MARLBOROUGH EMERGENCY MANAGEMENT TE RĀKAU WHAKAMARUMARU O WAIRAU GROUP PLAN (2025-2030)

DRAFT 6-00

Marlborough
Emergency Management
Te Rākau Whakamarumaru o Wairau

GROUP

FOREWORD

It has never been more important to be prepared.

The Marlborough Civil Defence Emergency Management Group Plan sets out our strategic direction for the next five years. It is timely and indeed essential to give our emergency management staff and volunteers – and the response agencies with whom we work closely - clarity and certainty. It will ensure Marlborough is ready when the next disaster strikes.

We are as a region and nation exposed to more hazards than ever before, particularly with the effects of climate change now upon us. Marlborough has seen the impact of the increased intensity of weather events first hand in 2021 and 2022, with millions of dollars' worth of damage done to our roading network across the district. Thankfully, there was no loss of life.

Ever present in our minds is the likelihood of a rupture of the Alpine Fault, the much talked about AF8. This plan has a greater emphasis on building community resilience ahead of such an event including working more closely with Te Tauihu iwi who are in a unique position to support Marlborough's response effort – and have already done so through the Covid-19 pandemic and severe weather events.

Thank you to all those who have contributed to the review of this plan. Our strategic and operational partners – Fire and Emergency NZ, Police, Health NZ and Hato Hone St John – have helped us develop the vision, objectives and activities in this plan.

The focus of the new plan is to meet the objectives of the New Zealand Disaster Resilience Strategy which emphasises the need for geographical, social and multicultural communities to be considered as part of disaster readiness. It also emphasises that every agency and stakeholder involved makes up the Civil Defence and Emergency Management response, something we already demonstrate particularly well here in Marlborough.

He waka eke noa – We are all in this together.

Nadine Taylor

Mayor of Marlborough

Mihi

Tēnā koutou katoa,

I raro i te korowai o te kotahitanga me te mahi tahi, ka tuku atu nei ngā mihi mahana o Ngā Iwi o Te Tauihu ki a koutou katoa e whai pānga ana ki ngā Mahere Raru ohotata o te rohe o Wairau me Te Tai o Aorere. Ko tō tātou kaha kei roto i te mahi tahi ki te tiaki i ō tātou hapori me te whenua.

E mihi ana ki ngā kaitiaki tīpuna o tēnei whenua, ngā maunga, awa, me ngā moana e whāngai nei i a tātou. Ka mihi atu ki te hunga kua riro, ka whakanuia tō rātou mōhio hei arahi i a tātou.

I a tātou e huihui ana ki te whakatau i te ora me te oranga o ō tātou tāngata, me maumahara tātou ki ngā uara e hono nei i a tātou – te whakaute, te manawaroa, me te haepapa. Ka ū mātou ki te tautoko i ēnei mahere me te mātauranga me ngā tikanga o tō mātou iwi, kia pai ai te whakarite mō ngā wero kei mua i a tātou.

Kia tū kaha ai tātou katoa, hei kotahi, ki te tiaki i ō tātou kāinga me ngā whānau.

Ngā mihi nui,

In the spirit of unity and collaboration, we, the iwi of Te Tauihu o Te Waka-ā-Māui, extend our warmest greetings to everyone involved in the Marlborough and Nelson Tasman Emergency Plans. Our collective strength lies in our ability to work together to protect our communities and whenua.

We acknowledge the ancestral guardians of this land, the mountains, rivers, and seas that sustain us. We pay homage to those who have come before us and recognise their wisdom in guiding us forward.

As we come together to ensure the safety and well-being of our people, let us remember the values that unite us – respect, resilience, and responsibility. We commit to supporting these plans with the knowledge and traditions of our iwi, ensuring that we are prepared for any challenges that may come our way.

May we all stand strong, as one, to safeguard our homes and loved ones.

Shane Graham

Te Kotahi o Te Tauihu Charitable Trust

TABLE OF CONTENT

He waka eke noa

We are all in this together

PART 1: INTRODUCTION

PURPOSE

The purpose of the Marlborough Emergency Management Te Rākau Wkakamarumaru o Wairau (MEM) Group Plan (hereafter referred to as 'the Group Plan') is to set the strategic management of Civil Defence and Emergency Management (CDEM) in the Marlborough District 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 is a shared strategy. It is primarily developed for the MEM Group office, regional agencies (e.g., emergency services, local government, non-government agencies), local agencies and iwi involved in emergency management in Marlborough. The plan also intends to give the public an overview of how regional and local agencies are planning to manage hazards and risks in the district.

ABOUT THE GROUP PLAN

The Group Plan, operational for the next five years (2025-2030), 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*.

Part 1 of the Group Plan introduces the structure of the MEM Group and outlines how the MEM Group functions. Part 2 provides the district context to the strategy, including information about hazards that pose a risk to Marlborough.

CDEM in Aotearoa New Zealand adopts a 4Rs approach to emergency management, consisting of 'Reduction', 'Readiness', 'Response' and 'Recovery'. This approach has been used to structure part 3 of the Group Plan which outlines how the MEM Group will work to meet the vision and strategic objectives for the 2024-2029 period. Although the vision and strategic objectives cover a five-year period, long-term risks and trends including climate change and population dynamics were considered during 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 the MEM Group office. A full list of referenced documents is included in the 'References' section 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 and NEMA DLG 09/18 CDEM Group Planning. It is directly informed by the requirements in **s53** of the Act, the National Disaster Resilience Strategy 2019 (NDRS), and the National CDEM Plan Order 2015.

The Group Plan's content has been informed by stakeholder surveys, Coordinating Executive Group (CEG) meetings, Marlborough CDEM Group Committee (GC) meetings and internal workshops. Strategic and operational response partners including iwi have been involved in the development of the vision, objectives and activities contained within part 3 of the Group Plan, and all response partners and the public consulted prior to finalisation.

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 MEM Group.

Plan delivery

The strategic objectives and activities contained within the Group Plan are operationalised through the annual work programme of the MEM, the Marlborough District Council (MDC) and response partners.

The MEM CEG is responsible for overseeing the development, implementation, maintenance, monitoring, and evaluation of the Group Plan. For information about the CEG, please refer to 'Our structure' section.

Linkages to the district plans and policies

Figure 1 shows the linkages between CDEM Group Plans and local risk reduction plans and documents including Long Term Plans (LTPs) and Annual Plans. Objectives, activities, and information within Long Term Plans (LTPs) and Annual Plans inform the objectives, activities, and information within CDEM Group Plans, and vice versa.

MDC has reviewed the Marlborough Regional Policy Statement, the Marlborough Sounds Resource Management Plan and the Wairau/Awatere Resource Management Plan to create a single resource management document for the district, the **Proposed Marlborough Environment Plan (PMEP)** .

The PMEP sets out what people can do on their land and how it may be developed. It also guides how individuals, businesses and the wider community may use public resources such as fresh water and coastal space. The PMEP means Marlborough has a single planning document enabling the integrated management of the District's natural and physical resources.

The PMEP has two chapters strongly linked to emergency management, being the 'Natural Hazards' and 'Climate Change' chapters. The four overarching objectives which work to build community resilience to natural hazard events and climate change are included below. The policies that underpin these objectives can be viewed in the PMEP.

- ▶ **MEP Objective 11.1** – Reduce the risks to life, property, and regionally significant infrastructure from natural hazards.

- ▶ **MEP Objective 11.2** – Natural hazard mitigation measures, structural works and other activities do not increase the risk and consequences of natural hazard events.

- ▶ **MEP Objective 19.1** – Mitigation of and adaptation to the adverse effects on the environment arising from climate change

- ▶ **MEP Objective 19.2** – Avoid and mitigate the adverse effects of natural hazards influenced by climate change.

This Group Plan also aligns to the Te Tauihu o Te Waka a-Māui Emergency Strategy (2022-2027) [LINK]. The Te Tauihu o Te Waka a-Māui Emergency Strategy puts whānau at the centre of emergency management and aims to strengthen and develop a consistent approach to CDEM across Te Tauihu (Marlborough, Nelson, and Tasman Districts). More information about the strategy can be found in the 'Iwi partnerships' section of this Group Plan.
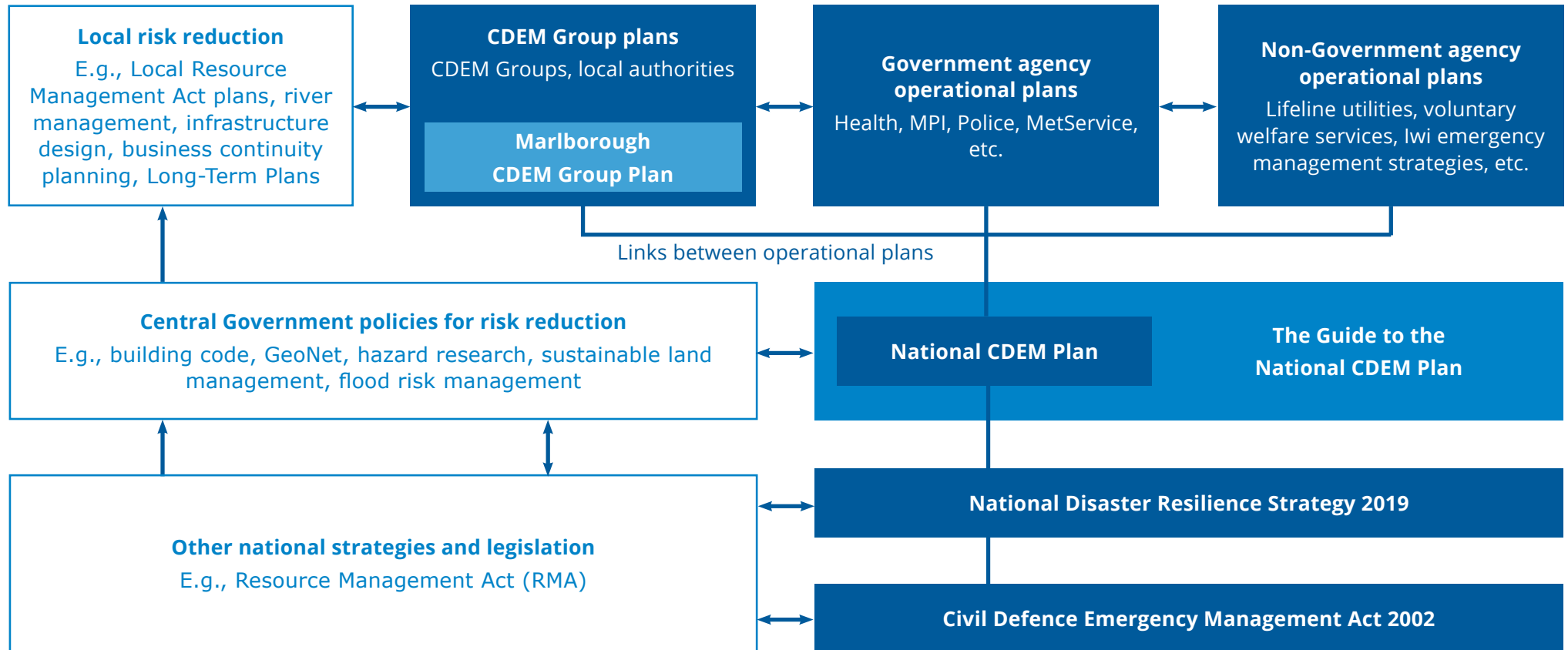
Figure 1: The relationship between the Group Plan and other documents, plans and legislation in Aotearoa New Zealand [Adapted from 'The guide to the National Civil Defence Emergency Management Plan 2015']

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 Marlborough CDEM Group.

Before emergencies occur, CDEM Groups work to reduce the risk of hazards (natural, biological, and technological) to their communities and ensure responding agencies and communities are ready to respond to emergencies where CDEM is the mandated lead agency[1].

When responding as the lead agency, CDEM Groups coordinate response and recovery activities across a range of agencies (see next section, 'Who we are'). CDEM Groups may also respond to an emergency to support another lead agency, such as Fire and Emergency NZ.

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*

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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)

WHO WE ARE

CDEM Group members

CDEM Groups are formed under **s12** of the Act from local authorities who work together with other organisations to provide co-ordinated CDEM planning for reduction, readiness, response, and recovery (the 4Rs).

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 Marlborough District. Key partners are members of the Coordinating Executive Group (CEG), which includes the Local Authority, a Te Tauihu Iwi representative, Fire and Emergency NZ, Police, St John, Te Whatu Ora, the Medical Officer of Health and Ministry of Social Development.

The MEM Group maintains partnerships and relationships with other organisations outside the CEG, including the eight tangata whenua iwi in Te Tauihu[2], lifeline utilities[3], government agencies (through local and regional offices if in place), welfare and community services (including non-profit groups), volunteer groups, businesses, and community groups.

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, a**nd **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.

The **NEMA Partnership Charter** is a key document which helps guide and inform national and regional CDEM activities in New Zealand.

To view the Partnership Charter, click here [LINK].

Communities

We are all part of Civil Defence in the Marlborough District. This includes communities of place and communities of interest.

This Group Plan adopts the following definition[4] of community:

'a social, religious, occupational, or other group sharing common characteristics or interests and perceived or perceiving itself as distinct in some respect from the larger society within which it exists.'

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2 Ngāti Apa ki te Rā Tō, Ngāti Kōata, Ngāti Kuia, Ngāti Rārua, Ngāti Tama ki Te Tau Ihu, Ngāti Toa Rangatira, Rangitāne o Wairau, and Te Ātiawa o Te Waka-a-Māui.
3 Lifeline Utilities are entities that provide critical infrastructure services to the community such as water, wastewater, transport, energy, and telecommunications.

4 Definition from NEMA Best Practice Guide [BPG 4/10]: Community Engagement in the CDEM context.

IWI PARTNERSHIPS

Māori have a special cultural and traditional relationship with the environment and take a holistic view of how all parts of their ancestral lands, wahi tapu (sacred sites), water, and other taonga (treasures) are interconnected. Much can be learnt and applied to emergency management from Mātauranga Māori. For example, values like manaakitanga (the process of showing respect, generosity, and care for others) align with the way communities and response agencies support those affected by emergencies.

The MEM Group is committed to working in partnership with the eight tangata whenua iwi in Te Tauihu and marae, through continuing to strengthen relationships and seeking their involvement in national, regional, and local CDEM activities.

The MEM Group has iwi representation on the Coordinating Executive Group (CEG), the Readiness and Response Committee and the Welfare Coordination Group.

Te Kotahi o Te Tauihu Charitable Trust, a key partner of the MEM Group, is currently engaged in MEM's work programmes across the 4Rs and fulfils roles within the Iwi CIMS function during response and recovery. Additionally, Te Kotahi o Te Tauihu Charitable Trust has developed Te Tauihu o Te Waka a-Māui Emergency Management Strategy (2022-2027). The strategy puts whānau at the centre and aims to strengthen and develop a consistent approach to civil defence responses across Te Tauihu (Marlborough, Nelson, and Tasman areas).

