



Hawke's Bay Regional Council

Wairoa District Council

Napier City Council

Hastings District Council

Central Hawke's Bay District Council

Hawke's Bay Civil Defence Emergency Management Group

PLAN

March 2005 – 30 June 2010

FOREWORD

The adoption of this Civil Defence Emergency Management Group Plan marks a milestone for Hawke's Bay. It is the result of a high level of co-operation and assistance among all the Councils, emergency services, welfare organisations, and engineering lifeline utilities in the Region. I wish to acknowledge and thank all the people who have contributed to the development of this Group Plan.

This Group Plan has now replaced the five civil defence plans under which the city, district, and regional councils had previously been operating. Its adoption provides an opportunity for a greater level of collaboration amongst all affected agencies to improve both our understanding of the risks we live with, and the steps we can take to reduce that level of risk.

During 2004 we saw, both here in New Zealand and overseas, the impacts that natural hazards can have on communities. Such devastation and disruption are sobering reminders of the types of impacts we may have to deal with, should emergencies of similar scales assault Hawke's Bay.

This Group Plan sets out the principles of how civil defence emergency management needs to be undertaken in Hawke's Bay, and lists certain responsibilities of various organisations.

The Civil Defence Emergency Management Group has set itself the vision of "*A resilient Hawke's Bay*". Achieving this vision requires all of us to play our part. There is much to be done both at home and at work to consider the risks we may face and to prepare for what we must do following an emergency.

We have made a good start with the development of this Group Plan. We now need to put it into action. We all have a responsibility to ensure that the vision of this Plan is achieved.

Eileen von Dadelszen
Chairman
Civil Defence Emergency Management Group

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GLOSSARY

This Plan uses a number of technical or specific terms, which are defined here for clarity.

Civil defence emergency management: ▶ means:

- a. the application of knowledge, measures, and practices that—
 - (i) are necessary or desirable for the safety of the public or property; and
 - (ii) are designed to guard against, prevent, reduce, or overcome any hazard or harm or loss that may be associated with any emergency; and
- b. includes, without limitation, the planning, organisation, co-ordination, and implementation of those measures, knowledge, and practices.

Civil Defence Emergency Management Group (CDEM Group): ▶ means a Group established under section 12 of the Civil Defence Emergency Management Act 2002.

Civil Defence Emergency Management Group Plan: (CDEM Group Plan) ▶ means this Plan prepared and approved under section 52, of the Civil Defence Emergency Management Act 2002.

Co-ordinating Executive Group (CEG): ▶ means a Committee established under section 20 Civil Defence Emergency Management Act 2002.

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 co-ordinated response under this Act.

Emergency Operation Centre (EOC): ▶ An established facility where the response to an event may be supported and managed.

Emergency Services: ▶ means the New Zealand Police, New Zealand Fire Service, National Rural Fire Authority, rural fire authorities and hospital and health services.

Engineering Lifeline utility: ▶ means an entity named or described in Schedule 1 of the Civil Defence Emergency Management Act 2002. In Hawke's Bay they are:

1. Radio New Zealand Limited and Television New Zealand Limited.

2. The airport authority that operates the Napier airport.
3. The Port of Napier Limited.
4. An entity that produces, supplies, or distributes manufactured gas or natural gas (whether it is supplied or distributed through a network or in bottles of more than 20 kg of gas).
5. An entity that generates electricity for distribution through a network or distributes electricity through a network.
6. An entity that supplies or distributes water to the inhabitants of a city, district, or other place.
7. An entity that provides a waste water or sewerage network or that disposes of sewage or storm water.
8. An entity that provides a telecommunications network (within the meaning of the Telecommunications Act 1987).
9. An entity that provides a road network (including state highways).
10. An entity that produces, processes, or distributes to retail outlets and bulk customers any petroleum products used as an energy source or an essential lubricant or additive for motors for machinery.
11. An entity that provides a rail network or service.

Group Controller: ▶ means a person appointed by the CDEM Group as a Controller under section 26, of the Civil Defence Emergency Management Act 2002.

Group Recovery Manager: ▶ means a person appointed by the CDEM Group as a Recovery Manager.

Hawke's Bay CDEM Group: ▶ is the name of the joint committee of city, district, and regional councils within the area of Hawke's Bay that has formed to provide the governance for civil defence emergency management in Hawke's Bay.

Hazard: ▶ means something that may cause, or contribute substantially to the impact of an emergency.

Local Controller: ▶ means a person appointed by the CDEM Group as a Local Controller under section 27, of the Civil Defence Emergency Management Act 2002.

National significance: ▶ includes, without limitation, any case where the Minister or the Director considers that –

- a. There is widespread public concern or interest; or
- b. There is likely to be significant use of resources; or
- c. It is likely that the area of more than 1 Civil Defence Emergency Management Group will be affected; or
- d. It affects or is likely to affect or is relevant to New Zealand's international obligations; or
- e. It involves or is likely to involve technology, processes, or methods that are new to New Zealand; or

- f. It results or is likely to result in or contribute to significant or irreversible changes to the environment (including the global environment).

Readiness: ▶ means those activities that develop operational capabilities for responding to an emergency.

Recovery: ▶ means activities carried out under the Act or any civil defence emergency management plan after an emergency occurs, including, without limitation:

- a. The assessment of the needs of a community affected by the emergency; and
- b. The co-ordination of resources made available to the community; and
- c. Actions relating to community rehabilitation and restoration; and
- d. New measures to reduce hazards and risks.

Reduction: ▶ means the activities that reduce the degree of long-term risk to human life and property arising from natural and man-made hazards, through the application of techniques and management principles to reduce the probability or the consequence of a hazard.

Response: ▶ means activities undertaken immediately before, during or directly after an emergency that can save lives, minimise property damage, or improve recovery.

Risk: ▶ is the chance of something happening that will have an impact on a community or the environment. It is measured in terms of likelihood (the probability) and consequences of a hazard.

Risk = Likelihood 5 Consequences

Rural Fire Authority ▶ the following organisations are the rural fire authorities that operate in Hawke's Bay: Bay Forests; Department of Conservation; Central Hawke's Bay, Hastings, & Wairoa District Councils; Napier City Council; and the Eastlands Rural Fire Authority.

State of local emergency: ▶ means a state of local emergency declared under section 68 or section 69 of the Civil Defence Emergency Management Act 2002.

