

Emergency Management Southland Group Plan 2026-2031

Foreword

Nāu te rourou, nāku te rourou, ka ora ai te iwi.

With your basket and my basket, the people will thrive.

Emergency management is, at its heart, a shared endeavour. No single agency, council, or community can manage risk alone. In Southland, resilience is built through cooperation – between councils, emergency services, iwi, lifeline utilities, voluntary organisations, businesses, and households. Each of us carries part of the responsibility. Together, we strengthen the whole.

Southland is a region of extraordinary beauty, strength and character. It is also a region shaped by powerful natural forces – weather systems, coastlines, rivers, seismic faults and the distance that both connects and isolates us. These realities remind us that emergency management is not an abstract function of government; it is about people, communities and the systems that sustain them.

In recent years we have experienced events that have tested our coordination, our infrastructure and our capacity. We have seen the interdependence of power, telecommunications, water, transport and welfare systems. We have also seen the strength of our partnerships, across councils, with emergency services, with iwi, with lifeline utilities, and within communities themselves. These experiences have reinforced a simple truth: resilience is built before an emergency, not during it.

This updated Group Plan sets out how we will work together over the next five years to strengthen that resilience across the 4Rs – Reduction, Readiness, Response and Recovery. It reflects new national direction, evolving community expectations, and the lessons learned from recent events. It places stronger emphasis on partnership with Ngāi Tahu ki Murihiku, on engaging with those communities who may be disproportionately affected by emergencies, and on strengthening the systems that support our lifeline infrastructure.

The plan also recognises that emergency management is a shared responsibility. Councils have statutory duties. Agencies have defined roles. But preparedness ultimately rests within communities, businesses and households. Our role is to provide clarity, coordination and leadership so that, when events occur, Southlanders are supported to respond confidently and recover well.

This is not a static document. It is a living framework. As hazards evolve (through climate change, technological dependence and demographic shifts) so too must our capability. We commit to exercising our systems, strengthening our governance arrangements, and continuing to learn.

Southlanders are known for being practical, resilient and community-minded. This plan builds on those qualities. It reflects our determination to be prepared, to work together, and to ensure that when challenges arise, we meet them with competence, compassion and collective resolve.



Phil Morrison, ONZM
Chair, Southland Civil Defence Emergency Management Group

Mihi

Mai kā mauka e tū kaha mai, kā awa e rere atu ki tai, kā moana e hora nei, tēnei te mihi manahou ki te hāpori o Murihiku ki te Toka.

From the many mountains great and small, the rivers that flow from them to the coast, and the seas that surround all the lands and islands that comprise Southland, comes this greeting.

We live in a landscape that has huge beauty but also the potential for great challenges both from the physical environment, natural events and those that humans create by their actions.

The need for Emergency Management response planning has been demonstrated locally several times over recent years. We have had fire, flood, erosion and, most recently, wind. Each event has called for response from trained experts in many fields co-ordinated by Emergency Management Southland. On each occasion I have been impressed by the dedication and expertise that our emergency management partners bring to the challenges posed and I am always grateful for the training and planning that underpins their responses.

I recommend this plan to our community while acknowledging that it is a living document that will need to be regularly checked for relevance and underpinned by more detailed operational decisions and training during its life.

I thank the many people who gave of their time and experience to bring this to fruition. This has indeed been a team effort.

Ehara taku toa i te toa takitahi, engari he toa takitini. (Here Huata 1921)

My strength is not that of a single warrior but of the many.



Rev. Evelyn Cook
Iwi representative

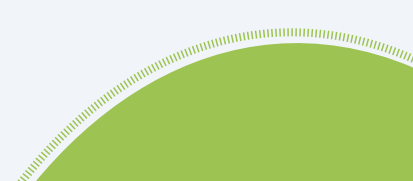


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Part 1: Introduction

Purpose of the plan

The purpose of the Southland CDEM Te Rākau Whakamarumaruru Murikhiku Group Plan 2026–2031 (hereafter referred to as ‘the Group Plan’) is to set the operational and strategic management of Civil Defence and Emergency Management (CDEM) in the Southland region over the next five years through the vision, strategic objectives, and high-level emergency management arrangements outlined in the sections that follow.

Audience

The Group Plan provides the public with an overview of how regional and local agencies are planning to manage hazards and risks in the region. It demonstrates how we will undertake civil defence emergency management within Southland and provides a guide to the activities we will take to support our communities as the main audience.

The Group Plan is a shared strategy developed by Emergency Management Southland (the Southland CDEM Group office), regional response agencies (e.g., emergency services, local government, non-government agencies), local agencies and Ngāi Tahu ki Murihiku, who are all involved in emergency management in the Southland region.

This plan should be referenced by all members of the Southland CDEM Group (see pg. 16) when developing emergency management plans and strategies and engaging with community to ensure alignment with objectives and goals across the 4Rs of reduction, readiness, response and recovery.

About the Group Plan

The Group Plan, operational for the next five years (2026-2031), outlines how the Group will meet the requirements of the Civil Defence and Emergency Management Act (2002) (hereafter referred to as 'the Act').

The Act requires local authorities to provide for CDEM within their districts and places a requirement on them and the agencies involved to support the coordinated effort of CDEM so as to be able to function to the fullest extent to respond to, and recover from, an emergency. The relationship between the Group Plan to other documents, plans, and legislation is shown in Figure 1 (pg. 14).

Part 1 of the Group Plan introduces the context of the plan development and the Southland CDEM Group.

Part 2 outlines our region's environments and our links to neighbouring regions.

Part 3 outlines the structure of the Southland CDEM Group, its functions and arrangements.

Part 4 outlines the hazards that can impact our region and how we are working to manage and reduce the impacts of these.

Part 5 describes our arrangements for response and recovery, and details how we will maintain and develop these over the life of the Group Plan.

Part 6 outlines how we work and support our communities and how we will work to increase resilience.

Our approach to ensuring capability within all 4Rs is outlined through our vision, and in Parts 4 to 6 through strategic objectives and activities. Although the vision and strategic objectives cover a five-year period, past, present, and future factors such as climate change and population change were considered during the Group Plan development (refer to part 2).

Within the document references are made to plans, guidelines, and procedures which support and inform the strategy – these plans and procedures are linked within the text or available upon request to Emergency Management Southland (EMS).

A full list of referenced documents is included in the 'References' (Appendix D) at the end of the Group Plan.

Plan development

This Group Plan has been developed using the guidance contained within the National Emergency Management Agency (NEMA) Director's Guideline (DGL) 23/22 Risk Assessment Guidance for CDEM Group Planning, NEMA DLG 09/18 CDEM Group Planning, and NEMA DLG 20/17 (Strategic Planning for Recovery) and DGL 24/20 (Recovery Preparedness and Management). It is directly informed by the requirements in **s49(2)** and **s53** of the Act, which include not being inconsistent with the [National Disaster Resilience Strategy 2019 \(NDRS\)](#).

The Group Plan's content has been informed by stakeholder surveys, Coordinating Executive Group (CEG) meetings, Southland CDEM Group Joint Committee (JC) meetings, internal workshops and discussions with strategic and operational response partners, including Ngāi Tahu ki Murihiku (NTKM), who have been involved and consulted in the development of the vision, objectives and activities contained within the Group Plan.

As part of the process of Group Plan development, the draft plan was consulted with our key stakeholders and groups through development workshops and with the wider community through the public submissions process. Submissions to the draft plan were considered by the Joint Committee and where appropriate changes included in the Group Plan.

The Group Plan is not a static document and will be updated throughout its life cycle to remain current to the operational and strategic arrangements of the Southland CDEM Group. Minor changes will be made as they arise by EMS staff and notified to the CEG and Joint Committee. Any changes impacting the strategy or arrangements of the Southland CDEM Group will be passed through the Joint Committee for approval, and through public consultation if deemed appropriate, before being included. Feedback is publicly available (Sections 56 and 57(2) of the Act).

Plan delivery

The strategic objectives and activities contained within the Group Plan are operationalised through the annual work programme of Emergency Management Southland (EMS), CDEM Group members (Southland District Council, Gore District Council and Invercargill City Council) and response partners.

The Southland CDEM CEG is responsible for overseeing the development, implementation, maintenance, monitoring, and evaluation of the Group Plan. The Joint Committee provides governance and strategic direction to the Group. For information, please refer to 'Our structure' section.

Linkages to regional plans and policies

Figure 1 below shows the links between the Southland CDEM Group Plan and local risk reduction plans and documents including council Long Term Plans (LTPs) and Annual Plans. These strategic documents work together across the 4Rs to enhance community resilience to disasters in the region.

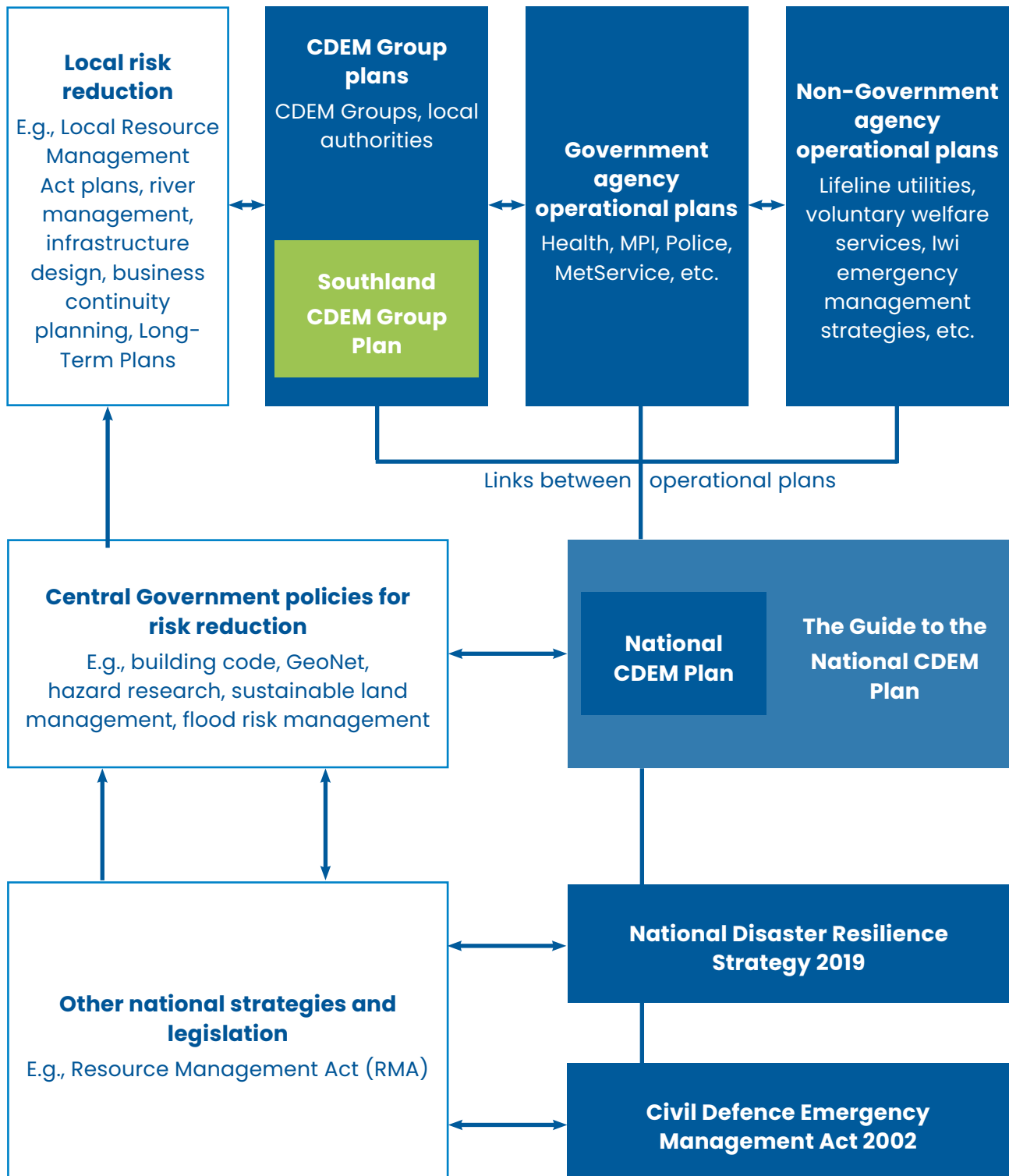


Figure 1: The relationship between the Group Plan and other documents, plans and legislation in Aotearoa New Zealand [Adapted from 'The guide to the National Civil Defence Emergency Management Plan 2015']

What we do

CDEM Groups are responsible for the efficient and effective implementation of CDEM in their region. There are 16 CDEM Groups throughout Aotearoa New Zealand, including the Southland CDEM Group. Before emergencies occur, CDEM Groups work to reduce the risk of hazards (natural, biological, and technological) to their communities and ensure response agencies and communities are ready to respond to emergencies where CDEM is the mandated lead agency¹. When responding as the lead agency, CDEM Groups coordinate response and recovery activities across a range of agencies (see section 'Who we are'). CDEM Groups may also respond to an emergency to support another lead agency (e.g., Fire and Emergency NZ).

The 4Rs

In Aotearoa New Zealand, the integrated approach to CDEM can be described by the four areas of activity, known as the '4Rs': reduction, readiness, response, and recovery. This approach has been used to structure Part 4 of the Group Plan, which outlines the Southland CDEM Group's objectives and activities for 2026–2031. Objectives in the Group Plan are based on the National Disaster Resilience Strategy (2019) vision and span across the 4Rs. Aotearoa New Zealand's National Disaster Resilience Strategy defines the 4Rs as follows:

Reduction

Preventing new, reducing existing disaster risk, and managing residual risk, all of which contribute to strengthening resilience.

Readiness

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 public.

Response

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

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 provides a structure that enables the Southland CDEM Group to achieve the following outcomes:

- ▶ Work together to reduce risk.
- ▶ Support individuals, families and whānau, animals and communities during emergencies.
- ▶ Prepare to respond to emergencies.
- ▶ Support communities to rebuild and enhance their disaster resilience.

¹ CDEM Groups are the lead agency for geological, meteorological, and infrastructure failure emergencies. More information about lead agencies can be found in the [Guide to the National CDEM Plan \(2015\)](#).

What is an emergency?

The following definition of an 'emergency' is from the Act.

Emergency means a situation that –

(a) is the result of any happening, whether natural or otherwise, including, without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act; and

(b) causes or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property in New Zealand or any part of New Zealand; and

(c) cannot be dealt with by emergency services, or otherwise requires a significant and coordinated response under this Act

Who we are

CDEM Group members

The Southland CDEM Group is formed under **s12(1)(a)** of the Act by local authorities who work together with other organisations to provide co-ordinated CDEM planning for reduction, readiness, response, and recovery (the 4Rs). Established by the four Councils (the Southland CDEM Group), EMS is responsible for the delivery of Civil Defence and Emergency Management responses throughout this region.

The multi-agency partnership described above is supported by a range of partners, defined in this Group Plan as agencies, groups or organisations that have a leading role in delivering CDEM in the Southland region. Key partners are members of the Coordinating Executive Group (CEG), which includes our local authorities, our treaty partners Ngāi Tahu ki Murihiku², Emergency Services, Health New Zealand / Te Whatu Ora Southern, and Ministry of Social Development.

The Southland CDEM Group maintains relationships with other organisations and groups outside the CEG, including lifeline utilities³, government agencies (through local and regional offices if in place), welfare and community services (including non-profit groups), volunteer groups, businesses, and community groups.

² Ngāi Tahu ki Murihiku papatipu rūnaka are Ōraka-Aparima Rūnaka, Te Rūnaka o Awarua, Hokonui Rūnanga and Waihōpai Rūnaka.

³ Lifeline utilities are entities that provide essential infrastructure services to the community such as water, wastewater, transport, energy, and telecommunications.

CDEM Group member responsibilities

The specific roles and responsibilities of CDEM Group members across the 4Rs are detailed in **Part 5** of the [National CDEM Plan Order \(2015\)](#). In addition to the specific roles and responsibilities of agencies in **Part 5** of the National CDEM Plan Order (2015), all agencies are to carry out activities across the 4Rs in accordance with **Parts 6, 7, 8, and 9** of the National CDEM Plan Order (2015). **Section 6.4** of [The Guide to the National CDEM Plan \(2015\)](#) outlines the role of CDEM Groups across the 4Rs. The functions of a CDEM Group, and of each member, are listed in **s17(1)** of the Act.

The National Emergency Management Agency (NEMA)

The National Emergency Management Agency (NEMA) is the Government lead for emergency management. Depending on the emergency, NEMA leads or supports the response and recovery. EMS works with NEMA at a National level to support the development of doctrine, guidance and regularly contributes to subject matter expert (SME) and special interest groups. The NEMA Partnership Charter is a key document which helps guide and inform national and regional CDEM activities in New Zealand.

Communities

We are all part of Civil Defence in Southland. This includes communities of place and communities of interest. This Group Plan adopts the following definition⁴ of community:

A community is a group of people who:

- ▶ Live in a particular area or place ('geographic' or 'place-based' community);
- ▶ Are similar in some way ('relational' or 'population-based' community); or
- ▶ Have friendships, or a sense of having something in common ('community of interest').

People can belong to more than one community, and communities can be any size. With increasing use of social media and digital technologies, communities can also be virtual. Some individuals in our region, such as our refugee community, international students and seasonal (RSE) workers, may not yet have connections to a community and be more vulnerable to the consequences of an emergency. EMS is cognisant of the diverse needs of communities and individuals across the region during an emergency, including those who are new to our region. Connections through local non-for-profit organisations and welfare agencies are utilised to reach these individuals before, during and after an emergency to ensure their needs are met. Our region also has a large transient population with people visiting from all over the world. When in our region they are treated as members of our community and provided the support required in an emergency until they can continue their journey.

⁴ Definition from the [National Disaster Resilience Strategy \(2019\)](#)

Tiaki Tangata – Upholding our Duty of Care

Māori have a special relationship with their ancestral lands, water, sites, wāhi tūpuna, wāhi tapu, and other taonga and take a holistic view of how all parts are connected. Ngāi Tahu, as mana whenua of Murihiku (Southland), uphold the tikanga of manaakitanga – the practice of caring for and supporting others – not only as a cultural value but as a fundamental obligation to all within our takiwā. This includes mātāwaka (Māori from other iwi), manuhiri (visitors and those who do not whakapapa to this place), and tāngata Tiriti (people who live here under the promise and responsibilities of Te Tiriti o Waitangi).

In times of crisis, our shared responsibility to ensure the safety and wellbeing of all people aligns strongly with the principles of Civil Defence Emergency Management. Mana whenua has a duty to uphold the wellbeing of everyone within our rohe – whether tangata whenua, mātāwaka, tāngata Tiriti, or manuhiri in the broadest sense.

The Southland CDEM Group is committed to working with Ngāi Tahu ki Murihiku, all Murihiku marae, and contributing entities, building on past successes and learnings to strengthen iwi/Māori participation in emergency management. This approach ensures that partnerships remain grounded in strong local relationships and shared benefit through continued kotahitanga.

Ngāi Tahu ki Murihiku, through its partnership with the Southland CDEM Group, is committed to ensuring that emergency management planning, response, and recovery reflect their values and responsibilities as kaitiaki and tangata whenua. This shared commitment strengthens the collective ability to care for communities, lands, and taonga now and into the future.

Meeting Te Tiriti o Waitangi responsibilities:

Te Tiriti o Waitangi article (summarised)	Meeting Te Tiriti responsibilities – Southland CDEM Group
<p>Te Tuatahi: Article one</p> <p>Kāwanatanga Governership</p> <p>Obligation to protect Māori interests</p> <ul style="list-style-type: none"> ▶ Representation & Kaitiakitanga ▶ Structural mechanisms ▶ Decision making involvement 	<ul style="list-style-type: none"> ▶ Maintaining a relationship and link with NEMA Tākaihere through local iwi liaison, or future liaison structures. ▶ Aligning Group Plan goals, objectives, and activities to the National Disaster Resilience Strategy (2019). ▶ Providing the opportunity for representation on governance, strategic and operational committees across the 4Rs. ▶ Maintaining relationships with Te Puni Kōkiri who oversee Māori interests nationally and are members of the Welfare Coordination Group (WCG) with mandated responsibilities. ▶ Applying a partnership approach to activities across the 4Rs.
<p>Te Tuarua: Article two</p> <p>Tino Rangatiratanga Self-determination</p> <p>Māori exercising authority over their affairs</p> <ul style="list-style-type: none"> ▶ Engaged, involved. ▶ Capacity & Capability building ▶ Design & Implementation 	<ul style="list-style-type: none"> ▶ Coordinating the work programmes of CDEM with our treaty partners, Ngāi Tahu ki Murihiku across the 4Rs, including identifying shared training opportunities to ensure CDEM response personnel are suitably trained and competent. ▶ Working collectively with Ngāi Tahu ki Murihiku to identify and implement ongoing improvements as lessons are identified.
<p>Te Tuatoru: Article three</p> <p>Ōritetanga Equity</p> <p>Protection and rights</p> <ul style="list-style-type: none"> ▶ Equitable outcomes ▶ Tikanga & Kawa ▶ Mana enhancement & due regard 	<ul style="list-style-type: none"> ▶ Continuing to embed the Iwi CIMS function representing iwi and whānau needs in an emergency (refer to Operational Arrangements section for more information). ▶ Incorporating training regarding the role and importance of the Tākaihere (Iwi CIMS) function for other CIMS functions to ensure staff are suitably trained and competent. ▶ Continuing to develop cultural competency as priority for group office staff. ▶ Understanding the importance of the wāhi tapu (sacred areas), the protection of ngā taonga tuku iho (treasures of the ancestors) and the kaitiakitanga (guardianship) of the environment, therefore ensuring appropriate action across the 4Rs.

