

# Manawatū-Whanganui Emergency Management Group Plan 2025-2030

September 2025

**DRAFT 5-00**



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# Foreword

# Mihi



**Tararua's**  
**Photo credit: Geoff McKay**



# Part 1: Introduction | Kupu Whakataki

Manawatū-Whanganui Emergency Management Group  
Plan 2025-2030

# Purpose of the plan | Te Pūtake o te Mahere

The purpose of the Manawatū-Whanganui CDEM Group Plan (hereafter referred to as 'the Group Plan') is to set the operational and strategic management of Civil Defence and Emergency Management (CDEM) in the Manawatū-Whanganui region over the next five years through the vision, strategic objectives, and high-level emergency management arrangements outlined in the sections that follow.

## Audience

The Group Plan is a shared strategy. It is primarily developed for the Manawatū-Whanganui CDEM Group office, regional agencies (e.g., emergency services, local government, non-government agencies), local agencies and iwi involved in emergency management in the Manawatū-Whanganui region.

This Group Plan should be referenced by all members of the Manawatū-Whanganui CDEM Group (see pg. 17) when developing emergency management plans and strategies to ensure alignment with objectives and goals across the 4Rs of reduction, readiness, response and recovery. The Group Plan also provides the public with an overview of how regional and local agencies are planning to manage hazards and risks in the region.

# About the Group Plan | Mō te Mahere

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 to respond to and recover from an emergency. The relationship between the Group Plan to other documents, plans, and legislation is shown in Figure 1 (pg. 15).

**Part 1** of the Group Plan introduces the context of the plan development and the Manawatū-Whanganui CDEM Group.

**Part 2** provides the regional context to the strategy, including information about hazards that pose a risk to the Manawatū-Whanganui region.

**Part 3** of the Group Plan outlines the structure of the Manawatū-Whanganui CDEM Group, its functions and arrangements.

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 4** of the Group Plan which outlines how the Manawatū-Whanganui CDEM Group will work to meet the vision and strategic objectives for the 2025-2030 period. Although the vision and strategic objectives cover a five-year period, past, present, and future factors such as climate change and population change were considered during 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 Manawatū-Whanganui CDEM 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](#), which include not being inconsistent with the [National Disaster Resilience Strategy 2019](#) (NDRS) and [National CDEM Plan Order 2015](#).

The Group Plan's content has been informed by stakeholder surveys, Coordinating Executive Group (CEG) meetings, Manawatū-Whanganui CDEM Joint Standing Committee (JSC) meetings, internal workshops and discussions with strategic and operational response partners, including iwi, who have been involved and consulted in the development of the vision, objectives and activities contained within the Group Plan. Public submissions will be received during an upcoming public consultation period on the content of this Group Plan. Following the public consultation, those who submit on the plan will be given the opportunity to discuss their submission and will receive feedback on how their submission was considered.

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 Manawatū-Whanganui CDEM Group.

## Plan delivery

The strategic objectives and activities contained within the Group Plan are operationalised through the annual work programme of the Manawatū-Whanganui CDEM Group Office, the work programmes of the Manawatū-Whanganui CDEM Group members (Horizons Regional Council, Horowhenua District Council, Manawatū District Council, Palmerston North City Council, Ruapehu District Council, Rangitīkei District Council, Tararua District Council, and Whanganui District Council), and that of response partners.

The Manawatū-Whanganui CDEM Group CEG is responsible for overseeing the development, implementation, maintenance, monitoring, and evaluation of the Group Plan. The Joint Standing Committee (JSC) provides governance and strategic direction to the Group. For information about the CEG, please refer to 'Our structure' section.

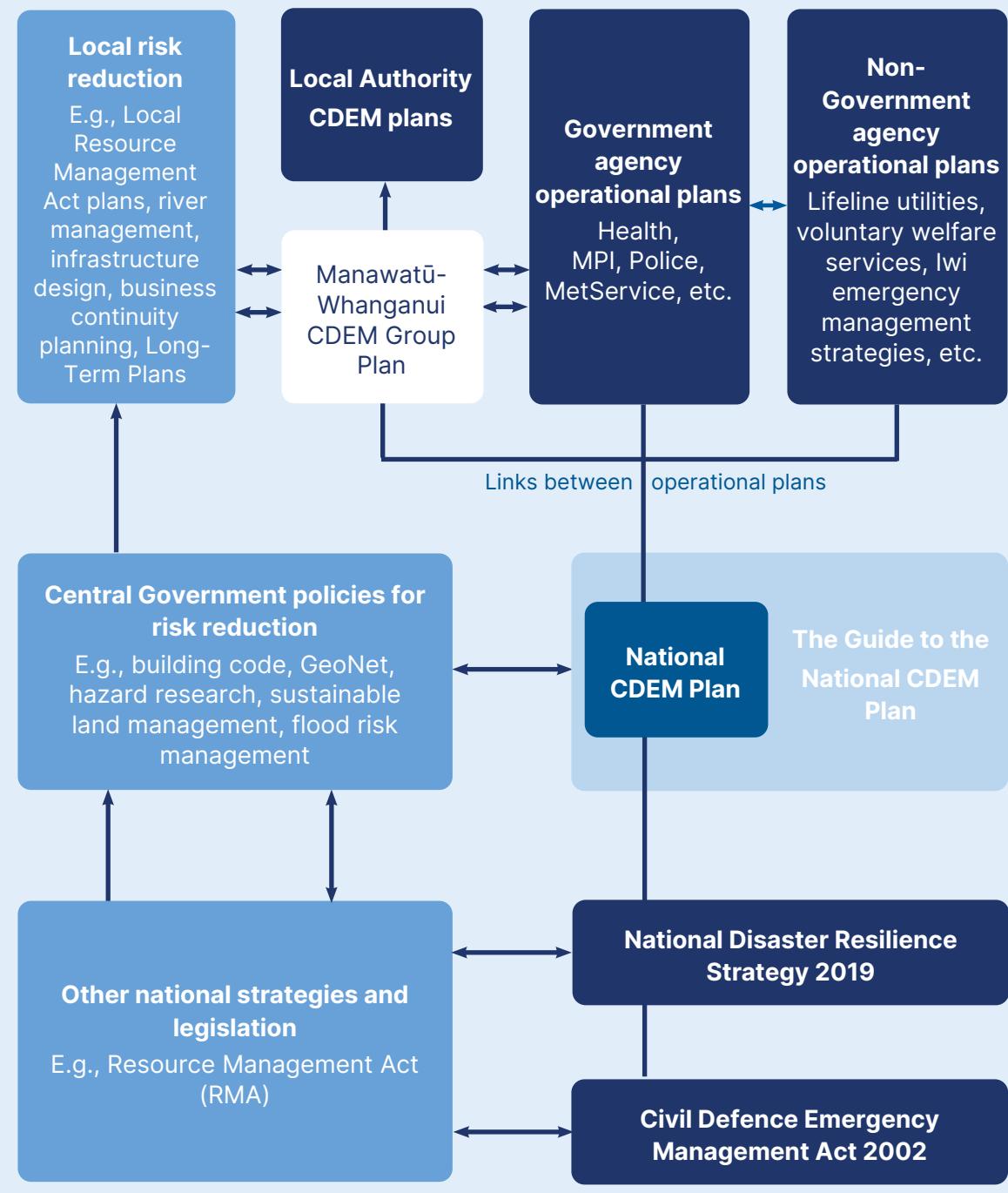
## Linkages to regional plans and policies

Figure 1 (pg.11) shows the links between the Group Plan and local risk reduction plans and documents including Council Long Term Plans (LTPs) and Annual Plans. These strategic documents work in tandem with this Group Plan across the 4Rs to enhance community resilience to disasters in the Manawatū-Whanganui region.

The [One Plan](#) is one of the principal tools for hazard management within the Manawatū-Whanganui region. The One Plan is the new regional plan to guide the management of natural resources in the Manawatū-Whanganui region. Part 2 of the One Plan outlines in detail the approach to managing hazards (refer to section HAZ-NH, pg. 120). It outlines the significant issues for natural hazard management within the Region, and sets out the objectives, policies and methods that derive from these issues. It also sets out the division of responsibilities between the Regional Council and Territorial Authorities for natural hazard management under the Resource Management Act 1991.

District Plans are the key land use decision-making tools under the Resource Management Act 1991. District Plans must give effect to Regional Policy Statements and must not be inconsistent with Regional Plans. District Plans identify issues with natural hazard management, and objectives and policies to manage the effects of natural hazards. There are existing connections between Regional and District Plans and work programmes via the provision of hazard advice and information from Horizons Regional Council to Territorial Authorities. For more information about District Plans please refer to the websites of respective Local Authorities in the region.

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



# What we do | Ā Mātou Mahi

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 Manawatū-Whanganui 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<sup>1</sup>.

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.*

<sup>1</sup> 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 \(2015\)](#).

# Strategic context: systemic review and reform of Emergency Management | Horopaki ā-Rautaki: Te Arotake Pūnaha me te Whakahoutanga o te Whakahaere Ohotata

Over the past decade, a series of national and regional reviews have identified persistent systemic challenges and opportunities for improvement within New Zealand's Civil Defence Emergency Management (CDEM) framework. These reviews have informed successive legislative amendments and operational guidance updates, culminating in the establishment of the National Emergency Management Agency (NEMA) in 2019 to provide clearer national leadership and coordination.

In 2024, the Government initiated an Inquiry into the response to the North Island Severe Weather Events (NISWE), which concluded that the current emergency management system is not fit-for-purpose for large-scale, multi-regional events. The Inquiry's 14 recommendations focused on structural reform, workforce capability development, modernisation of ICT systems, and the embedding of iwi and community leadership in planning and response processes.

In response, the Government released the Strengthening Disaster Resilience and Emergency Management strategy, outlining a phased implementation roadmap aligned to the Inquiry's recommendations. Across all reviews, consistent strategic imperatives have emerged: enhance inter-agency coordination, clarify leadership roles and responsibilities, invest in workforce development and digital infrastructure, and transition from reactive response models to proactive, community-centric resilience planning.

In parallel with these reforms, the current emergency management legislation is undergoing a comprehensive review. This will result in the development of a new National Emergency Management Plan. Potential changes to legislation and national arrangements that may impact our planning framework have been reviewed and considered. Once any changes are formally enacted, we will undertake a full review of our plan to ensure alignment with new statutory and strategic requirements.

# Who we are | Ko Wai Mātou

## CDEM Group members

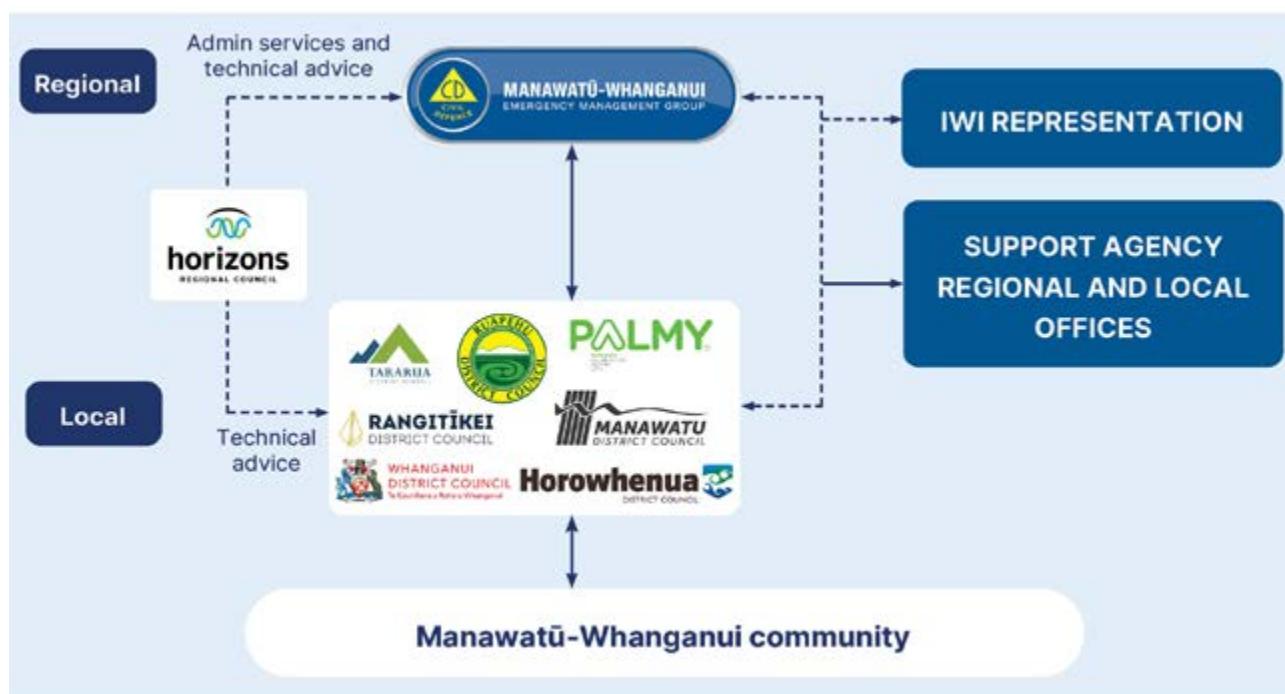
The Manawatū-Whanganui CDEM Group is formed under **s12(1)(a)** of the Act by the regional council (Horizons) and Local Authorities who work together with other organisations to provide co-ordinated CDEM planning for reduction, readiness, response, and recovery (the 4Rs).

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 Manawatū-Whanganui region. Key partners are members of the Coordinating Executive Group (CEG), which includes our Local Authorities, Emergency Services, Te Whatu Ora, Ministry of Social Development, and Iwi representatives.

The Manawatū-Whanganui CDEM Group maintains partnerships and relationships with other organisations outside the CEG, including iwi in Manawatū-Whanganui (please see section 'Iwi partnerships' for more details), lifeline utilities<sup>2</sup>, government agencies (through local and regional offices if in place), welfare and community services (including non-profit groups), volunteer groups, businesses, and community groups.

## Our operating model

The Manawatū-Whanganui CDEM Group operates using a decentralised model (see below).



Coordination of CDEM activities between Local Authorities occurs at the regional level through the Group Office with local service delivery through Emergency Management professionals at the Local Authority level.

<sup>2</sup> Lifeline utilities are entities that provide essential infrastructure services to the community such as water, wastewater, transport, energy, and telecommunications.

## 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 Manawatū-Whanganui CDEM Group works with NEMA at a National level to support the development of doctrine, guidance and regularly contributes to subject matter expert (SME) and special interest groups.

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

## Communities

We are all part of Civil Defence in Manawatū-Whanganui. This includes communities of place and communities of interest.

This Group Plan adopts the following definition<sup>3</sup> of community:

A community is a group of people who:

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

People can belong to more than one community, and communities can be any size. With increasing use of social media and digital technologies, communities can also be virtual.

The Manawatū-Whanganui CDEM Group is cognisant of the diverse needs of communities and individuals across the region during an emergency, including those who are visiting or new to the Manawatū-Whanganui region, including refugees (Palmerston North and Levin are refugee resettlement areas). Connections through sector groups, the [Welcoming Communities](#) programme, local non-for-profit organisations and welfare agencies are utilised to reach these individuals before, during and after an emergency to ensure their needs are met.

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<sup>3</sup> Adapted from the definition in the [National Disaster Resilience Strategy \(2019\)](#)

# Iwi relationships – Mahi Tahi | Ngā Hononga ā ngā Iwi – Mahi Tahi

Nāku te rourou, nāu te rourou, ka ora ai te iwi.

(With my food basket and your food basket the people will thrive forever.)

The Manawatū-Whanganui CDEM Group recognises the role Iwi and Hapū play within our region as a key partner to support and ensure we are able to respond effectively at the local and regional level. This includes representation at our regional governance level for decision making, inclusion in planning and preparedness activities, representation in our regional and local emergency facilities and the delivery of community support through marae and other iwi entities in response and recovery.

Recent reviews have shown that the relationship with Iwi and Hapū is critical to effective delivery of emergency management. The Manawatū-Whanganui CDEM Group is committed to maintaining and developing our working relationships at all levels to ensure we can work effectively in partnership at times of greatest need. Our strength is in our shared capability. Our continued relationship and understanding will only serve to increase the capability of all.

## Our principles

The Manawatū-Whanganui CDEM Group has adopted an engagement strategy that focusses on strengthening our working relationship through the adoption of four core principles to guide our work:

### **1. Whanaungatanga:**

Our way of working is an expression of kotahitanga (togetherness) and our plans are whānau and community centric.

### **2. Whakapono:**

We have developed mutual trust and respect with our whānau and communities. We work openly and effectively with one another.

### **3. Mana Motuhake:**

We respect and enable autonomy. We empower whānau and communities to respond in a manner that works for them.

### **4. Manaakitanga:**

We care and protect one another, so that our whānau and communities are safe. We resolve conflict and maintain community wellbeing.



Rangitāne o Tamaki nui-ā-Rua representatives Duane Edwards and Pou Tikanga Manahi Paewai along with Te Hika o Pāpāuma Kaumātua Warren Chase blessing the new road.

(Photo credit: Tararua District Council)

## Our responsibilities

We are committed to meeting the objectives of the [National Disaster Resilience Strategy 2019](#) (NDRS) to ensure greater recognition, understanding, and integration of Te Ao Māori perspectives and tikanga in emergency management.

Each member of the Manawatū-Whanganui CDEM Group, by its actions, commits to Iwi-Māori Engagement Responsibility founded on the following elements:

- We acknowledge and promote Māori indigenous rights under Te Tiriti o Waitangi.
- We work in a way that is consistent with local, regional and central government policy and in alignment with requirements of post settlement agreements.
- We promote Group transparency in our partnerships.
- We engage with Māori, Iwi and Hapū as partners across the 4Rs.
- We invest in building resilience capacity across all Māori.
- We invest in people training and development.
- We invest in community resilience plans.
- We ensure two-way reporting between the Group and Māori representatives.

We will give effect to these responsibilities in the following way:

- Our relationships with Māori are strong, open, and equal.
- Networking and engagement are primary and fundamental. This includes representation providing a Māori view at the Group level and at local Emergency Management Committees (EMC).
- It is vital we build relationships with high levels of trust.
- Our word is binding - we do what we say we are going to, and we follow through on commitments.
- We respect Māori custom (tikanga and kawa - protocols) and livelihoods.
- We acknowledge the importance of face-to-face meetings (kanohi ki te kanohi).
- We share information regularly so that it builds our reputation and enduring trust.
- We seek to increase representation of Māori at meetings. When this grows, we will know we are improving our relationship, and this will lead to better outcomes for the wider community.

## How we will achieve this

Throughout the plan we have identified activities under our objectives that will help to meet our responsibilities and commitment to increasing the capability and resilience within our Māori population and support the plans and strategies of our region's iwi and hapū.

The activities within the plan have been informed by discussions and lessons from previous events identified by representatives of Māori from across the Rohe to ensure our future work meets the desired outcomes and future needs of our communities. Our Group focus across the 4Rs is to ensure that we have consideration for the Te Ao Māori world view and enable continued kaitiakitanga (guardianship) and Rangatiratanga (leadership) in all aspects of our work.

## Meeting the principles of the Treaty of Waitangi

The following table outlines how the Manawatū-Whanganui CDEM Group is currently meeting Te Tiriti o Waitangi responsibilities.

