enable a coordinated response and ensure iwi and their communities are active partners in response and recovery. These response plans are hapū and whānau centric, enabling the incorporation of tikanga rather than a CDEM template based approach.
- The Bay of Plenty Business Resilience Framework is in place and businesses are actively supported to improve their disaster resilience.
- Emergency Managers, Elected Officials, council and other staff understand, are prepared for, and are qualified for their role in an emergency event. With Emergency Management Bay of Plenty ensuring:
 - ongoing training and development opportunities are in place
 - regular exercises are held, and lessons learnt are identified, actioned and integrated into response arrangements
 - consistent templates and resources.
- Relationships with stakeholders and iwi partners are strong and there is a mutual understanding of roles and responsibilities to ensure effective and coordinated responses.
- Training is in place for iwi partners that provides a co-designed, focused and targeted avenue for iwi capacity building.
- Established networks are in place to support two-way communication with stakeholders and communities.
- The Bay of Plenty CDEM Group is prepared to lead and support volunteer coordination during an emergency event.

OUR STORY

Tsunami Alert March 2021

On March 5, 2021, three undersea earthquakes had much of the country on high alert: They triggered tsunami evacuations in many coastal areas, including Bay of Plenty.

People who live coastally know that quakes can trigger tsunami: the energy from undersea activity creates walls of water that are far more powerful than normal ocean waves. Although we have not had fatal tsunami in New Zealand in recent decades, they have happened here before; A major tsunami would be a significant disaster for Bay of Plenty. This 2021 event was made more complicated by the fact that each of the three quakes had different potential effects, which made it difficult to share clear, accurate, relevant and timely information.

Fortunately, although there was unusual ocean activity, the events of March 5 did not threaten people on the land. Many people did the right thing and moved out of evacuation zones, but so did some people who were not in tsunami evacuation zones and could have stayed at home safely. Others rushed to collect children from school - even if that meant heading towards potential danger- only to find schools had already taken children to tsunami safe locations.

Even when people evacuated as they were meant to, lots of people waiting in safe zones for the all-clear realised they had not brought emergency supplies like water, snacks and protection from the weather. Others were caught in traffic as hundreds of people tried to follow the same route to safety.

Since then...

The March 5 event gave emergency managers valuable insight into how people are likely to behave during a major tsunami, and what we can do to help them stay safe. As a result, we have been working on region-wide tsunami readiness programmes, covering everything from evacuation zone awareness to school emergency plans, personal preparedness and updated evacuation modelling.

It also gave us real-life insight into our warning systems. Across Aotearoa New Zealand we remind people in evacuation zones to follow natural tsunami warnings (like a long or strong earthquake) and not to wait for official warnings. But we also use technical warning systems to alert people. Since 2017, we have been able to send alerts directly to peoples' phones through the cell phone networks. We used this Emergency Mobile Alert system as one of the ways to let people know about the tsunami risk.

One of the things the March 5 events showed us was how the existing local and national emergency alerting systems work in a major evacuation and what we could do differently in future.

Tsunami is a major risk for Bay of Plenty so we are always working on ways to keep our coastal communities informed and prepared.



Response:

Supporting communities on their worst days

Response includes the actions taken immediately before, during or directly after an emergency to save human and animal lives and property, and to help communities begin to recover.

Strategic objectives

1. The Bay of Plenty CDEM Group collaborates effectively with elected officials, partners, stakeholders, iwi and volunteer groups during emergencies and delivers a coordinated response.
2. CDEM is a trusted and accessible source of information in an emergency event. Communities are provided with the information they need when they need it, in order to make decisions, and keep themselves and their whānau safe.

Where are we now?

The Bay of Plenty has experienced numerous emergency events over the previous Group Plan period, including the 2017 Edgecumbe and 2018 Ngongotahā floods, 2019 Whakaari/White Island eruption, the 2020 COVID-19 Pandemic and the January/February 2023 weather events. But with these experiences comes knowledge and experience we can use to build and grow, so our communities are better prepared for what else we may face. These events have provided the Bay of Plenty CDEM Group with:

- The opportunity to refine our operational arrangements
- Valuable experience for CDEM staff enabling them to put their training into practice
- Testing and development of remote working arrangements and regionally consistent templates, processes and procedures; and
- The opportunity to strengthen relationships with iwi, partners and stakeholders.