Our vision

Southland is a disaster-resilient region that acts proactively to manage risks and build resilience in a way that contributes to the wellbeing and prosperity of all communities, whānau and individuals.

Strategic objectives

We will achieve this vision through the following strategic objectives:

Objective 1: Managing risks

Where we want to be: Southland is a risk-aware region that takes all practicable steps to identify, prioritise, and manage risks that impact the wellbeing and prosperity of all those who live, work, or visit Southland.

Objective 2: Effective response to and recovery from emergencies

Where we want to be: Southland has a seamless end-to-end emergency management system that supports effective response to, and recovery from, emergencies, reducing the impacts of adverse events, caring for affected individuals and families, whānau, hapū, communities and animals, and protecting the long-term wellbeing of those who live and work in, or visit Southland.

Objective 3: Enabling, empowering, and supporting community resilience

Where we want to be: Southland has a culture of resilience where individuals and families, whānau, hapū, businesses, organisations, and communities (including animal owners) are empowered to take action to reduce their risks, connect with others, and build resilience to shocks and stresses.

Our principles

This Group Plan adopts the principles of the National Disaster Resilience Strategy (2019):

Manaakitanga | We respect and care for others.

- ▶ Wellbeing, health, and safety
- ▶ Hospitality, kindness, goodwill

Whanaungatanga, Kotahitanga | We nurture positive relationships and partnerships.

- ▶ Engagement, communication, and shared experiences
- ▶ Acting inclusively, including to incorporate and recognise Treaty of Waitangi principles.
- ▶ Collaboration and collective action

Kaitiakitanga, tūrangawaewae | We guard and protect the places that are special to us.

- ▶ Protecting and enhancing our cultural, historic, and natural environment
Intergenerational equity
- ▶ Stewarding our place in the world
- ▶ Feeling enabled and connected
- ▶ Protect the vulnerable

Mātauranga | We value knowledge and understanding.

- ▶ Using scientific, historic, local, and traditional knowledge
- ▶ Striving for a common understanding

Tikanga | Our customs and cultural practices are central to who we are.

- ▶ Cultural identity and expression are respected
- ▶ Ethical and values-based
- ▶ Accountability and transparency

Rangatiratanga | We lead by example.

- ▶ Values-based leadership
- ▶ Self-determination, principle of subsidiarity

Monitoring and evaluation

Monitoring and evaluation throughout the lifecycle of the Group Plan ensures the Southland CDEM Group is on track to meet the strategic vision and objectives in Part 3 of this plan.

Monitoring involves tracking progress against the Group Plan or performance against standards, generally using qualitative data.

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

The main objectives of monitoring and evaluation are to:

- ▶ Enhance organisational oversight.
- ▶ Support substantive accountability.
- ▶ Ensure informed decision-making.
- ▶ Build capacity and capability.

Monitoring and evaluation of this Group Plan will take place through the following mechanisms.

Governance

- ▶ The annual EMS work programme, approved by CEG, will be aligned to this Group Plan.
- ▶ CEG meetings will be used to formally report on progress towards achieving the objectives and activities outlined in this plan. The Southland CDEM Group members assigned as drivers to deliver Group Plan objectives (listed in Part 3 of this plan) will be expected to report on progress towards achieving these at CEG meetings.

The Southland CDEM Group office

- ▶ EMS staff will conduct an annual check to ensure the Group Plan is still accurate and legislatively compliant. Legislative requirements of a CDEM Group regarding monitoring and evaluation are outlined in **s17(1)(h)** and **s37(1)** of the Act.
- ▶ There is not a current/up to date National Assurance Framework or Monitoring & Evaluation programme available from NEMA. When a National Assurance Framework or Monitoring Evaluation programme is developed, EMS will investigate how this can be applied at the regional level for monitoring and evaluation purposes.
- ▶ Following activation of the ECC for either response or exercise purposes, the performance of the CDEM system will be evaluated through debrief and/or review processes. Areas of improvement from this process will be prioritised and integrated into the annual work programme [internal document] as appropriate.
- ▶ A Corrective Action Plan is maintained; actions are regularly reviewed and prioritised, and progress on the achievement of actions monitored by the CEG.
- ▶ Community resilience surveys and annual residents' satisfaction surveys will be utilised to understand long term resilience trends and progress.
- ▶ EMS staff will evaluate the Group Plan/Work Plan to ensure these meet the members requirements regarding timing and delivery.

Mana whenua

- ▶ Ensuring iwi are woven through the full work programme across the 4Rs strengthens our commitment to Te Tiriti o Waitangi and gives practical effect to its principles. The way we demonstrate and track this sits within the annual action plans, which must clearly align with the objectives of this Group Plan.
- ▶ Our partnerships rely on regular kanohi ki te kanohi engagement, creating space at governance, leadership, and operational levels to uphold kotahitanga and work collectively toward the outcomes of the Group Plan.



Part 2: Our region

This Group Plan covers the area within the Southland District Council, Gore District Council and Invercargill City Council, which combined with the Regional Council (Environment Southland), form the Southland CDEM Group area.



The Southland region

The unique social, cultural, economic, built, rural and natural features of the region are considered when conducting activities across the 4Rs in the Southland region. For example, the region's national parks and natural environment attracts many tourists; our regional demographic has high numbers of older people; ethnic diversity is increasing; and many people live in areas exposed to natural hazards.

Invercargill, population 57,900, is the largest urban centre in the Southland region, followed by Gore with a population of 12,711 (Census 2023). The remainder of the population is spread between smaller settlements and rural areas. The population is spread over a large geographical area exposed to significant hazards such as the Alpine Fault, Puysegur Trench and flooding. This means numerous rural communities have the potential to become quickly isolated in an emergency because of their remoteness, access and geography.



Invercargill

Photo credit: Aurora Australis New Zealand Video on Pinterest

Key features of the Southland region

The key features of the Southland region are outlined below. For a comprehensive overview of the regional setting, please refer to the Long-Term Plans of the respective local authorities, Great South and Stats NZ.

Social

- ▶ As at the 2023 Census, Southland had a usually resident population of 100,143 – an increase of 2.7% since 2018.
- ▶ Most of the region's population is concentrated on the Southland Plains with Fiordland National Park almost completely devoid of permanent human settlement. There are two main centres in the region (Invercargill City and Gore) and five smaller centres (Mataura, Winton, Riverton, Bluff and Te Anau). Due to the dispersed nature of the population, many communities in Southland need to be self-reliant following emergency until support can reach them.
- ▶ Stewart Island is home to approximately 400 permanent residents but has around 40,000 visitors annually. This presents unique challenges in response due to its offshore location and access by boat or plane only. Impacts on the island often require a significant community-led approach, due to the difficulty of accessing and moving equipment and resources from the mainland.
- ▶ The Southland region has a slightly higher proportion of people aged over 65 (18.3%) compared to New Zealand (16.4%) in 2022 ([Great South](#)). Resilience, preparedness and communication strategies need to be targeted to ensure adequate reach to this demographic.
- ▶ Ngāi Tahu Whānui, including the iwi and hapū of Ngāi Tahu, Ngāti Māmoē and Waitaha are the mana whenua of Murihiku, with deep ancestral, cultural and contemporary connections. Their enduring presence have helped shape the region's identity, resilience and future. Murihiku is also home to mātāwaka who have settled in the region and continue to contribute to its cultural, social, and economic fabric.
- ▶ For communities (and their animals) located near our regional boundary, it may be easier [or preferred] to cross into the next region to access consumer goods and/or essential services such as healthcare. Disrupted access to essential services, especially healthcare, may result in negative response outcomes for vulnerable persons.

Cultural

- ▶ Ethnic diversity increased in the region between the 2018 and 2023 census, with significant increases seen in 'Māori', 'Pacific Peoples', 'Asian', 'Middle Eastern/Latin American/African' ethnic groups.
- ▶ 19.4% of our population has Māori descent (2023 census). Southland's smaller but increasing communities are Asian (7.1%), Pacific Peoples (3.3%) and MELAA (1.0%). Largely driven by agriculture jobs signals a diversifying cultural mix.
- ▶ 54.9% of residents in Southland have no religious beliefs, 33.1% Christianity, 8.3% object to answering, 0.8% Hinduism and 0.6% Buddhism.
- ▶ Ngāi Tahu ki Murihiku, have cared for Southland through the lens of ki uta ki tai (from the mountains to the sea) over generations, recognising that we are all connected to the world around us. Wāhi tapu, wāhi taonga and mahinga kai are an important part of Ngāi Tahu ki Murihiku identity.
- ▶ The Southern Institute of Technology (SIT) is a respected international student destination to study. These students bring together a diverse range of people and cultures from around the world to Invercargill.
- ▶ Southland has a strong Scottish heritage due to significant 19th-century immigration. Southland is famous for its unique "rolling 'r' accent", inherited from Scottish settlers. This strong Scottish influence is still evident today, with many Southlanders tracing their ancestry back to Scotland.
- ▶ Southland hosts many significant festivals that showcase its unique cultural heritage such as the Bluff Oyster Festival, Burt Munro Challenge, Hokonui Fashion Design Awards, Southland Multicultural Food Festival.



Bluff Oyster Festival



Southland Multicultural Food Festival



The Burt Munro challenge

(Copyright: Copyright Photo, Southland Times, Invercargill, New Zealand)

Economic

- ▶ The mean annual household income in Southland for 2025 was \$120,900, lower than the national average of \$141,700 ([MBIE](#)).
- ▶ The top industries in terms of GDP in Southland are 'agriculture', 'manufacturing' and 'forestry, fishing, mining, electricity, gas, water and waste services'. The agricultural share of GDP in Southland in 2023 was 14.9% ([MBIE](#)). The industry that employs the most people in Southland is 'agriculture, forestry and fishing' industry, accounting for 15.7% of the workforce. This represents approximately 7,700 employees ([Stats NZ](#) - 2023 census).
- ▶ Foveaux Strait is one of the oldest commercial fisheries in NZ and the Bluff oyster has been harvested for over 100 years. (Southland Regional Data - Great South).
- ▶ South Port (Bluff) is a significant exporter and importer supporting these industries. Emergencies impacting the Port and Kiwi Rail can impact economic activities in several other regions.
- ▶ The Tiwai Point aluminium smelter is a major part of the Southland economy, accounting for around 10% of regional GDP, and exports about 90% of its aluminium to international markets. Loss of this site would have significant economic impacts in the region.
- ▶ Tourism also plays a vital role in the region, with over a million people visiting Fiordland alone. This provides vital income to a number of our smaller towns including Te Anau and Stewart Island. Invercargill Airport is a large entry point for tourists entering the lower South Island. Impacts to the airport can affect the Southland and Otago economies. The Port of Bluff can receive up to 20 cruise ships a season, mostly in the summer months of December and January.



Stewart Island

Built

- ▶ The total number of dwellings in Southland increased by 4.6% since the 2018 census to 46,761 ([Stats NZ - 2023 Census](#)). There are 133 sites and buildings on the Heritage New Zealand Pouhere Taonga database. These are identified historic places, areas and tipuna in Southland that show a rich part of Southland's history.
- ▶ Transport networks provide critical strategic links to the region. SH94 to Milford Sound / Piopiotahi and SH6 to Otago represent important tourist links which are both susceptible to disruption due to snow/ice, seismic events and flooding. SH1, linking the region to Dunedin, is also a regionally important route and is susceptible to closure from flooding and seismic events. In addition to the roading networks, key transport links include Invercargill Airport, Te Anau airport, the Port of Bluff (managed by South Port), and the Invercargill to Dunedin section of the main trunk railway line.
- ▶ Southland relies on the Manapouri hydro-electric scheme, Flat Hill (Bluff) and White Hill (Mossburn) wind farms for its electricity as well as transmission from Roxburgh (Central Otago) and the Waitaki Valley (North Otago). Southland also has minor hydro-electric power stations at Monowai and Mataura. Stewart Island electricity is supplied by diesel generation. A new wind farm has also recently been constructed near Gore. Damage to the Manapouri Dam (840MW capacity) in the Southland Region could have security of supply impacts to the rest of New Zealand.
- ▶ Tiwai Point is home to New Zealand's only aluminium smelter, operated by New Zealand Aluminium Smelters (NZAS), which produces more than 335,000 tonnes of high purity aluminium each year using predominantly renewable hydroelectricity.
- ▶ South Port (Bluff) is a critical supply point for fuel for an emergency impacting road linkages with other CDEM Groups or other ports in the South Island. Fuel from South Port (Bluff) also supplies lower parts of the West Coast region which relies on trucked fuel. Te Anau is one of only three places in the South Island with a reticulated gas system, using piped LPG.
- ▶ Domestic and industrial water are obtained from a variety of sources across the region, including rivers, aquifer systems and roof collection. Many rural areas rely on electric powered water pumps and domestic wastewater systems. Schemes which rely on electricity can be vulnerable in an emergency, and alternate sources may need to be used until electricity is restored.
- ▶ Waste transfer sites operate across the region to collect domestic waste and recycling. Two class 1 disposal sites (Landfills) operate within the region. The region would be reliant on useable road connections to the Victoria Flats (Queenstown) or Green Island (Dunedin) landfills in the Otago region in any emergency resulting in a significant amount of disaster waste.

- ▶ Southlander’s access to landline and cellular phone services is consistent with the rest of New Zealand, although many parts of the region have poor or no access to cellular or internet coverage due to topography. The majority of radio stations that broadcast into Southland take network feeds or use automation systems. There is a potential for delay in getting information out when the programmes are not being generated locally or if the automation systems are running.



South Port (Bluff) – Photo from southport.co.nz

Natural

- ▶ The Southland Region is the second largest in New Zealand and covers an area of 34,000 square kilometres ([LAWA](#)). Western Southland (including Fiordland) is a unique and rugged remote region with fiords, forested wilderness and six of New Zealand's largest lakes. In contrast, most of the remainder of Southland is pastoral land of fertile alluvial plains, laced with rivers, sweeping coastlines and small towns.
- ▶ Southland is home to the largest national park (Fiordland) covering an area of 12,607 square kilometres. It is part of the Te Wāhipounamu – South West New Zealand World Heritage Area.
- ▶ A key geologic feature of the region, the Alpine Fault, extends 550km along the length of the Southern Alps, and tracks offshore at the seaward end of Milford Sound/Piopiota. The plate boundary continues offshore south-west of Fiordland and is known as the Puysegur Trench.
- ▶ Just over half (53%) of Southland is managed conservation estate, while farmland occupies 85% of the non-conservation land.
- ▶ The western ranges, with annual falls exceeding 8000mm in some parts, are among the rainiest places on earth. The drier eastern lowlands and hills form a complete contrast, with annual falls predominantly between 1200mm and 800mm.
- ▶ There are four major river catchments (the Waiau, Aparima, Oreti and Mataura) and almost 200 lakes in the Southland region ([LAWA](#)). A significant number of Southland's population live on flood plains and despite extensive flood mitigation work flooding remains a significant risk.
- ▶ Southland has the longest geographical coastline in New Zealand at 3400km. This includes the rugged Fiordland coast, the southern mainland coast, and the entire perimeter of Stewart Island/Rakiura – approximately one seventh of New Zealand's coastline. There are existing erosion and inundation hazards for some coastal areas. Ongoing sea level rise has the potential to increase these risks for coastal communities and landowners.



Fiordland

Rural

- ▶ 33% of the population lives rurally – more than double the national rate of 15%. (Southland Regional Data - Great South)
- ▶ 3,400 farms are located within the Southland Region. (Southland Regional Data - Great South)
- ▶ Dairy and sheep farming dominate, dairy surged post-1990s; sheep numbers decreased from ~9 million (1985) to ~3 million by 2024. Other common land use includes beef cattle, deer, and forestry (EBSCO). Livestock density is high: in 2022, Southland had about 395 stock animals per km² – among the highest in NZ – and the highest deer density (~16/km²). (Stats NZ)
- ▶ Southland farms rely on migrant workers to fill staffing gaps, particularly in the dairy sector. A large amount of these migrant workers is from the Philippines. (MBIE)
- ▶ The Southland dairy sector has 2,300 farming jobs and 770 processing jobs, accounting for nearly 20% of the jobs in Southland, the report states. In Southland, the more than \$230million of wages paid by the sector – \$123.4m in farming and \$111m in processing – accounted for 28% of the total wages paid in the district. Dairy represents 13.8% of regional GDP, contributing \$953m, making it the largest sector in Southland. (Solid foundations – Dairy's economic contribution to New Zealand)
- ▶ Rural communities in Southland, can be more isolated during emergencies due to factors like geographic remoteness, limited infrastructure, and reliance on a single provider for essential services. This isolation can hinder timely access to emergency services and support, making community resilience and preparedness crucial. (No source)
- ▶ Most rural communities in Southland have a local volunteer fire brigade. This is often the only Emergency service provider in the town. (No source)

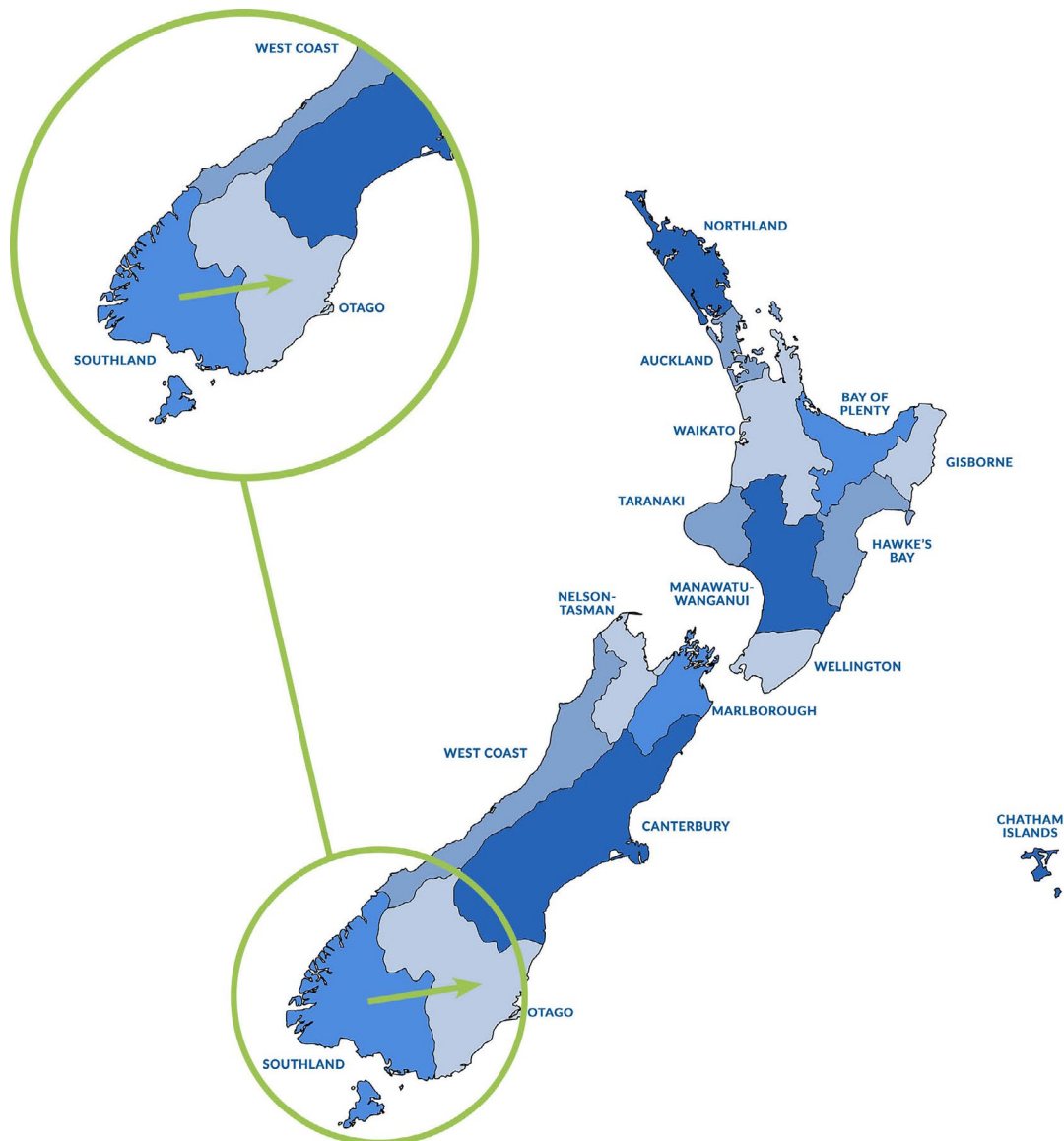


Cross-boundary links

The Southland region shares regional boundaries with the West Coast and Otago regions, although only Otago is linked to the region by roading infrastructure.