In planning for reduction, readiness, response, and recovery, the MEM Group remains committed to giving priority to protecting wāhi tapu (sacred areas), protection of ngā taonga tuku iho (treasures of the ancestors) and the kaitiakitanga (guardianship) of the environment in both emergency response and recovery.
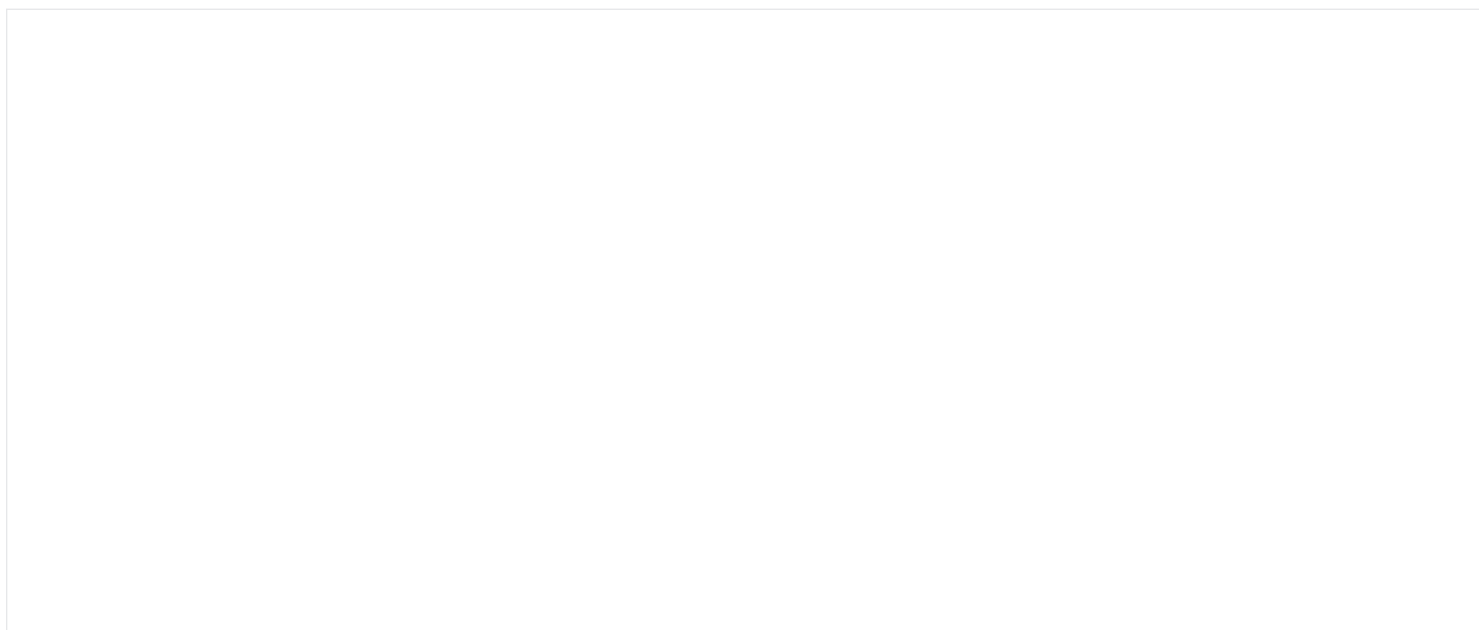
The following table outlines how the MEM Group is currently meeting Te Tiriti o Waitangi responsibilities.

Te Tiriti o Waitangi article (summarised*)	Meeting Te Tiriti responsibilities - MEM Group
Te Tuatahi: Article one **Kāwanatanga | Governership** Obligation to protect Māori interests ▶ Representation & Kaitiakitanga ▶ Structural mechanisms ▶ Decision making involvement	▶ Contributing to the establishment of the Pouārahi role to lead the development of strategic and operational relationships and initiatives, that are in partnership with Te Tauihu iwi, marae, Emergency Management, and government agencies. ▶ Aligning Group Plan goals, objectives, and activities to the values of the Te Tauihu o Te Waka a-Māui Emergency Management Strategy (2022-2027) and 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.
Te Tuarua: Article two **Tino Rangatiratanga | Self-determination** Māori exercising authority over their affairs ▶ Engaged, involved. ▶ Capacity & Capability building ▶ Design & Implementation	▶ The MEM Group contributes as a member of Rōpū Tautoko. ▶ Coordination between work programmes of CDEM and iwi across the 4Rs, including identifying shared training opportunities. ▶ Identifying and learning lessons for ongoing improvement in CDEM and iwi coordination during emergencies.
Te Tuatoru: Article three **Oritetanga | Equity** Protection and rights ▶ Equitable outcomes ▶ Tikanga & Kawa ▶ Mana enhancement & Due regard	▶ Continuing to embed the Iwi CIMS function representing iwi and whānau needs in an emergency (refer to Operational Arrangements section for more information).. ▶ Continuing training regarding the role and importance of the Iwi CIMS function for other CIMS functions. ▶ Continuing to develop cultural competency including use of Te Reo Māori as priority for Group office staff. ▶ The MEM Group observes tikanga and cultural practices as part of our way of working. ▶ Giving priority across the 4Rs to wāhi tapu (sacred areas), protection of ngā taonga tuku iho (treasures of the ancestors) and the kaitiakitanga (guardianship) of the environment.

* The full version of Te Tiriti o Waitangi can be viewed here.

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 3 of the Group Plan, which outlines the MEM Group objectives and activities for 2024-2029. 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	Readiness
Preventing new, reducing existing disaster risk, and managing residual risk, all of which contribute to strengthening resilience.	Developing operational systems and capabilities before an emergency happens, including making arrangements with emergency services, Lifeline Utilities, and other agencies, and developing self-help and response arrangements for the general public.
Response	**Recovery**
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.	The coordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration and enhancement of a community following an emergency.

This approach enables the MEM Group to:

▶ Work together to reduce risk.

▶ Prepare to respond to emergencies.

▶ Support communities during emergencies.

▶ Support communities to rebuild and enhance their disaster resilience.

For the purposes of this Group Plan the readiness and response sections have been combined due to the large crossover between these two areas of work.

OUR VISION

Marlborough is a disaster-resilient district and 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 through the following objectives:

Objective 1: Managing risks

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

Objective 2: Effective response to and recovery from emergencies

Where we want to be: Marlborough has a seamless end-to-end emergency management system that supports effective response to and recovery from emergencies, reducing impacts, caring for individuals, and protecting the long-term wellbeing of those who live, work, or visit here.

Objective 3: Enabling, empowering, and supporting community resilience.

Where we want to be: Marlborough has a culture of resilience that means individuals and families, whānau, hapū, businesses, organisations, and communities 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) (see below) and the uara (values) of the Te Tauihu o Te Waka a-Māui Emergency Strategy (2022-2027):

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

Matauranga | **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

▶ Ethical and values-based

▶ Accountability and transparency

Rangatiratanga | **We lead by example.**

▶ Values-based leadership

▶ Self-determination, principle of subsidiarity

OUR STRUCTURE

Governance

The MEM Group Committee (GC) and Coordinating Executive Group (CEG) govern and manage the Group respectively.

Group Committee (GC)

The GC is a committee of a Unitary Authority established under the Act. The GC provides governance and strategic direction to the Group, as detailed in **s17** of the Act.

The boundaries of the MEM Group are the same as the boundaries of the Marlborough District Council (MDC), a unitary authority that performs both district and regional council functions. The only member of the GC (as per **s13** in the Act) is therefore Marlborough District Council (MDC). Group membership includes the Mayor and Deputy Mayor of MDC.

The GC is chaired by the Chair of the Council's Assets and Services Committee. The powers and obligations of members of the CDEM Group members 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 Marlborough CDEM Group 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.

▶ Recommends to the CDEM Group the appointment of any CDEM personnel including the Group Controllers, and persons who may declare a state of emergency.

▶ Liaises with other CEG, particularly those of adjoining CDEM Groups.

▶ Provides input into central government processes, either policy positions or amendments to the legislation.

▶ Coordinates input into the annual planning process of MDC with respect to the CDEM function.

▶ Ensures the provision of professional development and training programmes across the CDEM sector in Marlborough.

Members of the MEM CEG (with voting rights) include:

- ► Marlborough District Council (CEO, Chairperson)
- ► Te Whatu Ora/Health New Zealand
- ► NZ Police
- ► Fire and Emergency New Zealand
- ► Marlborough District Council (Reduction and Recovery Managers)
- ► A representative of local iwi[5].
- ► Medical Officer of Health – National Public Health Service – Nelson Marlborough
- ► St John
- ► The Group Controller
- ► Group Welfare 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.

CEG observers (speaking but no voting rights) include:

- ► MEM Group, Group Manager
- ► MEM Group, Lifelines Coordinator
- ► Ministry of Social Development, Service Centre Manager
- ► A National Emergency Management Agency (NEMA) representative

In addition to organisations statutorily required to participate in CEG, other organisations and persons can be represented. Other representatives must be approved under **s20(1)(e)** of the Act.

The CEG is chaired by the CEO of MDC.

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5 In Te Tauihu o Te Waka ā-Māui, CEG iwi representatives (and their alternates) are appointed by iwi. Where there are issues that need escalation back to the Te Tauihu Iwi Chairs Forum, CEG representatives are able to submit papers for consideration. In turn, these issues can then be tabled by iwi at the National Iwi Chairs Forum.

CDEM subsidiary commitees

The CEG may 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 MDC. The cost of participation in subsidiary committees is met by each respective member organisation. Iwi are welcome to attend any or all subsidiary committees, appreciating their availability constraints. The MEM Group committees are detailed below.

The **Readiness and Response Committee** is chaired by the Group Controller and made up of response agency partners. The purpose of the committee is to ensure that readiness and response planning across the Group is co-ordinated, and consistent with the Group Plan. More information about the committee including membership is available in the committee's Terms of Reference.

The **Recovery Planning team** is chaired by the Group's Recovery Manager and includes agencies involved in the recovery process, for example, MSD, Rural Support Trust, Marlborough Primary Sector Network, and the Engineering Lifelines Chairperson. Iwi representatives sit on the committee subject to availability. In an emergency, the Recovery Manager convenes the team to assist in coordinating the recovery phase. More information about the committee including membership is available in the committee's Terms of Reference.

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 Marlborough District consistent with the Group Plan and national guidance. Iwi are members of the WCG in Marlborough and attend meetings subject to availability. More information about the committee including membership can be found in the Welfare Coordination Group Terms of Reference.

The **Marlborough Engineering Lifelines Group** is a voluntary group of regional and national organisations that deliver 'lifeline' services (e.g., utilities) and is chaired by the CDEM Group Lifelines Coordinator. These organisations meet regularly to contribute towards CDEM planning in Marlborough. More information about the group including membership is available in the Group's Terms of Reference.

Administering authority

Marlborough District Council (MDC) is the administering authority for the MEM Group under **s23** of the Act and provides:

- Secretariat for the MEM Group and CEG.
- Venue for MEM Group meetings.
- Accounting services for the MEM 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 both council's Annual Plans.
- Entering into contracts with service providers on behalf of the Group.

The costs of undertaking these services are met by MDC.

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

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 Declaration section 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 (s**29** of the Act).
- Group and Alternate Group Welfare Managers (CDEM Group Appointment).
- Group and Alternate Group Public Information Managers (CDEM Group Appointment).

Please note: the MEM Group does not utilise Local Controllers or Local Recovery Managers due to the unitary nature of the MEM Group. Regional (ECC) and local (EOC) response levels are combined and operated under the name Group ECC.

The MEM Group office

The MEM Group office coordinates and facilitates day-to-day planning and project work on behalf of the MEM Group and CEG. It is responsible to CEG for its work programme.

Functions of the MEM Group office include:

- ▶ Advice and technical support to CEG and the MEM Group.
- ▶ Maintaining a trained pool of CDEM and Local Authority staff to support the operation of the Group ECC and providing ongoing training and exercising opportunities.
- ▶ Operational duties including maintenance of the Group ECC and other facilities; receipt 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.
- ▶ External liaison, support, and assistance to and from other CDEM Groups and response agencies.
- ▶ Advocating for and contributing to the promotion of the MEM Group's objectives across the 4Rs.
- ▶ Preparation of the MEM Group office work programme and reporting against the programme.
- ▶ Provide secretariat support for the Welfare, Readiness and Response, Recovery and Lifeline committees.
- ▶ Project coordination and management, including ongoing development, implementation, monitoring, and review of the Group Plan.
- ▶ Provides a duty officer on a 24/7, 365 roster
- ▶ Coordination and implementation of regional CDEM policy.
- ▶ Management of contracts entered into on behalf of the MEM Group or CEG.
- ▶ Management and administration of MEM Group personnel on behalf of the MEM Group.
- ▶ External liaison with the CDEM sector and NEMA.
- ▶ Coordination of monitoring and evaluation and assurance activities.

Delegated roles

The 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 Committee meeting.

Group Controller

The Group Controller must, only during a state of emergency, direct and co- ordinate 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 his/her 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 Marlborough 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 CDEM Group area. The MEM Group has the practice of permanently appointing a Group Recovery Manager and Alternate Group Recovery Manager to fulfill this requirement. These positions are filled by MDC staff.

The specific powers available to the Recovery Manager can be found in **Part 5B** of the Act. Recovery Managers must report on use of these powers to the Director of NEMA and the MEM Group. The MEM Group has overall responsibility for governance and oversight of the recovery.

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. The Welfare Coordination Group is chaired by the Group Welfare Manager who is a member of the Group office.

The **Public Information Manager (PIM)** is responsible for managing the PIM team and its functions during an emergency. These functions include (but are not limited to) working with and monitoring the media, issuing public information to the community and managing community relations, collaborating with PIM personnel from other agencies, working closely with CDEM spokespeople and managing VIP and media site visits. The PIM team works with a range of internal and external partners during readiness, response, and recovery, and are all MDC staff.

The **Lifeline Utilities Coordinator** is responsible for ensuring that critical infrastructure providers understand their interdependencies and have plans in place to ensure levels of service are maintained during an emergency. The role chairs the Lifelines Group and coordinates members response to emergencies. The role is filled by staff outside of the Group office.

External support arrangements

When requested and where able, the MEM Group will provide support and assistance when requested to other CDEM Groups 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 a large Alpine Fault earthquake.

▶ Sharing relevant hazards information and planning mechanisms to help develop a common understanding and approach to civil defence and emergency management, 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 MEM Group and the business continuity of the Group's members. The Act (**s113**) provides for the recovery of actual and reasonable costs associated with provision of assistance to other CDEM Groups.

Financial arrangements

Day to day activities

The MEM GC and CEG govern, manage, and set the direction for the MEM Group work programme and budget.

In terms of day-to-day activities, the MEM Group is responsible for funding the

▶ Administrative and related services under s24 of the Act

▶ Committee administrative costs. The costs of participation in committees are to be met by the member organisation of each representative. In general, the costs of any specific project work undertaken by the committee will be met by the MEM Group.

▶ Agreed MEM Group annual work programme.

▶ Reduction, readiness, response and recovery arrangements required in the district.

▶ Preparation and implementation of CDEM Plans.

Unless agreed otherwise, the costs of completing any specific agency actions as outlined in the annual work plan will be met by the MDC or agency concerned.