Te Tiriti o Waitangi article (summarised*)	How the Manawatū-Whanganui CDEM Group is currently meeting Te Tiriti responsibilities
<p><b>Te Tuatahi: Article one</b></p> <p><b>Kāwanatanga   Governance</b></p> <p>Obligation to protect Māori interests</p> <ul style="list-style-type: none"> <li>Representation &amp; Kaitiakitanga</li> <li>Structural mechanisms</li> <li>Decision making involvement</li> </ul>	<ul style="list-style-type: none"> <li>Representatives on the Welfare Coordination Group, Recovery team, the Coordinating Executive Group (1 representative), and the JSC (3 representatives).</li> <li>Representation through the ECC and EOC Iwi liaison teams via specialist Local Authority staff</li> <li>Maintaining relationships and a link with NEMA Tākaihere.</li> <li>Maintaining relationships with Te Puni Kōkiri who oversee Māori interests nationally and are members of the Welfare Coordination Group (WCG) with mandated responsibilities.</li> <li>Applying a partnership approach to activities across the 4Rs.</li> </ul>
<p><b>Te Tuarua: Article two</b></p> <p><b>Tino Rangatiratanga   Self-determination</b></p> <p>Māori exercising authority over their affairs</p> <ul style="list-style-type: none"> <li>Engaged, involved.</li> <li>Capacity &amp; Capability building</li> <li>Design &amp; Implementation</li> </ul>	<ul style="list-style-type: none"> <li>Coordination between work programmes of CDEM and iwi across the 4Rs, including identifying shared capability development opportunities.</li> <li>Identifying and learning lessons for ongoing improvement in relation to CDEM and iwi coordination during emergencies.</li> <li>Local Emergency Management professionals work in partnership with Iwi in their respective areas to support the development of iwi and marae resilience strategies and plans.</li> </ul>
<p><b>Te Tuatoru: Article three</b></p> <p><b>Ōritetanga   Equity</b></p> <p>Protection and rights</p> <ul style="list-style-type: none"> <li>Equitable outcomes</li> <li>Tikanga &amp; Kawa</li> <li>Mana enhancement &amp; due regard</li> </ul>	<ul style="list-style-type: none"> <li>Continue to embed the Iwi CIMS function in training, exercising and response (refer to the 'Operational arrangements' section for more information).</li> <li>Continue to promote the role and importance of the Iwi CIMS function amongst other CIMS functions and response partners to ensure they are suitably trained and competent.</li> <li>Continuing to develop cultural competency in the CDEM Group including the use of Te Reo Māori.</li> <li>Observe tikanga and cultural practises as part of our way of working.</li> <li>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.</li> </ul>

\* The full version of Te Tiriti o Waitangi can be viewed [here](#).

# Our vision | Tō Mātou Matakitenga

The vision of the Manawatū-Whanganui CDEM Group is:

**'A resilient region that understands, anticipates, and proactively manages risks – empowering our communities to build resilience, respond effectively to emergencies, and recover stronger together.'**

# Strategic objectives | Ngā Whāinga Rautaki

We will achieve this vision through the following objectives:

## **Objective 1: Managing risks.**

**Where we want to be:** Manawatū-Whanganui is a risk-aware region that takes all practical steps to identify, prioritise, and manage risks that could impact the wellbeing and prosperity of individuals (including visitors and animal owners), businesses, organisations, and communities.

## **Objective 2: Effective response to and recovery from emergencies.**

**Where we want to be:** Manawatū-Whanganui has a seamless end-to-end regionally integrated emergency management system that supports effective response to and recovery from emergencies, reducing the impacts of adverse events, caring for affected individuals and animals, and protecting the long-term wellbeing of those who live in or visit the region.

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

**Where we want to be:** Manawatū-Whanganui has a culture of resilience where individuals and families, whānau, hapū, businesses, organisations, and communities (including animal owners) are empowered to take appropriate actions to reduce their risks, build resilience to shocks and stresses, and prepare for emergencies playing an active role in civil defence.

# Our principles | Ō Mātou Mātāpono

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

## **Manaakitanga | We respect and care for others.**

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

## **Whanaungatanga, Kotahitanga | We nurture positive relationships and partnerships.**

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- 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.**

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

## **Mātauranga | We value knowledge and understanding.**

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

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

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- Cultural identity and expression
- Ethical and values-based
- Accountability and transparency

## **Rangatiratanga | We lead by example.**

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



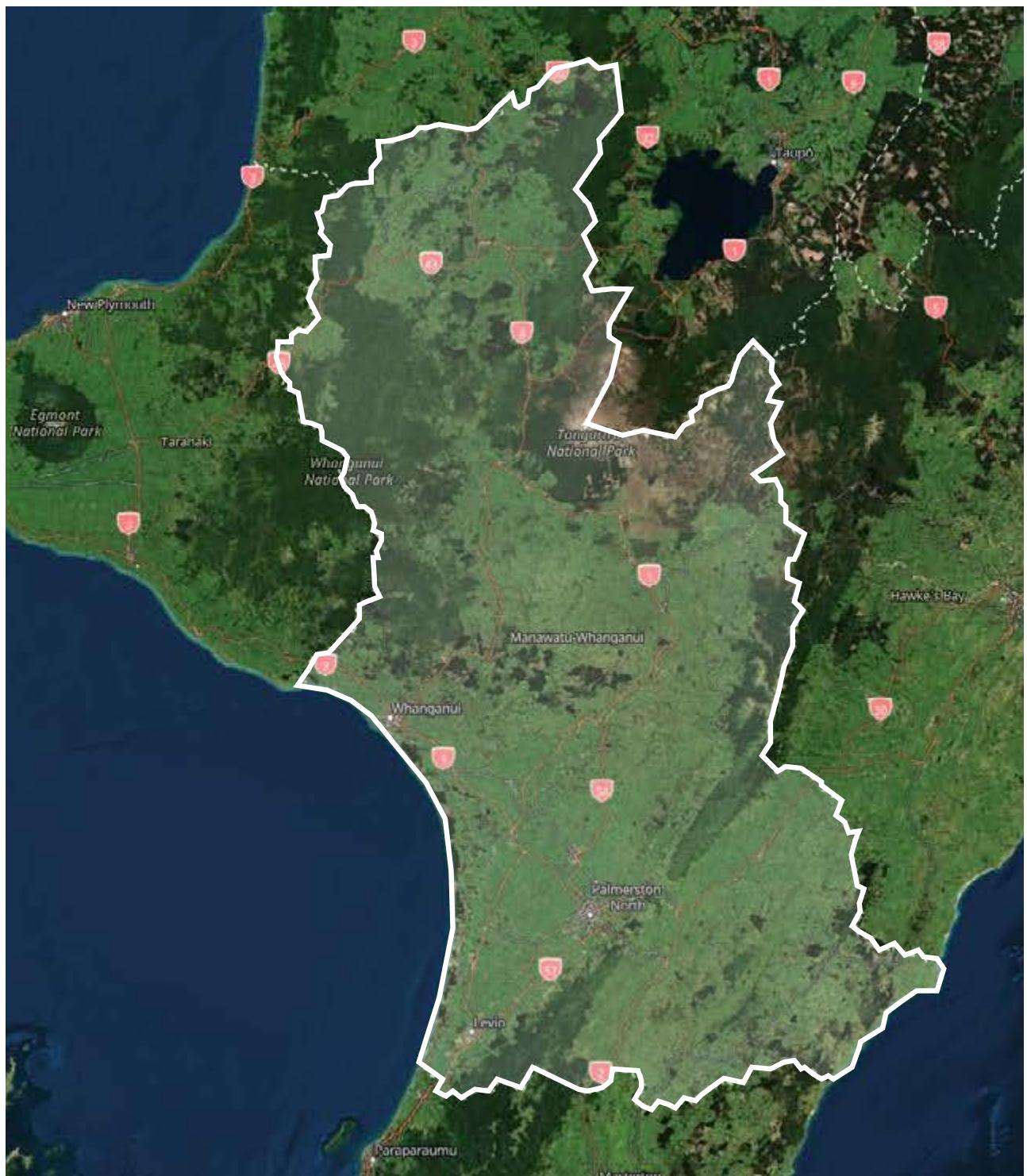
**Mount Ruapehu**  
Photo credit: Geoff McKay



# Part 2: Regional context | Horopaki ā-Rohe

Manawatū-Whanganui Emergency Management Group  
Plan 2025-2030

This Group Plan covers the Horizons Regional Council, Ruapehu District Council, Whanganui District Council, Manawatū District Council, Palmerston North City Council, Rangitīkei District Council, Tararua District Council, and Horowhenua District Council areas, which combined form the Manawatū-Whanganui CDEM Group area.

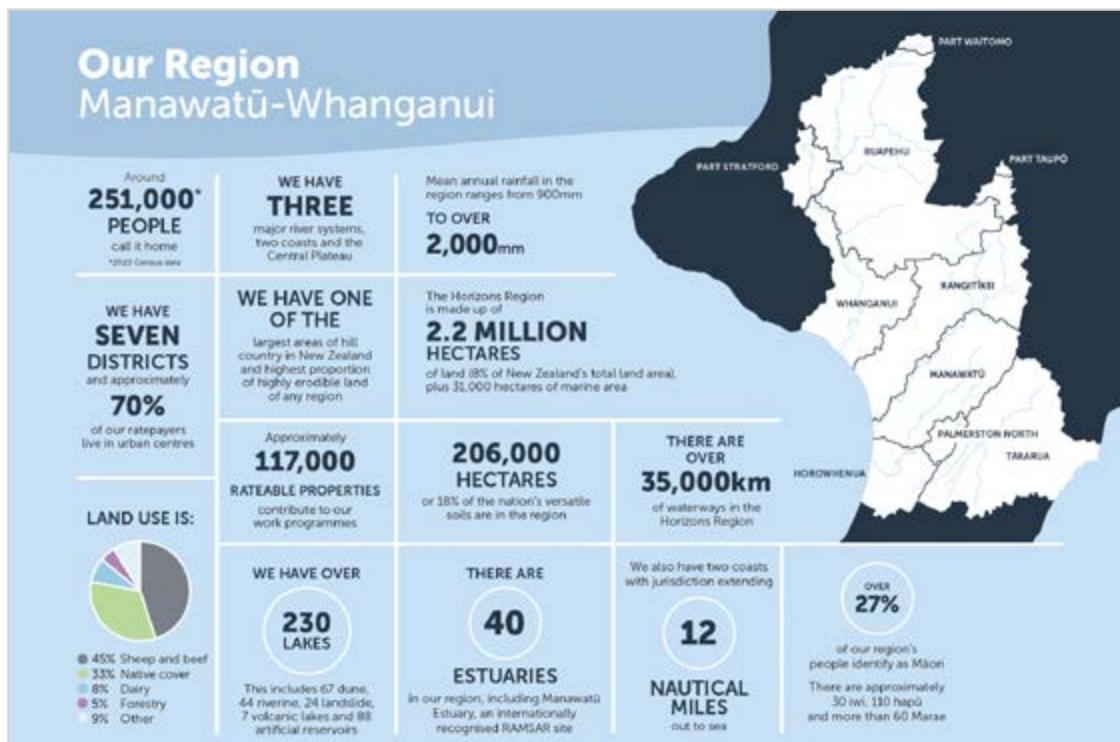


# The Manawatū-Whanganui region | Te Rohe o Manawatū-Whanganui

The unique social, cultural, economic, and natural features of the region are considered when conducting activities across the 4Rs in the Manawatū-Whanganui CDEM Group.

The region is predominantly rural and contains several main centres of population, including Palmerston North, Whanganui and Levin. The population is exposed to a range of hazards, including severe weather systems and cyclones, geohazards such as earthquake, tsunami and volcanic activity and technological and biological events.

The location of the Manawatū-Whanganui region and its size mean that it is an important connector, facilitating the movement of goods, services and people between regions in the lower North Island. Primary sector activities dominate the region's economy, with primary sector outputs a significant contributor to national markets. Over time, demographics such as median age and ethnic diversity in the region are increasing, a key consideration for how CDEM activities are managed across the 4Rs in this Group Plan period and beyond.



The Manawatū-Whanganui CDEM Group undertook a project in 2024 to better understand the vulnerability and interdependencies of lifelines in the region with the aim of increasing their resilience to hazards. The Manawatū-Whanganui Lifelines Vulnerability Assessment Report is available upon request.

## Social



The Manawatū-Whanganui region, situated in the lower central North Island, is a predominantly rural region with several main centres of population and numerous smaller centres. The region has a lower-than-average population density of approximately 11 people per square kilometre, compared with 20 people per square kilometre for wider New Zealand. Following an emergency, parts of the region may become isolated and need to be self-sufficient until support can arrive.

Though geographically large, the regions' communities are compact and socially connected.

There are two major urban areas in the region. Palmerston North, with an estimated resident population of 91,800 and Whanganui, with an estimated resident population of 48,900 (2023 Census). Other urban centres include Levin, Foxton, Feilding, Bulls, Marton, Ohakune Pahiatua, Taumarunui, Woodville and Dannevirke.

The region had a usually resident population of 251,412 at the time of the 2023 census holding 5% of New Zealand's total population. Between the 2018 and 2023 censuses, the population rose by 5.3%.

Projections estimate Manawatū-Whanganui's population will grow 0.8% per year on average over 2022 to 2030 – the same as the national rate at the time of this plan being written. Manawatū and Horowhenua are expected to lead population growth over this same period, growing at 1.0% and 1.3% per annum respectively<sup>4</sup>.

The 65-years and older age group is projected to rise to 66,300 (24% of the total population) by 2033, and to 81,900 (26%) by 2053<sup>6</sup>. Resilience, preparedness and communication strategies need to be carefully targeted to ensure adequate reach in older demographics.

96.6% of the population speak English, with Te Reo Māori being the next most common language (6.0% of the population) (2023 Census).

Ethnic diversity in the region is increasing, with the Māori population projected to grow strongly to equate to 32% of the population in 2053. The population identifying with Asian ethnicity whilst relatively small, is projected to grow the fastest to equate to 12.7% of the population in 2053<sup>6</sup>. Activities across the 4Rs need to consider the growing diversity of the region's population.

Palmerston North is also a Refugee resettlement centre, providing resettlement opportunities to people from many different countries and backgrounds. There are over 130 different ethnicities identified within the region and over 200 different spoken languages.

**251,412**  
REGIONAL  
RESIDENT  
POPULATION 2023

**0.8%**  
PROJECTED REGIONAL  
POPULATION GROWTH  
2022-2030

**6.0%**  
PERCENTAGE OF OUR  
POPULATION THAT  
SPEAK TE REO MĀORI

<sup>4</sup> [Infometrics - Manawatū-Whanganui Region population projections – May 2023](#)



## Built

There is a total of 107,883 private dwellings in the region (2023 Census), an increase of 5.4% since the 2018 census. There are 666 earthquake prone buildings in the region<sup>5</sup>.

The region is home to a Massey University campus in Palmerston North. The campus creates significant daily transport flows between the city (Palmerston North) and the campus, which is supported by free bus services to those studying at the university<sup>6</sup>.

Palmerston North Hospital is the largest hospital in the region, with one of the largest trauma centres in New Zealand. Other key health facilities in the region include Whanganui Hospital, Dannevirke Community Hospital and Horowhenua Health Centre<sup>7</sup>.

The region contains three military camps: two Army in Waiouru and Linton and one Air Force base at Ohakea.

Palmerston North is emerging primary distribution centre in the lower North Island<sup>7</sup>. Restoring transportation links following an emergency will ensure goods can continue to be imported and exported out of this distribution centre around the lower North Island.

Each of the territorial authorities of the region is responsible for delivering lifeline services in varying degrees to their local communities. These services include local road networks, potable water supplies, and sewerage and wastewater services. Detail on the extent of service and the location of infrastructure is maintained by each territorial authority.

Horizons Regional Council (HRC) is responsible for flood management, managing a number of flood protection assets that are critical from a social and economic perspective for at-risk communities.



Palmerston North central city (Photo credit: Palmerston North City Council)

<sup>5</sup> [Earthquake Prone Building Register](#)

<sup>6</sup> [Horizons Regional summary Manawatū-Whanganui](#)

<sup>7</sup> Health NZ: [Manawatū-Whanganui](#)



## Telecommunications

Telecommunications network providers in the region include One NZ, Spark, 2degrees and Inspire. In the 2023 Census, 87.4% of households in the region were reported to have internet access.

## Electricity and gas

Some electricity is generated within the region, mostly wind and hydro, and a significant portion of the national grid traverses the region. The principal site within the region for the national grid is the Bunnythorpe Substation. Many recent events have highlighted the cascading impacts of power failures on other lifelines services.

There are some new power schemes operating within the region, including the southern hemisphere's largest collection of wind farms, with an increasing number of installed turbines.

There are four distribution companies operating in the region, including Powerco, the largest distributor in the North Island, Electra, ScanPower, The Lines Company, and Central Lines. Electricity is sold to the consumer by an electricity retailer.

Gas transmission lines running south from the Taranaki gas fields supply reticulated gas to the region and beyond. There are no alternate pipeline routes and gas contingency arrangements in place to manage supply disruptions and maintain pressure in the gas network.



Windfarm, Tararua Ranges (Photo credit: Geoff McKay)



## Transportation

The region is served by two airports, Palmerston North and Whanganui. A military air base is located at Ohakea.

Located at Te Pūwaha, the mouth of the Whanganui River, Whanganui Port provides berthing facilities for coastal freight vessels and commercial boats, along with access to distribution and logistics companies.

The region has 968km of State Highways and 8,017km of local roads, with 2,865km of its roads unsealed.

The region is located at the centre of the road and rail networks which connect Hawke's Bay, Wellington, Taranaki and the upper and lower North Island. These connections are a key economic lifeline, enabling the movement of people and goods between key centres of production, consumer markets and freight distribution hubs.

The regional network includes State Highway 1, which travels the length of the region and provides links to Wellington in the south and Waikato to the north and the North Island Main Trunk Railway which links Auckland and Wellington. Since 2017, State Highway 3 through the Manawatū Gorge has been closed due to significant land instability and has been replaced by a new highway, Te Ahu a Turanga, over the Ruahine ranges to provide a more resilient link to the eastern part of the region.

The Palmerston North – Napier Rail Line follows the Manawatū Gorge, linking the region with Hawke's Bay.

The Marton – New Plymouth Line provides a rail link with Taranaki, and from this line a short branch line runs to Whanganui. Road and rail transport give the Region's exporters easy access to ports.

The restoration of strategic routes is a priority of the Manawatū-Whanganui CDEM Group in an emergency. Transport networks are essential to the region's economy, with their resilience to severe weather events a key ongoing vulnerability (particularly through the Central Plateau and Manawatū Gorge).

The opening of [Te Ahu a Turanga: Manawatū-Tararua Highway](#) has resolved the long-standing resilience challenges associated with the Manawatū Gorge. The region's key economic sectors (e.g., food production and manufacturing) are heavily dependent on the transport system, and additionally as a key distribution centre for the lower North Island several regions rely on the security of our transport infrastructure to ensure their supply of fast-moving consumer goods such as groceries and household goods.

Transport routes are also essential to our communities, connecting our dispersed and rural communities with each other and key services in the region.



## Economic

The average household income in the region is \$119,200 (2024), an increase of 2.6% from the previous year<sup>8</sup>.

This is approximately \$24,000 less than the national average. The average income of some parts of the region is much lower, with the mean income in Ruapehu and Horowhenua around \$94,000 per annum. This can result in different levels of capability and capacity across the districts to readiness and resilience at the household level.

4.4% of the labour force was unemployed in the region in the year to December 2024, lower than the national figure of 4.7%<sup>9</sup>.