Cross boundary links between the Southland and Otago CDEM Groups are an important consideration when conducting activities across the 4Rs, especially in response and recovery phases. The nature of these links across people, economies, infrastructure and response partners is summarised below. EMS maintains strong relationships with these neighbouring CDEM Groups to ensure appropriate arrangements are in place for emergencies which cross regional boundaries.

When an emergency occurs affecting more than one CDEM Groups or disrupts access to the Southland region, resourcing liaison officers from organisations which service more than CDEM Group area may be challenging (e.g., Health New Zealand / Te Whatu Ora Southern which services Otago and Southland regions).



Challenges and opportunities to disaster resilience

Disaster resilience is defined by the National Disaster Resilience Strategy (NDRS) as

“The ability to anticipate and resist the effects of a disruptive event, minimise adverse impacts, respond effectively post-event, maintain or recover functionality, and adapt in a way that allows for learning and thriving.”

Further to this definition, the NDRS (2019) notes that resilience can be viewed across environments or capitals (social, cultural, economic, built, natural and rural) and at individual, community, and societal levels. Disaster resilience is affected by various external factors, including the following which were considered when developing the vision and objectives of this Group Plan.

Cost of living increases

Annual living costs are increasing within Aotearoa New Zealand. Many basic goods and services have seen cost increases over the past several years, particularly following supply issues experienced during the COVID-19 epidemic. These cost increases decrease the available surplus funds that individuals and households have to spend on preparing for emergencies.

Despite having a family member in full time employment, an increasing number of families within the region are utilising food banks. With wages not likely to increase at the same rate as the cost of living, there is a risk that many more living within the region will become reliant upon support to meet their everyday living costs. This is likely to result in lower food stocks and essentials in households, increasing the number and urgency of people requiring support with household goods and services during an emergency.

For those whose preparedness is affected by costs of living increases, you can talk to your friends, neighbours, family and whānau about how they may be able to support you and identify available resources in your community which could help you in an emergency (e.g., community food pantries / Pātaka kai).

Increasing technology reliance

Society is now hugely dependent upon technology to support our everyday lives. Smartphones have become critical to communication, particularly in younger demographics and traditional communication methods are now seen as obsolete. In addition, electric cars are increasing in numbers, and huge investment is being seen within this sector. Many of the tech innovations that are currently part of everyday life are hugely dependent upon critical infrastructure and could easily see failures during events. There are opportunities to leverage advancing technologies (e.g., low orbiting satellite to mobile technology) when building resilience as well as a need to remind users that power and internet may not be available during an emergency.

Increasing elderly population

Nationally the proportion of the population aged 65+ years is increasing – by the 2050s, this group could make up 25% of the population⁵.

There is a need to ensure readiness activities meet the needs of this increasing demographic, ensuring preparedness information is bespoke and accessible to their needs. This changing demographic means there is also likely to be an increasing reliance upon public services (including health services) for the everyday and response needs of this demographic. A larger elderly population may also contribute to a lack of workers to fill vacancies within the region, where labour shortages have already been observed within key industries. Labour shortages could in the long term affect the speed of recovery from emergencies affecting the region.

This population group does however bring strengths to the community response, through leveraging their existing networks, resources and life experience. Community response groups are encouraged to engage with this demographic to identify how they can mutually support one another through the next emergency.

⁵ [StatsNZ](#)

Climate change

Climate change is a long-term change in the average weather patterns that have come to define Earth's local, regional, and global climates. Climate change is referred to in this context as the rise in global temperatures from the mid-20th century, largely due to human activity like burning fossil fuels, natural gas, oil and coal.


The impacts of climate change are changing the frequency, severity, and range of hazards the Southland CDEM Group plans and responds to. A climate change lens is applied by the Southland CDEM Group to activities across the 4Rs.

Climate change is anticipated to have the following impacts in Southland⁶:

- ▶ Southland will generally become warmer (0.5 to 1°C by 2040 and 0.7 to 3°C by 2090).
- ▶ A general increase in annual number of hot days (greater than 25°C) and heatwave days.
- ▶ Southern areas are projected to experience increased average rainfall totals across all seasons, although this may be as the result of more intense rainfall, rather than more rainy days.
- ▶ The number of wet days is expected to decrease for some areas.
- ▶ Projected increases in probability of a potential evapotranspiration deficit (PED) of 200mm (very dry soil conditions).
- ▶ At least 0.3m sea-level rise (SLR) by 2040 up to 0.9m by 2090⁷.

⁶ [NIWA Southland climate change impact assessment](#)

⁷ <https://www.southlanddc.govt.nz/environment/climate-change/change-climate-in-southland/>



Part 3: Our CDEM Group

Our structure

Governance

The Southland CDEM Group Joint Committee (JC) and Coordinating Executive Group (CEG) govern and manage emergency management respectively in Southland.

Joint Committee

The Joint Committee (JC) is a committee of local authorities established under **s12(1)(a)** the Act. The committee provides governance and strategic direction to the Group, as detailed in **s17** of the Act. Members of the Southland CDEM Group JC (as per **s13** in the Act) include:

- ▶ Gore District Council [Mayor]
- ▶ Environment Southland [Chairperson]
- ▶ Invercargill City Council [Mayor]
- ▶ Ngāi Tahu ki Murihiku representative
- ▶ Southland District Council [Mayor]

Each JC member is authorised to speak and vote on behalf of their organisation. If unavailable, they must ensure a delegated alternate attends with full authority to participate and decide.

The local authorities share common boundaries and work in partnership with Ngāi Tahu ki Murihiku, emergency services and other organisations to ensure the effective delivery of emergency management in Southland. The powers and obligations of members of Civil Defence Emergency Management Groups are detailed in **s16** of the Act.

Coordinating Executive Group (CEG)

The CEG is responsible for overseeing the development, implementation, maintenance, monitoring, and evaluation of the Group Plan. In addition, they provide advice to the Joint Committee and implement their decisions. The functions of the CEG are detailed in **s20(2)** of the Act. The CEG does not hold an operational role. In addition to the prescribed functions in the Act, the CEG:

- ▶ Provides advice on strategic direction of emergency management in the area.
- ▶ Ensures emergency management functions, including the Group Plan, are continually reviewed and monitored.
- ▶ Recommends the draft work programme and annual budget to the CDEM Group for approval.
- ▶ Provides input into central government processes, either policy positions or amendments to the legislation.
- ▶ Liaises with other CEG, particularly those of adjoining CDEM Groups.
- ▶ Recommends to the JC the appointment of any CDEM personnel including the Group Controllers, Recovery Managers, and persons who may declare a state of local emergency and a local transition period for the Group area.
- ▶ Coordinates input into the annual planning process of local authorities with respect to their CDEM functions.
- ▶ Ensures the provision of professional development and training programmes across the CDEM sector in Southland.

Members of the Southland CDEM Group CEG, or their delegates, (with voting rights) include:

- ▲ Gore District Council [CEO]
- ▲ Invercargill City Council [CEO]
- ▲ Southland District Council [CEO]
- ▲ Environment Southland [CEO]
- ▲ Ngāi Tahu ki Murihiku representative
- ▲ A senior member of the NZ Police
- ▲ A senior member of the Fire and Emergency New Zealand
- ▲ Health New Zealand | Te Whatu Ora – Southern [CEO]
- ▲ The District Operations Manager (Southland Lakes) – Hato Hone St John

Plus, any other persons that may be co-opted.

CEG observers (speaking but no voting rights) include:

- ▲ Group Manager, EMS
- ▲ Group Welfare Manager, EMS
- ▲ Public Information Manager, EMS
- ▲ Lifeline Group Chair person
- ▲ Ministry of Social Development
- ▲ Department of Conservation
- ▲ NEMA Representative
- ▲ Controllers
- ▲ Recovery Manager

Individual CEG member responsibilities include:

- ▲ Ensuring effective liaison and communication on CDEM matters with their respective CDEM Group member organisation.
- ▲ Advocating and facilitating the implementation of the CDEM Group Plan within their respective organisations.

In addition to organisations statutorily required to participate in CEG, other organisations and persons can be members. Other members must be approved under **s20(1)(e)** of the Act. The CEG is chaired by the Chief Executive of the local authorities. They are selected and voted in by the members of the CEG.

CEG Representatives must have the appropriate delegations to make both strategic and financial decisions on behalf of their organisation. Where a delegated representative is unable to attend a meeting and an alternative representative is sent to attend the meeting, that person must have the delegated ability to make both strategic and financial decisions on behalf of their organisation to prevent potential delays in the decision making of the group.

CDEM subsidiary committees

The CEG can establish subsidiary committees to progress key areas of work, or as a liaison with strategic stakeholders and delegate specific or general decision-making powers as required. Committees report to CEG via the Chairperson of each committee; their administrative costs are met by Environment Southland. The cost of participation in subsidiary committees is met by each respective member organisation. Iwi where possible are members on all subsidiary committees.

The Southland CDEM Group committees are detailed below.

- ▶ The **Operations Sub-committee (OSC)** is a sub-committee for the purpose of ensuring the effective combination and implementation of the Southland Council's responsibilities for Civil Defence Emergency Management under the CDEM Act. OSC meetings are held as required up to six times annually and is made up of Operational Group Managers from each Council and the Group Manager EMS. For more information about the committee and its membership, please refer the Operations Sub-committee Terms of Reference [available on request].
- ▶ The **Readiness and Response Committee (RRC)** is made up of management personnel from key operational CDEM stakeholders. The aim of the RRC is to promote effective readiness response capability across the region by identifying and planning around roles, functions and responsibilities of key agencies. Integrated training and exercise opportunities foster effective response capabilities. More information about the committee including its membership can be found in its Terms of Reference [available on request].
- ▶ The **Emergency Service Coordination Committee (ESCC)** is made up of management personnel with operational responsibility from the Emergency Services and CDEM. There are two ESCC's in Southland; one meets in eastern Southland and the other meets in Invercargill. ESCC provides a mechanism for the building of relationships between emergency response agencies, debriefing incidents and emergency events, thereby identifying issues and contributing to the readiness and collaboration of these organisations.
- ▶ The **Welfare Coordination Group (WCG)** is mandated by **s65** of the [National CDEM Plan 2015](#) and is chaired by the Group Welfare Manager. The Group's role is to provide coordinated planning and delivery of welfare services for the Southland region consistent with the Group Plan and national guidance. Members of the WCG include social agencies, rural advisory networks and agencies involved in animal welfare including the Ministry for Primary Industries (MPI). More information about the committee including its membership can be found in the [Southland CDEM Group Welfare Plan](#) and Welfare Coordination Group Terms of Reference [available on request].
- ▶ The **Southland Lifelines Group** is a voluntary group of regional and national organisations that deliver 'lifeline' services (e.g., utilities). It is chaired by a nominated representative of the group and coordinated by the Lifelines Programme Manager. These organisations meet regularly to contribute towards CDEM planning in Southland. More information about the group including membership is available in the Group's Terms of Reference [available on request].

We also administer and facilitate other various working groups related to Risk Reduction within the Southland region as part of our on-going work. The Southland CDEM Group is also a partner in national committees and steering groups for major issues, including the AF8 (Alpine Fault) project.

Administering authority

Environment Southland (ES) is the administering authority for EMS (see below) under **s23** of the Act and provides:

- ▶ Premises and equipment for EMS.
- ▶ Secretariat for the Southland CDEM Group and CEG.
- ▶ The venue for Southland CDEM Group meetings.
- ▶ Accounting services for the Southland CDEM Group finances and budget.
- ▶ People and Capability, Health and Safety support and IT support.
- ▶ Publication of the CDEM Group work programme, budget, and performance in the council's Annual Plans.
- ▶ Entering into contracts with service providers on behalf of the Group.
- ▶ An intelligence function which supports activities across the NDRS.

The costs of undertaking these services are met collectively by members of the Southland CDEM Group as detailed in the Agreement on Joint Civil Defence Services [available on request]. Each council contributes a percentage to the overall budget, as outlined below:

- ▶ GDC: 9.42%
- ▶ ES: 34.05%
- ▶ ICC: 28.27%
- ▶ SDC: 28.27%

Further information about the administering authority arrangements is available on request.

Emergency Management Southland

Emergency Management Southland (EMS) is the Group Office for the Southland CDEM Group. The office is co-located with the Group Emergency Coordination Centre in Invercargill (corner of Price Street and North Road, Waikiwi).

Each Council has equal participation in and control of EMS as per the Agreement on Joint Civil Defence Services [available upon request]. EMS coordinates and facilitates day-to-day planning and project work on behalf of the Southland CDEM Group and CEG. It is responsible to CEG for its work programme.

The functions of EMS include:

- ▶ Advice and technical support to the CEG, JC, OSC, Stakeholders, Partner Agencies and Subsidiary Committees.
- ▶ Management of contracts entered into on behalf of the CDEM Group or CEG.
- ▶ Coordination and implementation of regional CDEM policy.

- ▶ Advocating for and contributing to the promotion of the Group's objectives across the 4Rs.
- ▶ Project coordination and management, including ongoing development, implementation, monitoring and review of the Group Plan.
- ▶ Coordination of monitoring, evaluation and assurance activities.
- ▶ Preparation, updates and reviews of the CDEM Group Plan and annual business plan.
- ▶ Preparation of the EMS work programme, and reporting, including budget for agreement by the CEG and Joint Committee.
- ▶ Preparation in consultation with CEG, the annual report of EMS's activities, budget and performance to the Joint Committee.
- ▶ Provision of regular financial reports to the CEG and OSC.
- ▶ Management and administration of CDEM personnel on behalf of the Southland CDEM Group.
- ▶ Maintaining a pool of suitably trained and competent CDEM and local authority staff to support the operation of the Group ECC.
- ▶ Providing ongoing training and exercising opportunities.
- ▶ Operational duties including maintenance of the Group ECC and other facilities; receipt and issuing of warnings, monitoring, initial response to emergency events, maintenance of communication systems, assistance to the Controller during the response phase, and assistance to the Recovery Manager during the recovery phase.
- ▶ Maintaining and enhancing relationships with our key stakeholders through various sub-committees managed by EMS (see section, 'Subsidiary Committees').
- ▶ External liaison, support, and assistance to and from other CDEM Groups, response agencies and partners.
- ▶ External liaison with the CDEM sector and NEMA including representing the CDEM Group on national bodies and projects.
- ▶ Supporting the development of interagency response plans to specific hazards and community response plans.
- ▶ Coordinating and delivering public education to businesses, communities and educational facilities.
- ▶ Community engagement to promote and support their ability to recognise and cope with hazards and risks affecting their community.
- ▶ Identification of hazards and risk mitigation.
- ▶ Development of plans and SOPs based on regional hazard and risks, regularly updated with new information and research about hazards and risks.

Key appointments

Statutory and non-statutory appointments associated with this plan to meet the requirements of the Act include:

- ▶ Persons authorised to declare a state of local emergency (**s25** of the Act) – please refer to the 'Declaration' section of this plan for more information.
- ▶ Persons authorised to give notice of a local transition period (**s25** of the Act) – please refer to the 'Recovery' section for more information.
- ▶ Group and Alternate Group Controllers (**s26** of the Act). – Controller's functions are listed in s28 of the Act.
- ▶ Group and Alternate Group Recovery Managers (**s29** of the Act).
- ▶ Group and Alternate Group Welfare Managers (Southland CDEM Group Appointment).
- ▶ Group and Alternate Group Public Information Managers (Southland CDEM Group Appointment).

Delegated roles

The Southland CDEM Group is able, pursuant to **s18(1)** of the Act to delegate any of its functions to members of the Group, the Group Controller, or other persons. These delegations are made by a resolution passed at a CDEM Group Joint Committee meeting.

Group Controller

The Group Controller must, during a state of emergency, direct and coordinate the use of personnel, materials, information, services, and other resources made available by departments, CDEM Groups, and other persons. The Group Controller also has a role to provide strategic advice and direction to ensure the Group priorities are met. In the event of a vacancy in the office, or an absence from duty of the Group Controller, one of the other appointed Alternate Group Controllers is authorised to act.

The Group Controller and alternates are delegated the authority to:

- ▶ Co-ordinate the activities (as are required to perform his/her duties) detailed in **s18(2)** of the Act, under the direction of the Coordinating Executive Group, and to respond to and manage the adverse effects of emergencies in the Southland area (**s17(1)(d)** of the Act).
- ▶ Require information to be provided under **s76** of the Act.
- ▶ Exercise all the emergency powers conferred on the Group by **s85** of the Act, provided that the Group Controller shall make reports on the actions undertaken at such intervals as directed by the chairperson of the Group.

Other delegated roles

- ▶ The **Group Recovery Manager** (or their Alternate) is responsible for coordinating the recovery and/or transition period activities for the Southland CDEM Group area. The Southland CDEM Group has a Group Recovery Manager and several alternates who are senior managers from each of the councils to fulfil this requirement.
The Southland CDEM Group delegates the powers contained in **s94H, 94I, 94K, 94L, 94M, and 94N** of The Act. These powers are available to the Recovery Manager while a transition period is in force. Recovery Managers must report on use of these powers to the Director of NEMA and the Southland CDEM Group under **s94P** of the Act. The Southland CDEM Group has overall responsibility for governance and oversight of the recovery. During a National Transition period the Group Recovery Manager must act in accordance with the direction of the National Recovery Manager.
- ▶ The **Group Welfare Manager** (or their Alternate) is responsible for the strategic coordination of welfare services (including Civil Defence Centres), supporting the local welfare response, and liaison with welfare service agencies to deliver their welfare services. The Welfare Coordination Group is chaired by the Group Welfare Manager.

Our arrangements

External support arrangements

When requested and where able, the Southland CDEM Group, will provide support and assistance to other CDEM Groups in New Zealand with respect to their CDEM functions. This may include:

- ▶ Assistance in the event of an emergency. It is expected that where possible, CDEM Groups will aid one another during an emergency if required. The AF8 SAFER Framework outlines possible support arrangements for large Alpine Fault earthquakes.
- ▶ Sharing relevant hazard information and planning mechanisms to help develop a common understanding and approach to CDEM, including the development and implementation of CDEM Group Plans.
- ▶ Seeking and promoting mutual operational arrangements such as training opportunities and standard operating procedures.

Assistance provided to other CDEM Groups will be subject to the operational needs of the Southland CDEM Group and the business continuity of the Group's members. The Act (**s113**) provides for the recovery of actual and reasonable costs associated with the provision of assistance to other CDEM Groups.

Training and capability development

EMS is responsible for ensuring the maintenance of regional capability through the training and development of response staff to support the operation of the Group ECC and other response facilities. This includes staff from across the region's councils, elected representatives and where appropriate staff from partner agencies and iwi.

Strategic objectives

By 2030, the Southland CDEM Group will:

1. **Achieve full operational coverage across all ECC functions** for Activation Levels 1–4, including rotational capacity and have a minimum four-shift enabled response.
2. **Develop role-ready staff** across councils, EMS, and partner agencies through structured learning pathways and regular exercising in line with NEMA's National Exercise Programme.
3. **Institutionalise training as a shared responsibility**, supported by all councils in both funding and staff time allocation.
4. **Professionalise emergency management roles** by embedding assurance, continuous learning, leadership development, and formal recognition.
5. **Innovate and adapt** by introducing blended learning methods and leveraging real-time response learning.

Each council has made a commitment to make staff available for response training and to support the operation of the Group ECC as per the joint agreement.

Financial arrangements

Day-to-day activities

The Southland CDEM Group Joint Committee and Coordinating Executive Group govern, manage, and set the direction for the EMS work programme and budget.

In terms of day-to-day activities, the Southland CDEM Group is responsible for funding:

- ▶ Administrative and related services under **s24** of the Act (initially funded by Environment Southland as the Administering Authority).
- ▶ NDRS objectives and activities performed by EMS to fulfil current agreed levels of service.
- ▶ Implementation of the EMS annual business plan, the Training & Capability Development Strategy and the Annual Training Plan based on the Southland CDEM Group Plan.
- ▶ Projects that are identified as priorities that are not based on the Southland CDEM Group Plan.

EMS will be responsible for preparing an annual budget and work programme in consultation with CEG. The CEG will provide approval, and this will be ratified by the Southland CDEM Group Joint Committee. Group costs will be apportioned as per the joint agreement between CDEM Group members.

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

- ▶ Funding any activities not included in the CDEM Group work programme that support delivery of the NDRS objectives in its district, e.g., risk reduction work.
- ▶ Meeting the costs of its representation on the Southland CDEM Group Joint Committee and CEG.