Expenditure in an emergency

Financial delegations

Group Controllers will a financial delegation determined by MDC for single purchases/transactions (operational expenditure). Any amount above this requires additional sign off by the MDC Chief Executive.

In the lead up to an emergency (up to Level 3)

In an emergency CDEM agencies are to meet their own operational costs as outlined in the Guide to the National CDEM Plan (2015).

The Group is responsible for funding:

▶ All costs associated with resourcing, activation, and operation of the Group ECC.

▶ All reasonable direct expenses incurred by the Controller.

▶ Incoming Incident Management Team support personnel direct expenses (such as travel, meals, and accommodation).

▶ All reasonable direct expenses (such as travel, meals, and accommodation) incurred by recognized technical advisors when requested to attend meetings to provide specialist technical advice.

MDC is responsible for meeting all costs associated with its own CDEM personnel, facilities, and resources.

During an emergency (Level 3 or higher)

The Group is responsible for funding as per the section above.

MDC takes full first line responsibility for dealing with the impact of an emergency on the district. This includes the prior provision of the necessary physical and financial resources needed for response and recovery.

MDC is also responsible for meeting all emergency expenditure incurred in its district and arising out of the use of its resources and services under the control of the Group Controller. A clear record of who authorises any expenditure is required to be kept and the Group Controller will ensure all costs are properly accounted for.

Recovering costs

At the end of the response phase to an emergency the Group Manager will recommend to MDC costs which could reasonably be met by the Group. There may be circumstances where funding could be applied for, for example, where there are widespread adverse regional, environmental, social, or economic impacts, and consequential regional benefits from localised response efforts to reverse these impacts.

Claims for government assistance are to be made by the organisation incurring the expenditure. The MEM Group Office will co-ordinate claims. The MEM Group Office will prepare a claim for agreed Group costs (e.g. to reimburse emergency welfare service costs such as caring for the displaced). MDC will prepare its own claims (e.g. to insurers or central government) for reimbursement of any other costs. This procedure is outlined in the National Civil Defence Emergency Management Plan (2015).

Clear and accurate records of expenditure are required 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). Any reimbursement of the MEM Group expenditure by central government will be distributed back to MDC.

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 claim for reasonable costs to the local authority or Crown as set out in **s108** of the Act.

The MEM Group aligns to the MDC policy in relation to meeting koha and reimbursement of costs to iwi 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.

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 MEM 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).

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 the MEM Group which has as its aim of collecting and distributing money donated to the MEM Group during an emergency. The Trustees of the Trust includes the Mayor of Marlborough, and decision making committee appointed by the Mayor which can include a Councillor, Community representative(s) with local and relevant knowledge and iwi representation.
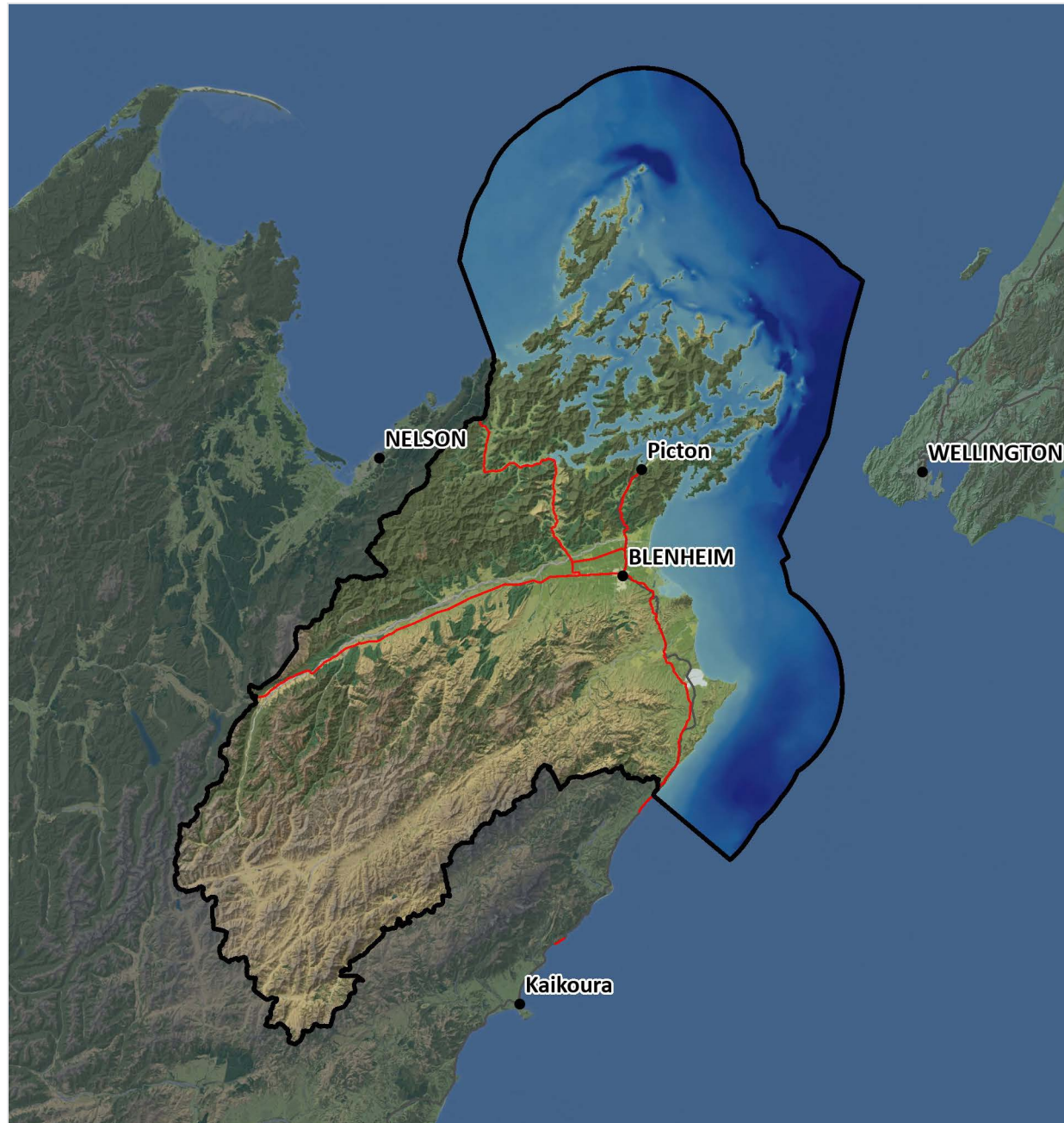
Monetary donations to the fund will generally be encouraged rather than the receipt of donated goods and services.

PART 2:

DISTRICT CONTEXT

This Group Plan covers the MDC area which also forms the MEM Group area.

THE MARLBOROUGH DISTRICT

The unique social, cultural, economic, and natural features of the district are considered when conducting activities across the 4Rs in the Marlborough area. For example, the Marlborough Sounds attract many tourists (cruise ships can double the population in Picton); Marlborough's demographic has high numbers of older people; ethnic diversity is increasing; and many people live in areas exposed to natural hazards.

The Marlborough District compromises a diverse landscape and encompasses a land area of approximately 10,491 km², which represents approximately 3.92% of Aotearoa New Zealand's total land area. Its land area of 1.05 million hectares is almost matched by its marine area of 725,000 hectares. Blenheim, the main urban area in Marlborough, makes up over half of the district's population. The rest of Marlborough is characterised by numerous rural communities, some of which in the Sounds are only accessible by boat and have the potential to become isolated during an emergency due to single points of entry, topography and remoteness.

Key features of the Marlborough District

Key features of the Marlborough District are outlined below. For a comprehensive overview of the district setting please refer to the PMEP.

Social

- Blenheim has a population of 29,280.
- Marlborough has a population of 51,900.
- The Marlborough population is projected to increase by up to 0.9% per annum until 2048.
- The Marlborough Sounds population swells by circa 10,000 visitors during the summer holidays.
- By 2048 it is estimated people aged over 65 years old will make up more than a third of Marlborough's population. Communication tools need to be carefully targeted to ensure adequate reach across different communities.
- The diversity of Marlborough's population has increased from the 2006 to 2018 census with notable increases in Māori, Pacific peoples, Asian, and Middle Eastern/Latin American/African ethnic groups. Activities across the 4Rs need to consider the growing diversity of Marlborough's population.
- 2.4% of the Marlborough population are te reo Māori speakers.
- Te Tauihu tangata whenua iwi in Marlborough are Ngāti Rārua, Ngāti Toarangatira, Rangitāne, Ngāti Kuia, Te Ātiawa o Te Waka a Māui, Ngāti Koata, Ngāti Apa ki te Rā Tō, and Ngāi Tahu (Kati Kuri).
- 84.1% of residents in Marlborough have access to the internet, and 90.6% have access to a cellphone/mobile phone. There are many locations in the District where no cellular coverage exists.

Built

- The roading network provides strategic links including a mixture of State Highways (1, 6 and 63) and District Council roads.
- Community water schemes operate in several parts of Marlborough. These can be vulnerable to loss of electricity required to operate bore pumps.
- The Marlborough economy relies on operational roading links to the Canterbury and Nelson Tasman regions for the import and export of of goods and services.
- Other critical transport links in the district include Blenheim airport, RNZAF Woodbourne Base and Ports in Havelock and Picton.
- The main hospital for Marlborough is Wairau Hospital (Emergency Department).
- 34 buildings are currently registered as earthquake prone Marlborough.

Economic

- The Marlborough District is renowned for its production of the Sauvignon Blanc wine variety. Marlborough grape growers and wine companies produce approximately 80% of Aotearoa New Zealand's wines.
- Total tourism expenditure in Marlborough increased by 16.5% to $219 million during the year to June 2023, compared to a year earlier (This compares with a national increase of 31.7%.
- The Marlborough Sounds represent an important environmental, cultural, and economic asset to the district. Numerous aquaculture businesses operate in the area.
- The 'Beverage and Tobacco Product Manufacturing' industry (Census category) is the largest in the Marlborough District accounting for 15.7% of the total GDP.

Natural

- Marlborough is one of Aotearoa New Zealand's sunniest regions – warm, dry, and settled weather predominates in summer.
- The Marlborough Sounds has 27% of NZ coastline.
- Parts of Marlborough can experience weather extremes ranging from droughts to flood events. Many areas around and inland from Blenheim and Seddon receive less than 800mm of rain per year. In contrast, parts of the Richmond Ranges receive over 2000mm of rainfall per year. The Marlborough Sounds receives around 1600-1800mm per year.
- Native forest, scrub and tussock still cover over 40% of the district – most of the river flats have been cleared of native vegetation and are now used agriculturally. Nearly 30% of the region has been converted to pasture with the majority used to graze sheep and beef.

CROSS-BOUNDARY LINKS

Up until 1853, Marlborough was part of the Nelson Province which covered the entire upper South Island, also including Nelson, Buller, and parts of North Canterbury.

Today, Marlborough's neighbours include the Nelson Tasman and Canterbury regions.
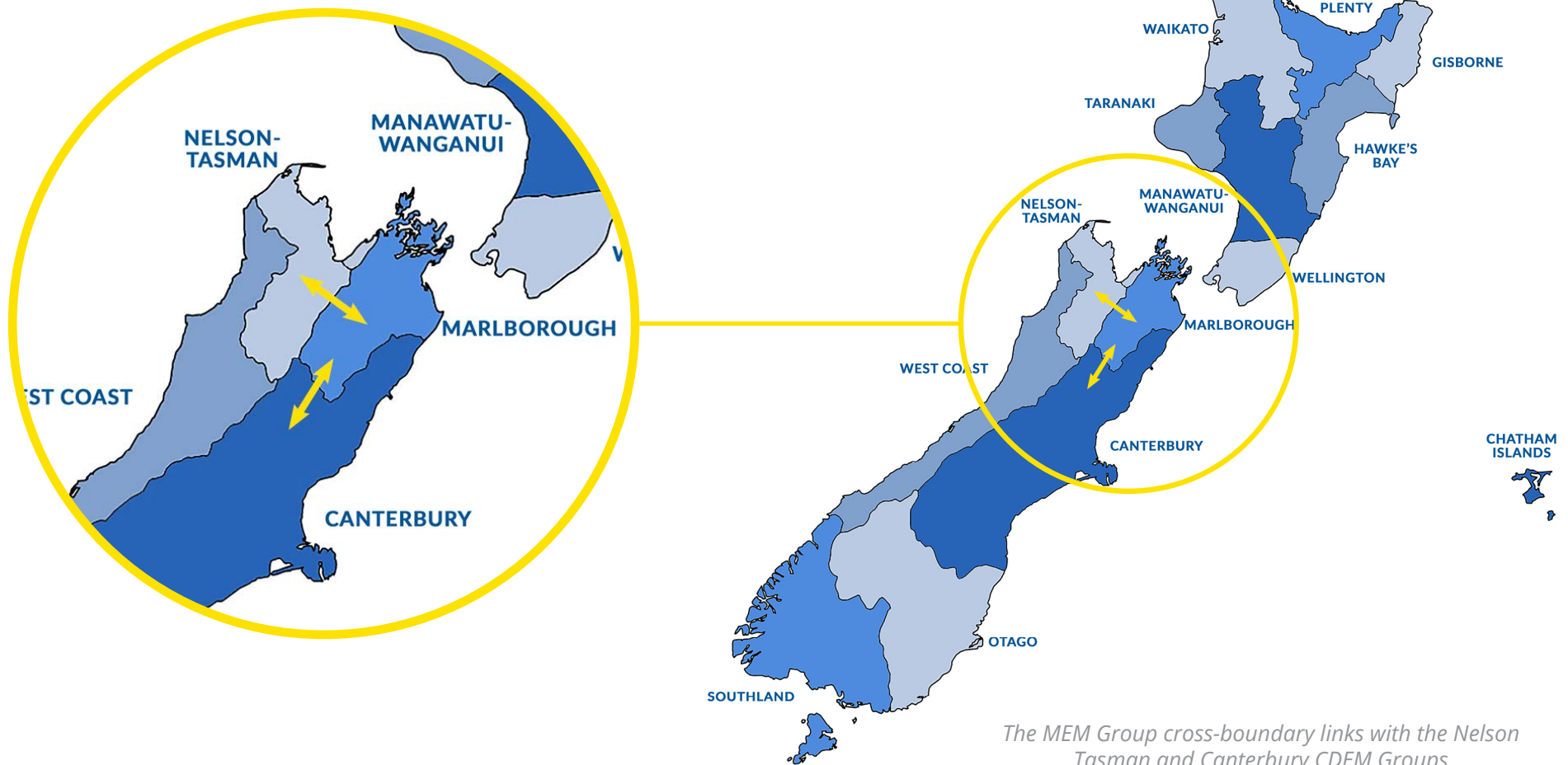
The MEM Group cross-boundary links with the Nelson Tasman and Canterbury CDEM Groups

Cross-boundary links between the Marlborough, Nelson Tasman, and Canterbury 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 are summarised below.

People

▶ Many residents commute daily between the Nelson Tasman and Marlborough regions. These people could find themselves stranded from their home or isolated when an emergency disrupts transport infrastructure connecting Marlborough with Nelson Tasman.

▶ For communities located near regional boundaries, 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 these essential services in an emergency, especially healthcare, may result in negative response outcomes for vulnerable persons.