Economic output in Ruapehu District's tourism sector declined by 17.6% in 2024, compared with an increase of 10.2% in New Zealand. This may be a reflection of a number of ongoing challenges for the Ruapehu District tourism economy, in some cases linked to changes in the operation of key tourism assets.

The four pillars of the region's economy which are identified as priority areas to drive future economic growth in the region are sustainable food and fibre (including food technology products and agri-tech capability), specialised services (technology, high value specialised manufacturing and tertiary services), the Māori economy and tourism. The essential foundations for these pillars to drive economic growth in the region are effective transport networks, a high performing workforce, high speed internet connectivity, community infrastructure, energy and environmental sustainability<sup>9</sup>.

The region's economic strength is based on food production and manufacturing, with only the region's retail sector employing more workers than agriculture and the rest of the primary sector<sup>10</sup>.

Palmerston North is the largest centre in the region and provides a service hub supporting surrounding areas. Tertiary education, research, logistics and military activities are significant contributors to Palmerston North's economy.

**\$119,200** AVERAGE  
HOUSEHOLD  
INCOME 2024

**2.6%** PERCENTAGE INCREASE  
ON PREVIOUS YEAR  
(AVERAGE HOUSEHOLD INCOME)

**4.4%** PERCENTAGE OF  
UNEMPLOYED LABOUR  
FORCE (2024)

<sup>8</sup> [Regional economic activity report](#): Manawatū-Whanganui

<sup>9</sup> [Action Plan - Accelerate25](#)

<sup>10</sup> [Regional Economic Development & Investment Unit: Manawatū-Whanganui](#)

## Rural

Agriculture is the most significant part of the grouping in the 'Agriculture, forestry and fishing' sector for the Manawatū-Whanganui Region<sup>11</sup>. Agriculture (mainly sheep and beef farming) accounts for more than half the land use (51%) in the region, with dairying using about 6.7% of the total area, including large parts of the Manawatū-Horowhenua coastal floodplain<sup>12</sup>. This is reflected in GDP figures where agriculture accounts of the largest contribution to GDP in the region at \$1,272M<sup>9</sup>. Horticulture is also a strong economic sector, with the region providing a significant proportion of New Zealand's total vegetable production (e.g., 22% of Broccoli and Cauliflower)<sup>13</sup>.

The Agriculture, Forestry and Fishing sector has impacts and linkages with the research and development sector, transportation systems, environmental issues, and real estate<sup>10</sup>. The sector can also be significantly impacted by external factors such as international supply and demand, geopolitics (e.g. changes in international trade tariffs), currency markets, drought (and long-term climate change impacts), land characteristics and changes to regulation<sup>10</sup>.

Emergencies affecting the rural sector can have significant impacts to the social and economic environments of the region for individuals, business owners and the region.



Rural Manawatū (Photo credit: Peter Kurdulija)

<sup>11</sup> [PNCC Agriculture Sector Profile](#)

<sup>12</sup> [Land, Air, Water Aotearoa \(LAWA\) - Manawatū-Whanganui region](#)

<sup>13</sup> [Data snapshot | Ministry of Business, Innovation & Employment](#)



## Natural

The Manawatū-Whanganui region takes up a large proportion of the lower half of the North Island. It is the second-largest Region in the North Island and the sixth largest in New Zealand; totalling 22,215 km<sup>2</sup> (8.1% of New Zealand's land area).

The region stretches from north of Taumarunui to south of Levin on the west coast, and across to the east coast from Cape Turnagain to Owahanga. It borders the Waikato, Taranaki, Hawke's Bay and Wellington regions and includes river catchment areas that run from the volcanic plateau to the sea. The Pacific Ocean is the eastern boundary and the Tasman Sea on the western boundary. The Ruahine Ranges form a natural boundary between much of the Region and Hawke's Bay. The area includes a variety of landscape formations. Districts close to the volcanic plateau are higher and more rugged, often subject to harsh temperatures in winter. The Manawatū District has a much gentler topography, consisting mainly of the flat, tree-studded Manawatū Plains that run between the ranges and the sea.

The region includes a series of mountain ranges, notably the Tararua and the Ruahine Ranges and the three major active volcanoes of the North Island (Mt Ruapehu (2,792m), Ngāuruhoe (2,291m) and Tongariro (1,968m)). During the last 100 years Ruapehu has experienced six significant eruptions, with the most recent eruption occurring in 2007<sup>14</sup>.

The region contains a lot of highly erodible soils, particularly in the hill country. Significant adverse weather events can result in large deposition of soil and silt from landslides and river erosion.

The region contains areas of great ecological significance, reflected in the designation of approximately a seventh of its land area as part of the nation's conservation estate. Tongariro National Park is the largest park in the region (795.98 km<sup>2</sup>) and is the oldest national park in the country, established in 1887. The volcanoes Tongariro, Ruapehu and Ngāuruhoe are sacred to Māori and were gifted to the nation by Te Heuheu Tūkino IV, paramount chief of Ngāti Tūwharetoa. They form the nucleus of the park, which is designated a world heritage area. Whanganui National Park is slightly smaller (742.31 km<sup>2</sup>) and was established 99 years later when a series of reserves were incorporated into one area and given national park status. The two national parks also have two of the 'Great Rides' which form part of the national cycle network. Both parks offer skiing, tramping, jet boating and white-water rafting and attract a number of domestic and international visitors annually, contributing significantly to the local and regional economy.

Our major rivers divide the region: the Whanganui (290km long), Manawatū (182km long) and Rangitikei (241km long) and Whangaehu (161km long). The Whanganui is the second-longest river and has the second largest catchment in the North Island, draining most of the inland Region west of Lake Taupo. The Manawatū River has a meandering path which begins close to the Hawke's Bay boundary in the east of the region near Takapau, flowing through a deep gorge to the Manawatū Plains before exiting in the Tasman Sea on the west coast.

<sup>14</sup> [GeoNet: About Ruapehu](#)

Annual rainfall totals vary across the region, with coastal and lowland areas near Whanganui, Palmerston North and Levin receiving the least (less than 900mm/year) and higher elevation areas around the Central Plateau, Ruahine and Tararua Ranges and the west of Taumarunui receiving the most at more than 2000mm/year<sup>15</sup>.

Soils in the region are productive with the addition of fertiliser. The flatter more fertile soils suit intensive sheep farming and cropping while the hill country of Rangitikei favours semi-intensive sheep and beef farming. The region has significant groundwater resources within some of the alluvial soils and these are important to the economy.

In general, air temperatures in much of the Manawatū-Whanganui region (excluding mountainous areas) are quite moderate with few extremes. Most of the Manawatū-Whanganui region experiences warm summer afternoon temperatures of 20-22°C, with temperatures appreciably cooler towards high elevation areas of the Central Plateau and the Ruahine and Tararua Ranges. Median annual air temperatures are significantly cooler on the Central Plateau and the mountain ranges in the region (less than 9°C). In elevated areas, the cooler conditions mean that temperatures will often fall below freezing, especially during the winter<sup>12</sup>.

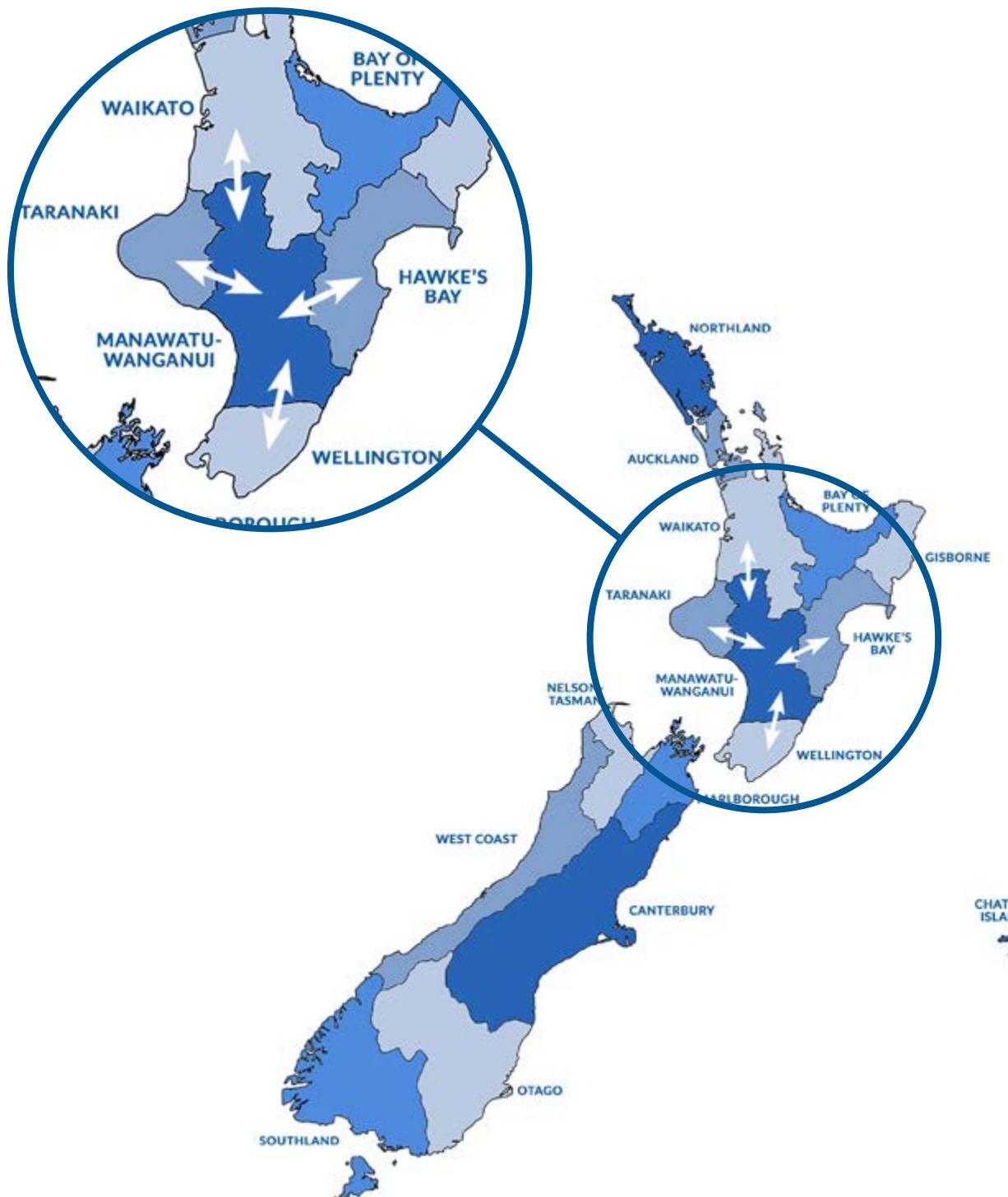


Iron Gate (Photo credit: Geoff McKay)

<sup>15</sup> [NIWA Regional summary](#)

# Cross-boundary links | Ngā Hononga ā-Rohe

The Manawatū-Whanganui CDEM Group shares boundaries with the Waikato, Taranaki, Hawke's Bay and Wellington CDEM Groups. These shared boundaries are an important consideration when conducting activities across the 4Rs, especially in response and recovery phases. The nature of these links across people, response partners, economies, and infrastructure are summarised below. The Manawatū-Whanganui CDEM Group maintains strong relationships with these neighbouring CDEM Groups to ensure appropriate arrangements are in place for emergencies which cross regional boundaries.



## People

For communities (and their animals) located near regional boundaries it may be easier (or preferred) to cross into the next region to access consumer goods and/or essential services. Disruption to transport links may disrupt access to essential services for these people.

Residents who live in the northern and eastern areas of the Manawatū-Whanganui region may rely on specialist health services in neighbouring regions. These people could become stranded and/or experience disruptions to their healthcare if an emergency disrupts transport links connecting the region to these locations. This may result in negative outcomes for vulnerable people.

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



Community event during the Cyclone Gabrielle recovery, Tararua District  
(Photo credit: Tararua District Council)

## Response partners

The CDEM Group area crosses regional and local council boundaries, as well as those of the Ministry of Social Development (MSD) and other government agencies. As a result, there is considerable resource available to be mobilised or deployed if required, e.g., MSD staff from the Manawatū can support colleagues and clients in the Whanganui/South Taranaki areas if their ability to provide services is compromised. This was demonstrated in the welfare response to the 2015 flood event.

The Manawatū-Whanganui region, due to its location, numerous connections to neighbouring CDEM Groups, and logistical asset of Ohakea airbase, is likely to be a receiving area for people affected by significant emergencies affecting Wellington and/or the east coast of the North Island (e.g. a large rupture of the Hikurangi subduction zone, the Alpine Fault or the Wellington Fault). In this scenario, significant national and cross-boundary coordination would be required. Due to the size of the region, emergencies could also result in the internal movement of residents, for example, the movement of affected people from the east coast to the west coast following an emergency impacting Tararua District Council.

The Manawatū-Whanganui CDEM Group participates with other regions through groups such as National Catastrophic Planning, the Taranaki Seismic and Volcanic Advisory Group (TSVAG), and Central Plateau Volcanic Advisory Group (CPVAG) regarding readiness for and response to hazards which can impact many CDEM Groups. Additionally, as part of readiness the Manawatū-Whanganui CDEM Group takes advantage of joint training and exercising opportunities with these members.

## Economy

State Highway links in the region are critical to the economy of the lower North Island of New Zealand, enabling the two-way movement of goods and services, including food and fuel, between regions. Disruption to these inter-regional supply chains in an emergency could significantly impact people who rely on these services and in turn the economy.

The reliance of the CDEM Group on primary industries means the Group is particularly susceptible to animal or plant pest/disease outbreaks which could originate outside of the region.

## Infrastructure

SH1 and SH2 (from Woodville north) and SH57 (from Woodville south) are the nationally significant roads located in the region.

The North Island's north-south rail line runs through the region and with a hub terminal at Palmerston North. From here, rail runs north-east to Napier (rating as regionally significant) and north to Hawera, linking into the Fonterra factory and Port Taranaki (rated as locally significant due to the scale of freight carried).

The Ohakea Air Base is rated as nationally significant as it is an important facility for the RNZAF. Ohakea provides an alternative to larger aircraft of up to B747 aircraft, though passenger and refuelling facilities are limited.

With no significant fuel storage in the region, the fuel supply is almost completely reliant on the road network with fuel trucked in from ports in Wellington and Napier. Only 1-2 days' supply is typically held in service stations<sup>16</sup>.

The Bunnythorpe Substation is a nationally significant asset and a major switching point into the North Island grid from the South Island generation sites. If the site is inoperable there would be a significant load reduction to the central and northern North Island. Therefore, Bunnythorpe is considered a 'pinch point' in the electricity network.

The Taranaki gas fields supply reticulated gas to the region and beyond (Hawke's Bay and Wellington) via gas transmission lines. There are no alternate pipeline routes and gas contingency arrangements are vital for managing supply disruptions and maintaining pressure in the gas network.

Kordia's Wharite site provides telecommunications, broadcasting and radio services to and through the region and on to Taranaki.

The 'inland port' in Palmerston North is one of three major food distribution centres in New Zealand, a critical supplier to the lower North Island (the others being Christchurch and Auckland).

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<sup>16</sup> Manawatū-Whanganui Lifelines Project Vulnerability Assessment (2024) - Available on request

# Hazards in the Manawatū-Whanganui region

## | Ngā Mōrearea i te Rohe o Manawatū-Whanganui

The Manawatū-Whanganui region is exposed to a variety of natural, biological, and technological hazards. Ahead of the Group Plan development, a risk assessment was completed as part of the Group Plan development to understand how these hazards could impact the region across the four main environments. Rural and cultural impacts were assessed within each of the four environments.

The four environments are the:

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

Risk, as defined in the Act, means 'the likelihood and consequences of a hazard'.

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 Manawatū-Whanganui's understanding of hazards and their impacts evolves.

The process and results of the assessment are discussed in the sections which follow.

## The risk assessment process

The risk assessment process involved the development of maximum credible hazard scenarios 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 [Manawatū-Whanganui CDEM Group Hazard Summaries \[Available upon request\]](#).

## Determining the likelihood of occurrence

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

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

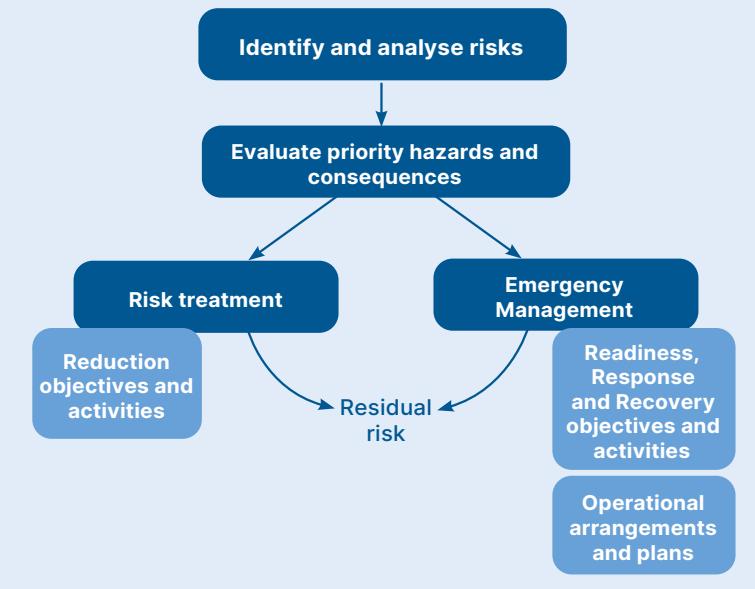
These likelihood levels are set within the [NEMA Risk Assessment Directors Guideline \[22/23\]](#) and are informed by scientific research and the frequency/occurrence of past events at a similar scale to the maximum credible scenario.

## Determining the consequences of our hazards

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

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

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



Specific consequences assessed to pose the highest risk across all hazards from the Manawatū-Whanganui CDEM Group Risk Assessment process (2021) are summarised below.

**Social environment:**



Illness and injury, psychological impacts, households in need of accommodation, social wellbeing and connectedness, cultural wellbeing.

**Built environment:**



Many of the consequence elements within the built environment did not have a consistently high-risk level across multiple hazards, however the most commonly occurring high risk consequences included damage to buildings (residential, commercial, marae structures and land), impacts to three waters services, and impacts to regional flood schemes.

**Economic environment:**



Direct losses to individuals, impacts to iwi investments and commercial entities, direct losses to businesses, commercial entities and industries, direct losses to local and central government, losses and disruption to the region's key economic sectors/industries/employers, direct impacts on employment/job sector.

**Natural environment:**



Impacts to freshwater quality (ground and surface water) and associated ecosystems, marine environment and ecosystems, national parks, forests and bush reserves, impacts to iconic flora and fauna species, impacts to significant environments or iconic landforms.

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 Manawatū-Whanganui CDEM Group to prepare for the next emergency, no matter what hazard it may be, thereby reducing the impact on our communities.

## Assessed risk levels

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

The risk levels are shown below:



**Limitations to the process:**

The risk assessment process is conducted by representatives from all CDEM Group partners and supporting organisations. As such, the process is based on the knowledge of those representatives regarding the impacts a specific hazard may have. While this provides us with a degree of guidance for the regional 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 main regional hazards

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

Our main regional hazards include:

Hazard	Assessed risk level
Cyclones	Very high
Flooding	High
Earthquakes	High
Hikurangi Subduction Zone (earthquake and tsunami - local source)	High
Animal disease	High
Human pandemic	High
Wildfires	High
Volcanic activity – Maunga Ruapehu	High
Tsunami (regional and distant source)	Medium

### **Please note:**

The results for some hazards where their level of consequence has been assessed at a regional scale may not reflect the level of local consequence should they occur, which may be significantly higher than the regional level. This may be true of a volcanic eruption of Maunga Ruapehu where the consequences at a local level would potentially be rated as higher than at a regional level, due to the lack of significant consequence on the wider region. It is the Manawatū-Whanganui CDEM Group's intention to assess the consequences of hazards at the local level in this Group Plan period.