1 INTRODUCTION

The purpose of this Plan

This Plan is the Hawke's Bay Civil Defence Emergency Management Group Plan developed in accordance with the Civil Defence Emergency Management Act 2002. The purpose of this Plan is to set out the policies and inter-organisational arrangements to enable the management of all hazards in a co-ordinated and integrated manner. This is necessary as a wide range of agencies play a significant role with respect to managing the effects and potential effects of hazards. Some of those organisations or agencies are: the city, district, and regional councils in Hawke's Bay, Government Departments and agencies, the Police, Fire Service, District Health Board, Rural Fire Authorities, Engineering Lifeline Utilities, community and service groups. These organisations are considered the partners of the CDEM Group and have a role in assisting the CDEM Group achieve its goals and vision.

This Plan, for practical reasons, does not contain lists of personnel and phone numbers, nor does it contain details of job functions or procedures. The physical actions and operational procedures that the staff of the various response organisations shall follow during and following a civil defence emergency are detailed in separate Emergency Management Contingency Plans, or Standard Operating Procedures developed by those respective organisations.

The provisions within the Plan of goals, objectives, actions, and targets, shall ensure that Hawke's Bay communities work towards reducing the effects of hazards, as far as is practicable, and are ready to appropriately respond to civil defence emergency events and recover from them as quickly as possible.

Civil defence emergency management within New Zealand operates under the Civil Defence Emergency Management Act 2002, the *National Civil Defence Emergency Management Strategy*, and *National Civil Defence Plan*. The Civil Defence Emergency Management Act binds the Crown, city, district, and regional councils, State Owned Enterprises and Government Agencies, and Engineering Lifeline Utilities to take measures for the protection of citizens in time of a declared state of local emergency.

1.1 Vision & goals

The strategic section of the Plan covers in detail the vision, goals, and objectives and the methods being used by the CDEM Group and other organisations to ensure that Hawke's Bay works towards improving its resilience.

The vision and goals of the Hawke's Bay CDEM Group are:

Vision:

A resilient Hawke's Bay community

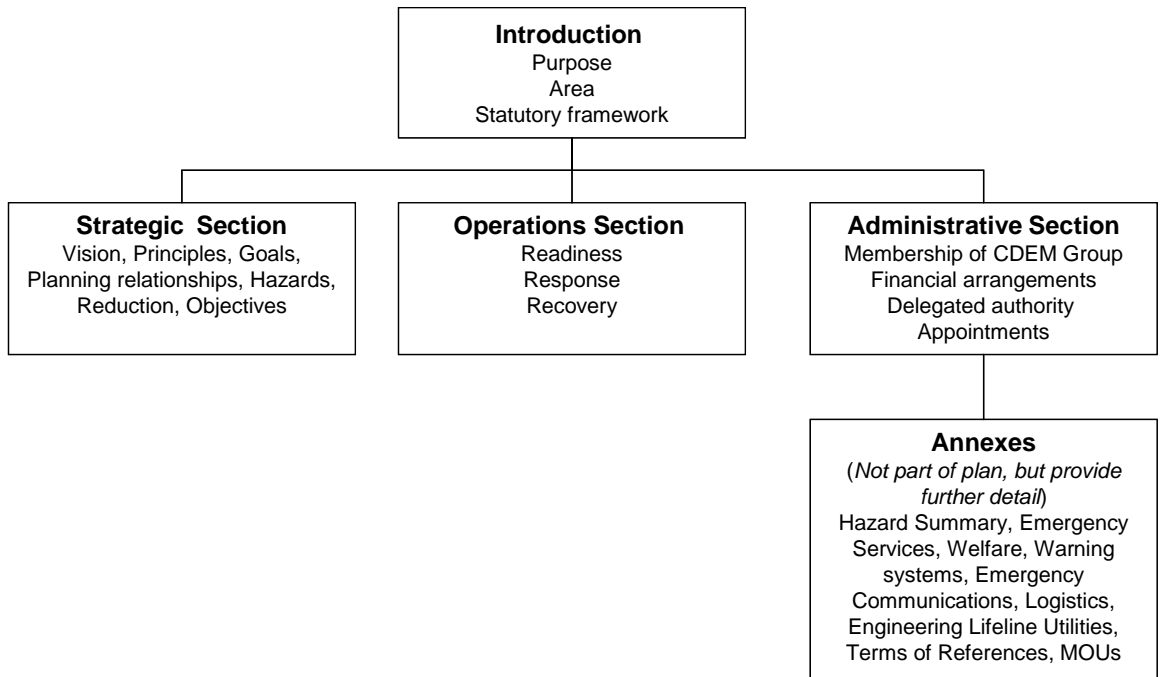
Goals:

1. Local communities, work together to reduce the risk of hazards.
2. People and communities provide for their own safety and well-being.
3. To provide effective response and recovery operations.

1.2 Structure of this Plan

This Plan comprises three main parts as shown in Figure 1 below:

Figure 1: Structure of CDEM Plan



There are a number of contingency plans and standard operating procedures that have been developed by the city, district and regional councils in Hawke's Bay for civil defence emergency management purposes. These plans and procedures have been tested in various exercises, and will be used for training, normal operations, and in emergency situations.

However, the CDEM Group Plan requires all existing contingency plans and standard operating procedures to be reviewed and consolidated (see section 7.3 Planning documents page 38).

2 HAWKE'S BAY CDEM AREA

The Civil Defence Emergency Management Act requires all city, district, and regional councils within a regional council boundary to form together for civil defence emergency management purposes. Parts of Taupo and Rangitikei District are located within the boundary of Hawke's Bay Regional Council. They therefore had a choice of which CDEM Group to join. In accordance with Section 14 of the Civil Defence Emergency Management Act, Rangitikei District Council decided to join the Manawatu/Wanganui CDEM Group, while Taupo District Council decided to join the Waikato CDEM Group.

Therefore the Hawke's Bay Civil Defence Emergency Management area referred to in this Plan relates solely to the land area defined within the boundaries of the Wairoa, Hastings, and Central Hawke's Bay District Councils and Napier City Council.

The area covered by this Plan is shown in Figure 2.