Through these shared experiences the Bay of Plenty CDEM Group has become a leading CDEM Group, whose staff are looked to, to support responses throughout New Zealand.

Where do we want to be?

In 5-years' time:

- Bay of Plenty residents are enabled to support themselves, their whānau and the wider community during emergencies.
- Multiple communication tools are utilised effectively during response and messages can reach those who need them, with relevant and tailored localised emergency messaging. We continue to adapt to the available technology and the needs of our communities.
- The public recognises messages from the CDEM Group as trustworthy accurate, relevant, timely

and accessible and they have knowledge of the public alerting tools used to issue warnings and acts accordingly.

- The Bay of Plenty Response Planning Framework is in place, the framework provides direction on what Response Plans are required at what level, and response planning is integrated across stakeholders.
- Operational systems and processes are in place that ensure a consistent and efficient regional response including a Common Operating Picture for all stakeholders.
- Debriefing and review processes are in place that ensure lessons are identified, resolutions implemented to ensure the Bay of Plenty CDEM Group is continuously improving.

Operational Arrangements

Emergency responses are a regular part of life in Aotearoa and the Bay of Plenty, accordingly there are systems and processes in place to ensure an effective response to emergencies when they happen. These systems are flexible and scalable to enable them to meet the specific emergency and requirements of the community. Depending on the emergency and its impacts the response may be established at the Local, Regional and National levels. Detailed operational arrangements are included in the Bay of Plenty CDEM Group – Response Coordination Plan.

Lead and Support Agencies

Government agencies, emergency services, welfare agencies, lifeline utility providers and non-government organisations have legislated roles and responsibilities in emergencies to ensure they are able to effectively support communities.

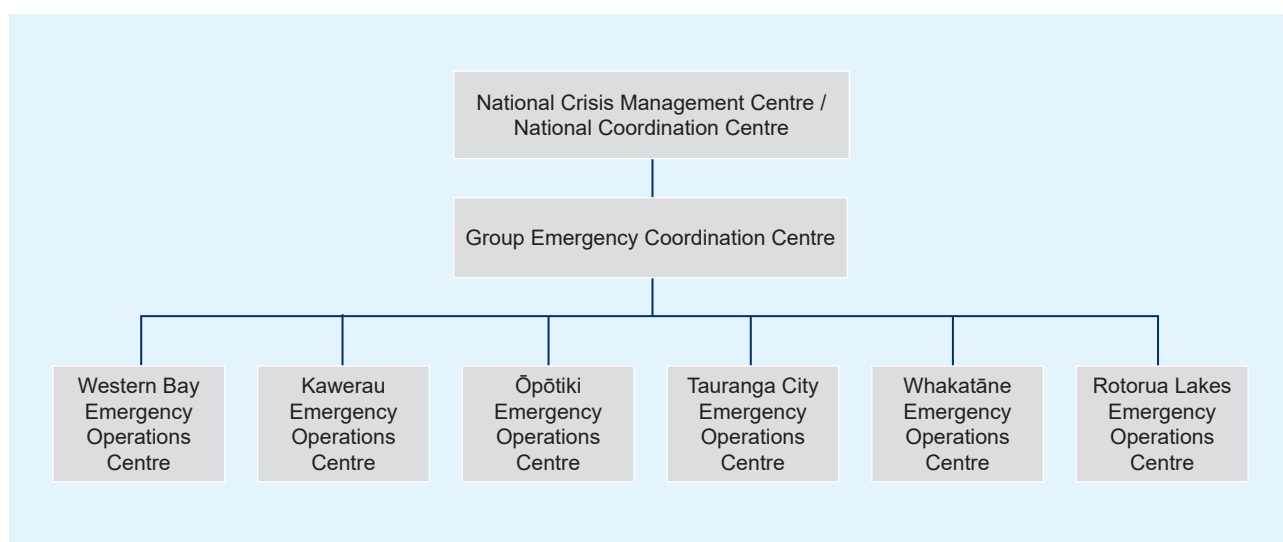
Depending on the situation/hazard different agencies may be best placed to lead the response, the lead agency is the agency with the primary mandate for managing the response to that emergency e.g. Health is the lead agency in a pandemic, Police are the lead agency in an act of terrorism, and the CDEM sector is the lead agency in a tsunami. There are some situations where the lead agency may change during a response, this may happen following a declaration of a state of emergency or by agreement of agencies.