## Cyclones

Cyclones are severe low pressure weather systems that form in the warm seas of the tropics north of New Zealand. Cyclones can be categorised in five levels according to the maximum windspeeds within the system. On average, ten named cyclones will form in the Pacific Ocean each year, but this does not always result in cyclones reaching New Zealand.

When cyclones move towards New Zealand they are reclassified as ex-tropical cyclones, however, this does not reduce their impacts. While they might decrease in intensity, they can still bring huge sea swells, winds in excess of 120kmph and intense periods of rainfall.

A cyclone event within the Manawatū-Whanganui region is likely to significantly impact the region. Recent events in New Zealand have shown that the impacts to people are likely to require high levels of support, including temporary accommodation, health provision and access to key services, such as health and welfare. It is also likely that a cyclone event would have a significant impact on the built infrastructure of the region, with high potential for damage to roads, electricity supplies and communications. In addition, other key services, such as water production and fuel supply are likely to be impacted.

One of the biggest impacts from an event such as this is likely to be in the economic sector, particularly in agriculture, where it is likely there would be stock loss, land damage and crop losses. The natural environment is also likely to experience severe impacts, with damage to rivers, silt deposition and significant land instability in the hill country.

The assessed risk from **a cyclone event** is shown below:

Likelihood	Consequence	Risk
Possible	Major	Very high



Land and roading damage during Cyclone Gabrielle 2023 (Photo credit: Tararua District Council)



## 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 region. Sources of flooding can include large cyclones, southerly storms, and atmospheric rivers. The seven districts that make up the Horizons Region are home to many rivers, including four of the North Island's longest: Whanganui (290km), Rangitīkei (241km), Manawatū (182km), and Whangaehu (161km)<sup>17</sup>. Some rivers, when in flood, have the potential to impact large urban areas. The two largest population centres in the region, Palmerston North and Whanganui, straddle the lowland reaches of major rivers being the Manawatū and Whanganui respectively. The smaller settlements of Feilding, Bulls and Marton also have a high exposure to flood hazard, due to their low-lying nature and close proximity to the region's major rivers. Flood hazard maps for the region can be viewed on the [Horizons Regional Council Natural Hazard Viewer](#).

Severe flooding events have occurred in the region before, notably in 2004, resulting in widespread consequences across rural and urban areas. In 2015 the region was again hit by a severe storm, bringing high levels of rainfall to the region and resulting in widespread flooding. The town of Whanganui was particularly hard hit during this event.

Any high magnitude flood event may cause loss of life and is likely to cause significant damage to vulnerable residential and commercial buildings in the region. Critical infrastructure services are also likely to be impacted in the short to medium term, in particular roading, which can limit access to key services including supermarkets and health facilities, and isolate communities from the rest of the region. 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. The rural sector can be particularly affected by flood events through impacts to soil quality, damaged farm infrastructure, reduced access to markets due to disrupted transport networks, and loss of livestock. Full recovery from severe flood events can take years across all four environments, with long lasting psychosocial impacts for those affected by the event.

The assessed risk to the region from **flooding** is shown below:

Likelihood	Consequence	Risk
Possible	Moderate	High



Tararua house flooding during Cyclone Gabrielle 2023 (Photo credit: Tararua District Council)

<sup>17</sup> [Land, Air, Water Aotearoa \(LAWA\) - River Quality](#)



## Earthquakes

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. Earthquakes can lead to severe and diverse consequences across all environments including (but not limited to) injuries, fatalities, building damage, road damage, disrupted supply chains (including food and fuel), and disruption to critical infrastructure services such as power, water and telecommunications.

The Manawatū-Whanganui region contains a number of active faults that have the potential to cause significant impacts across the social, built, economic and natural environments. Some faults outside of the region also have the potential to significantly impact the region (for example, please see below, the Hikurangi Subduction zone). Seismicity is the most potentially damaging natural hazard from an infrastructure perspective for the Manawatū-Whanganui region, with almost all critical infrastructure services expected to suffer some level of damage in the 1:2,500-year event scenario considered in the 2024 lifeline infrastructure vulnerability study [available on request].

The following resources provide more information about faults which can affect the Manawatū-Whanganui region and how often we can expect them to rupture:

- [NZ Natural Hazards Portal](#)
- [GNS Active Faults Database](#)
- [National Seismic Hazard Model: Manawatū-Whanganui region factsheet](#)
- [Horizons Regional Council Natural Hazard Viewer](#)



Example of building damage from the 2011 Christchurch earthquake (Photo credit: Jim Tetlow)



## The Wellington Fault

The Wellington Fault is one of several large active faults in the lower North Island running from the Tararua Mountains and Kaitoke, through the length of the Hutt Valley, the edge of Wellington Harbour, through to Tinakori in Wellington City and across the hills into the Cook Straight. It is anticipated that a magnitude 7.5 earthquake on the fault between Palmerston North and Woodville would result in shaking intensities of MM9 (extreme shaking) in these locations with MM7-8 (severe to extreme shaking) experienced elsewhere in the Manawatū-Whanganui region. This scenario was given an 'unlikely' likelihood as part of the regional risk assessment which equates to a 0.1-<1% probability of the event occurring in a single year (AEP).

An event of this magnitude would likely have significant impacts across the social environment, with potentially large numbers of deaths and injuries, extreme psychosocial impacts and impacts to the fabric of society that would take many years to recover. The main Ruahine-Wellington fault line is close to many of the critical infrastructure sites listed in the 2024 lifeline infrastructure vulnerability study. The built environment would experience extreme levels of damage to buildings and critical infrastructure from the earthquake, particularly around the main centre of Palmerston North and surrounding towns of Feilding, Bulls, Marton and Woodville. These impacts would take many years to fully recover from. A large earthquake like this would have significant impacts to the region's economy, and significant job losses and business failures would be expected. Additionally, the natural environment would experience significant impacts, particularly to landforms and freshwater ecosystems.

The assessed risk to the region from **a magnitude 7.5 earthquake on the Wellington Fault** is shown below:

Likelihood	Consequence	Risk
Unlikely	Major	High

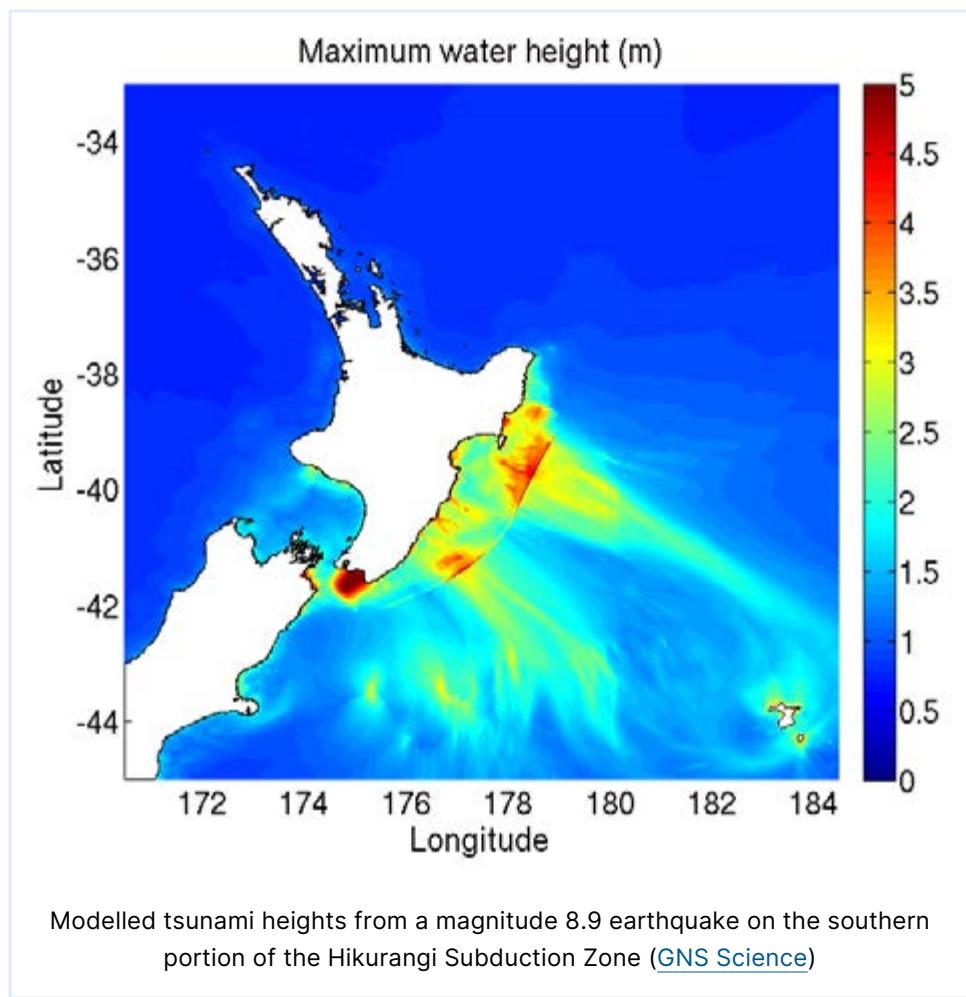
The National Emergency Management Agency has developed a response plan for the Wellington Fault. This can be found by visiting the following link:

<https://www.civildefence.govt.nz/cdem-sector/guidelines/wellington-earthquake-national-initial-response-plan>

## Hikurangi Subduction Zone (earthquake and tsunami - local source)



Our largest local tsunami risk is from a rupture of 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. For the purposes of the risk assessment, a magnitude 8.9 earthquake and tsunami maximum credible scenario was used to assess consequences across the four environments. The scenario was given an 'unlikely' likelihood as part of the regional risk assessment due to the frequency that major events have occurred on the subduction zone in the past. However, given the significant period of time that has passed since a major event on the subduction zone (estimated from scientific research to be several hundred years before human settlement in New Zealand), scientists estimate there is a 25% chance of a major earthquake (greater than magnitude 8.0) occurring on the subduction zone in the next 50 years.



In the maximum credible scenario, a large majority of the impacts are likely to be as a result of the preceding earthquake. Large parts of the Manawatū-Whanganui region would be exposed to MM8-10 (extreme shaking) from the earthquake lasting several minutes. In addition to the consequences of extreme earthquake shaking, settlements on the east coast are likely to be severely impacted by inundation from tsunami and some lower-lying settlements on the west coast are likely to be impacted by inundation from the tsunami.

There are a number of critical utility assets in tsunami risk areas – including electricity substations in Whanganui, wastewater treatment plants in Whanganui, Foxton Beach and Foxton and several coastal arterial roads<sup>18</sup>. The State Highway network and telecommunication fibre cables pass through the tsunami risk zone across the Whanganui River at Cobham Bridge. Co-seismic hazards such as landslides, rockfall, lateral spreading and liquefaction are also likely to occur in parts of the region.

It is likely that a tsunami would arrive very soon after an earthquake on a fault zone located close to our coastline, such as the Hikurangi subduction zone. Large earthquakes can have significant impacts on infrastructure and depending on the fault that ruptures travel distances for tsunami can be short, limiting our ability to provide timely warnings to people in tsunami evacuation zones. Therefore, we take the approach “Long, Strong, Get gone” for any earthquake that occurs in the Manawatū-Whanganui region.

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

The assessed risk to the region from **a large earthquake and tsunami on the Hikurangi Subduction Zone** is shown below:

Likelihood	Consequence	Risk
Unlikely	Major	High

## Animal pest/disease

The Manawatū-Whanganui region has a very large agricultural production sector, which supports many of our rural communities and is one of the main regional economic drivers. This sector is 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 the Manawatū-Whanganui region could have significant impacts across the social, natural and economic environments that would take many years to recover from. It is likely there would be significant numbers of livestock lost to the disease and psychological impacts to those affected by the outbreak. The agricultural sector would face major impacts in terms of direct losses to business, commercial entities and industry. It is likely employment in the industry would also be affected. Parks, forests and bush reserves may also be impacted where movement control required to control the spread of the disease impacts pest management. The event would require specialist waste management of animal carcasses.

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

Likelihood	Consequence	Risk
Possible	Moderate	High

<sup>18</sup> A vulnerability assessment of lifelines infrastructure in the Manawatū-Whanganui region (2024).



## Human pandemic

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

The assessed risk to the region from **a human pandemic** is shown below:

Likelihood	Consequence	Risk
Possible	Moderate	High



## Wildfires

The Manawatū-Whanganui region has large areas of both native and production forest and during very dry years there is a significant risk of wildfire, whether from natural, accidental or deliberate ignition. As a region we experience a number of wildfires each year that have the potential to become significant events. With our climate becoming drier, wildfire risk is likely to increase across the region.

Depending upon the location of the fire and the weather conditions at the time, these can have significant impact on nearby communities, our economy and the natural environment.

The assessed risk from **a wildfire** is shown below:

Likelihood	Consequence	Risk
Possible	Moderate	High



Vegetation fire at Santoft, Whanganui, in 2020 (Photo credit: Dave MacKinven)



## Volcanic activity

The Manawatū-Whanganui region encompasses portions of the central North Island volcanic plateau, inclusive of Maunga Ruapehu, Ngāuruhoē, and Tongariro. These landforms are recognised both for their geological dynamism and their cultural significance; they are regarded as tūpuna (ancestral entities) possessing mana and mauri. Planning frameworks acknowledge this duality and seek to integrate both scientific and cultural perspectives.

The regional boundary intersects these maunga, resulting in shared jurisdictional considerations with the Waikato region. Additionally, Taranaki Maunga, while geographically external to the region, may exert indirect influence in the event of a significant eruptive episode, particularly through ash dispersal and associated downstream impacts.

Volcanic activity may manifest through a range of geophysical expressions, including but not limited to:

- Atmospheric particulate deposition (ash fall)
- Pyroclastic and ballistic ejecta
- Lahar flow events
- Localised seismic activity

Maunga Ruapehu is identified as the most prominent source of volcanic activity, particularly in relation to population centres such as Ohakune and National Park. A substantial eruptive event may result in significant effects to critical infrastructure and economic sectors, notably tourism and agriculture. In addition, any eruptions are likely to have long-term effects on both the cultural and natural environments, including wāhi tapu and freshwater rivers and streams.

The assessed risk to the region from **volcanic activity - Maunga Ruapehu** is shown below:

Likelihood	Consequence	Risk
Possible	Moderate	High



Maunga Ruapehu (Photo credit: Jim Tetlow)



## Tsunami (regional and distant source)

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 that rupture the sea floor. Other sources of tsunami include onshore and offshore landslides.

The Manawatū-Whanganui region is exposed to both regional and distant source tsunami, including from the Puysegur Trench (located offshore, southwest from the South Island) and Pacific Islands.

Tsunami generated from further afield, from places such as the Solomon Islands, may result in inundation of low-lying coastal settlements and infrastructure. Given the distance from New Zealand, it will be several hours after the earthquake has occurred before the tsunami arrives on the coasts of New Zealand. This makes the use of warning systems important to ensure our communities are prepared and able to evacuate to safety.

Tsunami evacuation zones for the Manawatū-Whanganui region can be found [here](#).

The assessed risk to the region from a **regional/distant source tsunami** is shown below:

Likelihood	Consequence	Risk
Unlikely	Moderate	Medium

## TSUNAMI EVACUATION INFORMATION

### KNOW THE SIGNS - ARE YOU READY?

**FOXTON BEACH EVACUATION ZONE**



**REMEMBER**  
New Zealand's entire coast is at risk of tsunami. The absence of tsunami signage does not mean an absence of tsunami risk.

**WHAT IS A TSUNAMI?**  
New Zealand's entire coast is at risk of tsunami. A tsunami can very rapidly flood coastlines, causing devastating property damage, injuries and loss of life.

A tsunami is a natural phenomenon consisting of a series of waves generated when a large volume of water in the sea, or in a lake, is rapidly displaced. A tsunami can be caused by large submarine or coastal earthquakes; underwater landslides which may be triggered by an earthquake or volcanic activity; large coastal cliff or lakeside landslides; or volcanic eruptions beneath or near the sea.

**THE THREE TYPES OF TSUNAMI**

- DISTANT TSUNAMI** are generated from a long way away, such as from across the Pacific in Chile. In this case, we will have more than three hours warning time for New Zealand
- REGIONAL TSUNAMI** are generated between one and three hours travel time away from their destination. An earthquake in the Kermadec Trench to the north of New Zealand, could generate a regional tsunami
- LOCAL TSUNAMI** are generated very close to New Zealand. This type of tsunami are very dangerous because we may only have a few minutes warning

**KEY FACTS**

- A tsunami can occur at any time of the year
- A tsunami is a series of waves, the first wave may not be the biggest
- Tsunami waves can travel up streams & rivers with damaging waves extending further inland than the immediate coast
- The tsunami danger period can continue for many hours

**KNOW THE SIGNS**  
**WHAT ARE THE WARNINGS?**  
Warning messages and signals about a possible tsunami can come from several sources – official, unofficial, natural.

**OFFICIAL WARNINGS**  
Official warnings are received from local CDEM Groups. These warnings may come to you via TV/radio broadcasts or the emergency services (ie: Police, Fire, or Ambulance). You may receive warnings from one or several sources. In an official warning there will be instructions to evacuate from the zone(s) stated in the warning message. Wait in the safe zone for the official "all clear" or advice from the local CDEM Group.

**UNOFFICIAL WARNINGS**  
Warnings from friends, the public, or international media, may be correct. Evacuate from all zones if you are concerned. Verify the warning once you are in the safe zone.

**TSUNAMI - NATURAL SIGNS**  
In the case of:

- A large earthquake (one that is hard to stand up in)
- Weak rolling earthquake shaking of unusually long duration (ie: a minute or more)
- Out of the ordinary sea behaviour, such as sudden sea level rise or fall and/or unusual noise

**You should evacuate ALL zones** – a wave may arrive within minutes, wait in the safe zone for the official all clear.

**NATURAL WARNINGS**  
For a local source tsunami which could arrive in minutes, there won't be time for an official warning. It is important to recognise the natural warning signs and act quickly.

**You should immediately move inland as far as you can and look for any Tsunami evacuation routes or Tsunami Safe Zone signage!**

IN A LONG OR STRONG EARTHQUAKE (LONGER THAN A MINUTE OR HARD TO STAND UP)  
**IMMEDIATELY EVACUATE ALL ZONES**

FOR MORE INFORMATION VISIT [WWW.CIVILDEFENCE.GOV.NZ](http://WWW.CIVILDEFENCE.GOV.NZ) OR [WWW.GNS.CRL.NZ](http://WWW.GNS.CRL.NZ)

Example of a tsunami information board (Foxton Beach)

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## Other hazards in the Manawatū-Whanganui region

While there are several hazards that present a high risk to the Manawatū-Whanganui region, other hazards can impact our communities, economy, infrastructure and natural environment.

Other hazards that can affect the Manawatū-Whanganui region include:

- Drought
- Severe weather – high wind, thunderstorm/flash flooding, tornadoes, snowfall, extreme temperatures
- Landslide – Hill Country
- Coastal flooding – storm surge
- Erosion – coastal
- Plant pest/disease
- Water supply failure/contamination
- Fuel supply failure
- Dam failure / break
- Mass fatality transport accident
- Pollution incident (Major maritime)
- Hazardous substance event
- Urban fire
- Civil unrest
- Terrorism

The consequence of infrastructure failure (e.g., loss of power, water and telecommunications) has been considered across all hazards in the risk assessment process. Please refer to 'The risk assessment process' section for more information (pg.38).