▶ Residents in all three regions are likely to have close connections (family, whānau, birthplace, turangawaewae) to the other regions. Some people may be significantly impacted in an emergency affecting the other CDEM Group because of this personal connection. As a result, CDEM Groups need to be connected and work in partnership with each other.

Response partners

▶ Most government agency regional offices are physically based in the Nelson Tasman region, but service both Nelson Tasman and MEM Group areas. When an emergency occurs affecting both Groups and/or disrupting access to the Marlborough District, resourcing liaison officers to both areas may be challenging.

▶ Some response partner boundaries include more than one CDEM Group area, for example Nelson Marlborough Te Whatu Ora (servicing both Nelson Tasman and Marlborough CDEM Groups).

▶ There is a history of the MEM Group and Canterbury CDEM Groups working across boundaries during emergencies, particularly to support communities north of Kaikōura.

▶ The iwi coordinating entity (Te Kotahi o Te Tauihu Charitable Trust) for the top of the South Island sits across both Nelson Tasman and Marlborough CDEM Groups areas.

Economy

▶ SH 6 (via the Rai Valley) is a critical link for the Nelson Tasman and Marlborough economies enabling the movement of goods and services between both regions. The route also enables imports and exports out of the South Island connecting Marlborough to Port Nelson (known as the maritime gateway for the top of the South Island) and Nelson to Port Marlborough (inter-island passenger and freight ferry terminal).

▶ SH 1 from the Canterbury CDEM Group to Picton is a nationally significant road. Disruption to this road is likely to lead to disrupted economies and access to fast-moving consumer goods in the Marlborough District. Following the 2016 Kaikōura earthquake, major landslide mitigation works have been undertaken along the Kaikōura corridor of this road.

▶ Port Marlborough, situated in Picton, is a large entry point for tourists accessing the South Island via the inter-island passenger ferries. It is assigned a national criticality rating for its wharves and interisland rail/road assets. Disruption to Port Marlborough or the Marlborough road and rail networks is likely to have knock on impacts to Nelson Tasman and Canterbury regions.

▶ The Nelson Tasman CDEM Group and MEM Group areas share the Te Tauihu Intergenerational Strategy – a strategy focused on social, cultural, environmental, and economic development across the Top of the South.

Infrastructure

▶ Port Nelson and SH 6 are the single points of entry for fuel and gas supplies into Marlborough. AvGas for aircraft is delivered from Christchurch and is not offloaded into Nelson.

▶ The highest capacity transmission line in Aotearoa New Zealand (350kv Transpower HVDC line) passes directly through the Marlborough District before crossing the Cook Strait to the North Island. The network, which normally provides for 15-30% of North Island electricity demand, is vulnerable to hazards such as wildfire, tsunami and earthquakes.

▶ Almost all basic foodstuffs are sourced from Canterbury and there is limited stock held in the supermarkets (<3 days' supply).

▶ The National trunk rail line to Picton is a nationally significant piece of infrastructure. Disruption to this line either in the Marlborough or Canterbury CDEM Groups is likely to have knock-on impacts to the regional and national economies.

HAZARDS IN THE MARLBOROUGH DISTRICT

Marlborough is exposed to a variety of natural, biological, and technological hazards. Ahead of Group Plan development, a risk assessment was completed in 2023 to understand how these hazards could impact Marlborough across the four main environments. Cultural impacts were assessed within each of the four environments.

The four environments are the:

- ▶ Social environment
- ▶ Built environment
- ▶ Economic environment
- ▶ The natural environment

The results of this risk assessment have directly informed this Group Plan and will continue to be refined over the lifecycle of this and subsequent Group Plans as Marlborough'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 combination of the likelihood and consequence of a hazard occurring.*

The risk assessment process

The risk assessment process involved the development of maximum credible hazard scenarios[6] 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 [22/23]. The full set of results can be found within the **MEM Group Hazard Summaries** [Available upon request].

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6   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	AEP (% Annual Exceedence Probabilty)	ARI (Annual Return Interval) (rounded)
Rare	Almost certainly not to occur but cannot be ruled out	<0.1	>1000
Unlikely	Considered not likely to occur	0.1 - <1	>100 - 1000
Possible	Could occur, but is not expected to	1 - <10	>10 - 100
Likely	A good chance that it may occur	10 - <63	>1 – 9.5
Almost certain	Expected to occur if all conditions met	≥63	≤1

These likelihood levels are set within the Directors Guidelines 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 is 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 all identified hazards from the MEM Group Risk Assessment process (2023) 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 mulitple hazards.

Specific consequences assessed to pose the highest risk across all hazards from the MEM Group Risk Assessment process (2023) are summarised below.

▶ **Social environment**: temporary populations, injuries and illness, access to welfare and community services, social connectedness.

▶ **Built environment**: impacts to regional flood schemes, impacts to waste management, impacts to fuel distribution, impacts to key utilities.

▶ **Economic environment**: direct losses to individuals, direct losses to local government, direct losses to fisheries and aquaculture/horticulture, direct impacts on employment/job sector.

▶ **Natural environment**: impacts to freshwater ecosystems, impacts tosoil quality and ecosystems, impacts to significant environments and landforms, impacts to marine environment and ecosystems.

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

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:

🟥 Extreme | 🟧 Very high | 🟨 High | 🟩 Medium | 🟩 Low
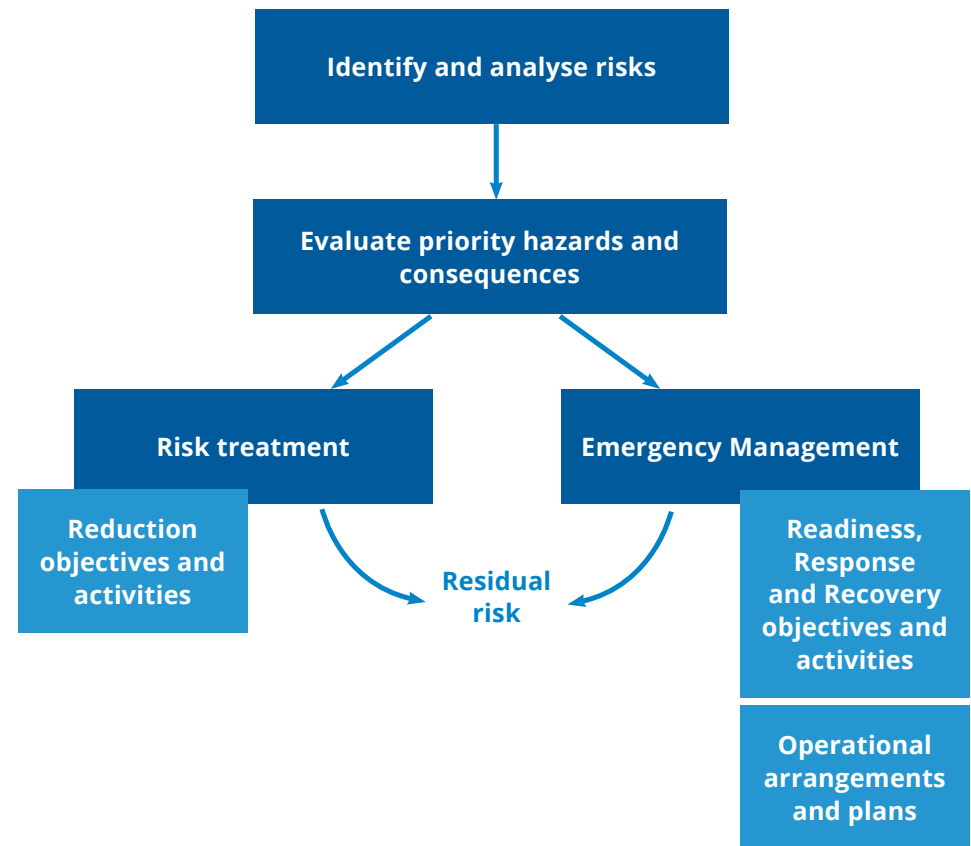
Figure 2: *Risk-based approach to emergency management (Adapted from Figure 4 of NEMA CDEM Group Planning DGL [09/19])*

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 district hazards

During the process no hazards were assessed to present an 'extreme' risk to the district. However, several hazards pose a high risk and may have significant im[plications 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 MEM Group.

Our high-risk hazards include:

- Flooding
- Earthquake
- Tsunami
- Human Pandemic
- Aquatic pest/disease
- Animal pest/disease
- Plant pest/disease

Flooding

Flooding occurs when storms and heavy rain make rivers overflow their banks or drainage systems overflow, often into the streets. Flooding is the most commonly occurring major natural hazard in the district. Sources of flooding can include large cyclones, north-westerly storms, and atmospheric rivers.

The three largest rivers in Marlborough are the Te Hoiere/Pelorus in the northwest, the Wairau River in the central part of the district and the Awatere River in the south. Rivers in Marlborough have varying degrees of management along their lengths. Some rivers, when in flood, have the potential to impact large urban areas.

Severe flooding events have occurred in the district before and have resulted in widespread consequences. Any high magnitude flood event is likely to cause significant damage to vulnerable residential and commercial buildings in the district. Lifeline utilities such as electricity and three waters infrastructure are likely to be impacted in the short to medium term. Disruption to roading infrastructure is common in flood events – as seen in the August 2022 severe weather event. This can isolate and cause significant disruption for affected communities. Many vineyards are also located on flood plains. Severe flood events can lead to the deposition of silt and debris in areas that have flooded, further impacting the built and natural environments, and in turn the economic and social environments. Full recovery from significant flood events can take years across all four environments. The majority of river control management is in the lower Wairau catchment where a service level of 1:100-year event is maintained. Other major rivers such as the Pelorus and Awatere do not have flood protection works in their catchments. Flood hazard maps for Marlborough can be found here.

The assessed risk to our district from **flooding** is shown below:

Likelihood	Consequence	Risk
Possible	★ ★	High

Earthquakes
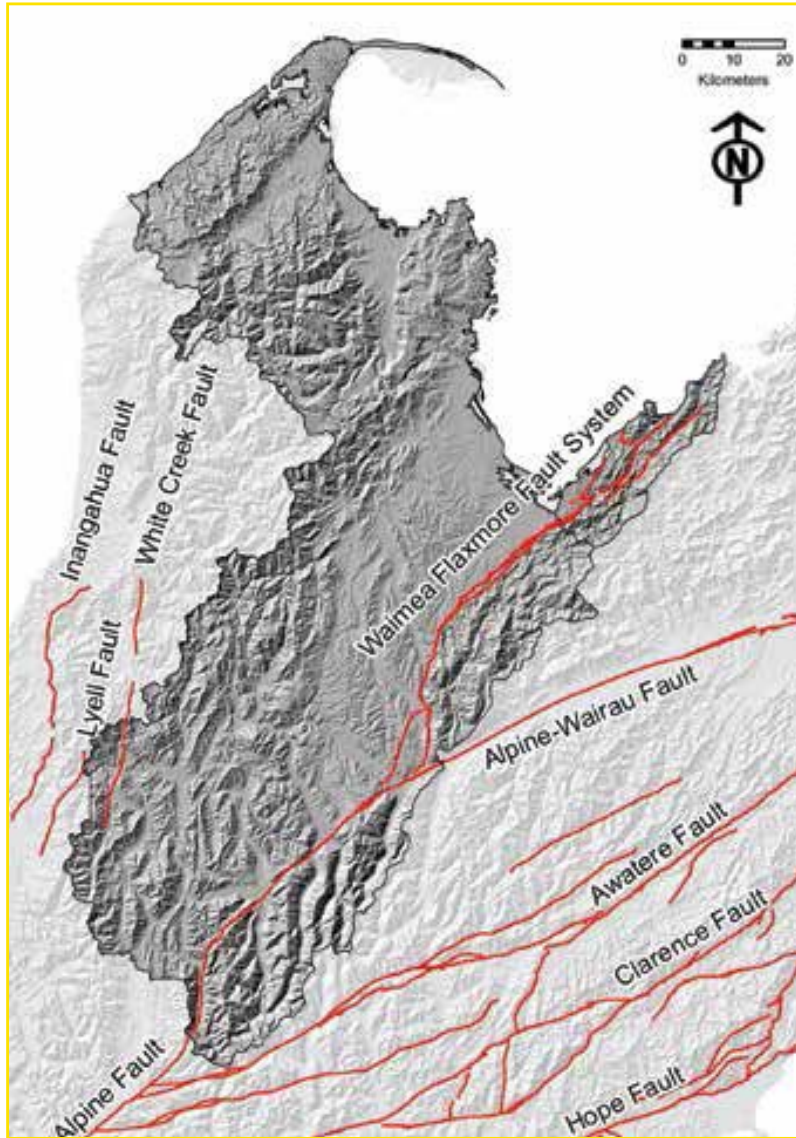
Major faults of the top of the South Island

Earthquakes are caused by ruptures along faults in the earth's surface, resulting in shaking and ground acceleration as energy is released. In addition, earthquakes can also result in significant land deformation and liquefaction, along with other co-seismic events, such as landslides and tsunami.

Our district contains a number of active faults that have the potential to cause significant impacts across the social, built, economic and natural environments. Some major faults extend across multiple regions, such as the Alpine Fault, and have the potential to significantly impact areas beyond our district. Click here to learn more about fault lines in Marlborough.

Our local earthquake risk

Within our district lie several active faults, including the Wairau Fault, Awatere Fault and the Clarence Fault. There are a number of other local faults within our district, and these can be viewed in the GNS Active faults Database (https://data.gns.cri.nz/af/). While the active faults have the potential to cause significant impacts, however they do not rupture very frequently, which reduces the risk they present to the district. However, this does not mean that an earthquake on these faults will not happen – they could occur at any time.

The Wairau fault is considered to be one of our main local earthquake risks due to its close proximity to the city of Blenheim and other major residential and commercial areas. While a scenario of the scale used in the risk assessment process is very unlikely to happen, a large rupture of this fault would result in widespread significant damage across all four environments and would require a major response.

The assessed risk from a **local fault rupture** is shown below:

Likelihood	Consequence	Risk
Unlikely	★ ★★	High

Our national earthquake risk

The South Island is intersected by a major plate boundary in the earth's crust and presents a significant earthquake hazard. The Alpine Fault runs the length of the South Island and is the largest continuous fault, extending from Fiordland into the south of the district, before transitioning into the Marlborough Fault System, which includes the Wairau Fault.

The Alpine Fault has been the subject of both national and district 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) and this would have significant impacts both within the district and nationally.

Many scenarios have been developed for an event on the Alpine Fault and these can have varying degrees of impact to our district. The Maximum Credible scenario (rupture of the northern extent of the Alpine Fault) would expose the district to damaging shaking – Southern parts of the district could experience up to MMI 8 shaking. Co-seismic hazards such as landslides, rockfall, liquefaction (where shaking exceeds MMI 7) and lateral spreading are likely to be experienced throughout the district.

The assessed risk to our district from the rupture of the **Alpine Fault** is shown below:

Likelihood	Consequence	Risk
Possible	★ ★ ★	Very high

Modified Mercalli Intensity Scale

A modified Mercalli intensity scale map for the AF8 scenario (Source: AF8 SAFER Framework)

More information about the Alpine Fault is available on the AF8 website.