All other agencies and organisations with roles and responsibilities then become support agencies acting under the control of the lead agency. Ensuring the activities of support agencies are coordinated during a response is a primary role of the lead agency, and a number of mechanisms can be utilised to do this including, utilising liaison officers, calling regular briefings/meetings, and situation reporting.

CDEM Response Structures

Lead agencies are assigned at both the national and regional level, with the National Emergency Management Agency and CDEM Groups acting as lead agency for all geological (earthquakes, volcanic hazards, landslides, tsunamis) and meteorological (coastal hazards, coastal erosion, storm surges, large swells, floods, severe winds, snow) hazards. Accordingly, there are established systems and processes in place to monitor these hazards and respond to emergencies if they occur.

The CDEM sector, including the Bay of Plenty CDEM Group, conduct responses in accordance with New Zealand's Coordinated Incident Management System (CIMS) which provides structures and processes to coordinate emergency responses.



Emergency Operations Centres

During an emergency response, one or more councils may activate their Emergency Operation Centre (EOC) which are run by trained council staff. Emergency Operations Centres are led by Local Controllers, who are appointed by the Bay of Plenty CDEM Group as required under section 27 of the CDEM Act 2002 and operate under the authority of the Group Controller.

Under the direction of the Local Controller, the EOC will lead the local response to an emergency, they collaborate with local partners to support their communities, including providing warnings and public information; delivering welfare services and providing community support; working with iwi, emergency services and local agencies to enable and support their activities; and coordinating volunteers.

Group Emergency Coordination Centre

The Group Emergency Coordination Centre (GECC) may also be activated to lead or support the response. The GECC is run by Emergency Management Bay of Plenty and draws on trained Bay of Plenty Regional Council staff. The Group Emergency Coordination Centre is led by the Group Controller who is appointed by the Bay of Plenty CDEM Group as required under section 26 of the CDEM Act 2002.

Under the direction of the Group Controller, the GECC will coordinate the regional CDEM response and will work to support local delivery, including providing specialist support to EOCs where required; deconfliction of response actions and activities across the region; working with regional agencies and organisations to enable and support their activities; and prioritisation of scarce resources.

NEMA National Coordination Centre

In a large-scale emergency impacting multiple regionals or when national support is required to enable a regional response the National Emergency Management (NEMA) agency will activate the NEMA National Coordination Centre, under the direction of the National Controller.

The NEMA National Coordination Centre operates in support of CDEM Groups coordinating the national response and providing support to impacted CDEM Groups.

Iwi and Hapū Partnerships

The Coordinated Incident Management System recognises the importance and need for iwi representation within the Control Function of a Coordination Centre. Due to the differing roles and responsibilities of the Group Emergency Coordination Centre and the Emergency Operation Centre this representation will be different at each level and will depend on the emergency's impacts.

Emergency Operations Centres

As core iwi, hapū and whānau relationships within the Bay of Plenty CDEM Group are held at the local level, with Emergency Operation Centres maintaining these relationships during response. Approaches to iwi, hapū and whānau representation will vary between Emergency Operation Centres, and responses, as they are dependent on the relationship, capacity, and capability of iwi, hapū and whānau within the rohe, however may include:

- being a technical advisor to the Local Controller,
- working in or with CIMS Functions e.g. passing information to Intelligence, working with Welfare and Logistics to get resources to communities, or sitting alongside Public Information Management to ensure messaging is appropriate and meeting community needs.

Group Emergency Coordination Centre

Recognising that iwi boundaries do not align with council boundaries; the Group Emergency Coordination Centre has a role to look across the rohe to ensure coordinated engagement with iwi in an emergency. Noting the operational delivery occurs at the local level this Group Emergency Coordination Centre role is focused on engagement with iwi leaders who can aid in decision making at a political and strategic level across the region.

Community volunteers in emergencies

During any emergency event, whānau and communities come together to volunteer their time in support of each other. This occurs spontaneously, and existing community networks coordinate amongst themselves to meet their community's needs. Community groups and networks also provide valuable mahi and support before and after emergencies.