### **Risk assessment is an on-going process**

The assessment of risk from the 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.

## Get ready to get through

The Manawatū-Whanganui region can be affected by a range of hazards, and in some cases, there can be significant consequences to our communities. You can reduce how much these events impact your ability to get through by taking a few simple steps to prepare and practice how you respond.

### KNOW YOUR RISK

#### Know what you need to plan and prepare for.

Information about the hazards in your area can be found by visiting the [Horizons Natural Hazard map viewer](#). The map includes information regarding:

- Flood plain mapping
- Fault lines
- Liquefaction
- Tsunami evacuation zones
- Coastal hazards
- Volcanic hazards

Additional links to natural hazard information are provided below:

Animal disease

- [Animal disease threats to New Zealand \(MPI\)](#)

Earthquake

- [NZ Natural Hazards Portal](#)
- [GNS Active Faults Database](#)
- [National Seismic Hazard Model: Manawatū-Whanganui region factsheet](#)

### PLAN

#### Visit [getready.govt.nz](http://getready.govt.nz) to make a plan:

- [Household](#)
- [Work](#)
- [School](#)
- [Marae](#)
- [Advice for disabled people](#)

### PRACTICE

#### Practice your plan.

Take part in the annual [New Zealand ShakeOut](#) and [Tsunami Hīkoi](#) to ensure you know your route to safety.

### LINK IN

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

Neighbours

- [Neighbourhood Support New Zealand](#)

Community

- Community Facebook pages
- Community events

Civil Defence

- [Civil Defence Manawatū-Whanganui Facebook page](#)
- [Manawatū-Whanganui CDEM Group website](#)

## Learning from past events

In the past five years, there have been two major events in New Zealand that have directly affected the Manawatū-Whanganui region; the COVID-19 pandemic in 2020-21 and Cyclone Gabrielle in 2023. Both these events had differing impacts upon our communities.

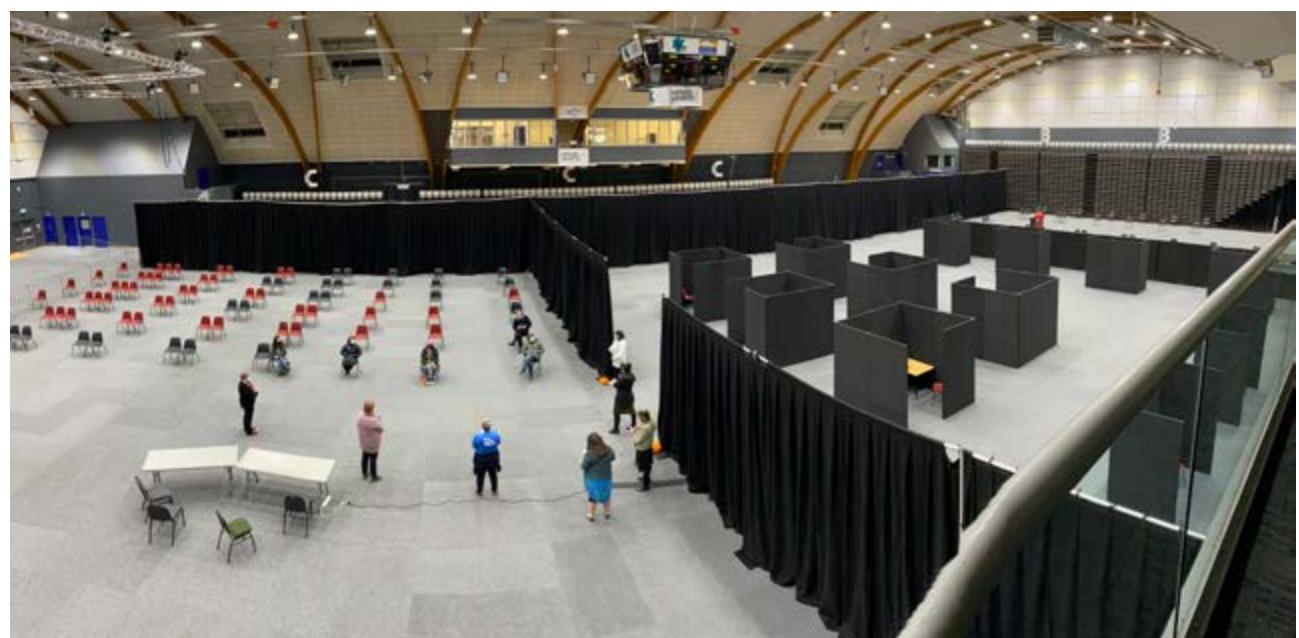
### Covid-19 pandemic

The COVID-19 pandemic was the most widespread public health emergency in New Zealand since the 1917–18 influenza outbreak. While led nationally by the health sector, the response in the region was a coordinated, multi-agency effort involving local councils, iwi, Civil Defence, health providers, and community organisations. The initial phase was managed under a National State of Emergency, enabling unified action to support community wellbeing and maintain essential services.

Across the region, agencies undertook a range of critical activities:

- **Local councils** facilitated the rapid establishment of community-based vaccination centres and supported logistics for mobile outreach teams.
- **Iwi and Māori health providers** played a central role in delivering culturally appropriate health messaging, hosting vaccination events, and ensuring whānau access to welfare support.
- **Civil Defence** coordinated welfare service delivery, including food parcels, medication, and household goods for isolated or vulnerable residents.
- **Primary health organisations and health services** managed testing stations, contact tracing, and clinical oversight of vaccination programmes.
- **Community organisations and volunteers** supported outreach to hard-to-reach populations, provided transport assistance, and helped disseminate public information.

This collaborative response demonstrated the value of integrated planning, trusted relationships, and flexible coordination structures in managing complex, prolonged emergencies.



COVID-19 vaccination center in the Palmerston North Arena (Photo credit: Palmerston North City Council)

## Cyclone Gabrielle

Cyclone Gabrielle impacted New Zealand in February 2023, resulting in a National State of Emergency being declared. Many regions in the North Island were severely impacted, including Northland, Auckland, Bay of Plenty, Tairawhiti, Hawke's Bay and parts of Manawatū-Whanganui.

For the Manawatū-Whanganui region the majority of the impacts were experienced in the Tararua District, where a local declaration was made prior to the national declaration, although the response to this and the wider emergency involved all parts of the Manawatū-Whanganui CDEM Group. Activities of the CDEM Group during this event included:

- The restoration of key services, including the restoration of significant damage to key access routes.
- The coordination of welfare support services, including temporary accommodation, access to services, animal welfare and financial support.
- Providing public information.
- Supporting the operation of critical services and infrastructure.



Damage from Cyclone Gabrielle (Photos credit: Tararua District Council)

## Other learnings

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

Regionally, learnings from disasters that occur across Aotearoa New Zealand and in the Manawatū-Whanganui region inform the work we do through the Group's Corrective Action Plan. 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 Manawatū-Whanganui region and the rest of Aotearoa New Zealand to inform future CDEM Group activities across the 4Rs.

# Challenges and opportunities to disaster resilience | Ngā Wero me ngā Āheinga mō te Manawaroatanga ki te Aituā

Disaster resilience is defined by the National Disaster Resilience Strategy (NDRS) as “the ability to anticipate and resist the effects of a disruptive event, minimise adverse impacts, respond effectively post-event, maintain or recover functionality, and adapt in a way that allows for learning and thriving.”

Further to this definition, the NDRS (2019) notes that resilience can be viewed across environments or capitals (social, cultural, economic, built, and natural) and at individual, community, and societal levels.

Disaster resilience is affected by various external factors, including the following which were considered when developing the vision and objectives of this Group Plan.

## Cost of living increases

Annual living costs are increasing within Aotearoa New Zealand.

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

Despite having a family member in full time employment, an increasing number of families within the region are utilising food banks. With wages not likely to increase at the same rate as the cost of living, there is a risk that many more living within the region will become reliant upon support to meet their everyday living costs.

This may have the implication of lower food stocks and essentials in households, increasing the number and urgency of people requiring support with household goods and services during an emergency.

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

## Increasing technology reliance

Society is now hugely dependent upon technology to support our everyday lives.

Smartphones have become critical to communication, particularly in younger demographics and traditional communication methods are now seen as obsolete. In addition, electric cars are increasing in numbers, and huge investment is being seen within this sector.

Many of the tech innovations that are currently part of everyday life are hugely dependent upon critical infrastructure and could easily see failures during events. There are opportunities to leverage advancing technologies (e.g., SpaceX satellite to mobile technology) when building resilience as well as a need to remind users that power and internet may not be available during an emergency.

## Increasing elderly population

Nationally the proportion of the population aged 65+ years is increasing – by the 2050s, this group could make up 25% of the population<sup>19</sup>.

There is a need to ensure readiness activities meet the needs of this increasing demographic, ensuring preparedness information is bespoke and accessible to their needs.

This changing demographic means there is also likely to be an increasing reliance upon public services (including health services) for the everyday and response needs of this demographic.

A larger elderly population may also contribute to a lack of workers to fill vacancies within the region, where labour shortages have already been observed within key industries. Labour shortages could in the long term affect the speed of recovery from emergencies affecting the region.

This population group can bring strengths to the community response, through leveraging their existing networks, resources and life experience.

Community response groups are encouraged to engage with this demographic to identify how they can mutually support one another through the next emergency.

## Climate change

Climate change is a long-term change in the average weather patterns that have come to define Earth's local, regional, and global climates.

Climate change is referred to in this context as the rise in global temperatures from the mid-20th century, largely due to human activity like burning fossil fuels, natural gas, oil and coal.

The impacts of climate change are likely to change the frequency, severity, and range of hazards the Manawatū-Whanganui CDEM Group plans for and responds to.

A climate change lens is applied by the Manawatū-Whanganui CDEM Group to activities across the 4Rs.

<sup>19</sup> [One million people aged 65+ by 2028 | Stats NZ](#)

Climate change is anticipated to have the following impacts in the Manawatū-Whanganui region<sup>20</sup>:

- **Hill country:** Transport networks damaged by landslides and soil erosion, extreme weather events to cause crop damage and economic disruption, and increased fire risk.
- **Plains:** Damage to housing, public spaces and infrastructure from flooding. Crop damage caused by drought.
- **Estuaries:** Erosion and coastal inundation in some coastal areas - damage to commercial and residential buildings, and energy infrastructure.
- **Social impacts:** Risk of inequitable outcomes as costs and impacts fall unevenly across the community.
- **Tourism:** Reduced snow and ice cause economic disruption. Extreme weather events impact tourism.
- **Urban areas:** Extreme weather events resulting in Landslides, soil erosion and inland flooding to urban areas like Palmerston North. Water supplies affected by reduced rainfall and drought.
- **Tohu** change and are less reliable, affecting planting, resource gathering and hunting.  
[Tohu are indicators (the blossoming of a flower, the departure of a migrating bird, the appearance of a star in the predawn sky) developed and used by Māori to track changes in the natural environment.]
- Damage to culturally significant **marae and urupā** from flooding and erosion.
- Loss of **taonga** species (in freshwater systems, on land, and along the coast) as the climate warms.
- **Manaakitanga** threatened if manuhiri cannot be offered, local delicacies and marae are damaged.
- Loss of **tikanga and mātauranga** around resources, affecting future generations.

To learn more about climate change in the Manawatū-Whanganui region, please refer to the [NIWA Manawatū-Whanganui Regional Climate Change Risk Assessment \(2021\)](#) and the [Manawatū-Whanganui Climate Change Action Plan \(2023\)](#).

## Climate Action Joint Committee

Climate change calls for leadership at a local and regional level. Horizons is a signatory to the Local Government Leaders' Climate Change Declaration, as well as a Memorandum of Understanding with other councils in the Manawatū-Whanganui region. These documents commit us to working together to reduce greenhouse gas emissions and improve resilience to the effects of a changing climate. The Climate Action Joint Committee has representation from each of the region's eight councils and Tangata whenua representatives. The Climate Action Joint Committee objectives include development of a regional [Climate Action Plan](#) which was adopted in early 2023.

<sup>20</sup> [Manawatū-Whanganui Climate Action Joint Committee - Horizons Regional Council](#)



**Himatangi Beach**  
Photo credit: Geoff McKay



# Part 3: Our structure and arrangements | Tō Mātou Hanganga me ngā Whakahaere

Manawatū-Whanganui Emergency Management Group  
Plan 2025-2030

# Our structure | Tō Mātou Hanganga

## Governance

The Manawatū-Whanganui CDEM Joint Standing Committee (JSC) and Coordinating Executive Committee (CEG) govern and manage the Group respectively.

### Joint Standing Committee (JSC)

The Joint Standing Committee (JSC) is a committee of local authorities established under **s12(1)(a)** of the Act. The committee provides governance and strategic direction to the Group. The functions of the JSC are detailed in **s17** of the Act. The powers and obligations of members of CDEM Groups are detailed in **s16** of the Act.

The JSC is comprised of the Mayor or Chairperson (or their delegated representative) of the seven local authorities and regional council of the Manawatū-Whanganui region. The JSC is chaired by the Chair of Horizons Regional Council.

Members of the Manawatū-Whanganui CDEM Group JSC (as per **s13** in the Act) include:

- Horizons Regional Council
- Ruapehu District Council
- Whanganui District Council
- Manawatū District Council
- Palmerston North City Council
- Rangitīkei District Council
- Tararua District Council
- Horowhenua District Council

The JSC also includes 3 non-voting iwi representatives to provide views of tangata whenua.

The regional council and local authorities share common boundaries and work in partnership with iwi, emergency services and other organisations to ensure the effective delivery of emergency management within the region across the 4Rs.

More information about the JSC can be found within the committee's Terms of Reference [available upon request].

### 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 JSC and implement their decisions. The functions of the CEG are detailed in **s20(2)** of the Act.

In addition to the prescribed functions in the Act, the Manawatū-Whanganui CDEM Group CEG:

- Provides advice on strategic direction of emergency management in the Manawatū-Whanganui region.
- Ensures emergency management functions, including the Group Plan, are continually reviewed and monitored.
- Recommends the draft work programme to the JSC for approval.
- Recommends to the JSC the appointment of any CDEM personnel including the Group and Local Controllers, Recovery Managers and persons who may declare a state of local emergency and a local transition period for the Group area.

- Liaises with other CEG groups, 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 each local authority with respect to the CDEM function.
- Ensures the provision of professional development and training programmes across the CDEM sector in the Manawatū-Whanganui region.
- Advocates for CDEM and CDEM activities across the 4Rs during business as usual and times of activation.

Members of the Manawatū-Whanganui CDEM Group CEG (with voting rights) as per **s20(1)** of the Act include:

- The chief executive officer of each member local authority (or a person acting on the chief executive officer's behalf).
- A senior member of the police.
- A senior member of Fire and Emergency NZ.
- The Group Director Operations of the hospital and health services operating in the area (or a person acting on the chief executive officer's behalf).

The Horizons Regional Council Group Manager for Regional Services and Information Management is currently the CEG chair.

In addition to the statutory membership, the Group recognises the following representatives as members of the Coordinating Executive Group:

- Chairs of coordination / advisory groups (welfare, rural and lifelines)
- Iwi representatives
- Medical Officers of Health
- New Zealand Defence Force
- Hato Hone St John

Individual CEG member responsibilities include:

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

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

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

## CDEM subsidiary committees

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

The current Manawatū-Whanganui CDEM Group subsidiary committees are detailed below.

### Regional committees

The **Rural Coordination Group (RCG)** is comprised of agencies and community organisations with a rural sector focus and is chaired by a member of the RCG elected from the members of the group. The RCG provides a forum for the sector to integrate with CDEM activities across the 4Rs including planning for adverse events, building and strengthening relationships and networks, the provision of local knowledge regarding rural communities and representing the sector during emergencies affecting the region. More information about the group including membership is available in the group's Terms of Reference [available upon request].

The **Lifelines Advisory Group (LAG)** is a group of regional and national organisations that deliver 'lifeline' and critical infrastructure services (e.g. utilities). These organisations meet regularly to contribute to CDEM planning across the 4Rs in the region. More information about the group including membership is available in the group's Terms of Reference [available upon request].

The **Welfare Coordination Group** is mandated by **s65** of the [National CDEM Plan Order 2015](#). The Group's role is to provide coordinated planning and delivery of welfare services for the Manawatū-Whanganui region consistent with the Group Plan and national guidance. The Group is chaired by the Group Welfare Manager and supported by local welfare committees in each district. Members of the WCG include social agencies, rural advisory networks and agencies involved in animal welfare including the Ministry for Primary Industries (MPI). More information about the group including membership is available in the group's Terms of Reference and the Manawatū-Whanganui CDEM Group Welfare Plan (2017-2021) [available upon request].

The **Central Plateau Volcanic Advisory Group (CPVAG)** is a co-operative arrangement between the Manawatū-Whanganui CDEM Group and the Waikato CDEM Group. The group provides a forum for discussion of issues relevant to volcanic hazard (including research activities and strategic advice) and preparedness activities specific to this hazard including multi-agency planning, exercises and public education. More information about the group including membership is available in the group's Terms of Reference [available upon request].

## Local committees

**Emergency Management Committees (EMCs)** are established in areas of operational focus at the local level and are comprised of representatives from emergency services and local response agencies. The committees work across the 4Rs to coordinate CDEM activities in their respective areas, including the provision of advice to the Local Controller and EOC staff during an emergency. EMCs have been established to cover the districts of Ruapehu, Whanganui, Rangitikei, Manawatū, Palmerston North, Tararua and Horowhenua. The actual membership of committees varies according to their area. More information about the committees, including membership, is available in each respective EMC Terms of Reference [available upon request].

Each Territorial Authority has a **Local Welfare Committee** that is usually chaired by the Local Welfare Manager. Committees may be for an individual Authority, or one formed to cover a cluster of Territorial Authorities. A Local Welfare Committee is a collective of agencies working to prepare for and manage the coordinated delivery of welfare services to affected people in their area during an emergency. Membership should include those local agencies that are integral to a successful welfare response. This may include responsible and support agencies, volunteer and other community-based organisations. Terms of Reference for these committees are available upon request.

## Administering authority

Horizons Regional Council is the administering authority for the Manawatū-Whanganui CDEM Group under **s23** of the Act. The regional council provides administrative and related services through the CDEM Group Office that may from time to time be required by the Manawatū-Whanganui CDEM Group (refer **s24(1)** of the Act).

These services include:

- Convening of meetings, preparation of agendas, and related administrative tasks for Group and CEG meetings, and for other group-level committees/working groups involved in CDEM.
- Financial management for the CDEM Group Office and Group Emergency Coordination Centre.
- Providing a Group response capability including a Group ECC facility, staff, and resources.
- Entering into contracts with service providers on behalf of the Group.
- Publication of the CDEM Group work programme, budget, and performance in the council's Annual Plans
- Providing support to local authority activities across the 4Rs.
- Providing a duty system to monitor potential emergency events within the region.

The costs of administrative and related services of the Group Office are funded by the Horizons Regional Council (refer **s24(3)** of the Act). Further information about the administering authority arrangements is available on request.

## The CDEM Group office

The CDEM Group office coordinates and facilitates administrative and related services including day-to-day planning and project work, informed by the work programme, on behalf of the Manawatū-Whanganui CDEM Group and CEG.