Tsunami

A tsunami is a series of ocean waves with very long 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. The Marlborough coast is subject to tsunami hazard from various local, regional and distant sources. Tsunami evacuation zones for the Marlborough District can be found here.

Our local tsunami risk

A number of our local faults extend offshore and have the potential to result in the generation of tsunami. Many of these faults are deep under the sea and little is known regarding the full extent of the risk they pose, however the likelihood of a major earthquake on these is very rare.

Our largest local risk is from the Hikurangi Subduction Zone, a major plate boundary extending north to the east of the North Island. A large earthquake off the Wairarapa coast in the southern portion of the Hikurangi subduction zone would impact a large part of Aotearoa New Zealand. The Marlborough District would be exposed to severe shaking from the earthquake lasting several minutes. In addition to severe earthquake shaking, low-lying coastal settlements would potentially be significantly impacted by tsunami inundation. Co-seismic hazards such as landslides, rockfall, lateral spreading and liquefaction may also occur in parts of the district.

Should an earthquake occur on any of our local faults, it is likely that a tsunami would arrive very soon after the initial quake and could result in inundation to areas of our coastline. Therefore, we take the approach "Long, Strong, Get gone" for any earthquake that occurs, as it could be an offshore fault.

While we also have risk from regional and distant sources, such as the Pacific Islands, these events are far less likely to significantly affect our district should they occur.

The assessed risk to our district from a **local source tsunami** is shown below:
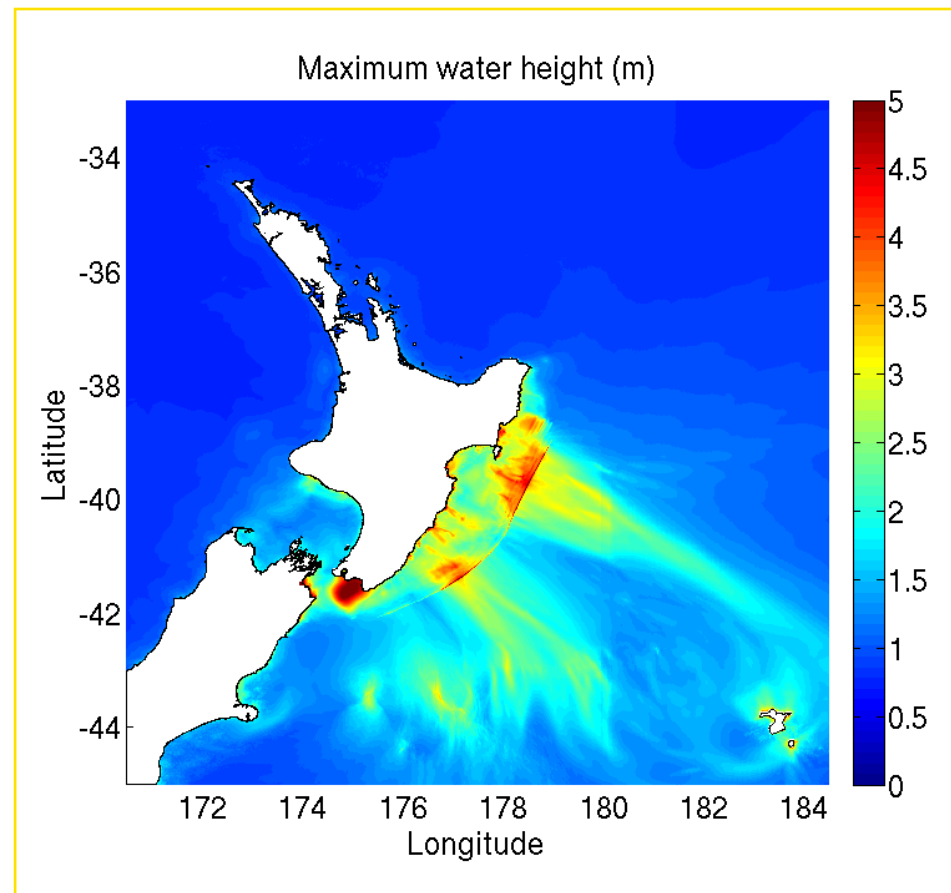
Modelled tsunami heights from a Magnitude 8.9 earthquake on the southern portion of the Hikurangi Subduction Zone

Likelihood	Consequence	Risk
Unlikely	★★★	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 district 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 district to a similar scale and its impacts to our district.

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

Likelihood	Consequence	Risk
Possible	★★	High

Animal pest/disease

Within our district we have numerous cattle and sheep farms, which support many of our rural communities and are significant contributors to our regional economy. These are susceptible to diseases and pests such as Bovine Spongiform Encephalopathy (BSE), M-Bovis and Foot and Mouth. A serious outbreak of a disease such as these in our district could have significant social, natural and economic impacts that would take many years to recover from.

The assessed risk to our district from a**nimal pest/disease** is shown below:

Likelihood	Consequence	Risk
Possible	★★	High

Aquatic pest/disease

The Marlborough Sounds is one of the highest producers of shell fish and salmon in New Zealand and plays a significant part in the employment and economy of the region. A major pest or disease within the Sounds could have a significant impact upon the communities that rely upon this sector and our district's economy.

The assessed risk to our district from **aquatic pest/disease** is shown below:

Likelihood	Consequence	Risk
Possible	★★	High

Plant pest/disease

The Marlborough District is the premier wine growing region in new Zealand, with over 85% of exported wine grown within the district. One in four people in the district are employed either directly in the industry or in supporting services. A major plant pest, such as Eutypa or Botryosphaeria dieback would have significant economic impacts to our district and would directly affect the social wellbeing of numerous communities.

The assessed risk to our district from **plant pest/disease** is shown below:

Likelihood	Consequence	Risk
Possible	★★	High

Drought

The Marlborough District is prone to regular drought and with changing climate patterns these are likely to become more severe. Droughts put significant strain upon our rural economies and can increase the potential for other hazards to occur, such as wildfire. While we have experience of managing droughts in our district, a series of years with continuous drought will put significant strain upon our key sectors, including farming, aquaculture and viticulture.

The assessed risk to our district from **drought** is shown below:

Likelihood	Consequence	Risk
Likely	★	High

Lower risk hazards in our region

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

- Fuel supply failure
- Snow fall
- Severe weather – Thunderstorms, tornado, flash flooding
- Severe weather – High winds
- Extreme temperatures
- Maritime pollution incident
- Mass fatality accident
- Water supply failure/contamination

- Coastal erosion/storm surge
- Distant volcanic eruption (ash fall)
- Urban fire
- Civil unrest
- Hazardous substance event
- Dam break
- Terrorism

Risk assessment is an on-going 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.

Learning from past events

At the national level, learnings from major disasters have influenced recent moves to change legislation and policies in the emergency management sector, including the Emergency Management Law Reform Programme.

Learnings from disasters across Aotearoa New Zealand and in the Marlborough District inform the work we do. These learnings are incorporated (as appropriate) into the MEM Group's work programme. Included in this plan is a specific objective to ensure that as a CDEM Group, we analyse and apply the learnings (as appropriate) from disasters in the Marlborough District and the rest of Aotearoa New Zealand to inform future activities across the 4Rs.

RISKS TO DISASTER RESILIENCE

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

"... the ability to anticipate and resist disruptive events, minimise adverse impacts, respond effectively, 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, and natural) and at individual, community, and societal levels.

Disaster resilience is affected by the following long-term and external factors that 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 more people 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.

Increasing elderly population

Over a quarter of the population in Marlborough is over 65 years of age - one of the highest levels in Aotearoa New Zealand. This increasing demographic means there is likely to be an increased reliance upon public services for the everyday needs of this demographic, including health services. 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.

Increasing technology reliance

Society is increasingly 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, the prevalence of electric cars is increasing, and further investment is being seen within this sector. Many of the technology 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 when building resilience as well as a need to remind users that power and internet may not be available during an emergency.

Dependency upon single industries

The Marlborough economy is based on monoculture crops such as pinus radiata, green-lipped mussels and grape vines, and other primary industries. These industries are particularly vulnerable to plant and animal incursions and diseases from outside the country, flooding, and impacts of climate change. One in four people within the district are employed within the viticulture industry and associated services, so any impacts to this sector would see widespread financial impacts to not only the population, but also to local government. The lack of economic diversity within the district poses a significant risk to disaster resilience.

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 to present, largely due to human activity like the burning of fossil fuels, natural gas, oil and coal.

The impacts of climate change are likely to change the frequency, severity, and range of hazards the MEM Group responds to, and as a result, plans for. A climate change lens is applied by the MEM Group to activities across the 4Rs.

Climate change is anticipated to have the following impacts in the Marlborough region in the future[7]:

▶ More frequent droughts are likely to lead to water shortages, increased demand for irrigation and increased risk of wildfire. Droughts are expected to increase in frequency and intensity over time.

▶ Coastal roads and infrastructure may face increased risk from coastal erosion and inundation, increased storminess, and sea-level rise.

▶ There may be an increase in the occurrence of summer water-borne and food-borne diseases such as Salmonella.

▶ Climate change increases the likehood of pests and weeds to spread. Warmer temperatures will make pests such as mosquitoes, blowflies, ants, wasps, and jellyfish more prevalent in the region. Crop diseases such as fungi and viruses may penetrate the region where currently they are excluded by lower temperatures.

▶ Climate change exacerbates risks to habitats for native species.

▶ There may be opportunities in the agriculture sector due to warmer temperatures and fewer frosts. Farmers might benefit from faster growth of pasture and better crop growing conditions. Horticultural crops such as kiwifruit and wine grapes are likely to show the greatest gains from higher average temperatures. However, prolonged drought or greater frequency and intensity of storms associated with climate change may limit these positive benefits.

▶ Climate change impacts in other regions, in New Zealand and overseas, may have an adverse effect on supply chains in Marlborough.

REGIONAL RESILIENCE STUDY

The MEM Group has already been working to increase the disaster resilience of individuals and communities in the district through previous and current projects. In 2022, MEM Group received a grant from the NEMA-administered Resilience Fund to conduct a regional resilience analysis. The project involved central and local government, emergency services, NGOs, and several 'test' communities. The project identified where MEM Group should direct its efforts to increase resilience across Marlborough communities, building on previous and current work in this space.

Project outcomes included regionally-specific goals for disaster resilience, project ideas to enhance disaster resilience and a new way of engaging with Marlborough communities to understand how they are impacted by hazards and how we can all work together to increase disaster resilience. These outcomes have been prioritised and are integrated into this Group Plan through the objectives and activities in part 3 of the Group Plan. Read the full Marlborough Regional Resilience Study report here.

7   Climate change projections for the Marlborough region | Ministry for the Environment

PART 3:

OUR STRATEGY

(2025-2030)

INTRODUCTION

The following sections utilise the 4Rs to outline what the MEM Group will do over the next five years to achieve the Group Plan's vision, that 'Marlborough is a disaster-resilient district 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'.

To view the MEM Group's vision and strategic objectives please refer to the 'Our vision' section of the Group Plan (Part 1).

REDUCTION – WORKING TOGETHER TO REDUCE RISK

Introduction

This section of the Group Plan outlines the reduction-related activities of the MEM Group.

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). Reducing the risk regional and local hazards pose to our communities (either the likelihood or severity of consequences), means the impacts of emergencies are less severe, and are therefore more easily managed by response agencies and affected communities.

Reduction-related activities of MEM Group's local authority member (MDC) 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 (e.g. the Proposed Marlborough Environment Plan). These activities are usually undertaken as part of MDC's and partner agencies 'business as usual' functions and practises and can offer the best means for enabling communities to manage risks to acceptable levels.

External factors and trends which 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 which may exacerbate hazard consequences such as housing intensification, development in hazardous areas, and climate change are also considered.

Working in partnership

Engaging Māori and iwi in reduction

Māori and Iwi are engaged in reduction activities through quarterly meetings held between CEG representatives (and alternates), Emergency Group Managers and Te Kotahi o Te Tauihu representative(s), taking a partnership approach to supporting the development and implementation of emergency management plans and Te Tauihu o Te Waka ā-Māui Emergency Management Strategy. Much of this work is coordinated through quarterly Rōpū Tautoko which include both Group Managers and Welfare Managers, an Iwi GM representative and the CEG Iwi representatives.

Te Tauihu o Te Waka ā–Māui Emergency Management Strategy links

The strategy adopts a waka framework with the focus of moea te poi, moe te taiaha, to be vigilant, and to be prepared.

At present, the strategy has focused on the Readiness, Response and Recovery in particular to establish a strong emergency response foundation. Reduction activities will be considered for inclusion in 2027.

What we want to achieve - Reduction

The following objectives outline what the MEM Group would like to achieve over the course of 2025-2030. The ability to achieve these objectives is dependent on available resources and the frequency, size, and duration of emergency events impacting the Marlborough District.

Strategic objective	Activities to support objective	Where we want to be in 2030
1. Continue to identify and understand risk scenarios (including the components of hazard, exposure, vulnerability, and capacity), and use this knowledge to inform decision making. **Links to legislation:** NDRS objectives 1,2,3 CDEM Act s17(1)	**a.** Continue to validate hazard risk assessments with Marlborough Emergency Management (MEM) response partners (including lifeline agencies) through the lifecycle of the Group Plan. **b.** Understand the risk priority hazards pose to hapū and iwi in the region. **c.** Promote use of the MEM risk assessment scenarios and results with businesses and MEM response partners, to inform business continuity planning (especially for organisations with BCP requirements under the CDEM Act 2002), hazard reduction, and resilience initiatives. **d.** Maintain an up-to-date understanding of the region's risk profile, specifically in the social environment, to inform risk assessment and activities across the 4Rs.	**MEM response partners, members and supporting organisations actively participate and seek opportunities to further understand the regional hazardscape and its impacts on the four environments to inform planning and preparation for adverse events.**
2. Advocate for MEM response partners (including MDC) to address gaps in regional risk reduction policy relating to regional hazards, with consideration to the impact of climate change on regional hazard risk. **Links to legislation:** NDRS objectives 4,5,14,15	**a.** Identify and embed mechanisms and/or BAU processes which enable risk reduction and resilience conversations between CDEM partners. **b.** Continue to build and strengthen relationships between MEM and MDC departments. **c.** Provide input into regional climate change studies and projects.	**Through engagement with MEM, regional risk reduction policy takes into account the requirements for emergency response and exposure of people and communities to all hazards.**
3. Champion the inclusion of strategic objectives relating to disaster resilience in key regional plans and strategies. **Links to legislation:** NDRS objectives 4,5,14,15	**a.** Identify and embed mechanisms and/or BAU processes which enable risk reduction and resilience conversations between CDEM partners including MDC. **b.** Provide input into regional climate change studies and projects.	**MEM is involved in the development of regional plans and strategies to ensure the needs of emergency response and recovery are considered to reduce the risk to our people and communities.**

Strategic objective	Activities to support objective	Where we want to be in 2030
4. Work with MEM response partners to cultivate a collective impact approach to building community resilience, focusing on empowering community capacity, capability, and connectedness. **Links to legislation:** NDRS objectives 4,5,14,15	**a.** Continue to identify collaboration opportunities with MEM response partners to build community resilience, e.g. Clued-up Kids. **b.** Build a community engagement kit (e.g. Branded Gazebo, promotional flags, tables, multi-lingual educational collateral) which supports attendance at community events. **c.** Identify and attend community events where possible to promote hazard awareness and preparedness. **d.** Provide advice and support to enable delivery of activities within the Te Tauihu o Te Waka ā-Māui Emergency Management Strategy.	**MEM response partners work effectively on shared initiatives to build community resilience to all hazards.**
5. Continue to further the understanding of hazards in the Marlborough region to inform activities across the 4Rs. **Links to legislation:** NDRS objectives 1, 3 CDEM Act s17(1)	**a.** Undertake a gap analysis to inform future hazard research focus areas for MDC. **b.** Promote any hazard research outcomes through MEM committees and public information platforms to increase hazard literacy. **c.** Continue to advance understanding of the Wairau Fault and tsunami hazard in the region. **d.** Promote understanding of hazards in the region, including the Hikurangi subduction zone, through public information management activities and platforms such as the MEM website.	**MEM pro-actively identifies and participates in hazard research initiatives that increase our understanding of regional hazards and their impacts upon the region.**

READINESS AND RESPONSE – PREPARING TO RESPOND AND SUPPORTING COMMUNITIES DURING EMERGENCIES

Introduction

Readiness is about developing operational systems and capabilities before an emergency happens, including making arrangements with emergency services, lifeline utilities, and other agencies, and developing self-help and response arrangements for the general public.