Figure 2: The Hawke's Bay CDEM area

The Hawke's Bay CDEM Group area



2.1 Hazardscape

The Hawke's Bay CDEM Group area is situated on the east coast of the North Island. Covering 12,770 square kilometres, it accounts for 5.0 percent of New Zealand's land area. The region stretches from the north of Mahia Peninsula to just south of Porangahau. In the east it is bounded by the Pacific Ocean and in the west by the Ruahine, Kaweka, Huiarau and Ahimanawa ranges.

Large parts of Hawke's Bay were uplifted in 1931 and the region is one of the most earthquake prone areas of New Zealand.

The coastline is subject to both distant and locally generated Tsunami. The majority of people live on flood plains in the area, and flooding remains one of the most significant risks.

The mountain ranges to the west of the region provide a sheltering effect from the predominately westerly wind flow over New Zealand, resulting in a sunny, temperate climate that is susceptible to drought. The region is also downwind from the major active volcanic zones in New Zealand.

There is a high use of agrichemicals and other hazardous substances, associated with the extensive horticultural production, food-processing industries and cool stores in Hawke's Bay. The accidental release of any of these hazardous substances, either on site, or during transportation poses a risk. Likewise any outbreak of pests or diseases, which threatens the horticultural sector also poses a risk to the economic well-being of Hawke's Bay.

More detailed information on the hazards that can impact the Hawke's Bay area can be found in the Annex 1: Hazard Summary, or in the Hazard & Risk Analysis Report.

2.2 Population

Population data with age profiles and median income figures for Hawke's Bay are shown in Table 1. This information provides a useful general guide to the likely human vulnerability to an emergency and the economic ability of communities to respond to and recover from any emergency.

Table 1: Population data for Hawke's Bay

District	Total Population	<15	>65	Median income
Central Hawke's Bay	12,800	24.30%	12.10%	\$18,800
Hastings	67,400	25.40%	12.50%	\$16,600
Napier	53,700	22.30%	15.20%	\$16,900
Wairoa	8,900	28.00%	11.50%	\$14,600
TOTAL Hawke's Bay	142,800	24.30%	13.42%	\$16,800
Average NZ		22.70%	12.10%	\$18,500

Note: The figures in Table 1 are from the 2001 Census and are for normally resident population. Hawke's Bay is the fourth-most urbanised region in New Zealand with 86.6 percent of people living in an urban area. Statistics New

Zealand expected that the population of Hawke's Bay would peak in 2006 at approximately 147,900 people, and then start a slow decline for the next twenty years. However, the estimates of population released by Statistics New Zealand in June 2003 indicate the population of Hawke's Bay has already grown to 148,330. The numbers were: Wairoa 8,880, Napier 55,800, Hastings 70,500, and Central Hawke's Bay 13,150.

From the 2001 Census figures, Hawke's Bay has more people under 15 and over 65 than is average for New Zealand, and the average income of families in Hawke's Bay is lower. The higher than average proportion of young and older people in Hawke's Bay, and the lower than average family income may increase the vulnerability of Hawke's Bay communities.

The Ministry of Health publishes a deprivation profile for each of the District Health Boards. The deprivation index applies to areas, not people and is derived from the combination of the following census data:

- People aged 18-59 receiving a means tested benefit;
- People aged 18-59 unemployed;
- People living in households with income below an income threshold;
- People with no access to a telephone;
- People with no access to a car;
- People aged <60 living in a single parent family;
- People aged 18-59 without any qualifications;
- People not living in own home;
- People living in households below a bedroom occupancy threshold.

The data for Hawke's Bay suggests that there is a significant percentage of the population that are in the highest categories of deprivation. This correlates with Statistics New Zealand Census figures of lower than average family incomes for most areas within Hawke's Bay.

More information on the Deprivation Index can be found at <http://www.moh.govt.nz/phi/publications>.

2.3 Main economic activity

Economically, agriculture is the most important industry in the region. It has been estimated by Ministry of Agriculture and Forestry that the rural service sector accounts for approximately 80% of the region's employment and income.

In 2002 Ministry of Agriculture and Forestry and Statistics New Zealand completed a census of agriculture, horticultural, and forestry activity in New Zealand. The results below highlight the significant activity that has occurred in recent years in Hawke's Bay.

The total area in grazing is approximately 55% of the area of Hawke's Bay (approximately 715,000 hectares). The report noted that sheep numbers are falling, while beef cattle and dairying are increasing. However, since 2002 there has been an increase in sheep numbers in Hawke's Bay.

Production forestry occupies approximately 15% of the area of Hawke's Bay (approximately 200,000 hectares). It is not expected that there will be any significant change to the area planted in forestry in the next five years.

Hawke's Bay accounts for 50% of New Zealand's total apple production and for some 22% of the wine grape area in NZ (approximately 3,800 hectares). The area planted in grapes and apples continues to increase. There are also significant areas associated with intensive vegetable production, with squash and onions the two major crops.

Associated with this production are the large food processing and coolstore industries, which are major employers in Hawke's Bay.

With such a large reliance on the agriculture, forestry, and horticultural sectors for the regions economic vibrancy, biosecurity threats have a potential to cause significant harm to our lifestyle.

Most of the produce produced in Hawke's Bay is exported through the Port of Napier. The port handles approximately 750 ship calls per year, and since 1997 cargo volumes have increased every year, reaching 121,000 TEU (20' equivalent units) in 2003. See <http://www.portofnapier.co.nz/> for more information.

Tourism has a significant economic impact on Hawke's Bay. Approximately 900,000 tourists visit Hawke's Bay each year, and in its 2003 Annual Report the HB Tourism Trust estimates the total visitor expenditure to be \$320 million per year.

Risks to critical infrastructure were identified in the HB Engineering Lifeline Study completed in 2001, and can be found in its report "*Facing the Risks.*"

Engineering lifelines are infrastructure networks that support life and normal commercial activity in our communities. The key infrastructure risks identified in the Hawke's Bay Engineering Lifelines Report "*Facing the Risks*" released in 2001, are:

- Flood control assets on major rivers crossing the Heretaunga and Ruataniwha Plains are designed to convey a 100-year return period flood event. Stopbank breaches are possible during larger floods or through failure of the infrastructure;
- Earthquakes pose the greatest potential risk to transportation networks, especially structures such as bridges and wharves. Landslips and flooding pose the next most serious risk;
- The supply of electric power to Hawke's Bay is limited by the capacity of the single line from Wairakei to Redclyffe, via Whirinaki. If this supply were to be lost, other sources would not be capable of meeting the full needs of the region;
- The availability and maintenance of a number of minor roads is important to provide alternative transport routes should the state highway become impassable;
- Prolonged power failure will have a serious effect on civil services in the region;
- Any major emergency is likely to cause overloading of telephone networks;
- Public rely on local radio and television stations for information during an emergency and loss of these services could have serious effects;

- Back-up power supplies to run Emergency Operation Centres during an emergency would be dependent on the availability of regular diesel deliveries.