However, formal coordination of volunteers can sometimes be required, especially during a significant-sized emergency. This could be because of the large numbers of volunteers, the complexity of the response, the need for various specialist skills, or volunteers who have come from another location and do not have direct connections with the community. In addition, organisations that recruit and use volunteers may need support to target and prioritise their activities. When this is required, the Bay of Plenty CDEM Group will take an active role in volunteer coordination during an emergency.

To make this role simpler in a response, the CDEM Group also works with volunteer Groups in advance of emergencies. This can include the development of formal relationships like those in place with the Māori Wardens and the Bay of Plenty Response team as well as more informal relationships.

Declarations of States of Emergencies

Declaring a state of emergency ('a declaration') provides Controllers and others with extra-ordinary powers designed to deliver an effective and swift emergency response.

If the requirements under the CDEM Act 2002 are met, a state of local emergency can be declared as per the arrangements below. However not all emergency events require a declaration. Some major emergencies (e.g. 2019 Whakaari Volcanic eruption) have been managed without a declaration being made.

Declaring a State of Local Emergency for a territorial authority or district

The mayor of a territorial authority, or an elected member designated to act on behalf of the mayor if the mayor is absent, may declare a state of local emergency that covers the district or wards of that territorial authority in accordance with Section 25(5) of The CDEM Act 2002.

Declaring a State of Local Emergency for the Region

The Bay of Plenty CDEM Group authorises the Chairperson of the Bay of Plenty CDEM Group Joint Committee to declare a state of local emergency for the region, or for one or more districts or wards (including the offshore islands) within the region in accordance with Section 25 (1)(a) of The CDEM Act 2002.

The authority to declare passes to the Deputy Chairperson of the Bay of Plenty CDEM Group Joint Committee in the absence of the Chairperson. Any representative member of the Bay of Plenty CDEM Group may exercise the power to declare a state of local emergency if the Chairperson and Deputy Chairperson are unable to exercise the authority to declare in accordance with Section 25(4) of The CDEM Act 2002.

Declarations by the Minister of Emergency Management

The Minister of Emergency Management can declare a state of Local Emergency under Section 69 of the CDEM Act 2002.



The Bay of Plenty CDEM Group Coordination Centre during the cyclone Gabrielle response.

State of National Emergency

If a state of national emergency is declared by the Minister for Emergency Management, it may supersede any local declaration.

Declaring for an Offshore Island

The offshore islands of Whakaari, Motiti, Tūhua, Moutohorā, do not have an elected Mayor and therefore do not have an elected individual able to declare a state of emergency under Section 25(5) of the CDEM Act 2002.

However, while the territorial authority for the offshore islands (the Minister of Local Government) is not a member of the Bay of Plenty CDEM Group, the offshore islands are in the Bay of Plenty CDEM Group area as they are within the boundary of the Bay of Plenty Regional Council. The arrangements for declaring a state of local emergency for the region can therefore be applied to a declaration for the offshore islands.

Expenditure in an Emergency Response

Each local authority must ensure appropriate delegations are made to the Controllers to meet start-up costs to respond to an emergency. It is essential that there are clear authorisations and details for the expenditure for all emergency expenses. Emergency Management Bay of Plenty will collaborate with councils to support cost recovery, where permitted under the National CDEM Plan.

Expenditure and funding arrangements are detailed in the Bay of Plenty CDEM Partnership Agreement 2019. Some costs, including those incurred by community groups, marae and agencies, incurred during Response may be eligible for reimbursement from Central Government, Section 33 of The Guide to the National Civil Defence Emergency Management Plan 2015 (The Guide to the National CDEM Plan 2015) has detailed criteria for access to these funds.

OUR STORY

Whakaari Eruption 2019

Although emergency management teams regularly deal with disasters, the Whakaari/White Island eruption was a tragedy like no other. It is still a source of deep sadness, especially for communities in Whakatāne.

On 9 December 2019, the volcano erupted while 47 people were on the island. 22 people died others were severely injured and many lives were changed forever.

As with other major events, different agencies came together to respond to the needs of the people on the island, their whānau and affected communities. Because visitors from overseas were among those hurt and killed, there was also strong international concern, and whānau in other countries needed information and support. Civil Defence Centres were set up in Whakatāne and Auckland to get information to affected people.