Additionally for 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.

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.

Working in partnership

Engaging Māori and iwi in readiness and response

Māori and Iwi are engaged in readiness activities through quarterly meetings held between CEG representatives (and alternates), Emergency Group Managers and Te Kotahi o Te Tauihu representative(s), taking a partnership approach to supporting the development and implementation of emergency management plans and Te Tauihu o Te Waka ā-Māui Emergency Management Strategy.

In the response phase, iwi Māori are engaged through the Iwi Liaison role. This role is ECC based, and in the first instance a CEG iwi represnetative appointed by the iwi Chairs, to ensure existing relationships and networks are leveraged to maximise response outcomes for Māori in Te Tauihu.

Te Tauihu o Te Waka ā-Māui Emergency Management Strategy links

The strategy adopts a waka framework with the focus of moea te poi, moe te taiaha; to be vigilant and to be prepared. The taurapa is the stern post of the waka. Steering of the waka through the waters ahead occurs from the stern and this represents 'Readiness', with iwi, marae, Māori communities and partners getting prepared for future civil defence emergencies. The hiwi is the hull of the waka, where the kaihoe (paddlers) sit and work in unison paddling in response to the commands of the Kaihautū. This represents the 'Response' function.

Readiness and response activities can be viewed within the strategy, however, activities include implementing an iwi Māori Emergency Management Workforce Development programme, rohe specific planning aligned to potential emergency events, and fulfilling iwi liaison and coordination roles in response.

What we want to achieve – Readiness

The following objectives outline what the Marlborough CDEM Group would like to achieve over the course of 2025-2030. The ability to achieve these objectives is dependent on available resources and the frequency, size, and duration of emergency events impacting the Marlborough District.

Strategic objective	Activities to support objective	Where we want to be in 2030
1. Establish and maintain relationships with key MEM response partners to develop emergency management capability and capacity across the 4Rs. **Links to legislation:** NDRS objectives 8, 11	**a.** Invite MEM response partners to exercising and training opportunities (as appropriate). **b.** Adhere to the NEMA-CDEM Partnership Charter **c.** Maintain close working relationships with elected officials and communicate opportunities for them to further their understanding of CDEM (e.g. workshops, training opportunities, and exercises).	**Our key partners understand their roles in an emergency and during business as usual and are able to effectively contribute across the 4Rs.**
2. Continue to build the partnership 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. **Links to legislation:** NDRS objective 8	**a.** Invite iwi/groups representing Māori to exercising and training opportunities (as appropriate). **b.** Continue to attend Rōpū Tautoko hui (Top of the South hui with iwi group managers and welfare managers). **c.** Support Te Tauihu iwi to achieve the emergency management activities outlined in the Te Tauihu o te Waka A Maui Strategy (2022-2027).	**Our relationship with iwi within the region is strengthened and clear roles and responsibilities are established across the 4Rs.**

Strategic objective	Activities to support objective	Where we want to be in 2030
3. Advance coordinated and integrated emergency preparedness planning that considers the outcomes of MEM's risk assessment, DGL planning requirements, and national response planning (e.g., CAT PLAN). **Links to legislation:** NDRS objectives 1, 11, 12 CDEM Act s17 (c)	**a.** Ensure the MEM Group meets its legislative planning requirements. Over the lifecycle of this Group Plan this may involve : • *Year 1*: Undertake a gap analysis of MEM planning requirements as per relevant legislation, NEMA Director's Guidelines and additional planning needs (e.g. AF8 Steering Group workstreams, NEMA's CATPLAN). The results of the Group's hazard risk assessment (Refer to part two of this plan) are used to prioritise consequence-based planning for large hazards like Hikurangi subduction zone or Alpine Fault. • *Year 2-4*: Delivery of priority planning projects. • *Year 5*: Development of supporting resources for plans (e.g. GIS maps, logistics plans, Standard Operating Procedures, specific training).	**The response to emergencies in Marlborough is supported by appropriate plans and procedures which address high-risk consequences in the district, identified by the Group's hazard risk assessment.**
	b. Identify the amount of resources required for regional operationalisation of national plans (e.g. CATPLAN).	
	c. Work with the MEM Group response partners to understand their operational capabilities in a catastrophic emergency to inform emergency response planning, contingency, and continuity requirements.	
	d. Assess potential CDC and Community Hub locations in the region.	
	e. Promote collaborative response planning amongst MEM response partners, including within MDC.	
	f. The AF8 Programme 5-year Strategy is supported financially and through in-kind contributions through the Steering Group and Regional Planning Groups.	
4. Build and maintain relationships with neighbouring CDEM Groups (Nelson Tasman and Canterbury). **Links to legislation:** NDRS objective 11 CDEM Act s17 (f)	**a.** Investigate required cross boundary operational agreements and arrangements.	**Requirements and arrangements for cross-boundary coordination are well understood and planned for.**
	b. Maintain relationships through cross-boundary forums, including the Top of the South Forum.	

Strategic objective	Activities to support objective	Where we want to be in 2030
5. Take a collective approach to building the capability and capacity of the Incident Management Team for response and recovery. **Links to legislation:** NDRS objective 11 CDEM Act s17 (c)	**a.** Obtain commitment from the MEM Group and its response partners to supply staff. This may include the establishment of MOUs.	**MEM can operate an effective response for sustained periods without the requirement for extensive outside support.**
	b. Maintain and develop the response capability and capacity of MDC staff.	
	c. In compliance with **s17b** of the Act, MDC to ensure processes are in place to facilitate the release of staff during work hours to attend training (in line with requirements in the Marlborough CDEM Group training model).	
	d. Maintain the capability and capacity of NZRT20. • Renew NZRT20 accreditation. • Maintain the currency of members training. • Recruit new members as required. • Identify how RT support staff can be used as volunteers in an emergency	
	e. Identify shared training/exercising opportunities across regional response partners including iwi/Māori partners, and their marae response teams.	
	f. Conduct succession planning for critical response and recovery roles.	
6. Develop and maintain facilities, tools, plans, and platforms for duty staff and regional response personnel (including iwi partners, elected officials, and emergency management volunteers) that support operational readiness for CDEM-led emergencies. **Links to legislation:** NDRS objectives 11,12 CDEM Act s17 (c)	**a.** Undertake D4H maintenance activities and train users to support operational readiness.	**The tools to support effective response are in place and their use well understood across key partners.**
	b. Ensure the MEM Group emergency facilities and their back-up services (e.g. generators, radios, satellite connections) are response ready.	
	c. Processes are developed to understand natural environment consequences in response and recovery, recognising the regional and cultural value of the environment in Marlborough.	

Strategic objective	Activities to support objective	Where we want to be in 2030
7. Embed tools, plans, and through training and exercising with duty staff and regional response personnel (including iwi partners, elected officials, and emergency management volunteers) to support operational readiness for CDEM-led emergencies. **Links to legislation:** NDRS objectives 11,12 CDEM Act s17 (c)	**a.** Continue to induct new MDC staff into MEM and ensure their availability for response and recovery. **b.** Provide training and exercising opportunities for Group office staff. **c.** Engage senior leaders and elected officials in emergency management training and exercising (including induction processes).	**The MEM Group has an annual training and exercising plan that includes all key partners, iwi, elected officials and volunteers.**
8. Enable and empower individuals, households, organisations, and businesses to build their resilience, paying particular attention to people and groups who may be disproportionately affected by disasters. **Links to legislation:** NDRS objective 13 CDEM Act s17 (a)	**a.** Develop and implement a five-year Community Resilience Strategy based on the results of the Regional Resilience Gap analysis. **b.** Collaborate with the MEM Group response partners to build resilience within communities likely to be disproportionately affected by disasters (e.g., elderly, seasonal workers, culturally and linguistically diverse (CALD) communities). **c.** Identify sustainable opportunities for the MEM Group office staff to regularly connect with communities to understand their disaster resilience needs. This may be through Community Hubs, the establishment of Community Forums, for example, attending NZ Police 'Woolshed meetings' and Rural Support Trust community meetings. **d.** Work alongside iwi partners to identify ways the MEM Group can enable and empower whānau, hapū and iwi to build disaster resilience.	**Individuals, households, organisations and businesses in Marlborough have increased their disaster resilience.**

Strategic objective	Activities to support objective	Where we want to be in 2030
9. Build risk awareness and literacy **Links to legislation:** NDRS objectives 3, 13 CDEM Act s17 (a)	**a.** Working with MDC, develop a public information plan which enables the timely delivery of national and regional CDEM public information campaigns. **b.** Identify which communities may be disproportionately impacted by disasters in Marlborough. **c.** Identify ways of building risk awareness and literacy with disproportionally impacted communities in Marlborough, including the development and distribution of emergency preparedness material customised to these communities (e.g. elderly, seasonal workers, CALD communities). **d.** Identify and implement improvements for the MEM Group pages on the MDC website which increase accessibility to hazard and preparedness information.	**The Marlborough community has a good understanding of their risk from hazards and access to appropriate information to inform effective decision making.**
10. Empower communities, the private sector, and not for profit organisations to respond and recover as they see fit, while ensuring they have connections into official channels to seek support and resources as needed. **Links to legislation:** NDRS objective 10 CDEM Act s17(c)	**a.** Implement a community-hub model, prioritising communities (geographic and communities of interest) likely to be disproportionately affected by emergencies in Marlborough. **b.** Continue to hold community resilience workshops and develop Community Response Plans in a prioritised and sustainable manner.	**Marlborough communities and businesses are able to effectively respond to adverse events and have access to appropriate support in readiness, response and recovery to do so.**
11. Advance understanding of lifeline/critical infrastructure vulnerabilities including interdependences, the social and economic impacts of infrastructure failure on society, and cascading effects, to ultimately inform response and recovery planning. **Links to legislation:** NDRS objectives 1, 3,16 CDEM Act s60(a)(b) NEMA DGL 16/14 Lifeline Utilities and CDEM	**a.** Continue to support the Lifelines Coordinator and the activities of the Marlborough Lifelines Group. **b.** Refresh the regional Lifeline vulnerability study. **c.** Create a shared understanding amongst response partners regarding resource requirements for lifeline coordination and liaison during an emergency. **d.** Support lifeline agencies in the development of appropriate plans for response and recovery activities, to ensure they can meet their obligations under **s60** of the Act.	**The impacts to our regional lifelines/critical infrastructure are understood and appropriately planned for to minimise disruption in major events.**

Strategic objective	Activities to support objective	Where we want to be in 2030
12. Understand the economic impact of disaster and disruption, and the need for investment in resilience; identify and develop financial mechanisms that support resilience activities. **Links to legislation:** NDRS objective 6	**a.** Work with MDC to understand the cost of disasters and disruption to the region, advocating financial reserves are proportional to the level of hazard risk. **b.** Work with MDC to advocate financial processes and procedures are in place across the 4Rs.	**The cost of emergencies to the region is understood to inform funding requirements and recovery planning.**

What we want to achieve – Response

The following objectives outline what the MEM Group would like to achieve over the course of 2025-2030. The ability to achieve these objectives is dependent on available resources and the frequency, size, and duration of emergency events impacting the Marlborough District.

Strategic objective	Activities to support objective	Where we want to be in 2030
1. All MEM Group response partners to provide leadership to achieve an effective, coordinated, and comprehensive response to emergency events. **Links to legislation:** NDRS objective 10 CDEM Act s17(d)	**a.** Create and maintain an engaged, transparent, and collaborative emergency response culture. **b.** The MEM Group response partners understand their roles and responsibilities in emergency response and recovery, including liaison requirements in readiness and response (e.g. training and exercising). **c.** Te Tauihu iwi identify and provide appropriate liaison with the Group Emergency Coordination Centre to ensure a joined-up approach in the delivery of response to Māori communities. **d.** Identify financial delegations and contracts that need to be in place to enable and empower Group Controllers. **e.** Please refer to training activities for MDC staff and elected officials under Objective 7 which applies to this objective.	**Controllers and members of the CEG and GC have a good understanding of their roles and responsibilities and effectively collaborate across the 4Rs.**

Strategic objective	Activities to support objective	Where we want to be in 2030
2. MEM and response partners ensure the safety and wellbeing of people is at the heart of the emergency management system by... **Links to legislation:** NDRS objective 7 CDEM Act s17(c),(d)	**a.** Placing the highest priority on the safety, needs and wellbeing of affected people and emergency responders. **b.** Provision of welfare services in collaboration with partner agencies. **c.** Provision of timely and effective hazard warnings. **d.** Ensuring the MEM Group can stand up a sustainable CDEM response (in particular, arrangements for communities to access welfare services through CDCs/hubs/information centres). **e.** Ensuring stakeholders, spokespeople, elected officials and media get the right advice at the right time from a single point of truth. **f.** Resourcing Public Information Management functions to communicate effectively. **g.** Providing a healthy and safe environment that enables IMT staff to excel at their respective roles.	**Appropriate plans and arrangements are developed and practised to ensure the welfare of those impacted by emergencies.** **Our response staff perform effectively in their roles with the necessary support in place to enable this to occur.**
3. Ensure processes and procedures are in place to enable an effective and timely transition to recovery, while preparing to respond to further emergency events. **Links to legislation:** CDEM Act s17(e) NEMA DGL 20/17 Strategic Planning for Recovery, NEMA DBL 24/20 Recovery Preparedness and Management	**a.** Undertake a gap analysis to identify processes and plans that need development to support the transition to recovery. This process should include response partners (including iwi) and may include: • The development of a formal process/procedure to ensure the Recovery team are stood up when the ECC is activated. • The development of templates and/or tools for planning the transition to recovery. **b.** Ensure there is appropriate resourcing to support the transition to recovery (Please refer to Recovery objective 2).	**A clear recovery transition process is developed and resourced that enables effective transition to occur.**
4. Learn from emergency events (as appropriate) across Marlborough and Aotearoa New Zealand to inform future CDEM activities across the 4Rs. **Links to legislation:** NDRS objective 11	**a.** Conduct hot and cold multi-agency debriefs following emergency events that result in activation of the MEM ECC. **b.** Formalise a debrief and lessons learnt process in association with NEMA adopting the key principle of a 'no blame culture'. **c.** Analyse and apply learnings (as appropriate) from emergency events within the Marlborough region through the MEM work programme. **d.** Review learnings from emergency events across Aotearoa New Zealand and apply these to the Marlborough context.	**A clear process for the review of events is implemented, which fosters a culture of continuous improvement.**

OPERATIONAL ARRANGEMENTS

Operational arrangements enable the effective delivery of CDEM in the Marlborough District. Flexible systems, plans, processes, and platforms are used to ensure the MEM Group can respond to the wide range of hazards the district 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 MEM Group. The Te Tauihu CIMS response structure can be viewed in the Te Tauihu o Te Waka ā-Māui Emergency Management Strategy [LINK].