The major interdependencies identified in the report were:

- Road transport is essential to enable access for other networks to undertake repair and for ongoing operation and maintenance.
- Standby and mains electricity are essential for the operation of many engineering lifeline utilities including communications;
- Standby electricity generating capability requires fuel supplies;
- The importance of telephone, VHF radio and broadcast radio services increases dramatically in the recovery period after a major hazard.

2.4 What this means for civil defence in Hawke's Bay

Hawke's Bay faces a number of serious risks for which the people and communities need to work together to reduce their level of risk, and also provide for their own well-being and safety.

However, the high number of young and elderly in Hawke's Bay, and the below average family incomes suggest that large sections of the communities may have difficulty providing for their own safety and welfare services will be necessary following any major emergency.



3 STATUTORY FRAMEWORK

3.1 The Civil Defence Emergency Management Act

Purpose of the Act

Following an extensive review of civil defence provision in New Zealand, the Civil Defence Emergency Management Act 2002 came into force on 1 December 2002. The purpose of the Civil Defence Emergency Management Act is to:

- a) improve and promote the sustainable management of hazards (as that term is defined in this Act) in a way that contributes to the social, economic, cultural, and environmental well-being and safety of the public and also to the protection of property; and
- b) encourage and enable communities to achieve acceptable levels of risk (as that term is defined in this Act), including, without limitation,—
 - i. identifying, assessing, and managing risks; and
 - ii. consulting and communicating about risks; and
 - iii. identifying and implementing cost-effective risk reduction; and
 - iv. monitoring and reviewing the process; and
- c) provide for planning and preparation for emergencies and for response and recovery in the event of an emergency; and
- d) require city, district and regional councils to co-ordinate, through regional groups, planning, programmes, and activities related to civil defence emergency management across the areas of reduction, readiness, response, and recovery, and encourage co-operation and joint action within those regional groups; and
- e) provide a basis for the integration of national and local civil defence emergency management planning and activity through the alignment of local planning with a National Strategy and National Plan; and
- f) encourage the co-ordination of emergency management, planning, and activities related to civil defence emergency management across the wide range of agencies and organisations preventing or managing emergencies under this Act and the Acts listed in section 17(3).

Local authority joint committee

The Civil Defence Emergency Management Act requires city, district, and regional councils within a region to form together as a CDEM Group, which operates as a joint committee formed under the Local Government Act 1974. The members of the Hawke's Bay CDEM Group are: Wairoa, Hastings, and Central Hawke's Bay District Councils, Napier City Council, and Hawke's Bay Regional Council. The CDEM Group is responsible for the development and implementation of this CDEM Group Plan.

The CDEM Group Plan requirements

The Civil Defence Emergency Management Act requires that each CDEM Group prepare and adopt a CDEM Group Plan, which needs to state and provide for:

- a) The city, district, and regional councils that have united to establish the CDEM Group;
- b) The hazards and risks to be managed by the Group;

- c) The civil defence emergency management necessary to manage the hazards and risks;
- d) The objectives of the Plan and the relationship of each objective to the National CDEM Strategy;
- e) The apportionment between city, district, and regional councils of liability for the provision of financial and other resources for the activities of the CDEM Group, and the basis for that apportionment;
- f) The arrangements for declaring a state of emergency in the region;
- g) The arrangements for co-operation and co-ordination with other Groups; and
- h) The period for which the Plan remains in force.

Section 59 of the Civil Defence Emergency Management Act requires Government Departments, city, district, and regional councils, emergency services, engineering lifeline utilities, individuals and businesses to comply with the Civil Defence Emergency Management Act and perform functions and duties arising from the Civil Defence Emergency Management Act, or a CDEM Group Plan made under the Civil Defence Emergency Management Act.

3.2 Other legislation for managing hazards

On a day-to-day basis there are many organisations and agencies that have a significant role to play in reducing or mitigating the potential effects of hazards. The Civil Defence Emergency Management Act does not in any way limit, substitute, or affect the functions, duties, or powers provided for in other legislation.

By way of example: the Biosecurity Act 1993 allows for the control of pests; the Building Act 1991 ensures minimum safety standards for dwellings; the Fire Services Act 1975 provides for the protection of life and property from fires in urban areas; the Forest & Rural Fires Act 1977 safeguards life and property from fires in forests and rural areas; the Health Act 1956 provides for the protection of public health; and the Hazardous Substances and New Organisms Act 1996 provides for the management of hazardous substances.

3.2.1 Resource Management Act requirements

Section 30 of the Resource Management Act requires Hawke's Bay Regional Council to control the use of land for the purpose of avoiding or mitigating (reducing) the effects of natural hazards in Hawke's Bay.

Section 31 of the Resource Management Act requires every city and district council within its district to control any actual or potential effects of the use, development, or protection of land, for the purpose of avoiding or mitigating natural hazards and the prevention or mitigation of any adverse effects of the storage, use, disposal, or transportation of hazardous substances.

The Proposed Hawke's Bay Regional Resource Management Plan (incorporating the Regional Policy Statement) presently being developed by Hawke's Bay Regional Council clarifies the responsibilities of city, district, and

regional councils for developing objectives, policies and rules relating to the control of the use of land for:

- The avoidance or mitigation of natural hazards; and
- The prevention or mitigation of any adverse effects of the storage, use, disposal or transportation of hazardous substances.

The Proposed Hawke's Bay Regional Resource Management Plan states that in order to promote simplicity and achieve clear accountability, the development of objectives and policies for avoiding and mitigating (reducing) the impact of natural hazards on the community shall be a responsibility of both Hawke's Bay Regional Council and the city and district councils. However, any rules to control the use of land for this purpose shall be developed through District Plans. To support the city and district councils in developing and implementing their plan provisions in relation to natural hazards, Hawke's Bay Regional Council will be a major information provider. This information however, will be at a macro-level and may require additional information at the micro level. This will be the responsibility of the city and district councils to obtain.