The Bay of Plenty CDEM Group led the emergency response, which included a major 'welfare' element, especially for visitors who did not have the support of friends or whānau. Police led the search and rescue operations on the island and many other agencies and groups supported the work that needed to happen. These included Fire and Emergency New Zealand, GNS Science, Te Rūnanga o Ngāti Awa, Ngāti Awa Social and Health Services, NZ Red Cross, NEMA and many others.

Since then...

After an emergency, there is usually a period known as Recovery. During the formal recovery period, we work together to find a way forward for people who have been directly affected and the wider community.

Recovery does not necessarily mean getting back to normal: it can mean trying to avoid making the mistakes of the past and finding a way for a community to move beyond grief and support each other towards a different future.

Emergency Managers view recovery through four lenses: the built environment, the social environment, the economic environment, and the natural environment. For Whakaari White Island, it is these last three that were the focus: social, economic, and natural.

True recovery can take years, even decades, and it continues in Whakatāne.



Police, Council and CDEM representatives shortly after the Whakaari eruption.



Recovery: Supporting communities to rebuild their lives

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

Strategic objectives

1. The Bay of Plenty CDEM Group coordinates effectively with communities, partners, stakeholders, iwi and volunteer groups and supports them to undertake their recovery actions.
2. The Bay of Plenty CDEM Group has the capability and capacity required to enable effective recoveries.
3. Recovery planning is integrated across Reduction, Readiness and Response.
4. Ongoing relevant and timely recovery information and resources are provided to communities.

Where are we now?

Recovery is not new for our communities; our experiences have taught us that recovery is not business-as-usual. We therefore plan to establish formal recovery structures, when they are needed, to support people and communities to rebuild their lives.

There has been an increasing focus on Recovery over the last five years from national level to local delivery needs, particularly resulting from several large-scale emergency events. This is driving greater understanding and development of processes and structures to delivering improved community recovery outcomes.

A Recovery Managers training and development programme is underway. The Bay of Plenty CDEM Group has developed resources and systems to support recovery actions, which are subject to continuous improvement.

Where do we want to be?

In 5-years' time:

- Communities are engaged early in the recovery process to ensure recovery is tailored for the affected community and is based on the four environments (social/community, built, natural/rural, and economic).
- The Bay of Plenty CDEM Group has a consistent approach to recovery processes and planning.

- We have worked with Central Government partners to identify ongoing sustainable all of government recovery funding streams. We understand the application processes and are able to advocate for our community's needs.
- Through continuous improvement and by implementing 'lessons learnt' recovery considerations are included in emergency planning across Reduction, Readiness and Response.
- CDEM partners and stakeholders are engaged, understand and have implemented recovery structures and frameworks as appropriate.
- CDEM partners and stakeholders are engaged in training and exercises that focus on recovery including the transition from response to recovery.
- CDEM Recovery Staff are identified, trained, exercised and experienced, and are supported with tools and resources.
- Debriefing and review processes are in place that ensure lessons are identified, resolutions implemented to ensure the Bay of Plenty CDEM Group is continuously improving.

Operational arrangements

Formal recovery structures are established to support the holistic regeneration and enhancement of communities. Recoveries will work across the four environments of Social, Economic, Built and Environment.

Recovery offices will collaborate with partners, iwi, community, agencies to ensure communities are supported following emergencies, depending on the scale of the emergency these offices may run for months to years. Recovery offices will report on their activities, this includes communicating with stakeholders for accountability, transparency, support, and recording recovery efforts and outcomes, including lessons learned.

Recovery operations are led by Recover Managers, the Bay of Plenty CDEM Group must appoint a Group Recovery Manager and alternate Group Recovery Managers as required under section 29 of the CDEM Act 2002. The Bay of Plenty CDEM Group must also appoint Local Recovery Managers who lead Recovery operations at the Local Level under section 30 of the CDEM Act 2002.

Transitioning to Recovery

Transition to recovery is the process of ending the response phase and formally moving into the recovery phase. The process is led by the Controller in consultation with the Recovery Manager and leads to a hand over from the Controller to the Recovery Manager.

Reasons to transition to recovery may include:

- Focus of activities moving from response to recovery.
- The immediate threat to people and property has passed.
- The focus has shifted to restoration.
- Declaration powers are no longer required.
- Response agencies are moving towards meeting their requirements in their business-as-usual roles.