Response structure

Facilities at regional and national levels provide for either the co-ordination, management, support, or delivery of response activities in the district. Most incidents only require the activation of the regional level, with generally only large-scale incidents requiring both levels of response to be activated.

Figure 3 shows the different levels and the names of facilities relevant to the MEM Group.

More information on response structures and key CIMS functions within the Group ECC can be found within CIMS 3rd Edition.

Iwi CIMS Function

Iwi/Māori representatives provide cultural advice to the Controller and ensure iwi/Māori interests are represented. The Iwi CIMS Function sits alongside other advisory functions in the Incident Management Team (IMT) including risk and legal advisors and technical and science advisors.

In Marlborough, the CEG iwi representatives fulfil the iwi/Māori Regional Coordinator and iwi/Māori function roles during response and recovery. The Trust is currently working on an iwi/Māori incident management system to support these roles.

Response principles

The response principles of the MEM Group are that:

▶ 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 lead agency will be the organisation mandated by legislation or with the best expertise and resources to manage the emergency. Other agencies (incl the CDEM Group) may operate as support agencies.

▶ 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 response will escalate to the level required to manage the emergency.

National
response

Regional
response

Incident
response

National Crisis Management Centre

The national response facility for CDEM-led emergencies, (Wellington) coordinated by the National Emergency Management Agency (NEMA)

Neighbouring CDEM Group regional coordination centres

Group Emergency Coordination Centre (Group ECC)

The Blenheim facility where the regional multi-agency response is coordinated from.

Other regional response agency coordination centres

E.g. Emergency services, councils, lifeline utilities, welfare service agencies

Civil Defence Centres (CDCs)

Incident Control Point(s) (ICP)

Community Hubs

Community response

Response by the general public including individuals, families/whānau, community groups and businesses

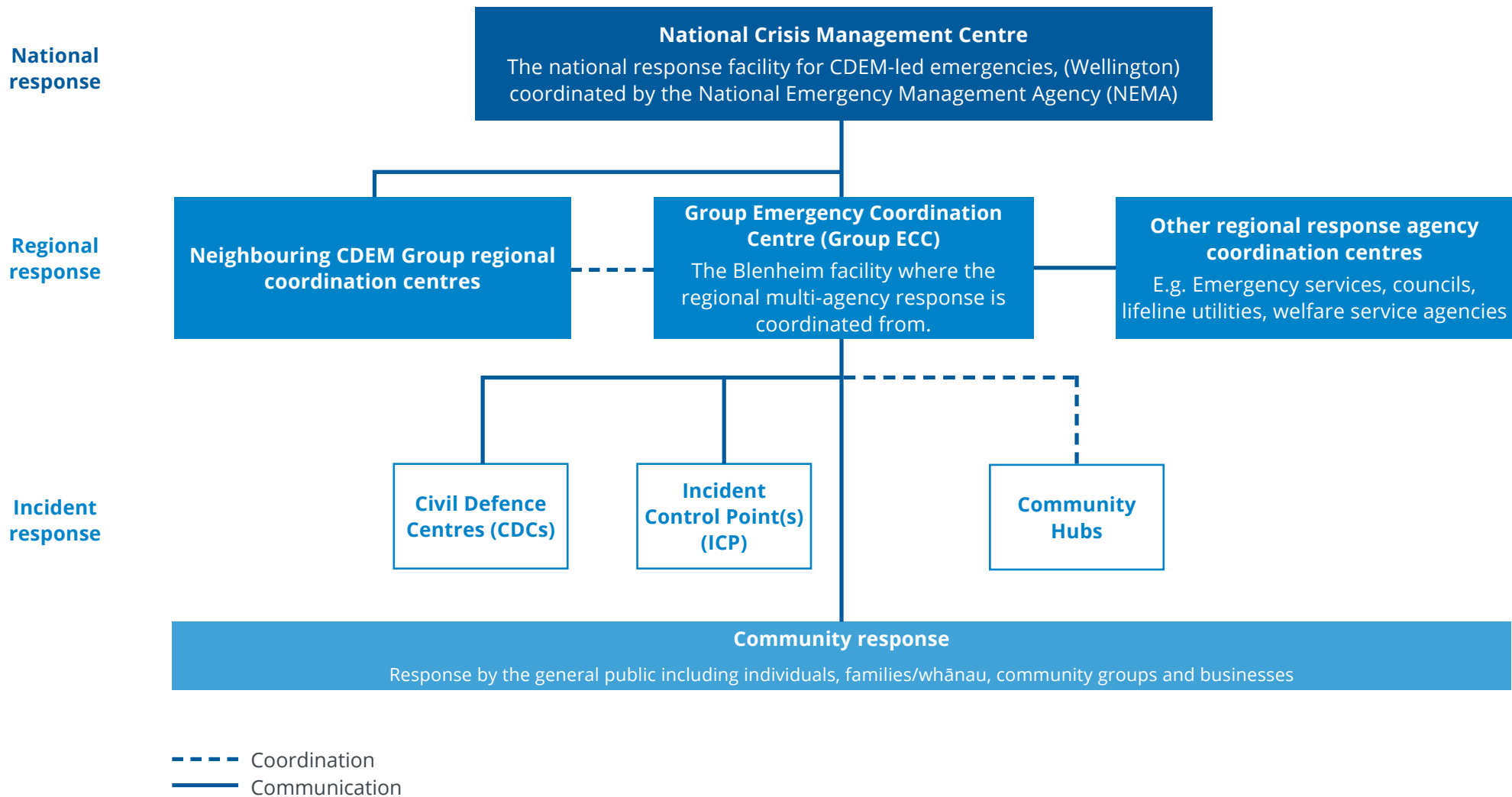- - - - Coordination
───── Communication

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

Group Emergency Coordination Centre (Group ECC)

The MEM Group has a purpose-built facility, known as the Emergency Coordination Centre (ECC), located in Blenheim, that all major emergencies are coordinated from.

The Group ECC, built in 2003 to an IL4 standard, provides the facility from which emergency management services for Marlborough are carried out. Funding of the office is entirely through MDC as part of the Assets and Services Department.

The Group ECC is fully self-reliant with its own sewerage system, water supply, satellite communications, generator, UPSs and houses the Council's backup server. It is designed to the highest earthquake standards (IL4 rated) and houses MEM and Fire and Emergency NZ staff outside of emergencies. Funding of the facility is entirely through the Council as part of the Assets and Services Department.
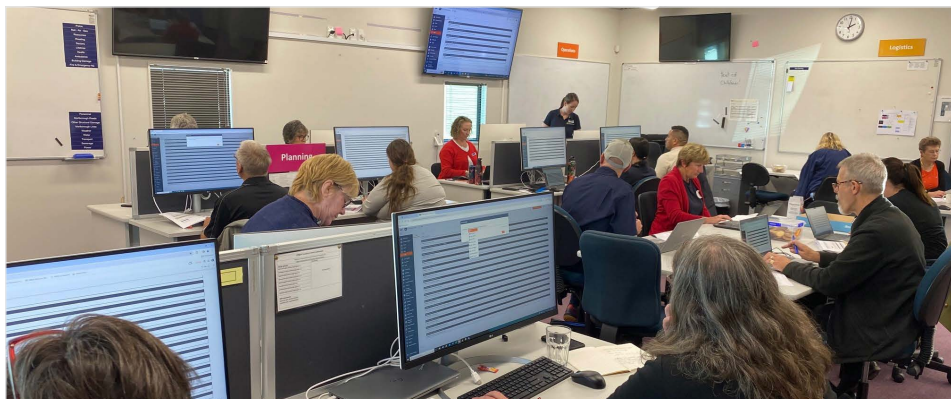
Civil Defence Centres (CDCs)

Civil Defence Centres (CDCs) may be established in response to an emergency by the Controller. They provide welfare functions, ranging from registration to the provision of information related to the emergency. A CDC will not always be opened in an emergency event – the Welfare Manager will notify the public when, where and if a CDC is opened.

Community Hubs

Community Hubs are places identified by local communities or suburbs within larger towns that can provide shelter and a gathering place and source of two-way information. The Hubs are run and managed by the community that has activated them. It is not tasked by the Controller but may receive necessary support to provide for the needs of that community.

Response arrangements and plans

Existing response arrangements and plans for the MEM Group include:

- ▶ Marlborough Mass Rescue Operations Plan [Sep 2021]
- ▶ AF8 Action Plan
- ▶ Community response plans

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, the MEM Group may assume lead agency responsibility with support from the Harbourmaster.

Community Response Plans

Smaller population centres often have local civil defence arrangements including designated locations for the purposes of coordinating a response and providing welfare services. In many rural areas and smaller centres, readiness and response at the local level is supported by Community Response Plans (CRPs). These CRPs include information about local hazards, key resources, community leadership, CDCs and Community Hubs (for emergency welfare services), emergency communications and sources of public information – these plans can be viewed here.

Training and exercising

The professional development of ECC Incident Management Team staff is one of the most important functions of the CDEM Group. The MEM Group office has a **Group Training Programme** in place that aims to prepare key CDEM appointees for their roles. MDC is required to ensure it maintains an appropriate number of trained and competent staff to support the response to emergencies affecting Marlborough.

In addition, personnel from partner organisations such as iwi, emergency services, lifeline utilities, and welfare services take part in CDEM training opportunities and multi-agency exercises. Emergency Services remain responsible for the training and professional development of their own staff.

Succession planning will identify training needs within the Group office and key roles within the wider Group to ensure that the skills necessary are always available during preiods of response and recovery.

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.

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., members of the Marlborough Emergency Response Team (NZ-RT20).

Established in 2013 and nationally accredited in 2022, the NZ-RT20 has a strength of 25 personnel and two vehicles, and six trailers equipped for response duties. The team is trained in light Urban Search and Rescue techniques and other facets of CDEM including response to storm and flooding. The team is managed and administered by the MEM Group office. The team has helped in many emergencies including the Seddon earthquake in 2013, Kaikōura earthquake in 2016, the Gita and Fehi storms in Nelson/Tasman, the flood response on the West Coast, the Pigeon Valley fires in Nelson, the two storm and flood responses in Marlborough in 2021 and 2022, the Auckland floods and Cyclone Gabrielle.

▶ **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.
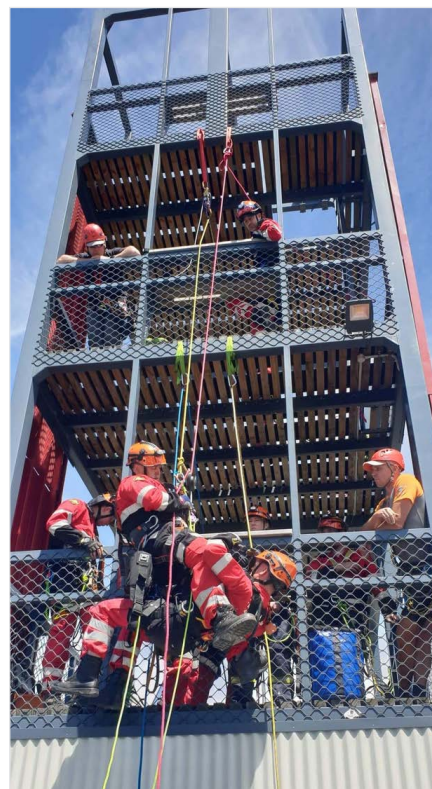
The Marlborough Emergency Response Team (NZ-RT20)

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. Agencies responsible for alerting the public and local authorities to an incident that may be a pre-cursor to a civil defence emergency are listed in **s119(1)** of the National CDEM Plan (2015). Several platforms in the district enable warning and informing activities, elaborated on below.

Public Information Management (PIM)

Public information management is used in readiness, response, and recovery to convey important information to the public across a range of platforms including the MDC website, Antenno and MDC Facebook page.

The MDC website also hosts an alerting tool known as Floodwatch, which residents in flood prone areas can use to monitor river levels and rainfall in their local catchments. The public is also able to use Geonet and can find weather alerts on the Metservice website.

Radio NZ and public radio broadcasters are some of the other channels used to get messaging out, however, coverage across the district is variable. A privately owned radio station, Brian FM, has established a network of repeaters in Marlborough that gives coverage of a significant proportion of the Marlborough population. The MEM Group ECC has the capability to interrupt live transmissions and broadcast emergency information over the entire Brian FM network.

Using a range of platforms ensures messages have wide reach to all parts of our communities.

Please note:

Sirens are NOT used for tsunami alerting in the Marlborough District. Please heed the natural warning signs, if an earthquake is long or strong, get gone.

Emergency Mobile Alerts

Emergency Mobile Alerts are one method used 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 system is operated by the Monitoring, Alerting and Reporting (MAR) team at NEMA and can be activated by the Controler or Group's Duty Officer. More information about Emergency Mobile Alerts can be found here.

National Warning System (NWS)

The National Warning System is a 24/7 process for communicating hazard information to response agencies for which CDEM is the lead. National Warnings and Advisories are issued to alert recipients to a potential or imminent threat that may result in an emergency requiring a response. The system is operated by NEMA and monitored 24/7 by the MEM Duty Officer.

Alternate communication

Alternate forms of communication are maintained and available to the MEM Group should internet and phone services become unavailable in an emergency. Marlborough has a number of VHF radio networks which give very good coverage of the district and there is a high degree of willingness to share channels between agencies. Fire and Emergency NZ, the Department of Conservation, Marlborough Nelson Marine Radio and the MEM Group have access to each other's repeaters, which enables a district-wide network coverage. The Amateur Radio Emergency Communication (AREC) members can also assist in providing links their repeaters and operate the HF systems for remote communications.

Declaring a state of local emergency

When an emergency as defined by the Act (**s4**) happens and extraordinary powers contained within the Act are required to effectively coordinate the response, a state of local emergency may be declared under **s68** of the Act. A formal declaration of a state of emergency is not required in order for CDEM plans and resources to be activated in response to an escalating event. Not all emergency events require a declaration.

Where possible, prior to the decision to declare an emergency, all impacted agencies and organisations will be consulted including emergency services, iwi and any impacted lifeline and welfare providers.

The person who makes a declaration must immediately 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 to make a declaration of local emergency for an area may, by declaration, extend the state of emergency as set out in the Act.