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

Expenditure in an emergency

Financial delegations

Environment Southland is responsible for ensuring that \$2,000,000 is available to enable EMS to meet the costs of start-up and responding to an emergency as well as maintaining a financial reserve of \$100,000 to cover unbudgeted expenditure when the ECC is activated.

The Manager of EMS has the authority to spend up to \$250,000 on the start-up and early-stage costs of responding to an emergency. The Controller in charge of the emergency has authority for expenditure beyond \$250,000.

During an emergency event

During an emergency event the following provisions apply to the event, whether a declaration has been made or not:

- ▶ In an emergency, CDEM agencies are to meet their own operational costs as outlined in the [Guide to the National CDEM Plan \(2015\)](#).
- ▶ The Councils are responsible for meeting (through avenues such as over-draft arrangements and insurance policies) their own routine emergency response business expenditure, e.g., infrastructure contractors, wages for staff working in the ECC.
- ▶ Environment Southland will meet the costs of approved response expenditure over and outside the Council's routine emergency response costs.
- ▶ Where a resource is deployed a clear record of who authorises any expenditure, its purpose etc. is required to be kept by all Councils and EMS (See 'Recovery costs' section below for more information).
- ▶ During Recovery - Upon termination of an emergency, whether declared or non-declared, the expenditure management regime established for the response phase will be transferred into the recovery phase and placed under the control of the Recovery Manager. The Recovery Manager must work within the Terms of Reference set out in the Recovery Plan.

Recovering costs

At the end of the response phase to an emergency the Group Controller will recommend which costs could reasonably be met by the Southland CDEM Group and which costs may be recovered from central government.

EMS will facilitate the coordination of cost recovery from NEMA working closely with both NEMA and the Council's financial managers as part of this process. EMS will coordinate and check the claims from the Councils, prepare a claim for agreed costs, and submit the reimbursement application to the government. Claims for government financial assistance are to be made by the organisation incurring the expenditure.

This procedure is outlined in the [National Civil Defence Emergency Management Plan \(2015\)](#). Clear and accurate records of expenditure are required to be kept by all Councils and EMS as per the [Logistics in CDEM Directors Guideline \[DGL 17/15\]](#) for the recovery of specified costs as noted in **s33** of the [Guide to the National CDEM Plan \(2015\)](#). Reimbursement of the Southland CDEM Group expenditure by central government will be distributed back to constituent councils in proportion to the amount of expenditure in each area.

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

The Southland CDEM Group aligns to Environment Southland policy in relation to meeting koha and reimbursement of costs to iwi which have been authorised by the Group Controller during an emergency.

Recovery

Upon termination of the response phase of an emergency event, the expenditure management regime established for the response phase must be closed off and recommenced for the recovery phase under the control of the Recovery Manager. Delegations of the Recovery Manager role are determined by the relevant authority.

A clear record of the authoriser of expenditure and its purpose will be kept to support claims for Government subsidies and repayments. The Recovery Manager will ensure all costs are properly accounted for.

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

Mayoral Disaster Relief Fund

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

To this end, a Trust Deed has been prepared by Southland CDEM Group that has the aim of collecting and distributing money donated to the Southland CDEM Group during an emergency.

Monetary donations to the fund, held and managed by Southland District Council, will generally be encouraged rather than the receipt of goods and services. EMS utilises partnerships with other agencies and the NEMA publication '[Donated Goods Management Planning: Best Practice Guide \[BPG 2/06\]](#)' to plan for and manage donated goods during and after an emergency.



Part 4: Managing our risks

Hazards in the Southland region

The Southland region is exposed to a variety of natural, biological, and technological hazards. Ahead of Group Plan development, a risk assessment was completed in 2022 to understand how these hazards could impact the region across the four main environments. Cultural and rural impacts were assessed within each of the four environments.

The four environments are the:

- ▲ Social environment
- ▲ Built environment
- ▲ Economic environment
- ▲ Natural environment

While the national risk assessment process considers the four main environments above, the Southland CDEM Group also considers the consequences to both cultural and rural environments to recognise the distinct values, assets, and consequences of our hazards that matter to iwi, rural communities, and the wider region.

The results of this risk assessment have directly informed this Group Plan and continue to be refined over the lifecycle of this and subsequent Group Plans as Southland's understanding of hazards and their impacts evolves. The process and results of the assessment are discussed in the sections which follow.

■ **Risk**, as defined in the Act, is the likelihood and consequence of a hazard.

The risk assessment process

The risk assessment process involved the development of maximum credible hazard scenarios⁸ by subject matter experts and scientists for a range of hazards. Primary hazards, like earthquakes and flooding, were used for the assessment with secondary hazards, such as liquefaction, accounted for in scenario descriptions.

It is important to note that maximum credible scenarios were only developed for risk assessment purposes. They are not a representation of what the next hazard event will look like, and their likelihood does not indicate when they will next occur.

The maximum credible event scenarios were used to assess the impact of each hazard across the four main environments. Within each environment a number of elements were assessed. When the impact, or consequence, of each hazard is combined with its likelihood of occurring, we gain an understanding of the hazards overall risk.

The risk assessment process followed guidance contained within the [NEMA Risk Assessment Directors Guideline \[23/22\]](#). This is an on-going process due to the number of hazards still requiring full assessment and will be completed during the life of this group plan. The full risk assessment results will be made available through our website once the process is complete.

⁸ A maximum credible scenario is defined as the hypothesised worst-case event for the geographical area being considered. The scenarios may have a very low likelihood and should align with the reasonable expectations for hazard planning.

Determining the likelihood of occurrence

Each hazard is first categorised by its likelihood of occurrence. Using maximum credible scenarios means the likelihood is often lower than smaller scenarios. The likelihood is determined by the potential for occurrence as per the table below:

Likelihood classification	Likelihood description
Rare	Almost certainly not to occur but cannot be ruled out
Unlikely	Considered not likely to occur
Possible	Could occur, but is not expected to
Likely	A good chance that it may occur
Almost certain	Expected to occur if all conditions met

These likelihood levels are set within the NEMA Risk Assessment Directors Guideline [22/23] and are informed by scientific research and the frequency/occurrence of past events at a similar scale to the maximum credible scenario.

Determining the consequences of our hazards

The potential consequences of a hazard scenario to the four environments are determined using a scale from insignificant (little to no consequence) to extreme (widespread, significant consequences). Each of the four environments is split into specific individual elements to enable a more detailed assessment of the potential consequence. A determination is made using descriptors to assist those making the assessment to identify the appropriate level of consequence.

★★★★ Catastrophic | ★★★ Major | ★★ Moderate | ★ Minor | Insignificant

Consequences have been assessed across priority hazards from the Southland CDEM Group Risk Assessment process (2022) to support the development of objectives and activities across the 4Rs in the Group Plan (refer to Figure 2), including prioritising specific planning in response and recovery for consequences that appear at high level across multiple hazards.

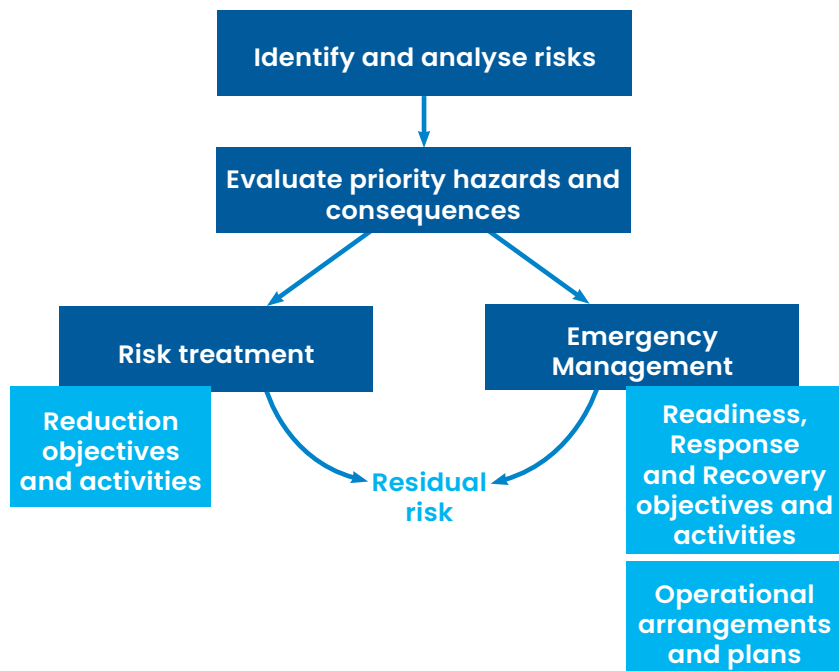


Figure 2: Risk-based approach to emergency management (Adapted from Figure 4 of NEMA CDEM Group Planning DGL [09/19])

Specific consequences assessed to pose the highest risk across all hazards from the Southland CDEM Group Risk Assessment process (2022) are summarised below.

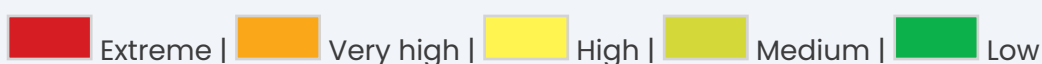
- ▶ **Social environment:** Psychological impacts; injuries and illness; impacts on social wellbeing and connectedness, welfare services, manaakitanga.
- ▶ **Built environment:** Impacts to residential/commercial/industrial buildings and sites, electricity, communication and 3Waters services, fuel and transportation networks, marae and land.
- ▶ **Economic environment:** Direct losses to businesses, commercial entities and industries, and iwi/ Māori-owned commercial assets; direct losses to local and central government; direct losses to individuals, and the ability of the rural sector to re-establish BAU practices.
- ▶ **Natural environment:** Impacts on soil quality and associated ecosystem services, freshwater quality; impacts to iconic flora and fauna, the marine environment and ecosystem services; impacts to wāhi tapu and Mahanga Kai.

Addressing our major hazards and their consequences through reduction objectives and activities, combined with the application of emergency management for residual risk (supported by individual agency plans), assists the Southland CDEM Group to prepare for the next emergency, no matter what hazard it may be, thereby reducing the impact on our communities.

Assessed risk levels

Upon the completion of the process a hazard can have a risk level assigned to it based on the likelihood of occurrence and the consequence to the district across the four environments.

The risk levels are shown below:



Limitations to the process:

The risk assessment process is conducted by representatives from all CDEM Group partners and supporting organisations. As such, the process is based on the knowledge of those representatives regarding the impacts a specific hazard may have. While this provides us with a degree of guidance in our district hazards, their potential impacts and the risks they present, this is not a definitive risk assessment and may change with the advent of new research, events occurring or emergence of new hazards.

Our high-risk regional hazards

During the process no hazards were assessed to present an 'critical' risk to the region. However, several hazards pose a high risk and may have significant implications for our communities, infrastructure, economy or natural environment. High risks can occur from less frequent hazards with severe consequences or from more frequent hazards with lesser consequences. The risk assessment process helps to understand which hazards pose the highest risks to these environments and informs the prioritisation of work across the Southland CDEM Group.

Our high-risk hazards include:

- ▶ Earthquakes, including the Alpine Fault earthquake (AF8)
- ▶ Tsunami
- ▶ Flooding
- ▶ Animal pest/disease
- ▶ Human pandemic

Earthquakes

Earthquakes are caused by ruptures along faults in the earth's surface, resulting in shaking and ground acceleration as energy is released. Earthquakes can lead to severe and diverse consequences across all environments including (but not limited to) injuries, fatalities, building damage, road damage, disrupted supply chains including food and fuel, and disruption to lifeline services such as power, water and telecommunications. In addition, earthquakes can also result in significant land deformation and liquefaction, along with other co-seismic events, such as landslides and tsunamis.

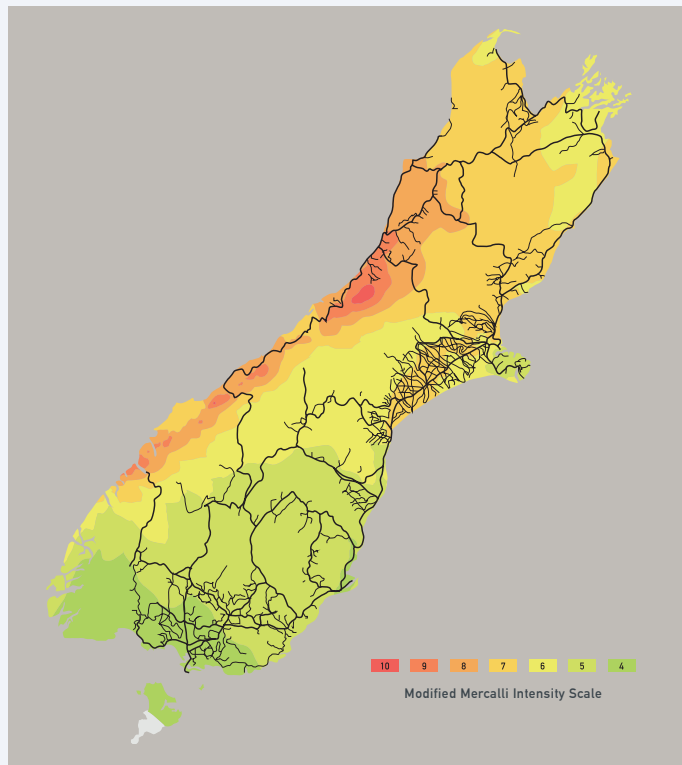
The Southland Region has numerous potential sources of earthquakes and has seen a number of quakes occur above magnitude 7.0 in the past 20 years however fortunately these earthquakes have occurred in the remote and unpopulated areas of Fiordland. Earthquakes have the potential to cause significant impacts across the social, built, economic and natural environments. For example, a rupture of the Alpine Fault has the potential to significantly impact areas within and outside of our region.

Regional/national source earthquake risk

The Alpine Fault (which forms part of the boundary between the Australian and Pacific tectonic plates) is the largest continuous fault in New Zealand. The fault runs the length of the South Island, extending from Fiordland into the south of our region before transitioning into the Marlborough Fault System further north at the top of the South Island.

The Alpine Fault has been the subject of both national and regional planning due to the potential for a significant rupture to occur. Scientists estimate there is a 75% chance of a major earthquake occurring on the fault in the next 50 years (80% chance of a magnitude 8+ event occurring) which would have significant impacts both regionally and nationally.

Many scenarios have been developed for an event on the Alpine Fault, and these can have varying degrees of impact to our region. The maximum credible planning scenario developed by scientists for the AF8 project would expose the Southland region to a range of shaking, from light shaking ([MMI 4](#)) near Invercargill to extreme shaking ([MMI 9](#)) near Milford Sound. As well as the initial earthquake shaking, an event of this magnitude is likely to result in a range of co-seismic hazards across the region including as landslides, rockfall, liquefaction (where shaking exceeds MMI 7) and lateral spreading. Significant aftershocks would follow the initial main shock event.



Isoseismic representation of Alpine Fault earthquake shaking intensity for the AF8 planning scenario (From the [AF8 SAFER Framework](#))

An event of this magnitude is likely to have significant impacts across the social environment in Southland. It is likely there would be some fatalities, and many injuries, extreme psychosocial impacts and impacts to the fabric of society that would take many years to recover. Our rural sector would be significantly impacted in this event, with impacts to farm infrastructure, animals and how we move goods and services around the region affected – those who rely on industry to generate income are likely to be significantly impacted by loss of income. The built environment is likely to experience significant damage to buildings and infrastructure (such as water, power and telecommunications) which would in the short term affect our way of life – particularly in towns close to the Alpine Fault, such as Te Anau. The regional economy would also be impacted, with significant job losses and business failures anticipated. The natural environment, and in particular landforms, are likely to be affected by the shaking and co-seismic hazards. In the worst affected areas, the recovery from a large Alpine Fault rupture across the four recovery environments (social, built, economic, natural) would take many years.

The assessed risk to our region from **a magnitude 8.2 earthquake on the Alpine Fault** is shown below:

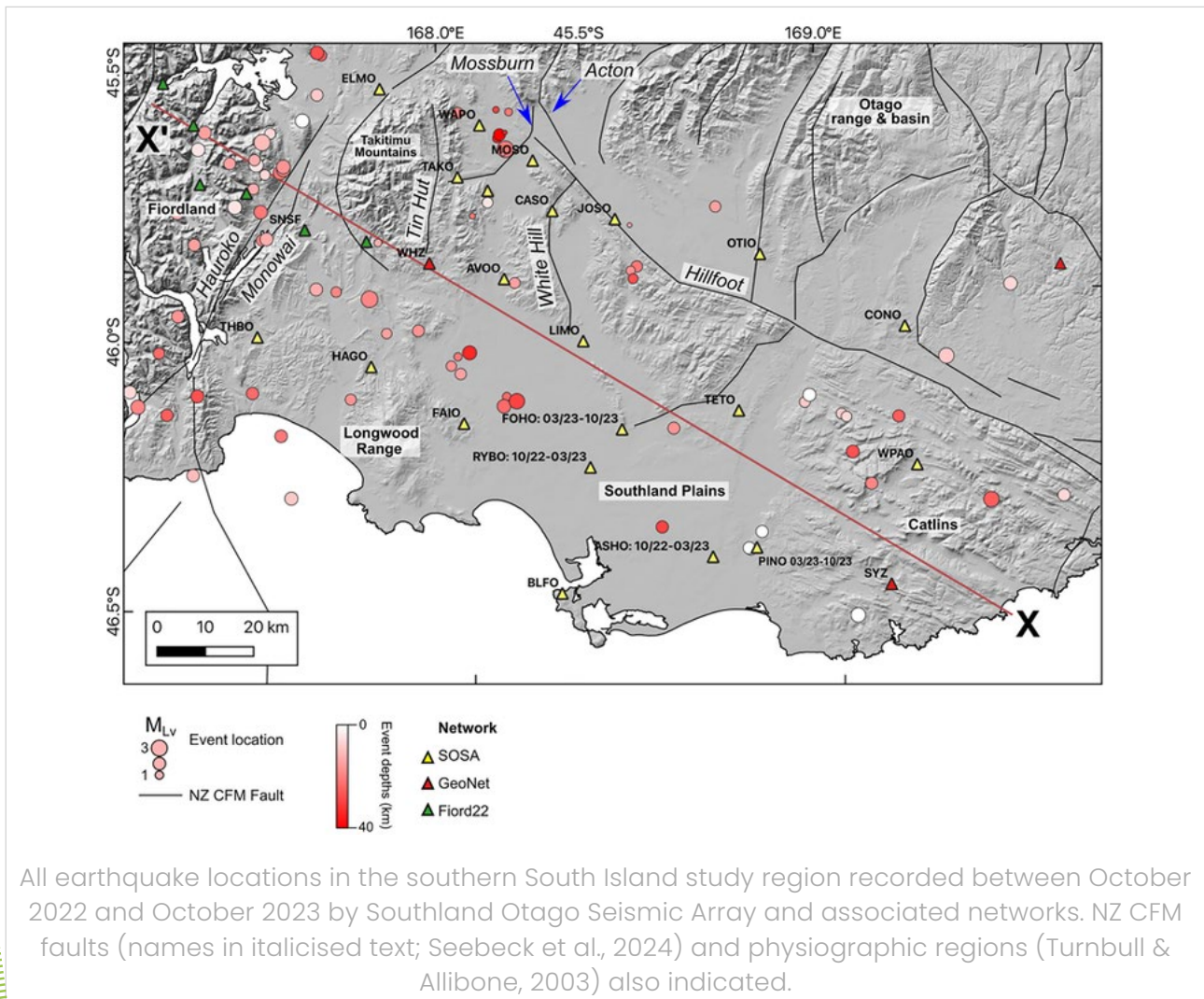
Likelihood	Consequence	Risk
Possible	★ ★ ★	Very high

Local earthquake risk

Our understanding of local earthquake risk is continually developing, as research progresses in this space. Local faults, where they produce shallow magnitude earthquakes, have the potential to cause significant impacts across all environments in Southland due to their proximity to centres of population. Local faults in the Southland region include the Hauroko Fault, Tin Hut Fault and the Nevis Fault – all of which have varying recurrence intervals and histories. To understand the consequences of a local fault rupture, a magnitude 7.6 earthquake on the Nevis Fault was workshopped with EMS partners as part of the EMS Risk Assessment in 2022. Across all environments, the consequences of this scenario are lesser than an Alpine Fault rupture, however it is still anticipated that a significant recovery would be required following an event of this magnitude. For more information about local faults in the Southland region, please refer to the [GNS New Zealand active fault dataset](#).

The assessed risk to our region from **a magnitude 7.6 earthquake on the Nevis Fault** is shown below:

Likelihood	Consequence	Risk
Rare	★ ★	Medium



All earthquake locations in the southern South Island study region recorded between October 2022 and October 2023 by Southland Otago Seismic Array and associated networks. NZ CFM faults (names in italicised text; Seebeck et al., 2024) and physiographic regions (Turnbull & Allibone, 2003) also indicated.