Each Council's Long Term Council Community Plan includes the range of mitigation measures for natural hazards that they intend to undertake during the following ten years.

3.2.2 Local Government Act requirements

The Local Government Act 2002 sets out the planning and decision making procedures that each city, district, and regional council must follow in undertaking their activities.

There are also special consultation procedures that set out how a city, district, or regional council must consult with its community regarding its specific plans or any significant activities that the council wishes to undertake.

Under the Local Government Act 2002, every city, district, or regional council must on a regular basis, carry out a process to identify community outcomes for the intermediate and long-term future of its district or region. The purpose of identifying community outcomes is to allow communities the opportunity to participate in the development of their economic, social, environmental, and cultural wellbeing.

All city, district, and regional councils agreed to develop a regional outcomes process for identifying community outcomes in Hawke's Bay. An extensive consultation process was followed to identify the regional community outcomes.

Regional community outcomes

The regional community outcomes that were established in 2004 are:

- A strong, prosperous and thriving economy;
- Transport infrastructure and services that are safe, effective and integrated;
- Communities that value and promote their unique culture and heritage;
- Strong regional leadership and a sense of belonging;
- Supportive, caring and inclusive communities;

- Safe and accessible recreational facilities;
- Safe and secure communities;
- A lifetime of good health and wellbeing;
- An environment that is appreciated, protected, and sustained for future generations.

These regional community outcomes are not listed in any particular order.

Long Term Council Community Plan

The Local Government Act 2002 requires each city, district, and regional council to produce a Long Term Council Community Plan (LTCCP). The Long Term Council Community Plan covers a period of 10 years and describes the activities of the council and the community outcomes of the region. The first Long Term Council Community Plan for each city, district and regional council in Hawke's Bay was completed in 2004.

The Local Government Act 2002 requires city, district, and regional councils to produce another Long Term Council Community Plan in 2006 for the 2006-2016 period. Thereafter city, district, and regional councils are required to produce a Long Term Council Community Plan every three years.

It is expected that any significant structural or financial changes to city, district, or regional council operation, signalled in this Plan, will be included in the 2006-2016 Long Term Council Community Plans of the respective councils where any significant changes are required.

3.3 National Civil Defence Emergency Management Strategy

The Civil Defence Emergency Management Act requires the Crown to develop, and then maintain a National CDEM strategy. The first National CDEM Strategy was completed in December 2003 and became effective on 1 March 2004.

The *National Civil Defence Emergency Management Strategy* identifies five principles that underpin the development and assessment of civil defence emergency management planning. These are:

- Individual and community responsibility and self-reliance;
- A transparent and systematic approach to managing the risks from hazards;
- Comprehensive and integrated hazard risk management;
- Addressing the consequences of hazards; and
- Making best use of information, expertise and structures.

Crown goals for civil defence emergency management

The *National Civil Defence Emergency Management Strategy* also identifies four Crown goals. They are:

- To increase community awareness, understanding and participation in civil defence emergency management;

- To reduce the risks from hazards to New Zealand;
- To enhance New Zealand's capability to manage emergencies;
- To enhance New Zealand's capability to recover from disasters.

3.4 National Civil Defence Plan

The *National Civil Defence Plan* outlines the national responsibilities for readiness, response, and recovery tasks and procedures to be used during and after an emergency.

This CDEM Group Plan is consistent with the requirements of the *National Civil Defence Plan*, when setting out the requirements to take actions by individuals, businesses, and organisations within Hawke's Bay.

Requirement to make a new National CDEM Plan.

Under the Civil Defence Emergency Management Act, the Minister of Civil Defence Emergency Management must make a *National CDEM Plan*, which must state and provide for:

- a) the hazards and risks to be managed at the national level;
- b) the civil defence emergency management necessary at the national level to manage the hazards and risks described under paragraph (a);
- c) the objectives of the plan and the relationship of each objective to the national civil defence emergency management strategy; and
- d) the co-ordination of civil defence emergency management during a state of national emergency.

The Minister has until 1 December 2006 to make the *National CDEM Plan*, which will then replace the existing *National Civil Defence Plan*. The CDEM Group expects to be consulted over the development of the *National CDEM Plan*, and this CDEM Group Plan may need to be reviewed if any significant changes from the existing National CD Plan are made.

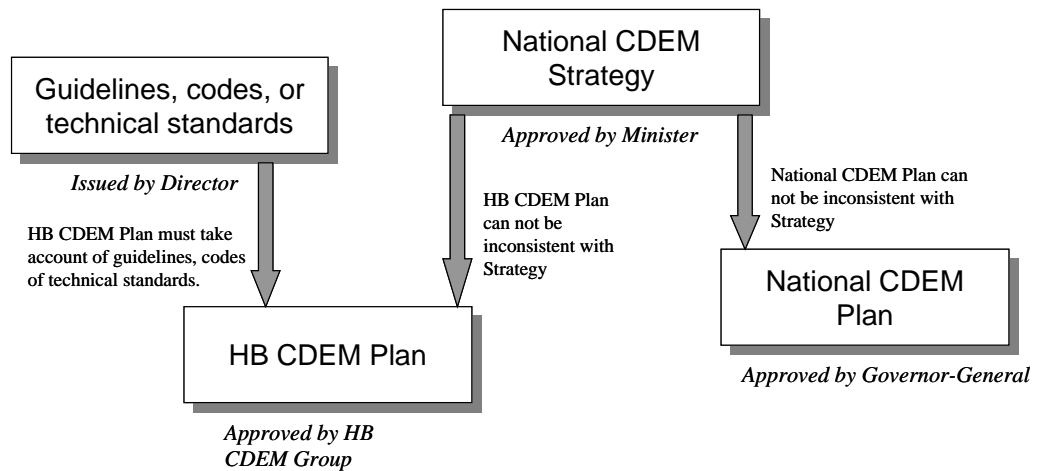
3.5 Directors Guidelines

The Director of the Ministry of Civil Defence and Emergency Management has released guidelines for the development of CDEM Group Plans. The CDEM Group has taken these guidelines into account in producing this Plan.