These services include, but are not limited to:

- Preparation of agendas and recording of minutes for the JSC, Coordinating Executive Group and Emergency Management Officer meetings.
- Advice and technical support to the CEG and Manawatū-Whanganui CDEM Group.
- Maintenance of the Group Emergency Coordination Centre (GECC) and related facilities.
- Identification of regional hazards and risk mitigation including the development of regional plans and SOPs based on these hazards and risks, regularly updated with new information and information as it becomes available.
- The monitoring, receipt and issuing of hazard warnings through a duty officer rostered 24/7, in liaison with Local Authorities impacted by the hazard warnings.
- Leading the initial response to emergency events affecting the whole region, or multiple districts.
- Supporting the response to emergencies at a local level where necessary.
- Assistance to the Group Controller during the response phase and to the Recovery Manager during the Recovery phase.
- Project and financial management, including developing, and coordinating the implementation of the CDEM Group Plan and annual work programme.
- Facilitation of the development of CDEM policy and advice on policy and legislative matters
- Liaison with the Group's partner agencies including the National Emergency Management Agency (NEMA) and other CDEM Groups.
- Coordination of monitoring, evaluation and assurance activities.

In addition to the Group Office, Local Emergency Management professionals are supported from within member Councils by the CEG representative and coordinated by the Group Office to ensure that implementation of the annual work programme is achieved with the best effect. Local EMOs are direct reports to their employing authority that work as a collective resource for the benefit of the Group.

## 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) – The Controller's functions are listed in **s28** of the Act.
- Local Controllers (**s27** of the Act).
- Group and Alternate Group Recovery Managers (**s29** of the Act).
- Local Recovery Managers (**s30** of the Act).
- Group and Alternate Group Welfare Managers (Manawatū-Whanganui CDEM Group appointment).
- Group and Alternate Group Public Information Managers (Manawatū-Whanganui CDEM Group appointment).

## 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 their alternates are delegated the authority to:

- Co-ordinate the activities (as are required to perform their 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 Manawatū-Whanganui CDEM Group 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.

## Local Controller

As with Group Controllers, Local Controllers are supported by Alternate Local Controllers who are authorised to act in the absence of the Local Controller. Local Controllers are appointed to ensure the objectives of the Group Action Plan are implemented at the local level in support of the Group Controller. In accordance with **s27(2)** of the Act, the Local Controller must follow any directions given by the Group Controller during an emergency.

During a state of emergency for the area in which they are authorised, Local Controllers direct and co-ordinate the use of personnel, materials, information, services, and other resources made available by departments, Civil Defence Emergency Management Groups, and other persons. Local Controllers also provide advice to the Group Controller and Group ECC.

Local Controllers and their alternates are delegated powers under **s17(1)(d), 18(2), 76, 78, 81, 85, 86, 87, 88, 89, 90, 91, 92** and **94**, of the Act and may only exercise those powers in the following circumstances:

- Complete isolation of the community to which that Local Controllers has been appointed.
- The proposed response action is urgent.
- When there is no ability to communicate with the Group Controller for direction.
- The Local Controller forms the opinion, from all the circumstances, that due to the magnitude and severity of the event it is likely that a declaration has been made.

## Recovery Managers

The **Group Recovery Manager** (or their Alternate) is responsible for coordinating the recovery and/or transition period activities for the CDEM Group area. The Manawatū-Whanganui CDEM Group has the practice of permanently appointing a Group Recovery Manager and Alternate Group Recovery Manager to fulfil this requirement. The Manawatū-Whanganui CDEM Group delegates the powers contained in **s94(h), 94(i), 94(k), 94(l), 94(m)**, and **94(n)** of the Act. These powers are available to the Group Recovery Manager while a transition period is in force. Recovery Managers must report on use of these powers under **s94(p)** of the Act to the Director of NEMA and the Manawatū-Whanganui CDEM Group. The Manawatū-Whanganui CDEM Group has overall responsibility for governance and oversight of the recovery. During a National Transition period the Group Recovery Manager must act in accordance with the direction of the National Recovery Manager.

**Local Recovery Managers** are delegated the same powers as Group Recovery Managers and must also report on use of these powers under **s94(p)** of the Act to the Director of NEMA and the Manawatū-Whanganui CDEM Group. Local Recovery Managers are responsible for the local coordination of recovery efforts, are appointed by the JSC following recommendations by Territorial Authorities, and report to their individual Territorial Authority.

## Other key roles

**Response Managers** are identified to support the effective operation of the Group ECC and Local EOCs through the implementation of best practice. They are responsible for ensuring that operational issues are only escalated to the Controller when necessary. On occasion, they may be delegated to utilise the powers of the Group Controller to manage situations within the response.

The **Group Welfare Manager**'s (or their Alternate) role is to support the Group to build resilience by coordinating and supporting the delivery of welfare services to communities across the region. They do this in liaison with welfare service agencies who deliver services to affected communities, coordinated through the Welfare Coordination Group (WCG) which is chaired by the Group Welfare Manager. The Group Welfare Manager is normally a member of the Group office. For more information about the Group Welfare Manager role, please refer to the Group Welfare Plan.

The **Local Welfare Manager**'s role is to plan for and manage the delivery of welfare services to affected people in their local area during an emergency. They also chair Local Welfare Committees which are a collective of agencies working to prepare for and manage the coordinated delivery of welfare services to affected people in their area during an emergency. During response, the Local Welfare Manager is responsible to the Local Controller. They will liaise closely with the Manawatū-Whanganui Group Welfare Manager, and any other activated Local Welfare Managers, as appropriate. For more information about the Local Welfare Manager role, please refer to the Group Welfare Plan.

The **Group 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 regional public information to the community and managing community relations, collaborating and coordinating with PIM personnel from local authorities and other agencies, working closely with CDEM spokespeople and managing VIP and media site visits. The PIM team, staffed by communication specialists from the CDEM Group member authorities, works with a range of internal and external partners during readiness, response, and recovery.

The **Group 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 coordinates members response to emergencies and includes local authority Lifeline Utility Coordinators, who support the local arrangements for the restoration of key services to the community.

# Our arrangements | Ā Mātou Whakahaere

## External support arrangements

When requested and where able, the Manawatū-Whanganui CDEM Group will provide support and assistance 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.
- Sharing relevant hazard 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 Manawatū-Whanganui CDEM Group and the business continuity of the Group's members. The Act (**s113**) provides for the recovery of actual and reasonable costs associated with provision of assistance to other CDEM Groups.

## Financial arrangements

### Day to day activities

The costs associated with the provision of administrative and related services incurred by Horizons will be borne by Horizons Regional Council.

The costs associated with members implementing CDEM arrangements within their organisation or district shall be borne by that member. Deployment costs incurred in support of another CDEM Group will be borne by the deploying Group in the first instance.

Where the opportunity to claim costs is available, the Group will endeavour to be reimbursed. All expenditure as it relates to CDEM will be monitored by the Coordinating Executive Group in relation to the Business Plan.

## Emergency response costs

The costs associated with emergency response will be borne by the agency incurring the cost. CDEM costs will be borne by the Territorial Authority in managing the local CDEM response and by the Regional Council in coordinating the Group-wide response. Costs will be recovered in accordance with the procedure outlined in **s33** of the [Guide to the National CDEM Plan \(2015\)](#).

Financial delegations for Group and Local Controllers shall be made by the local authority requesting the appointment of persons to these roles. The financial systems and process of the local authority will be used to manage and monitor response costs.

Contracts may be entered into during a state of emergency when it is urgently necessary to do so by the chairperson or deputy chairperson of the CDEM Group, an employee of the Group (if authorised) and by the Group Controller. By delegation, Local Controllers may also exercise this power.

It is the preference of the Group that any such contracts are entered into with the knowledge of, and preferably by, the Controller responsible for the area concerned, i.e. Local Controllers if the contract affects their Territorial Authority and the Group Controller if it affects more than one Territorial Authority member.

Costs associated with contracts in urgent cases will be borne by the Council responsible for the contract. The cost of contracts may be recoverable from Government however the threshold of such costs may need to be met by the Council. Where the Group Controller enters into a contract, and where the threshold for claims has not been met, the cost of the contract will be apportioned on a pro-rata basis among the benefiting Councils or as agreed.

The Regional Council will underwrite the initial costs of contracts entered into by the Group Controller and the Territorial Authority concerned will underwrite the costs of a contract entered into on their behalf where this can be clearly defined.

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.

Local Authority policies are followed in regard to meeting koha and reimbursement of costs to iwi which have been authorised by Local Controllers during an emergency. Costs incurred by iwi in an emergency should be claimed from the Local Authority corresponding to the area impacted.

## 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.

The Group Recovery Manager will recommend to the Manawatū-Whanganui CDEM Group which recovery costs could reasonably be met by the Group, and which costs could be recovered from other parties (e.g., insurance or central government).

Claims for Government assistance are to be made by the organisation incurring the expenditure, or in the case where there are agreed Group costs, by the Manawatū-Whanganui CDEM Group. Any central Government involvement will be contingent upon the principles and conditions set out in **s33** of the [Guide to National CDEM Plan \(2015\)](#).

If it becomes apparent that there will be a significant number of people suffering financial hardship and more immediate relief is required, emergency funding arrangements may be established.

The costs associated with recovery shall be met as follows:

Activity	Responsibility
Group Recovery Manager, Group Recovery Office, Recovery Management Team and associated Recovery Action Groups	Administering authority
Coordination of claims to Government	Administering authority
Local Recovery Manager, Local Recovery Office and team	Territorial Authority
Compiling of local costs to submit claims to Government	Territorial Authority
Reinstatement of infrastructure assets	Asset owner
Administration of Mayoral Relief Funds	Territorial Authority
Administration of the Disaster Relief Fund <sup>21</sup> Trust	Horizons (SLA agreement available upon request)

Financial delegations for Group Recovery Manager and alternatives will be made by the administering authority. Local Recovery Managers and alternatives shall be delegated financial authority by the local authority making the appointment of persons to these roles.

The financial systems and process of the local authority will be used to manage and monitor recovery costs.

<sup>21</sup> The Disaster Relief Trust is operated by the [Te Awa Community Foundation](#)- a foundation which enables people to give back to their own community and support local projects. It can be utilised for medium to longer term relief fund.

## Emergency funding arrangements

In the event of a significant emergency, it may be necessary to collect donations to assist those impacted by the event. Donations may be made to the Mayoral Disaster Relief Fund within each area, or other arrangements established by the CDEM Group, local authorities and partner organisations.

Monetary donations will generally be encouraged rather than the receipt of donated goods and services. Information regarding how to donate and how funds are distributed to those affected are provided to the public at the time of an emergency.



Cyclone Gabrielle Recovery Programme (Photo credit: Tararua District Council)



Ruahines

Photo credit: Geoff McKay



# Part 4: Our strategy (2025-2030) | Tō Mātou Rautaki

Manawatū-Whanganui Emergency Management Group  
Plan 2025-2030

# Introduction | Kupu Whakataki

Part 4 outlines what the Manawatū-Whanganui CDEM Group will do over the next five years to achieve the Group Plan's vision<sup>22</sup>: 'A resilient region that understands, anticipates, and proactively manages risks - empowering our communities to build resilience, respond effectively to emergencies, and recover stronger together.' Across all objectives lies the principle of **mahi tahi** – the CDEM Group and its response partners working together as a collective to achieve common goals.

## The 4Rs

In Aotearoa New Zealand, the integrated approach to CDEM can be described by the four areas of activity, known as the '4Rs': Reduction, Readiness, Response, and Recovery.

This approach has been used to structure **Part 4** of the Group Plan, which outlines the Manawatū-Whanganui CDEM Group objectives and activities for 2025-2030. Objectives in the Group Plan are based on the National Disaster Resilience Strategy (2019) vision and span across the 4Rs.

This approach provides a structure which enables the Manawatū-Whanganui CDEM Group to achieve the following outcomes:

- Work together to reduce risk.
- Support individuals, communities and animals during emergencies.
- Prepare to respond to 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.

**The National Disaster Resilience Strategy defines the 4Rs as follows:**

### Reduction

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

### Readiness

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

### Response

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

### Recovery

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

<sup>22</sup> To view the Manawatū-Whanganui CDEM Group's vision and strategic objectives, please refer to Part 1 of the Group Plan.

# Reduction – Working together to reduce risk | Te whakawhāiti – Te Mahi Tahi ki te Whakaiti i te Mōrearea

## Introduction

This section of the Group Plan outlines the reduction-related activities of the Manawatū-Whanganui CDEM 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 \(2019\)](#)). Reducing the risk regional and local hazards pose to our communities (either the likelihood or severity of consequences), means that the impacts of emergencies are less severe, and therefore more easily managed by agencies and affected communities.

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

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

## Working with communities

### How to get involved

We are all part of Civil Defence in the Manawatū-Whanganui region. Individuals and communities play a key role in reducing the risk of hazards in the region.

To reduce risk:

- **Learn about local hazards** which could affect you, your whānau, and your business. Read the 'Hazards in the Manawatū-Whanganui region' section of this plan to learn about our hazards and discover interactive maps.
- **Take practical measures** to reduce how much an emergency will affect your property or business. The [Civil Defence Manawatū-Whanganui website](#) and [Facebook page](#) are a useful resource for tips and tricks along with our partners, the Natural Hazards Commission (formerly EQC). Visit this link to learn how to quake safe your place.
- **Submit on local authority** risk reduction plans and policies to champion building disaster resilience in your neighbourhood. Learn more in the 'Linkages to regional plans and policies' section of this plan.

## What we want to achieve – Reduction

The following objectives outline what the Manawatū-Whanganui 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 Manawatū-Whanganui region.

### Our reduction goal:

New risk is prevented, existing disaster risk reduced, and residual risk managed through our reduction objectives and activities, strengthening the resilience of communities in Manawatū-Whanganui.

Reduction objectives	Activities
1	<p>Work alongside CDEM partners to minimise hazard risks in the region, with a strong focus on the evolving challenges posed by climate change.</p> <p><b>A.</b> Embed mechanisms and/or BAU processes which enable risk reduction conversations between CDEM partners.</p> <p><b>B.</b> Embed mechanisms and/or BAU processes to integrate emergency management into Local Government decision making to:</p> <ul style="list-style-type: none"> <li>• Ensure development and investment practices, particularly in the built and natural environments, are risk-aware, taking care not to create any unnecessary or unacceptable risk.</li> <li>• Embed strategic objectives for resilience in key plans and strategies.</li> </ul> <p><b>C.</b> Advocate for, and support, risk reduction work in the region including for events exceeding the current design capacity of Local Authority and Regional Council assets and infrastructure.</p> <p><b>D.</b> Work collaboratively with the Climate Action Joint Committee Group to understand and partner on opportunities relating to hazard risk reduction and climate change</p>
2	<p>Continue to develop access to regional hazard information.</p> <p><b>A.</b> Ensure all hazard, utility and emergency information is aligned, accessible, and meets the needs of our communities.</p> <p><b>B.</b> Promote the use of the hazard information within CDEM partners arrangements and to inform regional and local plans.</p>

Reduction objectives	Activities
<p><b>3</b></p> <p>Further our understanding of hazards in the Manawatū-Whanganui region to inform targeted reduction activities.</p>	<p><b>A.</b> Conduct a gap analysis to understand regional hazard research needs and requirements.</p> <p><b>B.</b> Further understanding of the economic impacts of hazard events.</p> <p><b>C.</b> Draw upon mātauranga Māori to inform our understanding of hazards and their consequences.</p> <p><b>D.</b> Continue to participate in national hazard projects and forums to support catastrophic event planning at the regional and local level.</p>
<p><b>4</b></p> <p>Continue to identify and understand risk scenarios (including the components of hazard, exposure, vulnerability, and capacity), and use this knowledge to inform decision-making.</p>	<p><b>A.</b> Complete and maintain the regional hazard risk review.</p> <p><b>B.</b> Conduct risk assessments at the Local Authority scale to identify the consequences of hazards for different communities and targeted reduction initiatives required to reduce risk.</p> <p><b>C.</b> Work with early childhood providers, schools and kura to increase risk awareness and literacy in youth.</p> <p><b>D.</b> Work with businesses and industry to verify the consequences of hazards to the economic environment, as assessed in the regional hazard risk assessment.</p> <p><b>E.</b> Identify collaboration opportunities amongst CDEM partners, including the Climate Action Joint Committee, to build risk literacy and awareness in relation to natural hazards and preparedness.</p>

# Readiness and Response – Preparing to respond and supporting communities during emergencies | Te Takatū me te Whakahoki – Te Takatū ki te Whakautu me te Tautoko i ngā Hapori i te Wā o te Ohotata

## 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 with communities

### Working together

The Manawatū-Whanganui CDEM Group works closely with community organisations during readiness and response. The Manawatū-Whanganui CDEM Group actively encourages the participation of community organisations in CDEM activities across the 4Rs, recognising the many benefits which come from working collaboratively.

## How you can get involved

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

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



Community preparedness

(Photo credit: Tararua District Council)

## What we want to achieve – Readiness

The following objectives outline what the Manawatū-Whanganui 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 Manawatū-Whanganui region.

### Our readiness goal:

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

Readiness objectives	Activities
5	<p>Embed a standardised approach to the delivery of readiness activities across the Manawatū-Whanganui region.</p> <p><b>A.</b> Conduct an analysis of the staffing requirements across the region to fully implement the objectives of the Group Plan and enable effective response capability.</p> <p><b>B.</b> Conduct a training needs analysis to understand the training and exercising requirements for coordination centre staff across the region (for response and recovery) and implement training to meet requirements.</p> <p><b>C.</b> Conduct a stocktake of welfare structures and delivery to establish a best practice model for the region, including the consideration of rural and culturally specific needs.</p> <p><b>D.</b> Conduct a stocktake of community engagement activities to establish a best practice model for adoption in the region.</p> <p><b>E.</b> Local Authorities develop local CDEM Plans which detail how they will support delivery of the CDEM Group Plan across the 4Rs.</p> <p><b>F.</b> Develop a centralised system for the assessments of welfare needs that is available across all EOCs.</p>
6	<p>Establish and maintain relationships with key CDEM partners to develop emergency management capability and capacity across the 4Rs.</p> <p><b>A.</b> Identify opportunities to enhance the capability of partner agencies through exercises and training events.</p> <p><b>B.</b> Maintain relationships with entities representing those who may be disproportionately affected by emergencies.</p> <p><b>C.</b> Work with lifeline providers to ensure current plans and arrangements have been reviewed and are suitable for response to a range of events.</p>

Readiness objectives	Activities
<p>7</p> <p>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.</p>	<p><b>A.</b> Conduct a stocktake of activities related to training and resourcing of community response to understand the gaps and establish a best practice model for adoption in the region.</p> <p><b>B.</b> Build the capability and capacity of the volunteer workforce for response and recovery.</p> <p><b>C.</b> Continue to conduct Community Response Planning in Local Authorities and where appropriate, with intentional rural engagement to build relationships and better understand the consequences of hazards to these communities.</p>
<p>8</p> <p>Continue to conduct Community Response Planning in Local Authorities and where appropriate, with intentional rural engagement to build relationships and better understand the consequences of hazards to this sector.</p>	<p><b>A.</b> Champion inter-regional support and planning (including the establishment of MOUs) with neighbouring regions (Taranaki, Wellington, Hawke's Bay and Waikato CDEM Groups).</p> <p><b>B.</b> Understand the region's role in national responses including the requirements of the Group in Nationally led catastrophic event planning.</p> <p><b>C.</b> Establish MOUs (as required) for resources likely to be required in response (e.g., buildings, marae, FMCG).</p>
<p>9</p> <p>Embed the use of forecasting, modelling and research across all hazards.</p>	<p><b>A.</b> Continue to develop the intelligence capability within the CDEM Group, including investigating how to best utilise monitoring systems and modelling.</p> <p><b>B.</b> Ensure a range of appropriate regional alerting systems are in place to provide warnings to all communities.</p> <p><b>C.</b> Embed regional hazard information and modelling through training and exercising.</p> <p><b>D.</b> Investigate how to best utilise outputs from other vulnerability studies, modelling and risk assessments across the 4Rs.</p>

Readiness objectives	Activities
<p><b>10</b></p> <p>Champion organisational readiness across CDEM partners, the private sector and not for profit organisations.</p>	<p><b>A.</b> Promote business continuity planning amongst CDEM partners, the private sector and not for profit organisations.</p> <p><b>B.</b> Encourage the use of risk assessment scenarios to support business continuity planning.</p> <p><b>C.</b> Work with response partners to assess capacity and capability constraints in a major emergency to ultimately inform response partner preparedness and multi-agency response planning.</p>
<p><b>11</b></p> <p>Ensure greater recognition and understanding of the significant contribution of iwi and Māori in emergency management to the benefit of all people in New Zealand and promote the principle of Mahi Tahi (Unity of effort) through our activities.</p>	<p><b>A.</b> Ensure iwi/Māori perspectives and tikanga are embedded throughout emergency management planning and operations, with iwi contributing as equal decision-makers and cultural authorities across all readiness activities.</p> <p><b>B.</b> Include iwi in the planning and delivery of CDEM Group exercises and training events, ensuring their participation reflects shared priorities and cultural integrity.</p>
<p><b>12</b></p> <p>Utilise technology to enhance the capability of the CDEM Group to respond to emergencies affecting the region.</p>	<p><b>A.</b> Promote the use of technology to increase the resilience of critical systems used for hazard warning and informing.</p> <p><b>B.</b> Ensure there is a consistent approach across the region for information management and sharing to aid the development of a clear common operating picture in response.</p> <p><b>C.</b> Investigate how emerging technology can be utilised to support communities affected by emergencies.</p> <p><b>D.</b> Investigate alternate technologies to support intelligence collection in response.</p>

## What we want to achieve – Response

The following objectives outline what the Manawatū-Whanganui 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 Manawatū-Whanganui region.