Tsunami

A tsunami is a series of ocean waves with very long wave wavelengths (typically hundreds of kilometres) caused by large-scale disturbances of the ocean. Most tsunami are generated by large magnitude, shallow earthquakes under the sea floor. Other sources of tsunami include onshore and offshore landslides. The Southland coast is subject to tsunami hazard from various local, regional and distant sources. To view tsunami evacuation zones in Southland, please visit the [Emergency Management Southland website](#).

The Puysegur Trench

The Puysegur Trench is the offshore undersea boundary (fault) between the Australian and Pacific tectonic plates and lies within proximity to the west coast of the lower South Island of New Zealand. The Puysegur Trench is capable of a megathrust earthquake and generating a tsunami.

A large tsunami from the Puysegur Trench would pose a hazard to the coasts of southern and western South Island (NZ), Tasmania and southeastern Australia. It is unlikely there would be sufficient time to utilise warning systems in the event of a large Puysegur Trench earthquake and so persons in coastal areas in Southland are encouraged to evacuate inland or to high ground if an earthquake is long or strong.

A large Puysegur Trench event is likely to have significant impacts across the social environment, with potentially large numbers of fatalities and injuries, extreme psychosocial impacts, and impacts to the fabric of society that would take many years to recover. The built environment in coastal areas including buildings, the Port and critical infrastructure vulnerable to inundation are likely to experience major damage from the earthquake shaking and tsunami. The event would be likely to have significant impacts to the region's economy including job losses and business failures. Flora, fauna and coastal ecosystems exposed to the tsunami are also likely to be significantly impacted by the event.

The assessed risk to our region from **a magnitude 8.7 Puysegur Trench earthquake and tsunami** is shown below:

Likelihood	Consequence	Risk
Unlikely	★ ★ ★	High

Flooding

Flooding occurs due to significant rainfall events within river catchments which exceed the capacity of the system. This results in excess water breaking out of river channels and flowing over adjacent land until the amount of water in the system no longer exceeds capacity of the channel. Any severe flood event may cause injury, loss of life and significantly impact the economic and built environments. The rural sector can be particularly affected by flood events through impacts to soil quality, damaged farm infrastructure, reduced access to markets due to disrupted transport networks, and loss of livestock.

The Southland region has four major river catchments (Waiau, Aparima, Oreti and Mataura) and several smaller coastal catchments. These rivers have varying degrees of management along their lengths and in some cases have the potential to impact large urban areas. Southland's numerous water catchments, its relatively low-lying topography, and its plentiful rainfall means the region is vulnerable to flooding. The region's main exposure to flooding is on the low-lying plains east of Fiordland however flooding and rainfall-induced landslides can impact small settlements and access to parts of Fiordland and Milford Sound. There are over 450km of stop banks across the region and other flood protection infrastructure such as detention dams and large culverts reducing the exposure of people, property, and livelihoods from flooding. Environment Southland provides an [automated telephone message service](#) with up-to-date information on river levels, rainfall, and water quality at several sites across Southland.

Severe flooding events have occurred in the region before (with declarations of a state of local emergency for flooding most recently in 2023 and 2020) with widespread consequences and will occur again due to our climate and topography. Large flood events have significant and widespread impacts across the social environment and can have major impacts to housing creating a need for emergency accommodation and welfare support. In previous large flood events, the built environment has experienced damage or loss of access to residential and commercial buildings and critical infrastructure such as three waters networks. Often, floodwaters damage regional flood schemes. Large flood events can also have long term effects on our regional economy, affecting the rural sector in particular. Floodwaters damage crops, land and impact agricultural support services. Loss of or damage to transport connections impact the ability of our region to import and export goods and services, in turn affecting our economy. In the natural environment, floodwaters can impact freshwater ecosystems and soil quality due to silt deposition. Long term recoveries are often required following large flood events in Southland due to their severity and the widespread nature of impacts.

The assessed risk to our region from **a large flood event** is shown below:

Likelihood	Consequence	Risk
Possible	★ ★	High

Animal pest/disease

An animal pest or disease outbreak is when a virus or pest spreads throughout an animal population across a large region. The Southland region has a very large agricultural and aquaculture production sector, which are two of the main regional economic drivers.

Many major animal diseases are not present in New Zealand due to its strict biosecurity. However, in recent times the dairy industry has dealt with M-Bovis outbreaks in cattle and there have been several other minor outbreaks since 2000, including Parrot Pox (birds), Avian Influenza (H7N6) (birds), Brucella suis (pigs) and Postweaning Multisystemic Wasting Syndrome (pigs). Our aquaculture industry has also suffered from the Oyster Bonemia disease in 2021 around Big Glory Bay on Stewart Island and significant measures have been put in place to protect the disease from spreading further.

An animal disease outbreak impacting cattle, such as Foot and Mouth, would have widespread and severe impacts. It is likely there would be significant numbers of livestock lost to the disease, and psychological impacts to those affected by the outbreak. The agricultural sector would face major impacts in terms of direct losses to business, commercial entities and industry. It is likely employment in the industry would be affected. Parks, forests and bush reserves may also be impacted where movement control required to control the spread of the disease impacts pest management. The event would require specialist waste management of animal carcasses. It is unlikely that an animal disease or pest event would have significant impacts to the natural or built environments.

The assessed risk to our region from **an animal pest/disease outbreak** is shown below:

Likelihood	Consequence	Risk
Possible	★ ★ ★	Very high

Human pandemic

In the past 100 years there have been several significant pandemics that have affected New Zealand, with the most notable being Spanish Flu in 1918-19 and the recent COVID-19 pandemic. Both these events demonstrated the impact a major communicable disease can have upon our region, and many unforeseen impacts were experienced during the COVID-19 pandemic. As a result, the risk assessment considered the impact of another human pandemic occurring in the region to a similar scale and its impacts to our population.

The assessed risk to our district from **a human pandemic** is shown below:

Likelihood	Consequence	Risk
Possible	★ ★	High

Other hazards in our region

While we have several hazards which present a high risk to our region, there are also other hazards which can impact our communities, economy, critical infrastructure, and natural environment. These include:

- Water supply contamination / failure
- Drought
- Land instability
- Severe weather events – high wind, thunderstorm/ flash flooding
- Wildfire and urban fire
- Coastal flooding – storm surge/ erosion
- Snowfall
- Human pandemic
- Plant pest/ disease
- Aquaculture pest/ disease
- Fuel supply failure
- Dam failure/ break
- Mass fatality transport accident
- Major maritime pollution incident
- Hazardous substance event
- Civil unrest
- Terrorism
- Cyber attack
- Space weather / solar storms

The consequence of critical infrastructure failure (e.g., loss of power, water and telecommunications) has been considered across all hazards in the risk assessment process. Please refer to 'The risk assessment process' section for more information.

Risk assessment is an ongoing process.

The assessment of risk from our regional hazards is a continuous process. While we have assessed the risk across the four environments for a number of our hazards, some have only been partially assessed and will undergo further assessment through the life of this Group Plan.

Our isolated communities

Isolated areas of Southland, particularly Fiordland and Stewart Island/Rakiura, face heightened consequences during emergencies due to their remoteness, limited access routes, and exposure to multiple natural hazards. Both areas are vulnerable to Alpine Fault earthquakes, tsunami, and severe weather, with steep terrain and fragile lifelines increasing the likelihood of prolonged isolation. Fiordland receives over one million visitors each year, including around 4,000 people in Milford Sound/Piopiotahi on a typical day, while Stewart Island hosts around 40,000 visitors annually, meaning large numbers of people may be present when an event occurs.

Access to these locations can be disrupted for extended periods through damaged roads, closed airstrips, or unsafe sea conditions, leaving residents and visitors reliant on the limited resources available locally. Communications are also constrained, with satellite systems often the only reliable option once terrestrial networks fail. These factors make Southland's isolated areas uniquely challenging to support during a major event and reinforce the importance of strong local readiness and clear, simple arrangements for maintaining situational awareness and supporting isolated communities.

Learning from past events

At the national level, learnings from major disasters have influenced recent moves to introduce a new Emergency Management Bill, alongside considering system improvements using existing mechanisms in the Civil Defence Emergency Management Act 2002 and non-legislative levers. Consultation and engagement activities associated with this change process draw heavily on the resources of CDEM Groups across New Zealand.

Regionally, learnings from disasters that occur across Aotearoa New Zealand and in the Southland region inform the work we do. Included in this plan is a specific objective to ensure that as a CDEM Group, we analyse and apply learnings (as appropriate) from emergencies in Southland (and the rest of New Zealand) to inform future CDEM Group activities across the 4Rs.

Reducing the impact from our regional risks – Our strategy

Disaster risk reduction aims to reduce existing disaster risk, prevent new risk, and manage residual risk; all of which contribute to strengthening resilience ([National Disaster Resilience Strategy \(2019\)](#)). Reducing the risk regional and local hazards pose to our communities (either the likelihood or severity of consequences), means that the impacts of emergencies are less severe, and therefore more easily managed by agencies and affected communities.

Reduction-related activities of Southland CDEM Group's local authority members and partners are given effect through other legislative requirements (e.g., the Resource Management Act 1991, the Building Act 2004, etc.) and included in their respective relevant Long-Term Plans. These activities are usually undertaken as part of member council's and partner agencies 'business as usual' functions and practises. They can offer the best means for enabling communities to manage risks to acceptable levels.

External factors and trends that can influence disaster resilience have been considered in the development of strategic reduction objectives. Examples of these factors include the increasing 'cost of living', an increasing elderly population, and an increasing reliance on and capability of technology. Factors that may exacerbate hazard consequences such as housing intensification, development in hazardous areas, and climate change are also considered.

Our reduction goal: New risk is prevented, existing disaster reduced, and residual risk managed through our reduction objectives and activities, strengthening the resilience of communities in Southland.

Strategic objectives to manage risk

The Southland CDEM Group has identified the following objectives and actions to support managing our risks within the region.

Objective 1: Identify and understand risk scenarios (including the components of hazard, exposure, vulnerability, and capacity) and use this knowledge to inform decision-making.

To enhance disaster preparedness and resilience, a structured approach to risk management is being implemented through regular assessments and integration into planning. We will undertake risk assessments focusing on key hazards such as flooding, earthquakes, tsunamis, and severe weather to maintain our knowledge and understanding of their consequences to better inform our arrangements. Community risk perception will be monitored through surveys, with comparative analysis to track evolving concerns. Risk data will be systematically incorporated into standard operating procedures, policies, and response frameworks. To ensure practical application, multi-agency scenario exercises will be conducted, testing how risk knowledge informs decision-making, with an After-Action Review completed to identify lessons and improvements in our systems and processes.

Objective 2: Put in place organisational structures and identify necessary processes – including being informed by community perspectives – to understand and act on reducing risks.

Risk reduction will be informed by local perspectives through community engagement sessions, with inclusive representation from iwi, rural populations, and vulnerable groups. As part of this engagement, communities in the areas most exposed to high-risk hazards, including flooding, earthquakes, and tsunami, will work with the Southland CDEM Group to plan for the likely consequences of these events. This will include developing or updating Community Response Plans that reflect local risks, priorities, and capabilities, and making these plans publicly accessible.

Objective 3: Build risk awareness, risk literacy, and risk management capability, including the ability to assess risk.

To build a more risk-aware and resilient region, the Southland CDEM Group is prioritising public education and stakeholder capability. Targeted public campaigns will be delivered, addressing our identified high-risk hazards and their consequences in specific communities to improve community understanding and preparedness. Complementing these efforts, new risk education resources will be developed and distributed, using accessible formats like fact sheets, videos, or interactive tools. To ensure informed decision-making, formal risk assessments will be integrated into standard operating procedures and policy updates, enhancing risk literacy and operational readiness among emergency personnel and key stakeholders.

Objective 4: Address gaps in risk reduction policy (particularly in the light of climate change adaptation).

The Southland CDEM Group is advancing sustainable risk reduction by actively engaging in discussions that influence the built and natural environments. Participation in council-led risk reduction meetings ensures that emergency management perspectives are considered in planning and development activities for our high-risk hazards to support future resilience. This collaborative approach supports the integration of resilience principles into infrastructure, land use, and environmental management, helping to mitigate future risks and promote safer, more sustainable communities.

Objective 5: Ensure development and investment practices, particularly in the built and natural environments, are risk-aware, taking care not to create any unnecessary or unacceptable new risk.

The Southland CDEM Group is advancing sustainable risk reduction by actively engaging in discussions that influence the built and natural environments. Participation in council-led risk reduction meetings ensures that emergency management perspectives are considered in planning and development activities. This collaborative approach supports the integration of resilience principles into infrastructure, land use, and environmental management, helping to mitigate future risks and promote safer, more sustainable communities.

Objective 6: Understand the economic impact of disaster and disruption, and the need for investment in resilience; identify and develop financial mechanisms that support resilience activities.

To ensure the sustainability of resilience initiatives, the Southland CDEM Group is focused on securing and effectively managing financial resources that support disaster risk reduction. This includes submitting new applications to the Resilience Fund each year to enable targeted projects and programs across the region. Additionally, the optimal use of the TEC Fund is prioritised to strengthen response capabilities and enhance community resilience through well-supported activities and initiatives.

Reducing risk in our communities

Our region can be affected by a range of hazards, and in some cases, there can be big consequences. It's not all bad news though - we can reduce how much these events affect us by taking a few simple steps to prepare and practising how we respond.

Step 1: Know your risk

Know what you need to plan and prepare for. Information about the hazards impacting your area can be found by following the links below.

▶ Earthquake

[NZ Natural Hazards Portal](#)

[AF8 SAFER Framework](#)

▶ Tsunami

[Southland Tsunami Evacuation Zones](#)

▶ Flooding

[NIWA Coastal Flooding map \(Sea level rise\)](#)

[Environment Southland hazard portal](#)

▶ Other

Southland CDEM Group hazard summaries

Visit the 'Our Hazards' section of this plan.

Step 2: Plan

Visit getready.govt.nz to make a plan:

▶ [Household](#)

▶ [Work](#)

▶ [School](#)

▶ [Marae](#)

▶ [Advice for disabled people](#)

▶ [Lifestyle Block Emergency Preparedness Handbook Murihiku Southland](#)

▶ [An Older person's guide to preparing for disasters in Murihiku Southland](#)

Step : Practice

Practice your plan.

Take part in the annual [New Zealand ShakeOut](#) and [Tsunami Hikoi](#) to learn your route to safety.

Step 4: Link in

Link in with your neighbours, community and Civil Defence to respond and get through together.

▶ Neighbours

[Become a Supporter | Neighbourhood Support New Zealand](#)

▶ Community

Community Facebook pages

▶ Community events

[The Southland Community Emergency Hub Guide](#)

▶ Civil Defence

[Emergency Management Southland Facebook page](#)
[Emergency Management Southland website](#)

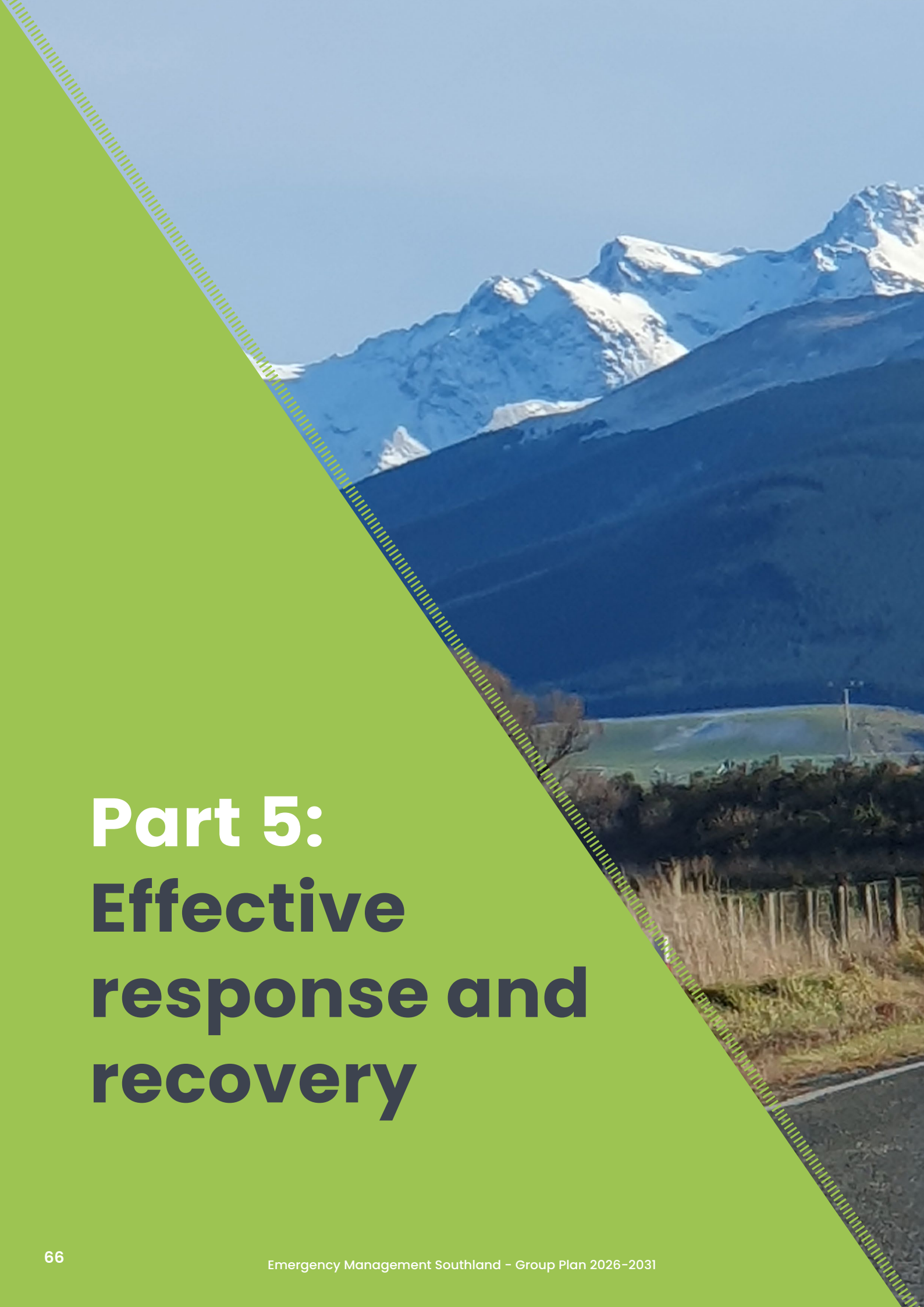
How you can get involved

We are all part of Civil Defence in the Southland region. Individuals and communities play a key role in reducing the risk of hazards in our region. To reduce risk, you can:

- ▶ Learn about local hazards which could affect you, your whanāu, and your business. Read the 'Hazards in the Southland region' section of this plan to learn about our hazards and discover interactive maps. Follow the [AF8 project on Facebook](#) to see when public science talks relating to the Alpine Fault are taking place.
- ▶ Take practical measures to reduce how much an emergency will affect your property or business. The [Emergency Management Southland Facebook page](#) is a useful resource for tips and tricks along with our partners, the Natural Hazards Commission (formerly EQC). Visit this link to [learn how to quake safe your home](#).
- ▶ Submit on local authority risk reduction plans and policies to champion building disaster resilience in your neighbourhood. Learn more in the 'Linkages to regional plans and policies' section of this plan.



Riverton ShakeOut hall drill



Part 5: Effective response and recovery

Readiness to respond

To enable effective response and recovery to occur, the Southland CDEM Group invests a large amount of time in ensuring the readiness of responding organisations, personnel, facilities, plans and procedures.

Additionally for responding agencies, readiness includes the requirement to function to the fullest possible extent following an emergency, including the maintenance of necessary equipment and operational systems, and general business continuity for critical services.

Our readiness goal: Operational systems and capabilities, arrangements with our response partners, and self-help and response arrangements for our communities are developed before an emergency happens.

Responding to events

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 (National Disaster Resilience Strategy). It is important to note that recovery starts in response and is integrally linked to the actions undertaken during response.

Our response goal: We are effective in taking actions before, during and after an emergency to save human and animal lives, property, and to support recovery in our communities.

Recovering from events

Recovery is the coordinated efforts and processes to bring about the immediate, medium- and long-term holistic regeneration and enhancement of a community following an emergency. The role of the Southland CDEM Group is to plan for and carry out recovery activities, including the coordination of, and collaboration with, partners for effectiveness.

Our recovery goal: Our communities are enhanced by the coordinated efforts and processes used to bring about immediate, medium-term, and long-term holistic regeneration and enhancement following emergencies.

Our readiness and response arrangements

Operational arrangements enable the effective delivery of CDEM in the Southland region. Flexible systems, plans, processes, and platforms are used to ensure the Group can respond to the wide range of hazards the region is exposed to. The [Coordinated Incident Management System \(CIMS\) 3rd edition](#) is Aotearoa New Zealand's official framework to achieve effective coordinated incident management across responding agencies. CIMS is used by all CDEM Groups in Aotearoa New Zealand including the Southland CDEM Group.