3.6 Planning relationship

The planning relationships required by the Civil Defence Emergency Management Act are shown below:

Figure 3: Planning relationships



3.6.1 Relationship of goals to National CDEM Strategy

The goals and objectives of this Plan take account of the principles outlined in the *National CDEM Strategy* and support the four Crown goals.

The vision and the three goals adopted in the CDEM Group Plan support the goals in the *National CDEM Strategy*.

The *National CDEM Strategy* has four goals for achieving the Crown's vision. They are:

- Goal 1: To increase community awareness, understanding and participation in civil defence emergency management. (Supported by CDEM Group Plan Goal 2)
- Goal 2: To reduce the risks from hazards to New Zealand. (Supported by CDEM Group Plan Goal 1)
- Goal 3: To enhance New Zealand's capability to manage emergencies. (Supported by CDEM Group Plan Goal 3)
- Goal 4: To enhance New Zealand's capability to recover from disasters. (Supported by CDEM Group Plan Goal 3)

4 STRATEGIC SECTION

This section of the CDEM Group Plan, deals with the strategic issue of building community resilience to manage and respond to emergencies. The strategic framework for how the CDEM Group and the other organisations included in this structure will operate is also outlined. Activities and measures that are required to improve the resilience of all the people living in Hawke’s Bay are identified.

4.1 Vision for civil defence emergency management in Hawke’s Bay

The vision of the Hawke’s Bay Civil Defence Emergency Management Group is:

“A resilient Hawke’s Bay community.”

Resilience describes a capability for “bouncing back”, adapting or being able to sustain (normal) activity following exposure to adverse events. Therefore a resilient Hawke’s Bay community is one in which normal social and economic activity will return within the shortest possible time following an emergency. To meet this vision, Hawke’s Bay will need:

- | | | |
|-----------------------------|---|---|
| Relate to Goal one | { | <ul style="list-style-type: none"> • A strong community spirit within which communities work together to ensure their safety; • Sound integrated planning, which has resulted in risks being reduced to acceptable levels; |
| Relate to Goal two | { | <ul style="list-style-type: none"> • Everyone to accept responsibility for reducing risk and being prepared; • Businesses with well rehearsed business continuity plans that safeguard both people and business income; • Community organisations with capability to deal with unexpected events; |
| Relate to Goal three | { | <ul style="list-style-type: none"> • People who know what to do and help each other in the event of an emergency; • The capacity for rapid well coordinated and effective response to, and recovery from, an emergency; and • To recognise the critical role civil defence emergency management plays in assuring our safety and prosperity. |

Everyone therefore has a role to play in building a resilient Hawke’s Bay community.

Achieving the CDEM Group’s vision also contributes to a number of the community outcomes identified in 2004. These are:

- A strong, prosperous, and growing economy;
- Communities that value and promote their unique culture and heritage;
- Strong regional leadership and a sense of belonging;
- Supportive, caring and inclusive communities;
- Safe and secure communities;
- An environment that is appreciated, protected, and sustained for future generations.

4.2 Principles of civil defence emergency management

A framework for civil defence emergency management

The Civil Defence Emergency Management Act establishes a framework for civil defence emergency management aimed at implementing change to build resilient New Zealand communities. To achieve this the CDEM Group, emergency services, and other organisations need to integrate their planning, programmes, and activities related to civil defence emergency management. The CDEM Group has a responsibility to encourage and enable communities to achieve acceptable levels of risk and plan for reduction, readiness, response, and recovery matters (the 4Rs) in relation to the hazards that the Hawke's Bay community faces. This Plan sets out how this is to be achieved.

In order for this to occur it is essential that emergency management be based on the following three basic principles:

4.2.1 Regional Capability

There are two key elements to building capability, these are:

1. *Reduction of Vulnerability*

The environment and communities need to be made more resilient to the impacts, losses and disruption from hazard events.

Reduction of vulnerability needs to be a part of normal business and community planning, i.e. it is not something done by "the emergency management people", but is an integral part of core decision-making on where and how to construct and operate businesses, communities, buildings and facilities.

2. *Ability to Respond and Recover*

Despite 'reduction in vulnerability', extreme events will occur. Communities need to be able to withstand these events (this means being prepared for, responding to, and recovering from them). Contingency plans (about how to survive and maintain essential operations) and longer-term redevelopment plans are required, and should be in place before a disruptive event occurs.

4.2.2 Sustainability

It is important that any comprehensive emergency management activities and decisions (especially mitigation and recovery) are based on the principle of sustainability. Planning of communities should be based on a long-term strategy that takes account of the consequences of the hazards and vulnerabilities present. Mitigation activities that are undertaken without this long-term perspective may, while decreasing risk in the short term, actually increase it in the long term.

4.2.3 Community Management and Partnerships

There are five elements to this:

- a) Management of risk at an appropriate level. Communities, businesses, and individuals need to accept that they have responsibility for managing their risks. This includes, for example:
 - i. Communities (rather than "government") being responsible for consequences of their planning and other decisions i.e. for their own action or inaction.
 - ii. Individuals and businesses being responsible for costs of those consequences (e.g. insuring property or deciding to carry the risk themselves).
- b) A co-operative approach involving a partnership between all relevant stakeholders co-ordinated by local government agencies (via CDEM Groups) at local level and the Ministry of Civil Defence & Emergency Management at national level.
- c) Informed decision-making. Communities will effectively be making decisions about which consequences they choose to eliminate or reduce, and which they will accept. There needs to be full public disclosure of relevant information and decisions and opportunity for public input into decision-making at the community (local government) level and the national level.
- d) Comprehensive national, regional and local planning should incorporate both emergency management and community outcomes and national goals, taking into account hazards and associated vulnerabilities as well as wider social and economic issues when making, planning or development decisions.
- e) The complexity of emergency problems raises the need for an 'inter-disciplinary' approach to decision-making. Emergency managers, planners, developers or others cannot make decisions that have implications for community design, development and ultimately continuity, in isolation.

4.3 Operating Principles

There are three key concepts or principles that provide the basis for how the Group will function. They are:

- a) Comprehensive Emergency Management;

- b) Risk Management; and
- c) Integrated Emergency Management.