Some emergencies will require a Transition Period to enable recovery operations as they allow for a period of time when the immediate response is over, but management, coordination and direction of recovery activities is still required. Transition Periods provide powers to take actions that are in the public interest as detailed in Part 5B of the CDEM Act 2002.

Notice of Transition Period

A Transition Period is activated by a notice of national or local transition, to aid recovery by providing powers to Recovery Managers to manage, coordinate and direct recovery activities.

For the Bay of Plenty CDEM Group the people authorised to give notice of a local transition period are the same as those authorised to declare a state of emergency (as per page 38 of this plan).

Expenditure in Transition and Recovery

Each local authority must ensure appropriate delegations are made to the Recovery Managers to undertake their functions. Recovery expenditure must be authorised by the Recovery Manager and a clear record of any expenditure must be kept by the relevant Recovery Office. The Bay of Plenty CDEM Partnership Agreement 2019 provides for the financial arrangements during a recovery.

Some cost incurred during recovery may be eligible for reimbursement from Central Government, however, these arrangements are often bespoke and are created during the recovery process as impacts and needs are identified. These have included economic support via Ministry of Business Innovation and Employment, Department of Internal Affairs, funding for recovery navigators who aim to facilitate access to the right support at the right time to affected individuals, family and whānau and strengthen them so they can move forward with their lives, and Ministry for Primary Industries support to primary industries.

Disaster relief funds, essential infrastructure recovery repairs, and road and bridge repair subsidies are key consistent mechanisms for recovery funding. Section 33 of The Guide to the National Civil Defence Emergency Management Plan 2015 (The Guide to the National CDEM Plan 2015) has detailed criteria for access to these funds.

Transitioning from Recovery

An exit strategy is a systematic plan to achieve coordinated withdrawal from a formal recovery process. It is developed to ensure a smooth passage from the end of the formal recovery phase to the new “business-as-usual” – where local authorities and other agencies will continue to support the community through their normal activities.

Bay of Plenty CDEM Group Recovery Plan

The Bay of Plenty CDEM Group Recovery Plan sets out the processes and procedures that will apply in recovery. This plan is supported by the Recovery Toolkit, which was introduced in 2022. The toolkit contains tactical resources for recovery, including templates, examples and links to guidance and further information.

It assists the Bay of Plenty CDEM Group to prepare for and support their communities to recover after an emergency, meet their legislative duties and elevate recovery preparedness.

OUR STORY

Cyclone Gabrielle 2023

The summer of 2022-2023 saw several severe weather events one after another. This meant a lot of sodden ground, landslide-prone hills and damaged roads. On Auckland Anniversary Weekend, there were deadly floods across the Auckland region and smaller, but still significant, effects in other regions, including landslips in Bay of Plenty.

In February, Cyclone Gabrielle had been predicted as a major storm and like many regions, we were preparing for a significant impact. Emergency Management teams set up emergency operations and co-ordination centres ahead of time so they could respond quickly to the Gabrielle as she tracked south.

The storm hit Bay of Plenty on February 13. A region-wide state of emergency was declared and some coastal communities were evacuated as a result of storm surge, heavy rain and winds. Roads were blocked by downed trees and landslides across the region. Many people had a tense and uncomfortable night as they waited to see the worst of the damage the next day.

But on February 14, we realised that it was Tairāwhiti and Hawke's Bay that had taken the worst of the storm, and a national state of emergency was declared. Eleven people lost their lives, entire houses had been swept away, an unknown number of people were missing and there was severe damage to roads, telecommunication, powerlines and water supply.

In major emergencies, teams from other regions provide backup support for local teams when the emergency response is too big to manage alone. Emergency managers from other areas have supported Bay of Plenty during major events, and we do the same.

During the severe weather in early 2023, nine trained staff from our region went to help with the Auckland Flood response and 46 went to Tairāwhiti and Hawke's Bay. Every time our teams respond to an emergency event – either in the Bay of Plenty or further afield – they gain knowledge and experience for the next time.

Since then...

The widespread damage- to people's lives, homes, to businesses, infrastructure, agriculture and to people's sense of safety and community- will take a long time to repair. The path to recovery in major events like Gabrielle will take years.

There will also be lessons to take from the disaster. The extent of the damage was extreme, but we know there will be more severe weather events to come.