Response structure

Facilities at the incident, local, regional and/or national levels provide for either the co-ordination, management, support, or delivery of response activities in the region. Generally, only large-scale incidents require all levels of response to be activated.

Figure 3 (pg. 69) shows the different levels and names of facilities relevant to the Southland CDEM Group. During any response the ECC can also have different activation modes ranging from monitoring through partial activation to full command and control. The Group Controller will determine the degree of activation required for each emergency response. The response arrangement matrix (Appendix C) provides a high-level overview of how we respond to incidents and emergencies at different scales. Important features of this table are:

- ▶ The relationships of the emergency services and local authority IMTs (as Incident Controllers) interfacing with Group and National Controllers.
- ▶ The levels of activity within Local IMTs and the Group ECC for the different levels of incident and emergency.
- ▶ An overview of how an escalating incident would be handled, and the various steps and considerations involved in leading to EMS assuming the role as lead agency and a possible state of local emergency.

More information on response levels and key CIMS functions within the Group EOC can be found within [CIMS 3rd Edition](#).

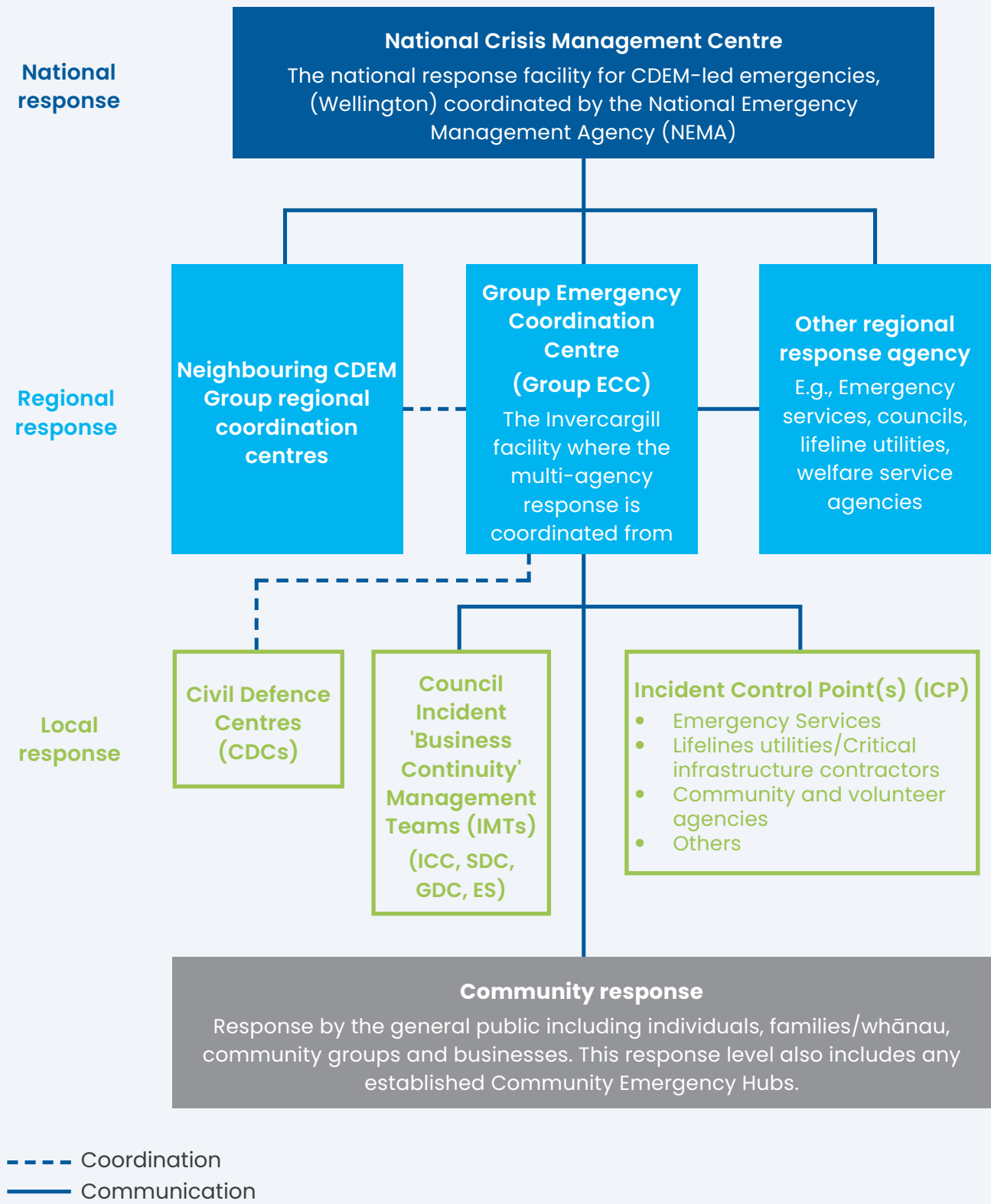
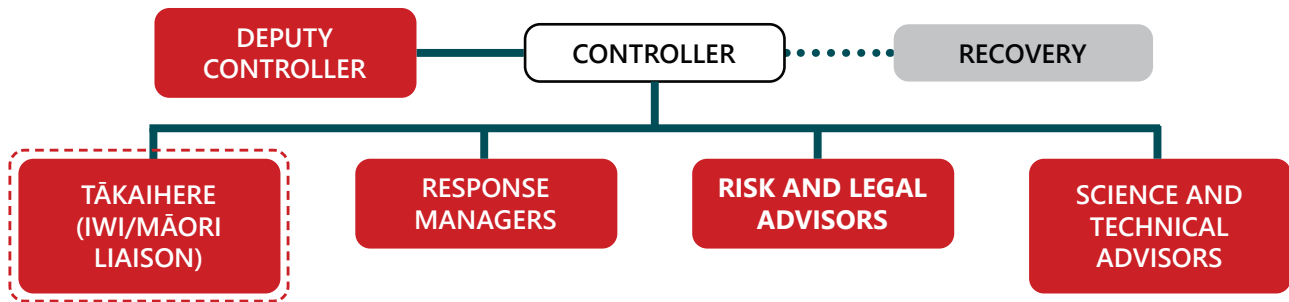


Figure 3: The structure of the Southland CDEM Group for operational response to a CDEM-led emergency

Tākaihere CIMS function

The Tākaihere CIMS function sits alongside other advisory functions in the ECC (see diagram below), including risk and legal advisors and technical and science advisors.

Our Ngāi Tahu ki Murihiku partners fulfil the Tākaihere CIMS function to ensure appropriate representation, support and input to the Controller and ECC functions. This ensures iwi/ Māori interests are represented in both decision making and response activities.



Alongside our Ngāi Tahu ki Murihiku (NTKM) partners we have identified that the model of Tākaihere as a function will better meet the aspirations and requirements of strong iwi/Māori representation and voice in response.

Tākaihere will have an equal presence in the ECC as per other functions. SOPs around the roles and responsibilities, application, training is to be developed through our partnership with NTKM. The group is committed to listening and understanding the voices of all iwi Māori who have and will be involved in response.

Marae and rūnaka are also working with the group (at varying stages of co-design) to identify how the response planning/community hub model looks like for already competent on the ground delivery.

Southland Tākaihere through our partnership with NTKM are in the early stages of development of SOPs around the roles and responsibilities, application, doctrine, training is to be developed. Connection with NEMA Tākaihere is important to ensure we find where alignment is right and where difference can still meet a connected emergency management system from regional to national. Working with other neighbouring CDEM group iwi liaison is also critical and is to be lead through NTKM partnership.

Response principles

The response principles of the Southland CDEM Group are that:

- ▶ Emergency management in Southland is centrally co-ordinated with local support and/or delivery of response activities.
- ▶ To ensure an effective response, agencies will use the Coordinated Incident Management System (CIMS) framework with enhancements and adjustments to reflect the operating business model.
- ▶ The lead agency will be the organisation mandated by legislation or with the best expertise and resources to manage the emergency. Other agencies (including the Southland CDEM Group) may operate as support agencies.
- ▶ Agencies will respond to an emergency by coordinating with the lead agency and activating their own plans and procedures in alignment with their roles and responsibilities.
- ▶ The response will escalate to the level required to manage the emergency. Response activities can be undertaken without a state of emergency being declared.
- ▶ Emergency response will be in accordance with the response principles listed in **s114** of the [National CDEM Plan 2015](#).
- ▶ All CDEM Partner agencies including local authorities are expected to be able to function to the fullest extent possible during and immediately after an emergency to meet their responsibilities under the Act and ensure an effective response.
- ▶ Recovery measures should be planned for in readiness and implemented (with necessary modifications) from the first day of the response (or as soon as practicable). Recovery measures must be coordinated and integrated with response actions.

Group Emergency Coordination Centre (Group ECC)

The Group Emergency Coordination Centre (ECC) is responsible for the 24/7 operations of the ECC that allows all CDEM partner agencies to work together to plan and implement response activities. The ECC is located in a separate building on the Environment Southland site at the corner of Price Street and North Road, Waikiwi, Invercargill. If necessary, the ECC is capable of operating at any suitable location due to the flexibility of its Information and Communications Technology (ICT). The ECC is staffed in an emergency by EMS staff, trained Council staff, and Liaison or Advisor personnel from appropriate response partners.

Council Incident Management Teams (IMTs)

Council IMTs will operate from a pre-determined area within their Council building or alternate site. Council IMTs will be activated and maintained as outlined in their respective SOPs and will be under the direction of their Chief Executive (or their delegate). The role of the Council Chief Executive focuses on activating the Council's business continuity plan to ensure the Council is able to function during and after an emergency event to the fullest possible extent, even though this may be at a reduced level.

Welfare services in an emergency

Delivering welfare services to individuals, animals, families/whānau, and communities affected by emergencies is fundamental to effective emergency management.

Welfare services agencies, identified in **clauses 67–75** of the [National CDEM Plan Order \(2015\)](#), are responsible for delivering welfare services to individuals, animals, families, whānau, and communities affected by an emergency. For example, CDEM Groups are responsible for registration and needs assessment, the provision of household goods and services, and emergency accommodation and the Ministry for Primary Industries (MPI) is the lead agency for the management of animal welfare in response (for companion and livestock animals). These agencies are supported by charities, non-for-profit organisations and rural advisory groups who support welfare service delivery to those impacted by emergencies.

Welfare service delivery in an emergency is coordinated in the Southland region through the WCG which includes social agencies, rural advisory networks and agencies involved in animal welfare. For more information about welfare services in an emergency, please refer to the [NEMA Welfare Services in an Emergency DGL \[11/15\]](#).

Civil Defence Centres (CDCs)

In some emergencies, the Southland CDEM Group will open and manage Civil Defence Centres (CDC) to provide a place where affected individuals, families/whānau and the community can register and gain access to welfare services that are available to them to support their needs.

The nature of the emergency will determine the services being provided through a CDC. The services may include but not be limited to:

- ▶ Information on the event and response
- ▶ Registration of affected persons
- ▶ Needs assessment
- ▶ Inquiries
- ▶ Care and protection services for children and young people
- ▶ Psychosocial support
- ▶ Household goods and services
- ▶ Shelter and emergency accommodation
- ▶ Financial assistance
- ▶ Animal welfare
- ▶ First aid
- ▶ Refreshments

These facilities are run by trained council staff and volunteers.

The activation status of Civil Defence Centres will be regularly updated and clearly communicated to the public. The on-going adequacy and robustness of such centres will be regularly assessed to ensure they remain safe and suitable for their intended purpose.

More information about CDCs can be found within the [Southland CDEM Group Welfare Plan](#).

Response arrangements and plans

Response arrangements and plans relevant to EMS include:

- ▶ Response SOPs [internal]
- ▶ Southland CDEM Group Welfare Plan
- ▶ Southland CDEM Group Recovery Plan
- ▶ Community Response Plans

Multi-agency incidents where CDEM is the support agency

Incidents can occur within the Southland region which are not led by the Southland CDEM Group, and instead led by our partner agencies (e.g., Level 2 events – refer to the response arrangement matrix – Appendix C). In these events, our Group ECC can stand up and support the response of partner agencies as required.

Marine

In the event of an incident in the coastal marine area (CMA), the relevant Harbourmaster has primary responsibility for maritime safety and response, unless it's an oil spill where the Regional on Scene Commander (ROSC) takes the lead role – Maritime New Zealand is the lead agency at the national level. Should a declaration be required for response, EMS may assume lead agency responsibility with support from the Harbourmaster.

Training and exercising

EMS works with its CDEM Group members to ensure it maintains an appropriate number of suitably trained and competent staff to support the response to and recovery from emergencies affecting Southland.

The professional development of ECC Incident Management Team staff is one of the most important functions of EMS. EMS has a Group training schedule (with an annual training programme) to prepare key CDEM appointees for their roles, participates in the National CDEM exercise programme, and facilitates its own exercise programme. EMS works with its CDEM Group members to ensure it maintains an appropriate number of suitably trained and competent staff to support the response to emergencies affecting Southland.

Response partner personnel also take part in CDEM training (as appropriate) and exercising opportunities, including multi-agency exercises, promoted through CDEM Group committees and Groups. Response partners remain responsible for the training and professional development of their own staff.

Volunteers

Volunteers play a significant role in any response and recovery operation, particularly after large-scale disasters. The health and safety of volunteers (and their animals, such as search dogs) needs to comply with legislation and organisational requirements. The [NEMA Volunteer Coordination in CDEM DGL \[15/13\]](#) is utilised to support the management of volunteers in a CDEM emergency in Southland.

There are three types of volunteers in a CDEM context:

- ▶ **CDEM trained volunteers:** Those who have undergone official CDEM training, provided or facilitated by CDEM organisations, e.g., welfare volunteers or Māori wardens.
- ▶ **Affiliated volunteers:** Those who are members of a specific organisation, such as the Red Cross or Salvation Army, and are trained by and accountable to that organisation.
- ▶ **Spontaneous volunteers:** Those who are members of the public (or groups) and who respond spontaneously to emergencies. These volunteers can support community-led responses by liaising with leaders or groups in their local community. Spontaneous volunteers can support community-led responses by liaising with leaders or groups in their local community, or by volunteering with organisations such as [Volunteer South](#). Follow the [Emergency Management Southland Facebook page](#) and local community pages to learn how you can best support your community during the next emergency.

Warning and informing

Early warnings and alerts to potential hazards and emergency events enables effective response planning and timely mobilisation of resources. There are a number of agencies involved in surveillance, monitoring and assessment of hazards, both at a national and Group level. This includes Environment Southland who provides an automated telephone message service for up-to-date information on river levels, rainfall and water quality at several sites across the region (for more information click [here](#)).

Agencies responsible for alerting the public and local authorities to an incident that may be a pre-cursor to an emergency are listed in **s119(1)** of the National CDEM Plan (2015). EMS operates a 24-hr, 365-day-a-year duty officer role which receives and disseminates warnings to appropriate stakeholders in line with internal SOPs.

Several platforms in the region enable warning and informing activities - elaborated on below.

Public Information Management (PIM) and education

Public information management and education is utilized across the 4Rs to convey important information to the public and stakeholders across a range of platforms.

Public education about hazards and emergency preparedness is a key activity used to build community readiness and resilience. EMS has representation on the National Public Education Reference Group (NPERG) and adopts a variety of different methods to promote national public education campaigns and provide information to the public about Southland's hazards, emergency preparedness and responding to and recovering from an emergency.

In the response and recovery phases of an emergency, the public information management CIMS function is used to warn and inform the public. We use a wide range of platforms such as radio, television, cell broadcast, text-messaging, alerting apps, and social media to ensure messages have wide reach across our communities. The type of platform used depends on the needs and preferences of the community needing to be contacted and the reliability of communications technology. If the power goes out, a solar or battery powered radio (or your car radio) can help you keep up to date with the latest news. The list of local radio stations to use in an emergency can be found here on our website. Partnerships and networks with iwi are utilised to ensure that messaging has wide reach across whānau, hapū and iwi in Murihiku Southland.

PLEASE NOTE: Sirens are NOT used for tsunami alerting in Southland. Pay attention to the natural warning signs – if an earthquake is LONG or STRONG, get gone!

Emergency Mobile Alerts (EMAs)

Emergency Mobile Alerts are one method used by EMS to inform the public when life, well-being or property are in imminent, serious danger. The alerts appear like text messages and are received by cell broadcast enabled mobile phones in targeted areas. The alerts and can be written and sent by EMS or NEMA through the Monitoring, Alerting and Reporting (MAR) team. More information about Emergency Mobile Alerts can be found [here](#).

National Warning System (NWS)

The National Warning System is an online tool used by NEMA to issue hazard alerts and warnings. These are then picked up by other agencies and relayed through a variety of channels.

Alternate communication

Alternate forms of communication, such as backup VHF/FM radio network, low orbiting satellites, and satellite phones, are maintained and available to EMS should internet and phone services become unavailable in an emergency.

Amateur Radio Emergency Communication (AREC) members can also assist in providing links their repeaters and operate high frequency (HF) systems for remote communications.

Declaring a state of local emergency

When an emergency⁹ occurs and extraordinary powers from the Act are required to effectively coordinate the response, a state of local emergency may be declared (**s68**). A declaration is not required to activate CDEM plans and resources, and not all emergency events require a declaration.

Where possible, prior to the decision to declare an emergency, consultation with NEMA through the Regional Emergency Management Advisor (REMA) occurs. Additionally, where possible, all impacted agencies and organisations are consulted including emergency services, iwi, and any impacted lifeline and welfare providers.

The person (as specified in **s25** of the Act) who makes a declaration must immediately (where possible) send a copy of the declaration as soon as possible to the NEMA MAR and the NEMA REMA for that region. The person who makes the declaration must also give notice to the public by any means of communication that is reasonably practicable in the circumstances and must ensure that the declaration is also published in the [Gazette](#) (the official Government newspaper) as soon as practicable.

A state of emergency comes into force at the time and date that a declaration is signed and expires seven days after coming into force unless terminated prior. Before a state of emergency expires, a person authorised by **s25** of the Act to make a declaration of local emergency for an area may, by declaration, extend the state of emergency as set out in the Act.

⁹ As defined by the Act (**s4**)

The following nominated members of the Southland CDEM area are authorised to declare and state of local emergency within the hierarchy noted below:

When only one ward or district of Southland is affected:	When more than one district or the whole region of Southland is affected:
<p>1. Mayor of the territorial authority affected. In the absence of the mayor, the following are authorised, in order, to undertake this function:</p> <p>2. Deputy Mayor or an elected member of the affected territorial authority.</p> <p>3. The affected territorial authorities CDEM Joint Committee representative.</p> <p>4. Environment Southland Joint Committee representative.</p>	<p>1. Chairperson of the Joint Committee. In the absence of the above person, the following are authorised, in order, to undertake this function:</p> <p>2. Deputy Chairperson of the Joint Committee.</p> <p>3. Environment Southland’s representative on the Joint Committee.</p> <p>4. Southland District Council’s representative on the Joint Committee.</p> <p>5. Invercargill City Council’s representative on the Joint Committee.</p> <p>6. Gore District Council’s representative on the Joint Committee.</p>

Best endeavours will be made to follow the above hierarchy, however, if time is of the essence, the signature of any of those authorised to declare will over-ride this hierarchy.

The Minister for Emergency Management and Recovery may also declare a state of local or national emergency under **s69** of the Act. Under **s69** the Minister can declare a state of local emergency for the period between the public notification of election results in the local authority elections and the swearing-in of new elected representatives.

If a state of national emergency is declared by the Minister for Emergency Management and Recovery any other state of emergency, then in force in the area to which the State of National Emergency applies, ceases to have effect **s16(3)**. Under **s66** of the Act the Minister for Emergency Management and Recovery may declare a state of national emergency exists over the whole of New Zealand or any area or district.

Transition periods are covered in the ‘Recovery’ section of this document.

Event debrief and reporting

There will be a debrief at the conclusion of any event for which there has been an activation of the Group ECC. The debrief process will be managed by EMS on behalf of the Coordinating Executive Group, who will report the findings to the Joint Committee.