### Our response goal:

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

Response objectives	Activities
<p><b>13</b></p> <p>Give effect to the objectives of the National CDEM Plan (2015).</p>	<p><b>A.</b> Ensure there is a clear concept of operations across all CDEM Group members.</p> <p><b>B.</b> Ensure appropriate resources are available in response to give effect to the objectives of the National CDEM Plan (2015).</p> <p><b>C.</b> Utilise the CDEM Group risk assessment results to support identification of regional response priorities (e.g. at-risk infrastructure, assets, heritage sites, cultural sites of significance, etc.).</p>
<p><b>14</b></p> <p>Ensure processes and procedures are in place to enable an effective and timely transition to recovery, while preparing to respond to further emergency events.</p>	<p><b>A.</b> Ensure plans are in place to appoint a recovery manager and team early in the response phase of an emergency.</p>
<p><b>15</b></p> <p>Learn from emergency events (as appropriate) across Aotearoa New Zealand to inform future CDEM activities across the 4Rs.</p>	<p><b>A.</b> Analyse and apply learnings (as appropriate) from emergency events within the Manawatū-Whanganui region.</p> <p><b>B.</b> Review learnings from emergency events across Aotearoa New Zealand and apply (as appropriate) to the Manawatū-Whanganui context.</p>
<p><b>16</b></p> <p>Increase participation of community members in response.</p>	<p><b>A.</b> Provide opportunities for both spontaneous and existing volunteer groups and organisations to support the response to emergencies in the region in a coordinated manner.</p> <p><b>B.</b> Fully understand legal considerations and liabilities associated with utilising volunteers in emergencies.</p>

# Operational arrangements | Ngā Whakahaere Mahi

Operational arrangements enable the effective delivery of CDEM in the Manawatū-Whanganui region. Flexible systems, plans, processes, and platforms are used to ensure the Manawatū-Whanganui CDEM Group can respond to the wide range of hazards the district is exposed to.

The [Coordinated Incident Management System \(CIMS\) 3<sup>rd</sup> 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 Manawatū-Whanganui CDEM Group.

## Response structure

Facilities at the incident, local, regional and/or national levels provide for either the co-ordination, management, support, or delivery of CDEM activities in response. Other response agencies, including emergency services and lifeline providers, are connected to the Group Emergency Coordination Centre either through the placement of liaison officers in the Group ECC, or by feeding information about their agencies activities through a coordinating role located in the Group ECC, such as the Lifeline Utility Coordinator (LUC) or the Welfare Manager. These arrangements ensure that coordination and communication in an emergency are efficient and effective to get the best response outcomes for our communities.

The underlying concept for CDEM delivery across the Group is based on a '**centrally coordinated and locally delivered**' approach. This means:

- Communities are supported in an emergency by welfare services delivered at the local level.
- Localised emergencies are responded to by the appropriate local authority and supported regionally.
- Local EOCs are supported and may be coordinated at the regional level by the Group ECC when the event is of a severe magnitude, or more than one district is impacted (refer to Figure 3, pg. 85).

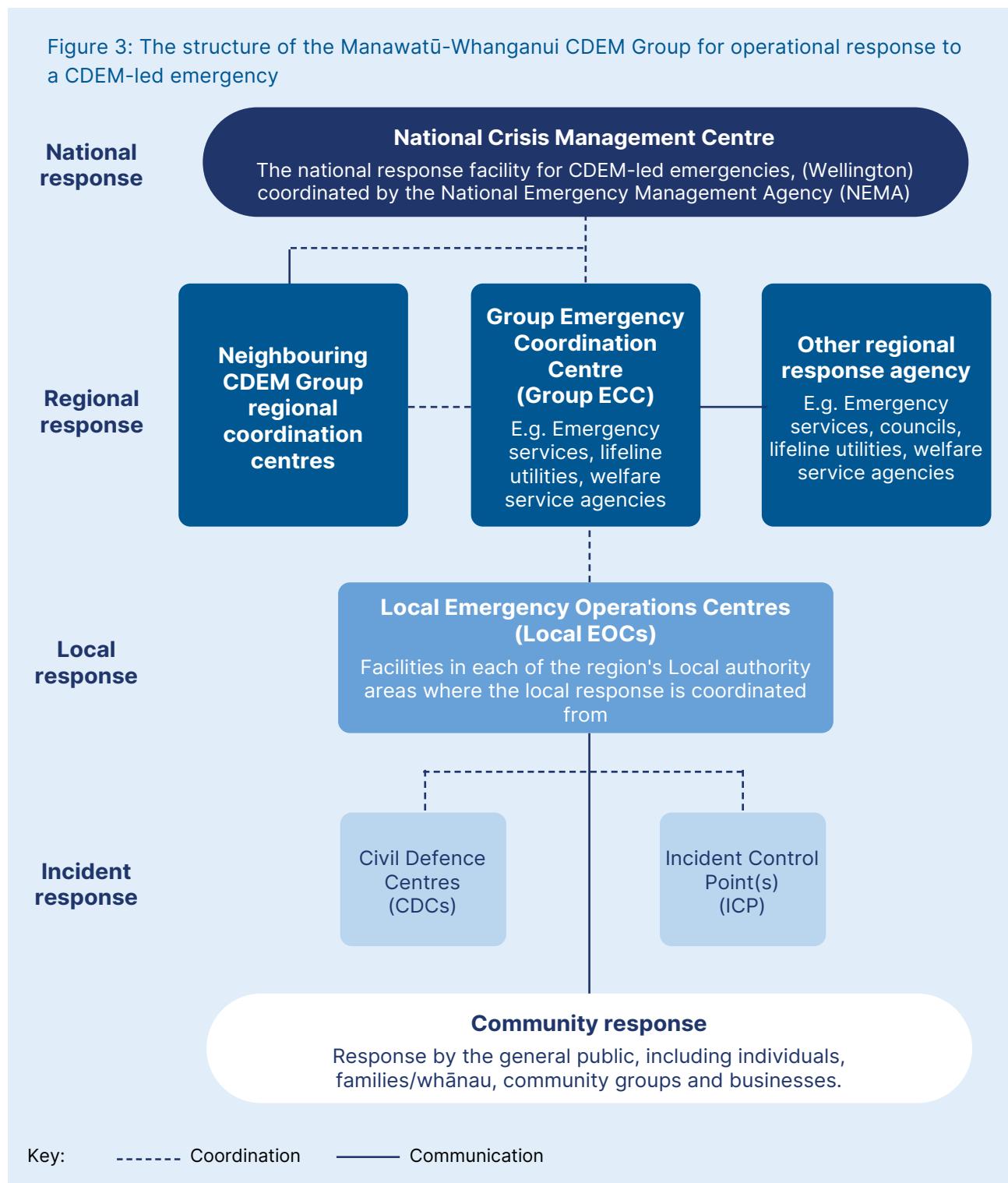
Generally, only large-scale incidents require all levels of response to be fully activated. The response arrangement matrix (refer to Appendix C) shows the different levels of response facilities relevant to the Manawatū-Whanganui CDEM Group. However, the GECC will be activated to support an EOC at any level of response as required. The response arrangement matrix provides a high-level overview of how we respond to incidents and emergencies at different scales. Important features of this table are:

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

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

## Iwi CIMS function

Iwi/Māori representatives within the Iwi CIMS function 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 the, Manawatū-Whanganui CDEM Group ECC and EOCs, specialist Regional and Local Authority staff members fulfil these roles to support the iwi/Māori emergency management system.



## Response principles

The CDEM Group has, as one of its fundamental principles, 'locally delivered and centrally coordinated emergency management'. This is further underpinned by the response principles described in clause 114 of the National Civil Defence Emergency Management Plan Order 2015 being:

1. Agencies respond to an emergency by coordinating with the lead agency and activating their own plan.
2. Within the constraints that the emergency creates, each agency, operating within its particular mandate, is expected to:
  - a. Assess the consequences of an emergency on its own staff, assets, and services; and
  - b. Activate its own business continuity and emergency operational arrangements; and
  - c. Maintain or restore the services it provides; and
  - d. Communicate relevant information to the lead agency, other responders, and the public; and
  - e. Align response activities with those of other agencies to avoid gaps and duplications.
3. In addition, CDEM Groups, emergency services, and lifeline utilities are expected to:
  - a. Undertake initial assessments of the form, and extent of the consequences of the emergency and potential further risks to people, property, and services within the affected area; and
  - b. Coordinate the local efforts of their agency; and
  - c. Communicate assessments and actions with the appropriate lead agency.

## The initial response

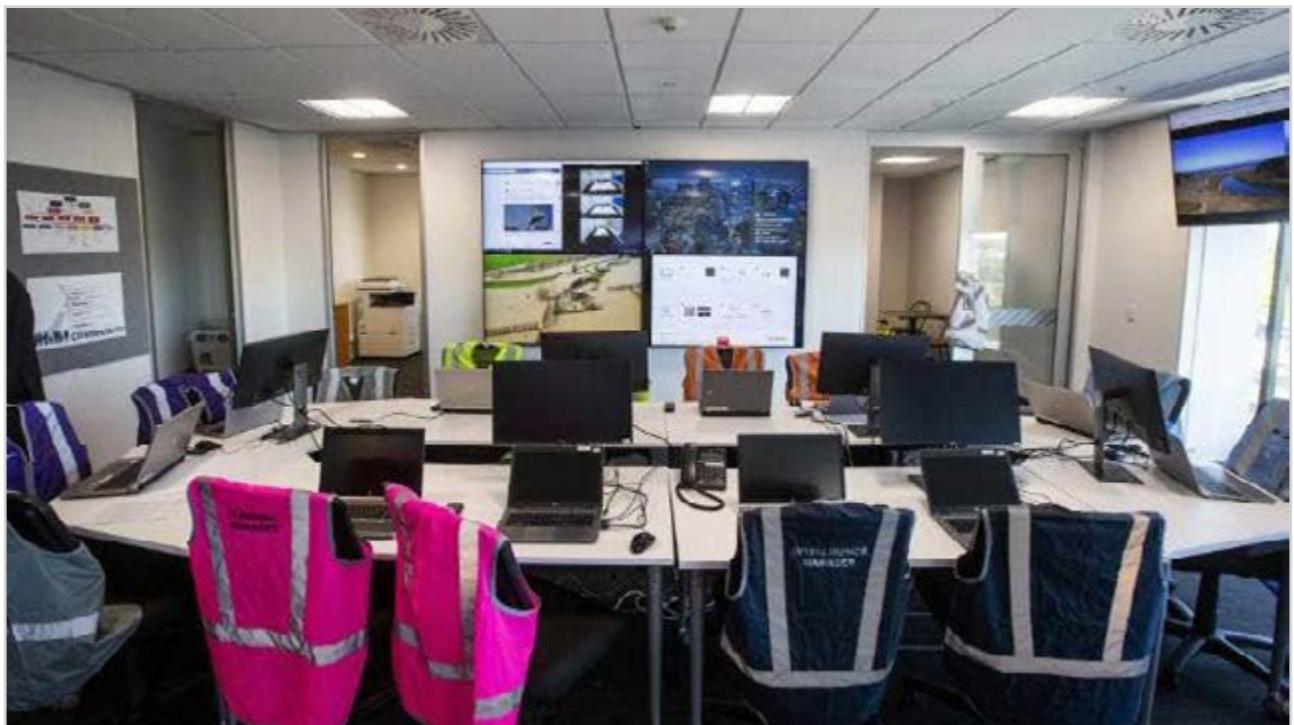
Many events begin with our emergency services and other response partners taking action to maintain safety of life and prevent escalation. In a major emergency, such as an earthquake, flood or tsunami, we will seek to engage as soon as practical with our response partners to determine the most appropriate lead agency and establish a coordination facility to support, coordinate or direct the response activities.

Where a coordinated response is required and a response facility is established, we will prioritise the sharing of information between the facility and initial response partners to ensure we have the best possible understanding of the current situation and response requirements.

## Manawatū-Whanganui CDEM Group Response facility

The Group Emergency Coordination Centre (Group ECC) is the main facility from which the response to a Group emergency will be coordinated. It is normally located Te Ao Nui, (Victoria Avenue, Palmerston North). The ECC is activated whenever there is a major event within the region to provide support to impacted districts, or when a regional emergency response by the Group is required, whether or not an emergency has been declared.

The Manawatū-Whanganui Group ECC has an IL4 rating. The building is equipped with a back-up generator (and fuel supplies for 72hrs), water supplies (potable and grey water for 72hrs), solar power and emergency communications (VHF and Starlink). The facility also houses the Manawatū-Whanganui CDEM Group office staff. If the Group ECC is unable to be used an alternate Group ECC would be established at a safe and operationally suitable location.



Manawatū-Whanganui Group ECC (Photo credit: Manawatū-Whanganui CDEM Group)

## Emergency Operations Centres

Emergency Operations Centres (EOCs) are the coordination centre for the local response. They link in with regional and/or national level coordination centres depending on the size and scale of emergency response. The local EOC may be activated at the request of responding agencies, the Local Controller, or the Group Controller. The Manawatū-Whanganui CDEM Group has EOCs in each local authority area (refer to Appendix D).

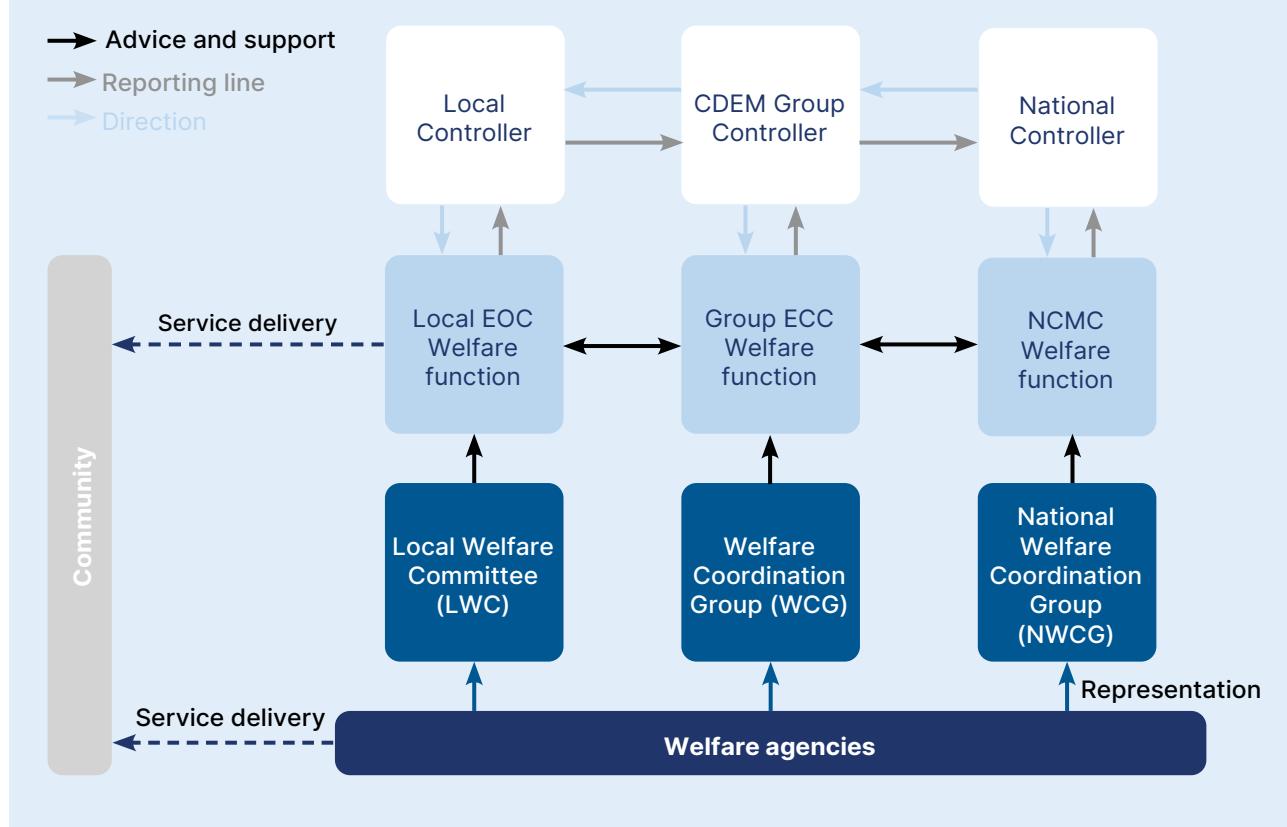
## Welfare services in an emergency

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

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

CDEM welfare comprises the three levels of coordination/management: national, regional and local (see Figure 4 below). Local level welfare delivers welfare services to communities affected by an emergency. Regional and National level support and coordinate the delivery at the local level. Territorial Authorities are responsible at the local level for the arrangements and delivery of welfare services, and the appointment of the Local Welfare Managers are to support this function.

Figure 4: Levels of welfare coordination in the Manawatū-Whanganui CDEM Group



For more information about welfare services in an emergency, please refer to the CDEM Group's Welfare Plan (2017-2021) [available upon request] and the [Director's Guideline for CDEM Groups and agencies with responsibilities for welfare services in an emergency \[DGL 11/15\]](#).

## Civil Defence Centres (CDCs) and community hubs

In some emergencies Local EOCs will open Civil Defence Centres (CDCs) to provide a place where affected people can register for welfare services and gain access to emergency welfare services that are available to support their needs. The exact services provided through a CDC are dependent on the nature of the emergency.