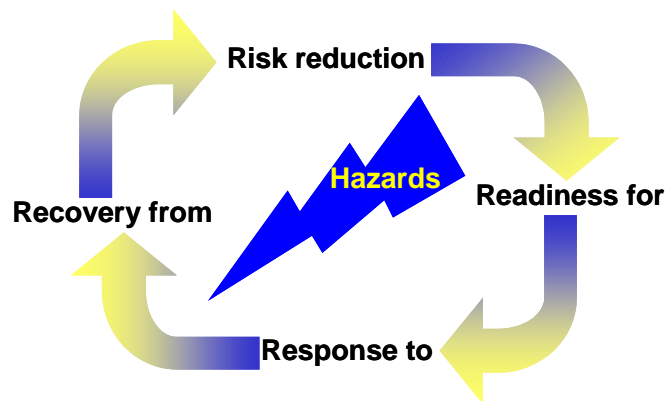
4.3.1 Comprehensive Emergency Management

Comprehensive emergency management is a way of fitting together the elements of emergency management into an inclusive framework encompassing all hazards and levels of government and the private sector.

There are four components to emergency management: risk reduction, readiness, response and recovery. It applies a comprehensive all-hazards and all-risks approach to each activity, which is seen as a continuous and ongoing cycle:

Figure 4: The 4Rs of CDEM

The 4Rs in civil defence emergency management



- **Risk reduction:** activities that reduce the degree of long-term risk to human life and property arising from natural and man-made hazards. Identifying and analysing long-term risks to human life and property from natural and man-made hazards; taking steps to eliminate these risks where practicable, and where not, reducing the likelihood or consequences of their impact.
- **Readiness for:** activities that develop operational capabilities for responding to an emergency, including programmes that enable the public to develop appropriate self-help preparedness and response measures.
- **Response to:** activities undertaken immediately before, during, or directly after an emergency that can save lives, minimise property damage, or improve recovery.
- **Recovery from:** activities that address the immediate problems of stabilising the affected community, assessing the needs of the community, and coordinating resources. Recovery programmes extend into longer-term actions for community rehabilitation and restoration. This restoration needs to have a reduction focus i.e. it is important that a community is not re-built, remaining vulnerable to the same hazards.

4.3.2 Risk Management

Risk management is a process for ensuring that decisions about risk enable individuals, organisations, and communities to minimise loss and maximise opportunities. This means:

- a) Identifying and considering all aspects of risk (social, political, economic, and physical) from all hazards.
- b) Determining acceptable risk levels.
- c) Balancing costs and benefits of options to address risks.
- d) Developing, agreeing on, and implementing ways to minimise potential damage and disruption.

This is achieved through a logical and systematic process of identifying, analysing, assessing, addressing, monitoring and communicating the risks arising out of natural and man-made hazards.

4.3.3 Integrated Emergency Management

Integrated emergency management is horizontal integration (co-operation and co-ordination) between relevant agencies and vertical integration within those agencies to ensure the effective and efficient use of resources.

Relevant agencies are Central Government, local government, emergency services, engineering lifelines utilities and relevant voluntary and private sector groups.

4.4 Functional requirements of the CDEM Group

The Civil Defence Emergency Management Act in section 17 requires the CDEM Group and each of its members to carry out the following functions:

- Identify, assess, and manage hazards and risks;
- Consult and communicate about risk;
- Identify and implement cost-effective risk reduction;
- Maintain and provide suitable trained and competent personnel and an appropriate organisational structure for effective civil defence emergency management;
- Maintain and provide material, services, information and any other resources for effective civil defence emergency management;
- Respond to and manage the adverse effects of emergencies;
- Carry out recovery activities;
- When requested, assist other Groups;
- Promote and raise public awareness of the Civil Defence Emergency Management Act;
- Monitor and report on compliance with the Act;

- Develop, approve, implement and monitor a Civil Defence Emergency Management Group Plan;
- Participate in the development of the National Civil Defence Emergency Management Strategy and National Civil Defence Emergency Management Plan; and
- Promote civil defence emergency management in its area.

Arising from these statutory functions, the consequences of the identified hazards, and the activities identified to build resilience, there are a number of strategic issues to address. These are:

- Determine how best to manage the risk of hazards;
- Develop a consultation strategy that informs local communities on the risk of hazards, civil defence emergency management generally, and raises public awareness of the requirements of the Act.
- Develop appropriate organisational structures and agreed minimum standards of service delivery for civil defence emergency management for all civil defence organisations;
- Develop effective training programmes so that all people involved in responding to an emergency know what to do;
- Develop contingency plans for the consequences of the priority hazards;
- Business contingency plans need to be developed by all businesses and organisations;
- Develop recovery plans;
- Develop systems for monitoring compliance with this Plan, the Act, and other relevant legislation; and
- Develop systems to determine that the implementation of the Plan is being effective.

While the CDEM Group is primarily responsible for ensuring these matters are implemented, many organisations and businesses also have a responsibility in achieving the successful outcome of developing a resilient Hawke's Bay.

4.5 Working with the community

The Hawke's Bay CDEM Group will, by taking account of the principles of emergency management, and implementing its functions: endeavour to develop a safe and sustainable environment where the public and infrastructure of Hawke's Bay are best able to coexist with the natural and technological hazards.

Responding to and recovering from the effects of hazards is a community issue. Communities need to be aware of the hazards that have the potential to affect their area and the potential consequences of them. Only then will individuals and communities have the ability to plan appropriately to respond and recover from a hazard event.

This will require the CDEM Group to continue a program of community education and engagement to ensure that the people of Hawke's Bay are aware, consulted, and accept the level of residual risk they are exposed to.

The development of programs to allow appropriate consultation with the communities relies on the CDEM Group having a sound understanding of the hazards and their impacts.

4.6 Organisations included in the CDEM Group structure

The following are identified as having an obligation to participate in and contribute to the development of a resilient Hawke's Bay community:

CDEM Group Members (Central Hawke's Bay, Hastings, and Wairoa District Councils, Napier City Council, and Hawke's Bay Regional Council)

Objective

To provide the organisational arrangements and services to ensure that the residents and visitors of Hawke's Bay enjoy a safe and sustainable environment. To deliver the services required of it, as identified in this Plan.

Hawke's Bay District Health Board

Objective

The provision and co-ordination of health services for the people of Hawke's Bay. Delivering the right care in the right place at the right time and by the right people.