The Mayor and nominated members of the CDEM Group Committee are authorised to declare a state of local emergency within the hierarchy noted below:

- ▶ The Mayor
- ▶ Deputy Mayor
- ▶ Chair of CEG
- ▶ Any elected representative on the CDEM Group Committee

Best endeavours will be made to follow the 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 emergency under **s69** of the Act and makes the decision to declare a state of national emergency. Under **s69** the Minister will declare a state of local emergency for the period between 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, it will supersede any local declaration for the same region. Transition periods are covered in the 'Recovery' section of this document.

Event debrief and reporting

There will be a no blame 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 the Group office on behalf of the Coordinating Executive Group, who will report the findings to the MEM Group Committee.

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

RECOVERY – SUPPORTING COMMUNITIES TO REBUILD AND ENHANCE THEIR DISASTER RESILIENCE

Introduction

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.

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 (considering the social, economic, natural, and built environments) – it must also address the long-term and include a Te Ao Māori lens across all the environments.

The role of the MEM Group is to plan for and carry out recovery activities, including the coordination of, and collaboration with, partners for effectiveness.

Working in partnership

Engaging Māori and iwi in recovery

In the recovery phase, iwi Māori are involved through the Iwi Māori Regional Co-ordinator (replaces the Iwi Liaison role from response phase). This co-ordinator is appointed by the iwi Chairs, to ensure existing relationships and networks are leverages to maximise recovery outcomes for Māori in Te Tauihu.

Te Tauihu o Te Waka ā–Māui Emergency Management Strategy links

The strategy adopts a waka framework with the focus of moea te poi, moe te taiaha, to be vigilant, and to be prepared. The Tauihu sits at the prow of the waka, facing the challenges head on, in pursuit of reaching their destination. This represents the 'Recovery' function. Recovery activities can be viewed within the strategy, which also includes debriefing, recovery planning and reporting.

The transition to recovery

The transition from response to recovery starts when the response phase of an emergency ends. The purpose of a transition period is to aid recovery by providing the Recovery Manager powers to manage, coordinate, or direct recovery activities.

The Act **(s94)** provides for CDEM Groups to give notice of a transition period following an emergency, whether a state of local emergency has been declared or not. The Minister for Emergency Management may 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](#).

The MEM Group, 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 Group Committee (GC).
- ▶ The GC confirming the terms of reference of the Recovery Manager.
- ▶ The GC, through its designated person, formally terminating the state of emergency (if one has been declared).
- ▶ The GC, 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 indefinitely or terminated at any time.

In accordance with **s((25(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. The MEM Group appoints the Mayor as that person. In their absence, the Deputy Mayor or Chair of the MEM GC or any other available member of the MEM GC can give notice of a local transition period. Other persons authorised to give notice of a local transition period are identified as per **s25** of the Act as being:

- ▶ The Mayor of MDC.
- ▶ An elected member of MDC designated to act on behalf of the Mayor.

The Minister for Emergency Management and Recovery may also give notice of a local or national transition period.

Any person authorised to declare a notice of local transition may also extend or terminate a transition period in accordance with **Part 5A, ss 94D-94E** of the CDEM Act 2002.

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 at NEMA.

Marlborough's recovery vision

A holistic approach to recovery is required, reflecting the social, built, economic and natural environments. The MEM Group's vision for recovery from emergencies recognises that people and their communities are central to recovery:

'Affected communities re-establish their quality of life, take opportunities to meet future community needs and reduce future exposure to hazards and risks'.

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

Group 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 recover and need to be integrated in all strategic planning for recovery, recovery preparedness planning and recovery management.

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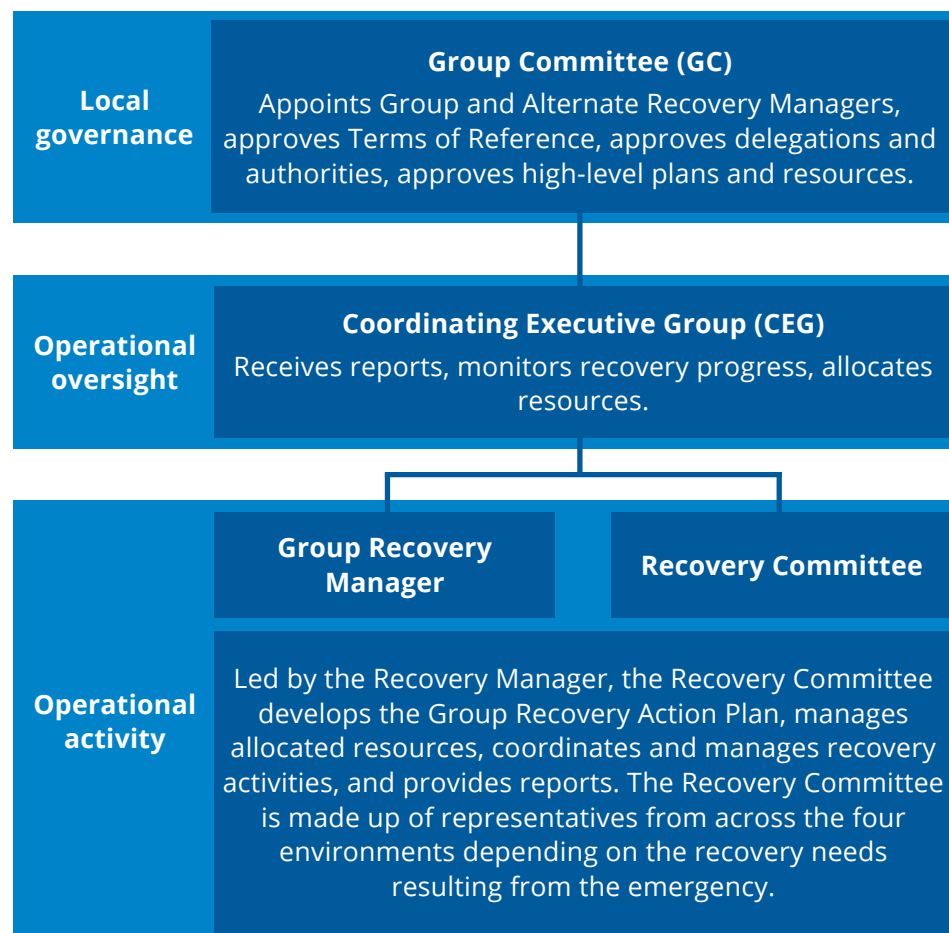
In the period immediately following the event, desired outcomes will reflect the immediate needs of communities. These might include food, water, the restoration of critical infrastructure and lifelines and access to information.

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. The recovery structure in the MEM Group (please see overview below) is flexible and adaptable to meet the requirements of the emergency.

Effective and responsive governance is vital to achieving effective management of the recovery process. The GC 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 GC.

Local governance	**Group Committee (GC)** Appoints Group and Alternate Recovery Managers, approves Terms of Reference, approves delegations and authorities, approves high-level plans and resources.
Operational oversight	**Coordinating Executive Group (CEG)** Receives reports, monitors recovery progress, allocates resources.
Operational activity	**Group Recovery Manager** / **Recovery Committee** Led by the Recovery Manager, the Recovery Committee develops the Group Recovery Action Plan, manages allocated resources, coordinates and manages recovery activities, and provides reports. The Recovery Committee is made up of representatives from across the four environments depending on the recovery needs resulting from the emergency.

The Group Recovery Manager

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

Under **s30A** of the Act the Group Recovery Manager coordinates the recovery activities across Marlborough, in liaison with local recovery agencies. If a National Recovery Manager is appointed, the Group Recovery Manager will also liaise with that person as necessary.

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.

▶ Government and the GC 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 recover.

▶ Affected communities and recovery partners are supported to identify emerging issues and develop collaborative solutions.

Reporting requirements of the Group Recovery Manager include:

▶ Overseeing the development of the Group Recovery Action Plan, to be received by the MEM CEG and GC.

▶ Providing recovery update reports to CEG, MDC-GC, the organisations understanding the 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 MEM Group at the earliest opportunity.

▶ Quarterly reporting relating to significant essential infrastructure recovery programmes.

The Recovery committee

In an emergency the Recovery committee is scalable to include representatives from welfare organisations, built infrastructure, economic and business interests, and rural and environmental agencies. These agencies are listed below and may form the basis of individual working groups designed to focus on aspects of recovery across the four environments.

Please note: Agency lists are not exhaustive and other agencies may be involved in recovery depending on the needs of affected communities.

Social environment:

- Ministry of Social Development – Work and Income / Te Manatū Whakahiato Ora
- Oranga Tamariki
- Te Whatu Ora
- Salvation Army

- Inland Revenue / Te Tari Taake
- Iwi tangata and Maataa Waka
- Kāinga Ora
- Top of the South Rural Support Trust
- Victim Support

- New Zealand Red Cross
- Support agencies for people with disabilities.
- Residents' and ratepayers' associations
- Insurance Claim Resolution Service
- Group Welfare Manager

Built environment:

- Housing New Zealand / Kāinga Ora
- Natural Hazards Commission / Toka Tū Ake
- MDC building inspectors

- Structural engineers
- Lifelines utilities

- Ministry of Business Innovation and Employment/ Hīkina Whakatutuki
- Waka Kotahi / NZ Transport Agency

Economic environment:

- Ministry of Social Development
- Inland Revenue / Te Tari Taake
- Banking sector
- Insurance sector

- Ministry for Primary Industries / Manatū Ahu Matua
- Forestry companies
- Primary industry organisations, including Top of the South Rural Support Trust and Federal Farmers

- Viticulture Business Associations
- Marlborough Chamber of Commerce
- Destination Marlborough

Natural environment:

- Department of Conservation / Te Papa Atawhai
- Top of the South Rural Support Trust
- Marlborough District Council

- Industry organisations (viticulture, aquaculture, forestry)
- Marlborough Sounds Restoration Trust

- Forest and Bird
- Te Hoiere Catchment Restoration Project
- Dawn Chorus

Resourcing recovery

Response and recovery are intensive processes which require a significant amount of resources and coordination from Local Authorities, CDEM Groups and organisations represented on the Recovery Committee. This can have significant impacts on the staff and organisations involved.

Learnings from past recoveries[8] show that critical success factors in terms of resourcing recovery include:

▶ Ensuring the right people are appointed to the Group Recovery Manager 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 Recovery Committee 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 council 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. The council (MDC) meets its obligations through a combination of budget provision, financial reserves, insurance, and support from national agencies such as Waka Kotahi. 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.

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8   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 from recovery to business as usual, please refer to the NEMA Recovery Preparedness and Management [DGL 24/20].

What we want to achieve – Recovery

The following objectives outline what the MEM Group would like to achieve over the course of 2025-2030. The ability to achieve these objectives is dependent on available resources and the frequency, size, and duration of emergency events impacting the Marlborough District.

Strategic objective	Activities to support objective	Where we want to be in 2030
1. Embed a strategic, collaborative and resilience approach to recovery planning integrated across 'Reduction', 'Readiness' and 'Response'. **Links to legislation and policy:** NDRS objective 1, 15, 17, 18 CDEM Act s17(e) NEMA DGL 20/17 Strategic Planning for Recovery NEMA DBL 24/20 Recovery Preparedness and Management	**a.** Develop a recovery plan that: • Includes a shared understanding of recovery roles and responsibilities. • Details how key relationships are built and maintained. • Utilises the results of the MEM risk assessment to inform strategic planning for recovery. • Utilises learnings from past recoveries • Puts people and communities at the centre of the recovery process. • Recognises the diversity of cultures in the Marlborough District. • Outlines the role of Te Tiriti o Waitangi and Te Tauihu o Te Waka a-Māui Emergency Management Strategy in recovery. • Considers the impacts of climate change for recovery planning. • Identifies long term recovery priorities and opportunities to build back better. • Includes an agreed process to develop an exit strategy.	**A clear plan for the coordination of recovery is in place and understood by all partners.**
2. Ensure recovery activities are appropriately resourced across the social, cultural, built, natural, and economic environments. **Links to legislation:** NDRS objective 11 CDEM Act s17 (e)	**a.** Build and maintain the capability and capacity of the MEM Group, iwi partners and MDC recovery workforce, including the role of Recovery Manager. **b.** Identify and ensure adequate resourcing of recovery activities across all environments, informed by MEM and response partner roles and responsibilities in the Act and National CDEM Plan (2015). **c.** Develop a shared understanding of recovery resourcing requirements amongst MEM response partners.	**MDC and key recovery partners understand their role in leading recovery and have effective arrangements in place to support delivery of recovery activities to our communities following a major event.**
3. Formalise internal recovery structures to support the effective and efficient recovery from emergency events in Marlborough. **Links to legislation:** NDRS objective 10 CDEM Act s17 (e)	**a.** Work with MDC to formalise reporting lines, the recovery structure and resourcing (refer to objective 2 above) for future events.	**Have a clearly defined recovery structure enabling an a effective and efficient recovery from future emergencies.**

MONITORING AND EVALUATION

Monitoring and evaluation throughout the lifecycle of the Group Plan ensures the MEM 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.
- ▶ Ensure informed decision-making.
- ▶ Support substantive accountability.
- ▶ Build capacity and capability.

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

Governance:

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

The MEM Group office:

- ▶ The MEM Group office 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, the MEM Group will investigate how this can be applied at the District level for monitoring and evaluation purposes.
- ▶ Following activation of the ECC for either response or exercise purposes, the performance of the CDEM system is 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 are also used to understand long term resilience trends and progress.
- ▶ Annual residents satisfaction surveys are carried out by MDC and include an individual section on emergency management.

APPENDICES

APPENDIX A: ACRONYMS

4Rs	The four areas of emergency management: Reduction, Readiness, Response and Recovery
AF8	Alpine Fault programme
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
Fire and Emergency NZ	Fire and Emergency New Zealand / Whakaratonga Iwi
GC	Group Committee
Group ECC	Group Emergency Coordination Centre
ICP	Incident Control Point

LTP	Long-Term Plan
LUC	Lifeline Utility Coordinator
MBIE	Ministry of Business, Innovation and Employment / Hīkina Whakatutuki
MDC	Marlborough District Council
MEM	Marlborough Emergency Management / Te Rākau Whakamarumaru o Wairau
MPI	Ministry for Primary Industries / Manatū Ahu Matua
MSD	Ministry of Social Development / Te Manatū Whakahiato Ora
NEMA	National Emergency Management Agency / Te Rākau Whakamarumaru
NCC	National Coordination Centre
NCMC	National Crisis Management Centre
NZDF	New Zealand Defence Force / Te Ope Kātua o Aotearoa
NZTA	New Zealand Transport Agency Waka Kotahi
NZ-RT20	New Zealand Response Team 20 (Marlborough)
PIM	Public Information Manager
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 Group Committee (GC) of the Marlborough District Council (MDC), established in accordance with **s12** 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 Marlborough Council 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 MEM 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 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 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 Committee

A Group 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.

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.

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).

Marlborough Emergency Management office

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

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.

Recovery Taskforce

Leads the regional recovery activity under this Plan and comprises of approximately 6 personnel, chaired by the 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: References

[TBC when document is finalised]

Marlborough Emergency Management

Te Rākau Whakamarumaru o Wairau

GROUP