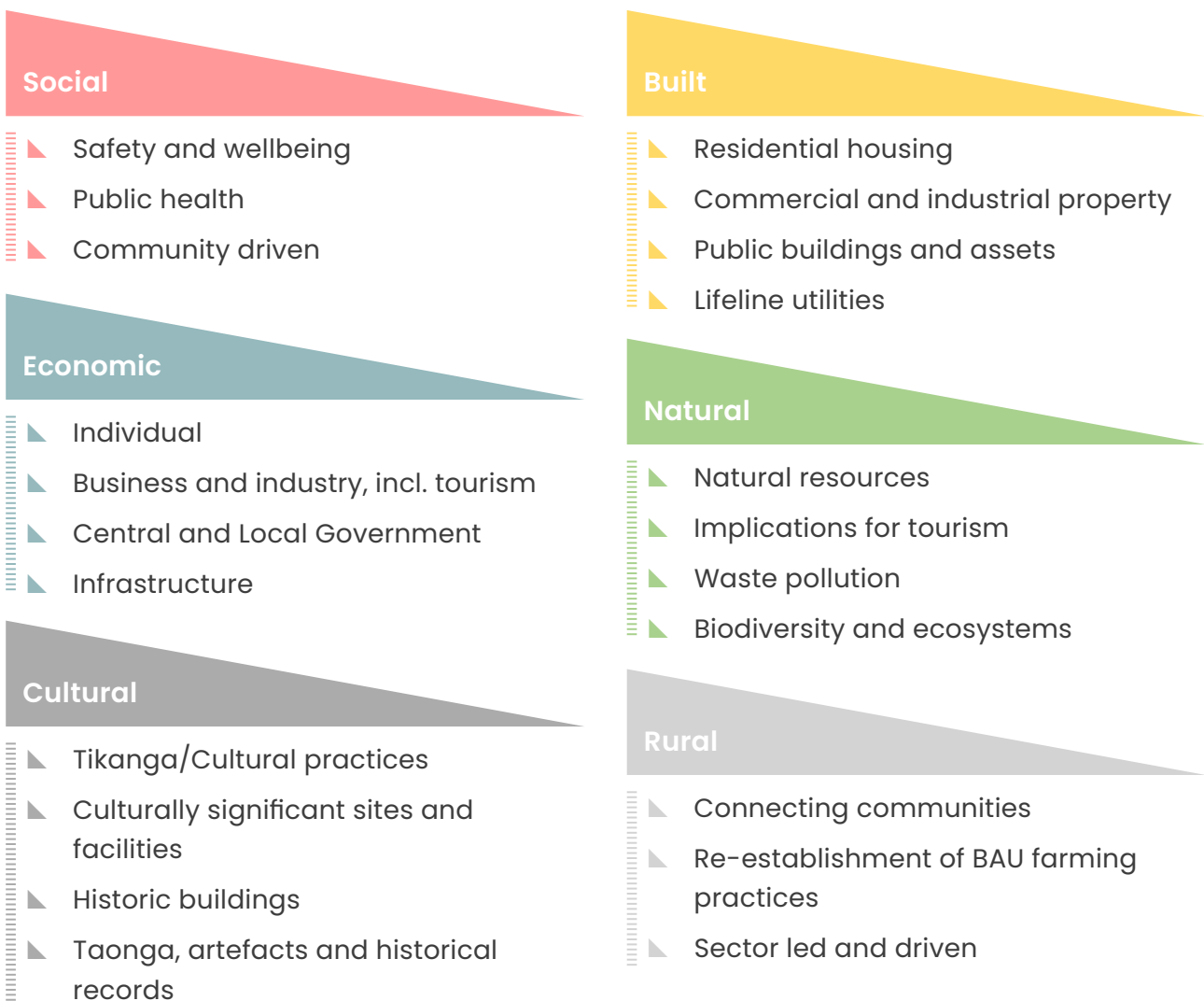
A copy of the findings will be communicated to all relevant agencies involved in the event. Findings will be incorporated into the EMS annual work programme as appropriate, and progress will be monitored by the CEG.

Our recovery arrangements

Introduction

Recovery is not just about what happens after an emergency. How well we recover from events will depend on how well we have prepared to recover. Depending on the nature, scale and complexity of the emergency, recovery may take a short time or many years, possibly decades. Recovery not only needs to be holistic– it must also address the long-term and include a Te Ao Māori lens across all six recovery environments.

The six **recovery environments** are shown below:



This section of the Southland CDEM Group plan provides a high-level overview of recovery planning. The [Southland CDEM Group Recovery Plan](#) (to be updated by the end of 2029) provides more detail on this planning and the actions that need to occur after a significant emergency event so that recovery can be established quickly and effectively.

The transition to recovery

The transition from response to recovery starts when the response phase moves from immediate life safety, welfare and accessibility issues towards longer term recovery. To aid this transition and ensure seamless delivery to affected communities, the Group or Local Recovery Manager can utilise powers to manage, coordinate, or direct recovery activities through a Local Transition Period.

The Act (**s94B**) provides for CDEM Groups to give notice of a Local Transition Period following an emergency, where a state of local emergency has been declared. Notice is given by a person authorised by **s25(1)(b)** to do so. Where a transition period is required following a non-declared emergency an application to the Minister for Emergency Management and recovery is required. The Minister for Emergency Management and recovery can also give notice of a local or national transition period. Guidance for CDEM Groups on requirements relating to local transition periods can be found [here](#).

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

- ▶ The Group Controller making a formal report to the Joint Committee.
- ▶ The Joint Committee confirming the terms of reference of the Recovery Manager (this may be through an extraordinary or scheduled CDEM Group meeting).
- ▶ The Joint Committee, through its designated person, formally terminating the state of emergency (if one has been declared).
- ▶ The Joint Committee, through its designated person, giving notice of a local transition period for the recovery phase (if one is required).

Local transition periods have a maximum duration of 28 days. They may be extended one or more times (for a further 28 days) or terminated at any time. If a local transition period is extended three (3) or more times, the person who has extended the period must give the Minister a copy of the Notice at the same time notifying the public.

In accordance with **s25(1)(b)** of the Act 2002, the CDEM Group must appoint at least one person as a person authorised to give notice of a local transition period for its area. Under **s25(2)**, the appointed person(s) must be chosen from representatives of the members of the Group, i.e. a member of the CDEM Group Committee. The Act defines “representative” as “an elected member of a local authority” (**4**).

The Southland CDEM Group appoints the Mayor of the affected territorial authority or Chair of the Joint Committee (being the Regional Council Chairperson) as a person who may declare a Local Transition Period. In their absence an elected member of the territorial authority designated to act on behalf of the Mayor is also authorised to give notice.

The CDEM Act provides powers during the transition period and if those powers are exercised, the Recovery Manager must report in writing to the Director of Civil Defence and Emergency Management (NEMA) within 7 days of the expiration or termination of the local transition period.

Southland's recovery vision

A holistic approach to recovery is required, reflecting the six recovery environments. The Southland CDEM Group vision for recovery from emergencies recognises that people and their communities are central to recovery:

“Safer, strong communities understanding and managing their hazards.”

The Southland CDEM Group and recovery agencies will support communities to achieve this vision.

The goal of recovery planning in Southland is to ensure that these communities are supported and empowered to recover in an effective and timely way which meets the ongoing needs of those in that community.

Recovery objective and principles

The objective for recovery is to quickly restore the quality of life of people affected by an emergency event so that they are able to continue functioning as part of the wider community.

The principles of recovery in New Zealand are outlined in the [National CDEM Plan 2015 \(Part 9, clause 154\)](#). These principles are fundamental to supporting a community to recover and need to be integrated in all strategic planning for recovery, recovery preparedness planning and recovery management.

The Group Recovery Plan

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

The [Southland Recovery Plan](#) provides detail to support recovery activities across the following areas:

- ▶ CDEM Recovery governance and structure
- ▶ Planning for recovery in readiness
- ▶ The transition from response to recovery
- ▶ The recovery environments in Southland
- ▶ Monitoring and evaluation

The current Southland CDEM Group Recovery plan is due to be updated by the end of 2029 and will identify clear recovery priorities based upon engagement with our key stakeholders and communities. In addition, specific work will be conducted with our cultural partners, including NTKM, to ensure their views and priorities are included and drive the appropriate additions to our existing arrangements.

Recovery outcomes

Recovery outcomes for an emergency will reflect the nature of affected communities, the communities' priorities and visions for the future and the steps that need to be taken to fulfil that vision.

In the period immediately following the event, desired outcomes will reflect the immediate needs of communities across the six recovery environments. These might include food, water, the restoration of critical infrastructure and lifelines and access to information.

In the process of transition from response to recovery, the medium to long term outcomes that are desired by communities will start to emerge. This process forms the basis of an event specific recovery plan.

Our recovery structure

The recovery structure enables the delivery of objectives within the recovery plan.

Effective and responsive governance is vital to achieving effective management of the recovery process. The Joint Committee will provide the governance structure for recovery at the time of the emergency, in consideration of the nature and scope of the event and the needs of affected communities. The CEG will retain overall operational responsibility for implementing decisions made by the Joint Committee.

Operationally the Group Recovery Manager coordinates interagency recovery activities and ensures the directives and priorities set by CDEM Governance are implemented accordingly. The recovery structure needs to be flexible enough to allow the recovery office to rapidly adjust to the specific nature and duration of the emergency. Figure 4 (pg. 82) shows the current CDEM Group Recovery structure.

The Southland CDEM Group's recovery framework uses six environment task groups, rather than the four used nationally, to better reflect the region's needs. This approach ensures that recovery requirements for both the cultural environment and the rural environment are clearly identified and supported, alongside the other core environments. By expanding the structure, the Southland CDEM Group can recognise the distinct values, assets, and recovery pathways that matter to iwi, rural communities, and the wider region.

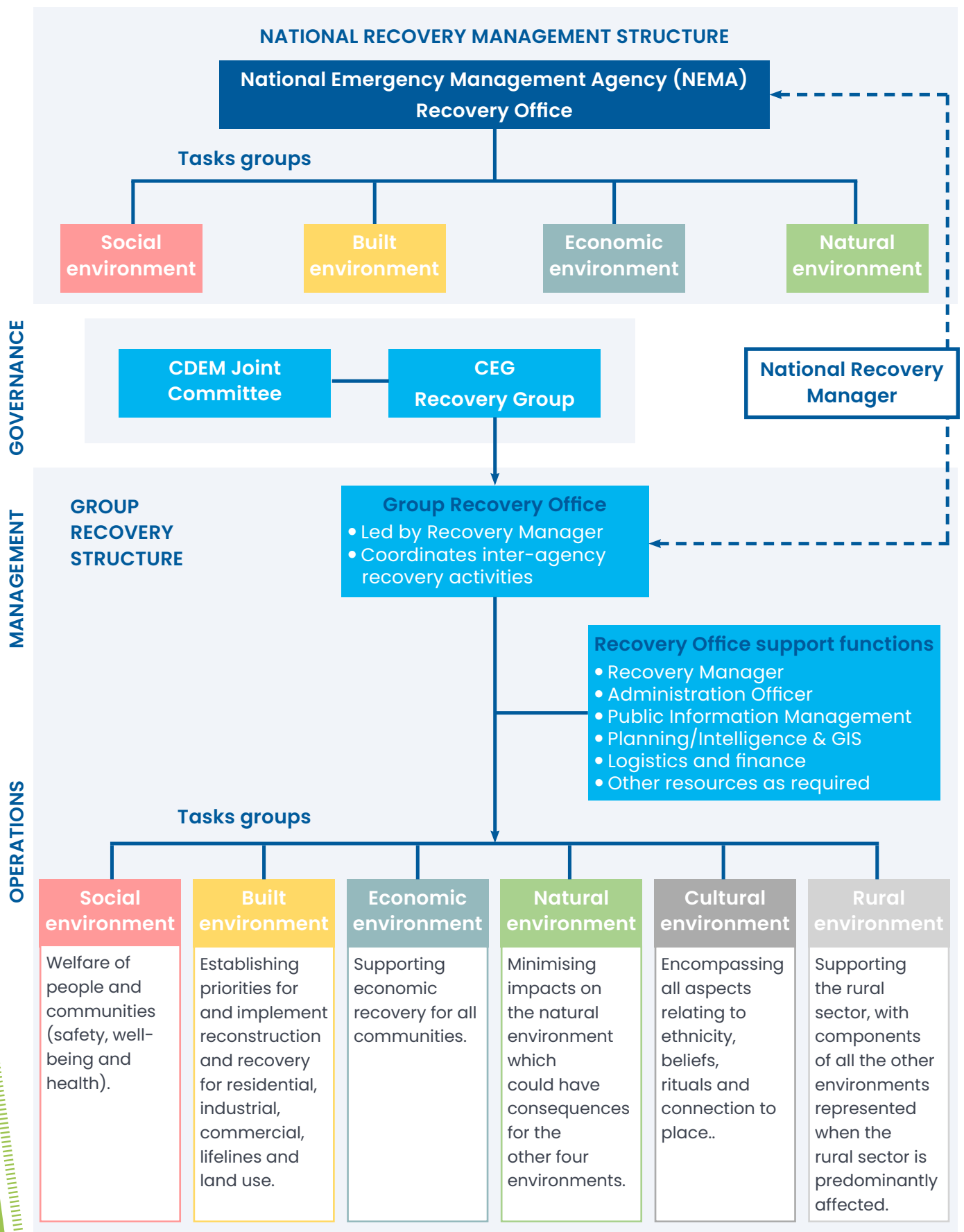


Figure 4: Southland CDEM Group Recovery Structure (during recovery management phase)

The Group Recovery Manager

In Southland, there is a permanently appointed Group Recovery Manager and an alternate who can act on behalf of that person if required. The Act (**s29-30(a)**) sets out the requirements relating to the appointment of Group Recovery Managers.

Under **s30(a)** of the Act the Group Recovery Manager coordinates the recovery activities across Southland, in liaison with local recovery agencies. The Group Recovery Manager will liaise with the National Recovery Manager or Director of CDEM (**s11(a)**) as necessary. The Group Recovery Manager is likely to be supported by staff (The Recovery Team) in the response and recovery phases of an emergency, where resourcing allows, to develop recovery plans and strategies.

The Group Recovery Manager ensures that:

- ▶ Planning, prioritising, and management functions are undertaken by the right agencies at the right time.
- ▶ Appropriate and timely reporting mechanisms are in place.
- ▶ The government and the JC are informed of significant issues.
- ▶ Environment leads are appointed.
- ▶ Iwi are given opportunities to be involved across all aspects of the recovery.
- ▶ Recovery resources are identified and obtained as and when required.
- ▶ Affected communities, recovery partners and other stakeholders are informed about the impact of the event and progress of recovery.
- ▶ Affected communities and recovery partners are supported to identify emerging issues and develop collaborative solutions.
- ▶ A suitable location is identified for the Group Recovery office.
- ▶ The recovery office is sufficiently resourced.

Reporting requirements of the Group Recovery Manager include:

- ▶ Overseeing the development of the Group Recovery Action Plan, to be received by the Southland CDEM Group CEG and GC.
- ▶ Providing recovery update reports to CEG, JC, the organisations understanding recovery operations, and affected communities as per the Terms of Reference.
- ▶ Reporting on the use of transition powers under **Part 5B** of the Act to the Director of NEMA and the Southland CDEM Group at the earliest opportunity.
- ▶ Quarterly reporting relating to significant essential infrastructure recovery programmes.

Resourcing recovery

Recovery is an intensive process which requires a significant amount of resources and coordination from the local authority, CDEM Groups, and organisations represented in the Southland CDEM Group recovery structure. This can have significant impacts on the staff and organisations involved.

Learnings from past recoveries¹⁰ show that critical success factors in terms of resourcing recovery include:

- ▶ Ensuring the right people are appointed to the Group Recovery office role and are released from their day jobs to focus on recovery, with their BAU roles backfilled.
- ▶ Ensuring governance and management support is in place.
- ▶ Relationships, trust and communication pathways are built with organisations in the Southland CDEM recovery structure before and during emergency events.
- ▶ The public information management function in recovery is well resourced and managed to inform and engage communities in recovery.
- ▶ The wellbeing of the recovery team is prioritised to ensure recovery operations are sustainable.

Financial arrangements

In recovery, the Recovery Manager has a dedicated budget and is responsible for its management. Costs incurred during an emergency are normally charged to a dedicated emergency account within the ES accounting system and re-apportioned after the event if the external funding thresholds have been exceeded.

Each agency has a requirement to manage their own risks including the provision of adequate financial resources for emergency contingencies. Local authorities meet their obligations through a combination of budget provision, financial reserves, insurance, and support from national agencies such as Waka Kotahi.

EMS aligns to the ES policy in relation to meeting koha and reimbursement of costs to iwi which have been authorised by the Recovery Manager.

Cash donations are the preferred source of aid and Mayoral relief funds will be set up to collect and distribute this aid as required.

Part 10 s162–163 of the [National CDEM Plan 2015](#) defines the principles for central government financial support both for the response and recovery phases. **Section 33** of the [Guide to the National CDEM Plan 2015](#) provides more specific principles for the provision of recovery assistance.

¹⁰ [Learning from Regional Recovery Events: A Practical Guide for Territorial Authorities and Local Recovery Managers, November 2015](#)

The exit from recovery

Although the duration of each recovery period cannot be determined prior to an event, recovery nevertheless needs to be a finite process. The Group Recovery Manager is responsible for ensuring the transition from recovery to business as usual occurs as quickly and effectively as possible. This transition needs to be carefully planned and properly managed through the development of an exit strategy.

A recovery exit strategy, required under **clause 158** of the [National CDEM Plan 2015](#), sets out the staged plan for withdrawing formal recovery assistance to the level of business as usual. Exit strategies are developed early in the recovery process and are bespoke to the consequences of the emergency.

The exit strategy identifies work that needs to be completed and the steps that need to be taken to make this transition. It is unlikely that all aspects of the transition to business as usual will happen at the same time – a staged approach may need to be utilised. For example, psychosocial recovery from an event generally lasts longer than other aspects of recovery.

The exit strategy will ensure that affected people and communities continue to receive services that support business as usual, that lessons identified from the event are recorded, and actions are taken to reduce hazards that contributed to the impact of the emergency.

The exit strategy must include:

- ▶ A description of assistance required in the long term.
- ▶ A transition plan to business-as-usual so as to manage long-term recovery.
- ▶ How planning and reporting will continue in the long term.
- ▶ How public information and communications will be managed.
- ▶ Opportunities for communities to discuss unresolved issues and to continue to participate in their recovery.
- ▶ Changes to organisational arrangements, including the need for recovery environment sector groups.
- ▶ A plan for how debriefing and reviewing will occur.

A critical element of the transition to business as usual is keeping all parts of the community informed. Affected communities and individuals should know where they can go for any advice and support they still need as part of their continuing recovery from the event. For more information on the transition to recovery to business as usual, please refer to the [NEMA Recovery Preparedness and Management \[DGL 24/20\]](#).

Our objectives for effective response and recovery

The Southland CDEM Group has identified the following objectives and actions to support effective response and recovery to events within the region.

Objective 7: Ensure that the safety and wellbeing of people is at the heart of the emergency management system.

The Southland CDEM Group is embedding people-centred approaches into emergency management by prioritising public safety, wellbeing, and psychosocial support across planning, training, and response efforts. Emergency response plans and standard operating procedures are reviewed and updated to reflect these priorities. A dedicated psychosocial support component is being developed for integration into the Emergency Management Training programme, ensuring responders are equipped to address emotional and mental health needs. Additionally, targeted psychosocial training sessions will be delivered to staff, partner agencies, and community members to strengthen collective capacity for compassionate and effective recovery.

Objective 8: Build the relationship between emergency management organisations and iwi/groups representing Māori, to ensure greater recognition, understanding, and integration of iwi/Māori perspectives and tikanga in emergency management.

The Southland CDEM Group's commitment to disaster risk management is grounded in strong, enduring partnerships with iwi/Māori. Mana whenua is actively included in key governance forums, the Group Plan, CEG, JC, and WCG, ensuring iwi perspectives shape priorities, decisions, and long-term direction. Emergency planning and decision-making processes will continue to embed kaupapa Māori and tikanga Māori, recognising the role of cultural values, practices, and leadership in building resilient communities and supporting responses that are inclusive and effective. To uphold this commitment, EMS staff will strengthen their cultural competency and understanding of mana whenua priorities. This ensures iwi perspectives are reflected across all work programmes and activities, and that partnership remains a core part of how the Southland CDEM Group plans, prepares, and responds and recovers to events in the region.

Objective 9: Strengthen the national leadership of the emergency management system to provide clearer direction and more consistent response to and recovery from emergencies.

The Southland CDEM Group will actively support national leadership directives to ensure alignment with broader emergency management strategies and priorities. This includes responding promptly and effectively to guidance, policies, and initiatives issued by NEMA and other relevant authorities. By maintaining strong coordination and responsiveness, the Southland CDEM Group contributes to a unified, resilient national approach to disaster risk reduction and emergency response.

Objective 10: Clarify response and recovery responsibilities.

The Southland CDEM Group is committed to enhancing disaster response and recovery through the development of clear, regionally aligned frameworks, specific response arrangements for our highest risk hazards and targeted training initiatives. Annual training sessions with governance and controllers will ensure plans remain consistent and operationally effective across all levels. In parallel, tailored training will be provided to emergency personnel, government agencies, and community leaders to clarify roles and strengthen coordination during emergencies. These efforts aim to build a cohesive, well-prepared response system that reflects both strategic alignment and community capability.

Objective 11: Build the capability and capacity of the emergency management workforce for response and recovery.