Engineering Lifelines Utility Organisations (See Glossary for list)

Objective

Plan and work co-operatively across sectors in order to be able to function at the fullest possible extent during and after an emergency (ref. Section 57 Civil Defence Emergency Management Act 2002).

Ministry of Social Development

Objective

The management of welfare services, and where practical the provision of services identified in this Plan.

NZ Fire Service

Objective

To control, contain & extinguish fires. To control, contain & neutralise hazardous substances. Provide personnel & equipment to enable rescue of persons trapped. Where practical the provision of services identified in this Plan.

NZ Police

Objective

The maintenance of law and order and where practical the provision of services identified in this Plan.

Rural Fire Authorities (Bay Forests; Department of Conservation; Central Hawke's Bay, Hastings, & Wairoa District Councils; Napier City Council; and the Eastlands Rural Fire Authority.)

Objective

The management of the rural fire risk and where practical the provision of services identified in this Plan.

St John

Objective

To contribute to health services in Hawke's Bay by the provision of first response emergency care and a medical transport capability.

4.7 Reduction activities

Reduction activities are defined as those measures, which can reduce the frequency or the consequence of a hazard, thereby reducing the risk that a community faces from that particular hazard. Reduction strategies therefore include: public education; implementing building codes; having disaster insurance; appropriate land-use management; building use regulations; risk mapping; safety codes; and hazard identification, analysis and assessment.

Therefore the CDEM Group, by undertaking its statutory obligations and conducting civil defence emergency management activities in accordance with the principles and risk management strategies as outlined in this section, shall be undertaking the reduction activities necessary to work towards its vision.

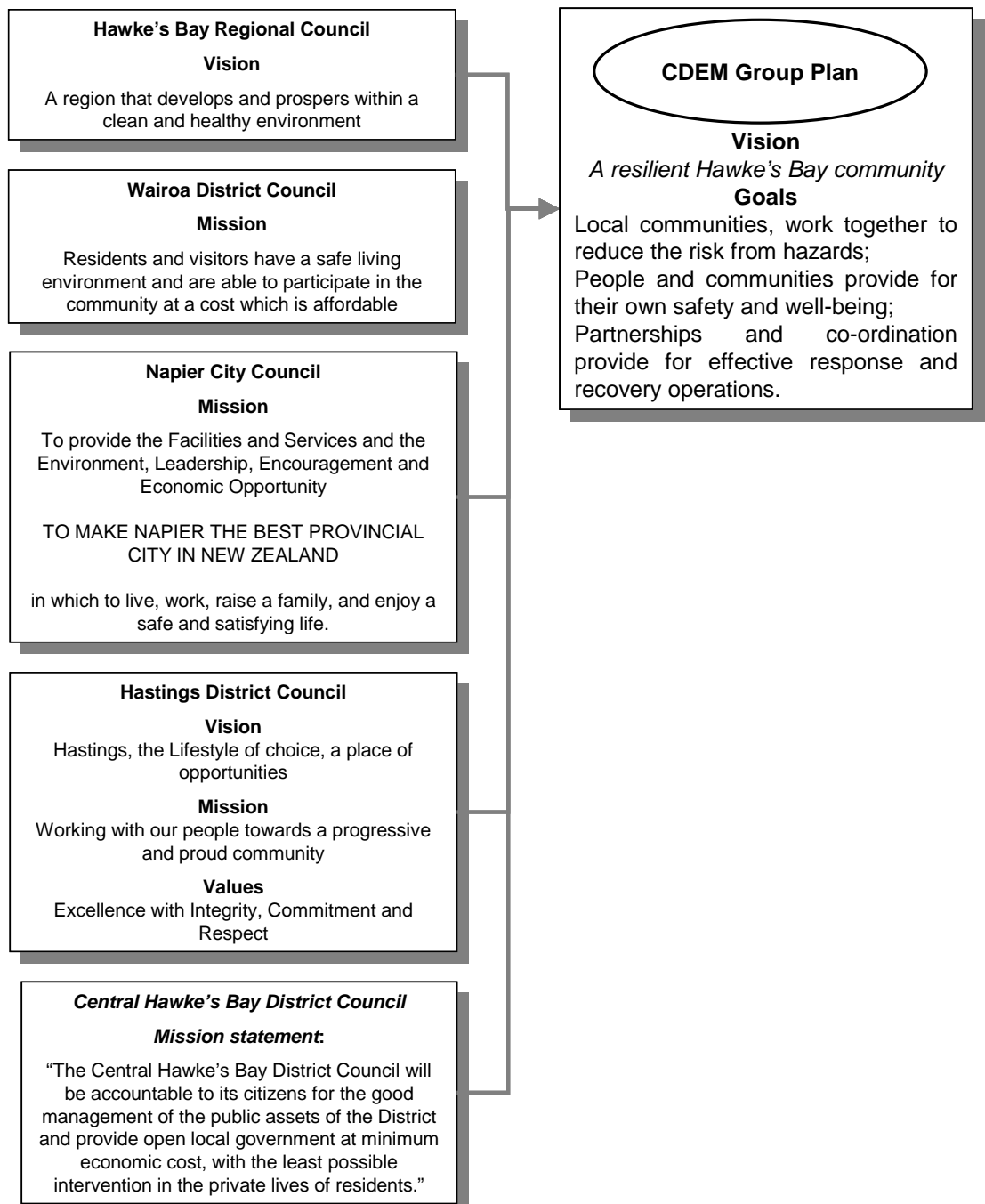
Details of mitigation measures that each council will undertake during the life of this Plan are included in each Council's Long Term Council Community Plan and its Annual Plans.

4.8 Planning relationships

This CDEM Group Plan has set out a clear vision and goals for the improvement of all Hawke's Bay communities. The following diagrams show how the various organisations that have a direct role in civil defence emergency management within Hawke's Bay are aligned with the vision and goals adopted by the CDEM Group.

The Ministry of Civil Defence and Emergency Management, while not a member are an observer for all Co-ordinating Executive Group meetings, and provide advice and technical assistance to the Co-ordinating Executive Group.

Figure 5: Relationship of CDEM Group members to CDEM Group Plan outcomes



Note: The vision and mission statements for each city, district and regional council were obtained from their 2002/03 Annual Reports.

Figure 6: Relationship of CEG members to CDEM Group Plan outcomes