Gabrielle was an example of emergency response at both the regional and national level. In large scale emergencies, we may need to work with people from other parts of the country or travel out of region to support the response in a location we may not know well. For this reason, we work to build and maintain strong working relationships with emergency managers and partner agencies in other regions and at the national level. In particular, we share knowledge and expertise with our neighbours in Waikato, Tairāwhiti and Hawke's Bay, because we are likely to work together in future events, and these good relationships will benefit all our communities.



Monitoring and Evaluation

The Bay of Plenty Group ensures that the plan's objectives are achieved, its legislative requirements are met and that it is continuously improving, through monitoring and evaluation. This ensures we have the capacity and capability necessary to be able to perform its CDEM roles and responsibilities.

- **Monitoring** is a continual process that aims to provide management and stakeholders opportunities for ongoing intervention with early indications of compliance with responsibilities, and progress in the achievement of results.
- **Evaluation** is about measuring effectiveness. It compares what is happening against what was intended (key performance indicators, objectives and targets) and interpreting the reasons for any differences.

Monitoring and Evaluation encompasses three components:

- **Assurance** – monitoring compliance against relevant legislative requirements.
- **Performance** – assessing the Bay of Plenty CDEM Groups performance during response and recovery, whether Bay of Plenty CDEM Groups' Annual Plan is being conducted according to needs and requirements, and whether suitably trained and competent, qualified, and experienced people, meet the need of the CDEM Group and communities.
- **Outcomes** – monitoring and evaluating progress towards objectives detailed in the Bay of Plenty CDEM Group Plan.

Over the lifecycle of this plan, the Bay of Plenty CDEM Group will develop and implement a regional Assurance Framework as an overarching concept, of which Monitoring and Evaluation are important aspects.

The Bay of Plenty CDEM Group's Assurance Framework will ensure:

- A consistent approach to assurance, adaptable to change
- Compliance with national frameworks and legislative requirements
- An evidence-based approach
- Continuous improvement of outcomes and processes
- Minimising bias and ensuring appropriate checks and balances by ensuring independent reviews.

The framework will be supported by existing assurance tools, such as:

- Monthly reporting to the Groups' Governance on the progress of the Bay of Plenty CDEM Group Annual Plan and individual Council activities across all 4Rs of emergency management. These reports serve as the basis for the Groups' Annual Report, which evaluates the achievement of goals outlined in the Bay of Plenty CDEM Group Plan.
- A 'lessons learned' process incorporated into the Emergency Operation Centre audits, Group exercises, and Responses and Recoveries. Through this ongoing effort, the Group consistently improves its performance, mitigates risks, and seizes opportunities. It fosters a culture of education and adaptability, empowering staff to grow and succeed.
- The bi-annual community readiness survey helps us gauge the readiness of the community, guiding our approach to community engagement.

A subsequent assurance gap analysis will identify other current assurance activities and produce a list of additional activities to be developed. Once a national Assurance Framework is developed, the regional framework will be reviewed to ensure alignment.

The insight garnered from the assurance tools will empower the Group to engage in continuous improvement by result assessment, recognition of improvement prospects, and the application of effective solutions.

References

Documents incorporated via reference into the Bay of Plenty CDEM Group Plan (Section 51 of the CDEM Act 2002)

- The Bay of Plenty Civil Defence Emergency Management Partnership Agreement 2019

Documents referenced in the Bay of Plenty CDEM Group Plan

- Civil Defence Emergency Management Act 2002
- Civil Defence Emergency Management Plan Order 2015
- Guide to the National Civil Defence Emergency Management Plan 2015
- Coordinated Incident Management System 3rd edition
- National Disaster Resilience Strategy 2019
- Director's Guideline for Civil Defence Emergency Management Groups [DGL 23/22]
- National Adaptation Plan
- The Bay of Plenty CDEM Group Assurance Framework
- The Bay of Plenty CDEM Group Delegations Manual 2023-2028
- The Bay of Plenty CDEM Group Hazard Scape Report
- The Bay of Plenty CDEM Group Planning Framework
- The Bay of Plenty CDEM Group Recovery Plan
- The Bay of Plenty CDEM Group Response Coordination Plan
- The Bay of Plenty CDEM Group Risk Assessment



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