The Southland CDEM Group prioritises continuous training and professional development to maintain a skilled and adaptable workforce. Annual capability assessments will be conducted to identify skill gaps within our pool of coordination centre staff. In addition, each EMS staff member is expected to engage in professional development or ongoing education, ensuring the team remains current, competent, and ready to meet evolving emergency management challenges and support our wider response staff in their roles.

Objective 12: Improve the information and intelligence system that supports decision-making in emergencies to enable informed, timely, and consistent decisions by stakeholders and the public.

The Southland CDEM Group is committed to improving real-time data capabilities to support informed decision-making and inclusive emergency response. This includes reviews and updates of the ECC Common Operating Picture software to ensure accurate, timely information sharing across agencies. Emergency information will also be reviewed to confirm it is accessible in multiple languages and formats, with a focus on reaching disproportionately impacted communities. These actions aim to strengthen situational awareness, promote equity, and enhance community resilience.



Part 6:
**Enabling,
empowering
and supporting
community
resilience**

Working with communities

Working together

The Southland CDEM Group works closely with community organisations across all 4Rs. An example of this includes working closely with volunteer agencies such as the Red Cross and Salvation Army who have close ties to individuals, whānau and communities affected by emergencies.

The Southland CDEM Group actively encourages the participation of community organisations in CDEM activities across the 4Rs, recognising the many benefits which come from working collaboratively.



Drummond School Safety Day

Community Emergency Hubs (CEHs)

Community members and/or community-based organisations may establish and operate other hubs that offer support to the community. These may be temporary facilities established and located within a community that provides a focal point for members of the community during an emergency. Depending on the scale and scope of the emergency a Community Emergency Hub may require support from CDEM and/or be escalated to become a CDC.

Community Response Groups and Plans

Smaller population centres often have local civil defence arrangements including Community Response Groups and Community Response Plans.

Community Response Groups (CRGs) are comprised of community volunteers and local emergency services staff who work collectively during readiness and response to develop arrangements which support the welfare of affected persons in their community in an emergency (in consultation with the Group Welfare Manager). They may also act as a source of information to the GECC regarding the local situation in an emergency. Community capability and capacity vary across the region depending on the risks communities face and the local resources available.

Community Response Plans (CRPs), often developed by Community Response Groups, detail designated locations for the purposes of coordinating the community-led response to an emergency and provision of welfare services. The Southland Group works collaboratively where possible with other response agencies to develop these plans with communities. CRPs include information about local hazards, key resources, community leadership, CDCs and Community Emergency Hubs (for emergency welfare services), emergency communications and sources of public information – these plans can be viewed [here](#).

Engaging with marae

Marae throughout Murihiku bring intergenerational knowledge, networks of support, and culturally grounded approaches that enhance regional resilience and assist greatly in welfare planning and response in the region. Supporting the development of marae and rūnaka planning and developing enduring relationships is key to success across the 4Rs.

How you can get involved

We are all part of Civil Defence in Southland. Individuals and communities play a key role in being ready for and responding to emergencies. You can:

- ▶ Participate in the development of Community Response Plans. Follow the [Emergency Management Southland Facebook page](#) to be notified about upcoming meetings. Visit the 'Community Response Plan' section of this plan to learn more – your area may already have a plan in place.
- ▶ Get involved in your community and know your neighbours, join a community Facebook page or [Neighbourhood Support](#).
- ▶ Become a volunteer to support your community through the next event. This could be through organisations such as the Red Cross, Salvation Army or other community groups. Read the 'Volunteers' section of this plan to learn more about how you can get involved.
- ▶ Consider how as an individual, whanāu or business how you will get through the next event. Make a plan today. Visit the ['Get Ready' website](#) or, if you're a business, visit [business.govt.nz](#) to learn more about becoming resilient.
- ▶ Don't leave it until it's too late – regularly practice DROP, COVER, HOLD and evacuation routes to safety. Participate in the annual [Tsunami Hīkoi week](#) to practice your tsunami evacuation route.

Our objectives for enabling, empowering and supporting community resilience

The Southland CDEM Group has identified the following objectives and actions to support, enable and empower our communities to build resilience and preparedness for events in the region.

Objective 13: Enable and empower individuals, households, organisations, and businesses to build their resilience, paying particular attention to those people and groups who may be disproportionately affected by disasters.

The Southland CDEM Group is focused on building community and business resilience through targeted education, inclusive resources, and strategic partnerships. For at-risk communities, resilience workshops will be delivered, alongside the distribution of emergency preparedness materials and co-designed, culturally relevant messaging with local organisations. Digital and physical resources will be maintained and reviewed to ensure accessibility and relevance, with analytics informing governance reporting. Business resilience will be strengthened through annual engagement in planning and training sessions, supported by the development and distribution of a business continuity toolkit. These initiatives aim to empower communities and businesses to prepare, adapt, and thrive in the face of emergencies.

Objective 14: Cultivate an environment for social connectedness which promotes a culture of mutual help; embed a collective impact approach to building community resilience.

The Southland CDEM Group is committed to fostering community-led resilience and inclusive engagement across the region. We will attend community resilience-building events and workshops and will support mutual aid networks and empower local leadership. Inclusive programmes will be delivered to strengthen social bonds, with cross-cultural events supported to promote unity and shared preparedness. Key emergency messages will be made accessible in appropriate languages, ensuring diverse communities are informed, included, and connected in times of need.

Objective 15: Take a whole of city/district/region approach to resilience, including to embed strategic objectives for resilience in key plans and strategies.

The Southland CDEM Group will actively advocate for the integration of resilience principles into city, district, and regional strategic planning and policy development that reduce the consequences to our communities from our identified major hazards. EMS staff will participate in relevant council meetings to ensure emergency management perspectives are represented, promoting long-term risk reduction, sustainable development, and community preparedness. This proactive engagement helps embed resilience into the fabric of local governance and planning processes.

Objective 16: Address the capacity and adequacy of critical infrastructure systems, and upgrade them as practicable, according to risks identified.

The Southland CDEM Group will champion Business Continuity Planning among critical infrastructure providers by actively supporting the Lifeline Utilities Group. This group will convene at least three times per year to strengthen coordination, share best practices, and address interdependencies across essential services. Outcomes and progress will be reported to the Coordinating Executive Group (CEG) and Joint Committee (JC), ensuring strategic oversight and alignment with regional resilience objectives.

Objective 17: Embed a strategic, resilience approach to recovery planning that takes account of risks identified, recognises long-term priorities and opportunities to build back better, and ensures the needs of the affected are at the centre of recovery processes.

The Southland CDEM Group is committed to embedding resilience into recovery planning by developing a robust, forward-looking recovery framework. The Group Recovery Plan will be reviewed in alignment with the broader Group Plan to ensure strategic cohesion and adaptability. Post-recovery evaluations will be conducted to assess the effectiveness of recovery efforts, with insights used to refine future strategies and strengthen long-term community resilience.

Objective 18: Recognise the importance of culture to resilience, including to support the continuity of cultural places, institutions and activities, and to enable the participation of different culture in resilience.

The Southland CDEM Group recognises the importance of cultural inclusion in building resilient communities. Consultations will be held with cultural groups spanning ethnic, religious, historical, and built heritage perspectives to ensure their unique needs and values are incorporated into resilience strategies and community response plans. This approach fosters trust, relevance, and equity in emergency management, strengthening collective preparedness across diverse communities.



Appendices

Appendix A: Acronyms

4Rs	The four areas of emergency management: Reduction, Readiness, Response and Recovery
AF8	Alpine Fault project
AP	Annual Plan
BCM	Business Continuity Management
CDC	Civil Defence Centre
CDEM	Civil Defence Emergency Management
CEG	Coordinating Executive Group
CEO	Chief Executive Officer
CIMS	Coordinated Incident Management System
CMA	Coastal Marine Area
ECC	Emergency Coordination Centre
EMS	Emergency Management Southland
ES	Environment Southland
Fire and Emergency NZ	Fire and Emergency New Zealand / Whakaratonga Iwi
GDC	Gore District Council
Group ECC	Group Emergency Coordination Centre
ICP	Incident Control Point
ICC	Invercargill City Council
JC	Joint Committee
LTP	Long Term Plan
LUC	Lifeline Utility Coordinator
MBIE	Ministry of Business, Innovation and Employment / Hīkina Whakatutuki
MPI	Ministry for Primary Industries / Manatū Ahu Matua
MSD	Ministry of Social Development / Te Manatū Whakahiato Ora
NEMA	National Emergency Management Agency / Te Rākau Whakamarumarū
NCC	National Coordination Centre
NTKM	Ngāi Tahu ki Murihiku
NZDF	New Zealand Defence Force / Te Ope Kātua o Aotearoa
NZTA	New Zealand Transport Agency Waka Kotahi
PIM	Public Information Manager
WDC	Westland District Council
WCG	Welfare Coordination Group

Appendix B: Definitions

AF8

The Alpine Fault programme is a joint programme between all six South Island CDEM Groups and the science sector that includes scientific modelling, coordinated response planning, and community engagement, designed to build resilience to the next Alpine Fault earthquake.

The Act

The Civil Defence Emergency Management Act 2002 (CDEM Act).

Emergency

As per the CDEM Act (2002) Part 1(4) means a situation that:

Is the result of any happening, whether natural or otherwise, including, without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act; and

Causes or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property in Aotearoa New Zealand or any part of Aotearoa New Zealand; and

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

Civil Defence Emergency Management

Civil Defence Emergency Management:

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

Civil Defence Emergency Management Group (CDEM Group)

A Joint Committee (JC) of the the local authorities, established in accordance with **s12(1)(a)** of the Act 2002. The CDEM Group sets the vision, goals and high-level arrangements for the Civil Defence Emergency Management Group Plan.

Coordinating Executive Group (CEG)

The Coordinating Executive Group, established under s20 of the Act. Comprised of representatives from Local authorities and emergency services. Functions include providing advice to the CDEM Group and any sub-groups of the CDEM Group; co-ordinating and overseeing as appropriate the implementation of decisions of the CDEM Group by the CDEM Group Office or by individual members; and overseeing the implementation, development, maintenance, monitoring, and evaluation of this Plan.

Coordinated Incident Management System (CIMS)

The scalable framework to assist in effective, efficient and consistent response to an incident / emergency management.

Emergency Management Southland

Carries out functions as are assigned to it by the CDEM Group.

Emergency Services

The New Zealand Police, Fire and Emergency New Zealand, St John and providers of health and disability services.

Group Emergency Coordination Centre (Group ECC)

Means the established facility where the regional response to an event may be managed and supported.

Group Controller

The person appointed under s26 of the Act with those functions set out in s28 of the Act. The Group Controller must, during a state of emergency for the area for which the Group Controller is appointed, direct and coordinate the use of personnel, materials, information, services, and other resources made available by other departments, CDEM Groups, and other persons.

Group Plan

Means a plan prepared and approved under s48 of the Act.

Group Recovery Manager

The person appointed as a Group Recovery Manager under s29 of the Act.

Hazard

Means something that may cause, or contribute substantially to the cause of, an emergency.

Hui

Meaning to gather, congregate, assemble or meet.

Incident Control Point (ICP)

The facility where site response to an incident is managed and controlled.

Joint Committee

A Joint Committee is a committee of Council established under the Act. The committee provides governance and strategic direction to the Group – the functions of the Group Committees are detailed in s17 of the Act.

Lead Agency

Means the organisation with the current responsibility for managing an emergency as per the National CDEM Plan.

Lifeline Utility

Means an entity named or described in Part A of Schedule 1, or that carries on a business described in Part B of Schedule 1.

Mahi

Meaning to work, do, perform, make, accomplish, practise, raise (money).

Minister

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

National Coordination Centre

Based in Wellington and staffed by members of NEMA who generally work from the NCMC. Other agencies will have their own NCC's staffed by their own staff.

National Crisis Management Centre (NCMC)

A secure, all-of-government coordination centre used by agencies to monitor, support or manage a response at the national level.

National Welfare Coordination Group (NWCG)

Provides strategic oversight for the planning and development of integrated welfare services. The NWCG provides coordination at the national level, and support to CDEM Groups at the regional level.

Readiness

Means developing operational systems and capabilities before an emergency happens, including self-help and response programmes for the general public, and specific programmes for NEMA, CDEM Groups, local authorities, emergency services, lifeline utilities, and other agencies'.

Recovery

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

Recovery Manager

Means the National Recovery Manager, or a Group Recovery Manager, and includes any person acting under the authority of the National Recovery Manager or a Group Recovery Manager.

Reduction

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

Response

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

Risk

Means the likelihood and consequences of a hazard.

Standard Operating Procedure (SOP)

Refers to a document describing a formally established set of operational procedures that are the commonly accepted method for performing certain emergency management tasks.

Transition Period

Means a national recovery transition period or local recovery transition period.

Welfare Coordination Group (WCG)

A collective of welfare services agencies that provides a mechanism for collaboration and coordination between agencies to plan for and establish arrangements for the effective delivery of welfare services and develops work programmes.

Whānau

Meaning extended family, family group, a familiar term of address to a number of people – the primary economic unit of traditional Māori society. In the modern context the term is sometimes used to include friends who may not have any kinship ties to other members.

4Rs

Means the Aotearoa New Zealand approach to emergency management: Reduction, Readiness, Response, and Recovery.

Appendix C: Response arrangement matrix

Level 1 Local incident, single agency Can be dealt with by Emergency Services and/or local authority resources alone. Specialists may be required for specific circumstances.		
Event status/Procedures	Group ECC	Controller's role
Declaration not required or appropriate. The incident is dealt with using CIMS structures and principles. Nature of the incident will dictate the Lead Agency.	Nil	Nil

Level 2 Local incident, multi-agency Can be dealt with by Emergency Services and/or local authority resources through remote support. Group ECC support may be required. Specialists may be required for specific circumstances.		
Event status/Procedures	Group ECC	Controller's role
Declaration not required or appropriate. The incident is dealt with using CIMS structures and principles.	Group ECC in key support agency role. Local authority IMTs in affected areas may be activated. Group ECC partially or fully activated and coordinating agreed functions.	Group Controller notified and coordinating the agreed functions.

Level 3 Multi-agency emergency led by an agency other than a CDEM Group or led by CDEM at a level below Group level. Not applicable due to Southland's response model (no Local EOCs or Local Controllers – IMTs utilised within local authorities). Levels 2 or 4 would normally be most applicable for CDEM-led responses in Southland.		
Event status/Procedures	Group ECC	Controller's role
Not applicable in Southland.		

Level 4
Multi-agency emergency requiring CDEM Group ECC level support and coordination between agencies or areas or both.

Due to the magnitude or geographic spread of the incident, the Group ECC has been activated to manage the emergency and co-ordinate the region's resources,
 OR

A warning of a significant event that will have a significant impact has been received,
 OR

Co-ordinated assistance is required to support an adjoining CDEM Group.

Event status/Procedures	Group ECC	Controller's role
<p>An adjacent CDEM Group requires assistance, or a major population centre is seriously affected.</p> <p>In these circumstances the CDEM Group becomes the lead agency – a declaration is not necessarily required but is possible.</p>	<p>Group ECC fully activated. Council IMTs in affected areas activated.</p> <p>The National Crisis Management Centre and adjacent Group ECCs may be alerted or activated.</p>	<p>Group Controller is in operational control and exercising statutory powers if a declaration is in place.</p> <p>National Controller giving consideration to further escalation.</p>

Level 5
Imminent of State of National Emergency. Coordination by the National Controller will be required.

Event status/Procedures	Group ECC	Controller's role
<p>Declaration of a state of national emergency is being considered, or has been deemed necessary.</p>	<p>Group ECC fully activated. Supporting the delivery of national response within region.</p>	<p>National Controller exercising statutory powers.</p> <p>Group Controller responding to the priorities set by the National Controller.</p>

Appendix D: References

Available online:

Alpine Fault – AF8 Project

<https://af8.org.nz/>

CDEM Group Planning [DGL 09/18]

<https://www.civildefence.govt.nz/guidance-training/guidelines/dgl/cdem-group-planning>

Civil Defence Emergency Management Act (2002)

<https://www.legislation.govt.nz/act/public/2002/0033/51.0/DLM149789.html>

Continuity and contingency planning

<https://www.business.govt.nz/operations/prepare-for-unexpected-events/continuity-and-contingency-planning>

Coordinated Incident Management System (CIMS): Third Edition

<https://www.civildefence.govt.nz/strategy-capability/cims>

Donated Goods Management Planning: Best Practice Guide [BPG 2/06]

<https://www.civildefence.govt.nz/guidance-training/guidelines/bpg/donated-goods>

Emergency Management Southland Facebook page

<https://www.facebook.com/cdsouthland>

Emergency Mobile Alerts

<https://getready.govt.nz/prepared/ema>

GeoNet

<https://www.geonet.org.nz>

'Get Ready' website

<https://getready.govt.nz/>

GNS National Seismic Hazard Model: Southland Factsheet

<https://www.gns.cri.nz/assets/Research-projects/NSHM/Regional-results-update/Southland.pdf>

GNS Active Faults Database

<https://www.gns.cri.nz/data-and-resources/new-zealand-active-faults-database/>

Health NZ: Otago-Southland

<https://info.health.nz/hospitals-services/hospitals/otago-southland>

Southland Region Natural Hazard Viewer

<https://experience.arcgis.com/experience/9e4fee97e31e47c3a32f6f152be51d34/>

Logistics in CDEM [DGL 17/15]

<https://www.civildefence.govt.nz/cdem-sector/guidelines/logistics-in-cdem>

MetService

<https://www.metservice.com/>

MBIE: Regional Economic Activity Web Tool

<https://webrear.mbie.govt.nz/summary/southland?accessedvia=southland&areatype=ta&mapzoom=1>

MPI: Animal disease threats to New Zealand

<https://www.mpi.govt.nz/biosecurity/pest-and-disease-threats-to-new-zealand/animal-disease-threats-to-new-zealand>

National Civil Defence Emergency Management Plan Order (2015)

<https://www.legislation.govt.nz/regulation/public/2015/0140/latest/DLM6486453.html?src=qs%20>

National Disaster Resilience Strategy (2019)

<https://www.civildefence.govt.nz/strategy-capability/plans-strategies/ndrs>

Natural Hazards Portal (NZ)

<https://www.naturalhazardsportal.govt.nz/s/natural-hazard-risk/natural-hazards-in-your-area>

Neighbourhood support

<https://www.neighbourhoodsupport.co.nz/join-now>

NEMA Recovery framework and guidance

<https://www.civildefence.govt.nz/cdem-sector/the-4rs/recovery/recovery-framework-and-guidance>

NEMA Recovery preparedness and management – Director’s Guideline for CDEM Groups [DGL 24/20]

<https://www.civildefence.govt.nz/guidance-training/guidelines/dgl/recovery-preparedness>

NIWA: Regional Summary

<https://niwa.co.nz/climate-and-weather/regional-climatologies/southland>

Risk Assessment: Guidance for CDEM Group Planning [DGL 23/22]

<https://www.civildefence.govt.nz/guidance-training/guidelines/dgl/risk-assessment>

Southland CDEM Group website

<https://cdsouthland.nz/>

Southland Region Baseline Report

<https://greatsouth.nz/assets/Documents/Infometrics-Southland-Region-baseline-report-20-03-23.pdf>

Statistics NZ

<https://www.stats.govt.nz/>

Strategic Planning for Recovery [DGL 20/17]

<https://www.civildefence.govt.nz/guidance-training/guidelines/dgl/strategic-recovery-planning>

Te Puni Kōkiri: Southland

<https://tkm.govt.nz/regionalauthority/environment-southland-regional-council/>

Te Tiriti o Waitangi | The Treaty of Waitangi

<https://www.tepapa.govt.nz/discover-collections/read-watch-play/maori/treaty-waitangi/treaty-close/full-text-te-tiriti-o>

The Guide to the National Civil Defence Emergency Management Plan (2015)

<https://www.civildefence.govt.nz/strategy-capability/plans-strategies/cdem-plan-guide>

The New Zealand Gazette

<https://gazette.govt.nz/>

Tsunami Hīkoi week information

<https://getready.govt.nz/emergency/tsunami/tsunami-hikoi>

Volunteering NZ

https://www.volunteeringnz.org.nz/finding-volunteer-roles/?gad_source=1&gclid=Cj0KCQiAkoE9BhDYARIsAH85cDPM5QT0xxTIP4OrLPS9zehis7LEEa78Jmv2x-QnaaCQWhzblZc25_laApqbEALw_wcB

Welfare services in an emergency [DGL 11/15]

<https://www.civildefence.govt.nz/guidance-training/guidelines/dgl/welfare-services>

Available on request

Southland CDEM Group Lifelines Project Vulnerability Assessment

Southland CDEM Group Recovery Plan

Southland CDEM Group Welfare Plan

Southland CDEM Group Terms of Reference for:

- ▶ Coordinating Executive Group (CEG)
- ▶ Rural Coordination Group
- ▶ Southland Lifelines Group Terms of Reference
- ▶ Welfare Coordination Group Terms of Reference
- ▶ NEMA Partnership Charter