These facilities are resourced to provide initial emergency relief and have a small team of staff who understand the operation of these Centres in the CDEM environment.

In addition to CDCs, some areas have established community hubs as part of the local arrangements. These are operated by the community and are resourced to provide a basic level of support to impacted communities in the immediate aftermath of an event occurring. In these cases, a CDEM radio may be installed in a location recognised by the community to support their operation.

Each Territorial Authority will maintain a list of Civil Defence Centres, Community-Led Centres (CLCs) and hubs, and radio sites for their area. The location of CDCs and CLCs is communicated by the affected Local Authority at the time of the emergency to ensure facilities are accessible to the public considering the impacts of an emergency.



Community response, Tararua District (Photo credit: Tararua District Council)

# Response arrangements and plans

Response arrangements and plans relevant to the Manawatū-Whanganui CDEM Group include:

## Supporting strategies

- Central Plateau Volcanic Advisory Group Strategy
- Community Resilience Strategy
- Community Engagement Strategy
- Public Education and Information Strategy
- Tsunami Strategy
- Geospatial Strategy

## Supporting plans

- CDEM Group Initial Response Plan
- Tongariro Volcanic Centre Contingency Plan
- Tsunami Action Plan
- Pandemic Plan
- Welfare Plan
- Mass Evacuation and Reception Plan
- Community Engagement Plan
- Spontaneous Volunteer Management Plan
- Recovery Plan
- Horizons Marine Oil Spill Contingency Plan – Regional Tier 2 Plan
- Flood Action Plans (Specific locations, reviewed annually)
- CDEM Annual Work Plan
- Lifelines Advisory Group Business Plan
- Lifelines Generator Plan
- Lifelines Initial Earthquake Response
- Debris Management Plan
- Volcanic Plan
- Regional Fuel Plan
- Business Continuity Plan
- Flood action plans and their associated procedures/manuals

## Operational procedures

- Emergency Response Manual (Reviewed annually)
- Emergency Management Duty Officer
- EOC/ECC Activation
- Warnings and Advisories
- National Warning System
- Severe Weather Warnings
- Flood Warnings
- River Height Alarms
- Flood Evacuation Sirens
- CDEM Local Support
- Environmental Incidents
- Marine Oil Spill
- Navigation Safety
- Managing spontaneous Volunteers
- A Guide to Lifeline Utility Coordinators in Response to Emergencies
- Declaration SOP

## Other

- Lifelines Vulnerability Study

## Community Response Plans

Smaller population centres often have local civil defence arrangements including locations that are designated for the purposes of coordinating 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, Civil Defence Centres (for emergency welfare services), Community-Led Centres, emergency communications and sources of public information – these plans can be viewed on respective Local Authority websites.

## Multi-agency incidents where CDEM is the support agency

Incidents can occur in the region which are not led by the Manawatū-Whanganui CDEM Group and instead led by our partner agencies (e.g., Level 2 and Level 3 events – refer to Appendix C). In these events, the Group ECC can stand up and support the response of partner agencies as required.

## Marine

In the event of an incident in the coastal marine area (CMA), the relevant Harbourmaster has primary responsibility for maritime safety. Maritime events requiring search and rescue are coordinated by the Police as lead agency in conjunction with the Rescue Coordination Centre NZ (RCCNZ). Regional maritime pollution events are the responsibility of the Regional Council and are led by the Regional On-Scene Commander (ROSC), who is appointed by Maritime New Zealand under the Maritime Transport Act 1994. Nationally significant maritime pollution events are led by the National On-Scene Commander with support from the region.

The Group Office supports the provision of arrangements for the response to a maritime pollution event within the region. This may include the establishment of the Group ECC and Incident Management Team to support the ROSC or NOSC.

## Declarations for non-CDEM led-events

Should a local declaration of emergency be required to enable effective response and support to another lead agency (e.g. significant welfare impacts beyond the capability of the lead agency), the Manawatū-Whanganui CDEM Group may assume lead agency responsibility with support from other agencies. In these situations, a Unified Control structure may be established to maintain the legislative responsibilities of agencies involved.

## Training and exercising

The Manawatū-Whanganui CDEM Group is responsible for developing and implementing the regional training strategy to prepare staff for their roles in response and recovery.

Our collective goal is to ensure individuals and organisations are prepared to respond to and recover from emergencies. Key partners – including councils, emergency services, lifeline utilities, and welfare services – will actively participate in Civil Defence Emergency Management (CDEM) training and exercises.

The regional training pathway is designed to strengthen multi-agency collaboration and partnerships. It is hosted on NEMA's national learning platform, [Takatū](#), and provides access to core training courses, including online learning units. This ensures consistent, accessible, and high-quality training across the region.

Emergency Management staff from across the region play a key role in the planning and delivery of the training programme. This draws on expertise from both internal and external sources to support the development of our people and systems.

As part of this strategy, a regional surge staff capability framework will be developed, enabling the deployment of trained personnel when opportunities or needs arise, both within the region and to support CDEM Groups.



Testing an emergency air shelter (Photo credit: Rangitikēi District Council)

## 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., Welfare volunteers.
- **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.

New Zealand Response Teams (NZ-RTs) are teams of qualified first responders. They support Civil Defence Emergency Management Groups and their communities during and after emergency events. The Manawatū-Whanganui region is home to the NZ-RT4 team (aka REST [Rescue Emergency Support Team]) based in Palmerston North and to the NZ-RT22 team based in Rangitikēi.

Visit these links for more information, including how to join these teams: [NZ-RT4](#) and [NZ-RT22](#).



NZ-RT4 members (Photo credit: Palmerston North City Council)

## 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 precursor to a civil defence emergency are listed in **s119(1)** of the [National CDEM Plan \(2015\)](#).

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

### Public Information Management (PIM) and education

Public information management is utilised across the 4Rs to convey important information to the public across a range of platforms.

Using a range of platforms such as radio, television, cell broadcast, txt-messaging, alerting apps, and social media ensures our messages have wide reach across our communities in readiness and response.

The Manawatū-Whanganui CDEM Group utilises its partnerships and networks with iwi to ensure that messaging has wide reach across whānau, hapū and iwi in the region. The type of platform used depends on the needs and preferences of the particular community needing to be contacted and the reliability of communications technology. For example, Radio NZ and public radio broadcasters are used to get messaging out especially if power is lost.

Several hazard information sources are available to the public. These include (but are not limited to):

- The [Horizons Regional Council](#) website which hosts webcam footage for priority sites, river heights & rainfall and the river alert system which the public can subscribe to (The Waterline service)
- [Geonet](#) to obtain the size and location of earthquakes.
- The [MetService website](#) to obtain weather updates and alerts.

#### PLEASE NOTE:

Sirens are only used for tsunami alerting in the Whanganui District.

Sirens are NOT used for tsunami alerting anywhere else in the region.

**Please pay attention to 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 or serious danger. The alerts appear like text messages and are received by cell broadcast enabled mobile phones in targeted areas. The alerts can be written and sent by the Manawatū-Whanganui CDEM Group office staff or NEMA through the Monitoring, Alerting and Reporting (MAR) team. More information about Emergency Mobile Alerts can be found [here](#).

## National Warning System (NWS)

The National Warning System is 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 Manawatū-Whanganui CDEM Group Duty Officer.

## Alternative communication

Alternative forms of communication, such as a backup VHF/FM radio network and satellite phones, are maintained and available to the Manawatū-Whanganui CDEM Group should internet and phone services become unavailable in an emergency. Amateur Radio Emergency Communication (AREC) members can also assist in providing links using repeaters and operate high frequency (HF) systems for remote communications.

## Declaring a state of local emergency

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

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

The person (as specified in **s25** of the Act) who makes a declaration must immediately (where possible) send a copy of the declaration as soon as possible to the NEMA MAR and the NEMA REMA for that region. The person who makes the declaration must also give notice to the public by any means of communication that is reasonably practicable in the circumstances and 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 made and expires seven days after coming into force unless terminated prior. Before a state of emergency expires, a person authorised by **s25** of the Act to make a declaration of local emergency for an area may, by declaration, extend the state of emergency as set out in the Act. In accordance with **s25(2)** and **s25(5)** the persons authorised to declare a state of local emergency in the Manawatū-Whanganui CDEM Group area are as follows:

- The Chairperson of the Horizons Regional Council
- Mayors (or nominated elected members) of Local Authorities in the Manawatū-Whanganui CDEM Group area.

Any person authorised to declare a state of local emergency may also make a declaration extending or terminating a state of emergency in accordance with **s71** and **s72** of the Act. The Minister for Emergency Management and Recovery may declare a state of local or national emergency under **s69** of the Act. Under **s69** the Minister can declare a state of local emergency for the period between the public notification of election results in the local authority elections and the swearing-in of new elected representatives.

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

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

## Event debrief and reporting

A debrief will be conducted at the conclusion of an activation of any EOC within the Group or the Group ECC. This is an essential process to not only reflect on the response to the emergency but to also ensure that any opportunities for improvement identified are not lost. The results of the debrief will be reported to relevant agencies. If required, a Corrective Action Plan (CAP), will be developed in conjunction with the CEG, and reported to the Joint Standing Committee for approval. The CEG will oversee the implementation of the CAP.

# Recovery – Supporting communities to rebuild and enhance their disaster resilience

## | Te Whakaoranga – Te Tautoko i ngā Hapori ki te Hangā Anō me te Whakapiki i tō Rātou Oranga

## Introduction

Recovery is the coordinated effort to support the immediate, medium-, and long-term regeneration and enhancement of communities following an emergency. It is not only about what happens after an event, but also how well we have prepared in advance.

Effective recovery is holistic and inclusive, drawing on social, economic, natural, and built environments, while recognising that these are interconnected with cultural and spiritual dimensions. A Te Ao Māori lens is central to this approach, ensuring recovery reflects values such as whanaungatanga (relationships), kaitiakitanga (guardianship), and manaakitanga (care and support).

Depending on the nature, scale, and complexity of the emergency, recovery may take a short time or extend over many years, even decades. Preparing for and managing this process requires long-term thinking, strong relationships, and recognition of both community needs and iwi/Māori perspectives.

Recovery activities led by the Manawatū-Whanganui CDEM Group are shaped by the contributions of iwi, hapū, and communities, working together with a wide range of partners to achieve effective and enduring outcomes.

## Recovery principles

Recovery in Manawatū-Whanganui will be guided by the following principles:

- **Community-led:** Recovery will be driven by the needs and aspirations of affected communities.
- **Inclusive and Equitable:** All population groups, including vulnerable communities, will have their voices heard.
- **Collaborative:** Agencies, iwi, businesses, and NGOs will work together towards shared recovery goals.
- **Transparent and Adaptive:** The recovery process will evolve in response to emerging needs and continuous engagement.
- **Resilient and Sustainable:** Recovery will reduce long-term risks and improve resilience against future disasters.
- **Integrated:** Recovery management starts alongside response on the first day of an emergency.

## The Group Recovery Plan

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

The Manawatū-Whanganui CDEM Group Recovery Plan provides detail to support recovery activities across the following areas:

- **Recovery management structure and arrangements:** Legislative requirements, The recovery structure, recovery leadership, governance and management, Recovery Managers, recovery offices, The recovery management team, and task groups
- **Preparing for recovery:** Relationship management, linking with community engagement activities, capability development, recovery planning, financial arrangements, information management, Linking recovery to reduction, monitoring, evaluation and review
- **Managing recovery:** Starting Recovery early in Response, seamless transition from Response to Recovery coordination, continuance of Recovery Service, managing the delivery of key recovery projects and work programmes, seamless exit from Recovery to BAU.



Marainanga Gorge reopening as part of Cyclone Gabrielle recovery (Photo credit: Tararua District Council)

## The transition to recovery

While recovery begins from the moment the event occurs, the transition from formal response activities to recovery activities starts once significant risk to life has been removed and basic services have been restored to impacted communities.

To aid this change and ensure there is a seamless transition into recovery, provisions have been made within the CDEM Act 2002 to provide the Recovery Manager powers to manage, coordinate, or direct recovery activities (refer to **Part 5B**). The Act (**s94(b)**) provides for CDEM Groups to give notice of a transition period following an emergency, where a state of local emergency has been declared. Notice is given by a person authorised by **s25(1)(b)** to do so. Where a transition period is required following a non-declared emergency an application to the Minister for Emergency Management and recovery is required. The Minister for Emergency Management and recovery can also give notice of a local or national transition period. Guidance for CDEM Groups on requirements relating to local transition periods can be found [here](#).

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

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

In accordance with **s25(1)(b)** of the Act, the CDEM Group must appoint at least one person as a person authorised to give notice of a local transition period for its area. Under **s25(2)**, the appointed person(s) must be chosen from representatives of the members of the Group, i.e. a member of the CDEM Group Committee. The Act defines "representative" as "an elected member of a local authority". The Manawatū-Whanganui CDEM Group appoints those who are also authorised to declare a state of local emergency as that person (see section 'Declaring a state of local emergency'). 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, s94d-94e** of the Act.

## The exit from recovery

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.

More information about the exit strategy can be found within the Manawatū-Whanganui CDEM Group Recovery Plan [available upon request].

## What we want to achieve – Recovery

The following objectives outline what the Manawatū-Whanganui 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 Manawatū-Whanganui region.

### Our recovery goal:

Our communities are uplifted through collective action that restores and enhances the wellbeing of people and place across immediate, medium, and long-term recovery, guided by holistic principles.

Recovery objectives	Activities
17	<p>Collaborate with CDEM members to foster a consistent, strategic and resilient approach to recovery planning integrated across the 4Rs.</p> <ul style="list-style-type: none"> <li><b>A.</b> Ensure there are clear roles and responsibilities at all levels for recovery, including the appointment of Recovery Managers at the Local and Group level.</li> <li><b>B.</b> Local Authorities to develop localised recovery planning (including ensuring appropriate recovery team resourcing and local recovery plans are in place).</li> <li><b>C.</b> The CDEM Group is to develop a regional recovery plan.</li> <li><b>D.</b> Uphold climate resilience by working alongside climate-aligned partners during recovery planning and action.</li> <li><b>E.</b> Ensure recovery encourages the long-term resilience and sustainability of affected communities in relation to climate change.</li> </ul>
18	<p>Ensure that community and culture are at the heart of recovery planning.</p> <ul style="list-style-type: none"> <li><b>A.</b> Undertake targeted research with local communities to inform recovery priorities.</li> <li><b>B.</b> Understand the impacts of hazards and recovery requirements for wāhi tapu (sacred areas), ngā taonga tuku iho (treasures of the ancestors) and kaitiakitanga (guardianship) of the environment.</li> <li><b>C.</b> Ensure all communities and cultures are considered in recovery planning at the local and regional levels.</li> <li><b>D.</b> Develop and maintain appropriate mechanisms and relationships to understand economic recovery requirements in the region.</li> <li><b>E.</b> Work with our cultural and community partners to understand the regional capability and training requirements to support recovery activities.</li> </ul>

# Monitoring and evaluation | Te aroturuki me te arotake

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

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

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

The main objectives of monitoring and evaluation are to:

- Enhance organisational oversight.
- 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.
- CEG meetings will be used to formally report on progress towards achieving the objectives and activities outlined in this plan.

## The Manawatū-Whanganui CDEM Group

- The Manawatū-Whanganui CDEM 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.
- At the time of writing, 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 Manawatū-Whanganui CDEM Group will investigate how this can be applied at the regional level for monitoring and evaluation purposes.
- Following activation of EOCs and/or 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 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 used to understand long term resilience trends and progress.
- Annual resident surveys are conducted by local authorities regarding services provided. This includes questions about household preparedness and emergency management.
- The Manawatū-Whanganui CDEM Group office staff will evaluate the Group Plan/Work Plan to ensure these meet the members requirements regarding timing and delivery.



**MANAWATŪ-WHANGANUI**  
EMERGENCY MANAGEMENT GROUP

# Appendices

Manawatū-Whanganui Emergency Management Group  
Plan 2025-2030

# Appendix A: Acronyms

<b>4Rs</b>	The four areas of emergency management: Reduction, Readiness, Response and Recovery
<b>BCP</b>	Business Continuity Plan
<b>CDC</b>	Civil Defence Centre
<b>CLC</b>	Community-Led Centre
<b>CDEM</b>	Civil Defence Emergency Management
<b>CEG</b>	Coordinating Executive Group
<b>CEO</b>	Chief Executive Officer
<b>CIMS</b>	Coordinated Incident Management System
<b>CMA</b>	Coastal Marine Area
<b>Fire and Emergency NZ</b>	Fire and Emergency New Zealand / Whakaratonga Iwi
<b>GC</b>	Group Committee
<b>GECC</b>	Group Emergency Coordination Centre
<b>ICP</b>	Incident Control Point
<b>JSC</b>	Joint Standing Committee
<b>LTP</b>	Long Term Plan
<b>LUC</b>	Lifeline Utility Coordinator
<b>MAR</b>	Monitoring, Alerting & Reporting
<b>MBIE</b>	Ministry of Business, Innovation and Employment / Hīkina Whakatutuki
<b>MPI</b>	Ministry for Primary Industries / Manatū Ahu Matua
<b>MSD</b>	Ministry of Social Development / Te Manatū Whakahiato Ora
<b>NEMA</b>	National Emergency Management Agency / Te Rākau Whakamarumaru
<b>NCC</b>	National Coordination Centre
<b>NCMC</b>	National Crisis Management Centre
<b>NZTA</b>	New Zealand Transport Agency Waka Kotahi
<b>NZ-RT4</b>	New Zealand Response Team 4 (Manawatū-Whanganui)
<b>PIM</b>	Public Information Manager
<b>RAG</b>	Rural Advisory Group
<b>WCG</b>	Welfare Coordination Group

# Appendix B: Definitions

## AF8

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

## The Act

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

## Emergency

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

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

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

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

## Civil Defence Emergency Management

Civil Defence Emergency Management:

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

## Civil Defence Emergency Management Group (CDEM Group)

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

## Coordinating Executive Group (CEG)

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

## **Coordinated Incident Management System (CIMS)**

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

## **Emergency Services**

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

## **Group Emergency Coordination Centre (Group ECC)**

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

## **Group Controller**

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

## **Group 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, practice, raise (money).

## **Minister**

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

## **National Coordination Centre**

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

## **National Crisis Management Centre (NCMC)**

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

## **National Welfare Coordination Group (NWCG)**

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

## **Readiness**

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

## **Recovery**

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

## **Recovery Manager**

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

## **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: Response arrangement matrix

Adapted from Section 3 Part 7 of the Guide to the National CDEM Plan (2015)

LEVEL 1: AGENCY INCIDENT CONTROLLER	
<b>Event description</b>	Single agency incident with onsite coordination probably through an ICP. Can be dealt with by the agency without additional support, possibly using CIMS.
<b>EOC role</b>	Agency ICP may be activated (EOC possible but unlikely) to support field-based activities. Local EMO will monitor the event and provide support as requested.
<b>ECC role</b>	Monitor the event and support as requested.
<b>Controllers role</b>	Incident Controller probably from agency operating within agency procedures. No role for Local or Group Controller.
<b>Actions to support Controllers</b>	Defined by agency procedures.
<b>Remarks</b>	No declaration of local emergency by Group.

LEVEL 2: LEAD AGENCY INCIDENT CONTROLLER	
<b>Event description</b>	Multi-agency incident with onsite coordination at an ICP or EOC. Can be dealt with by agencies using agreed procedures and CIMS structure. Action Plan developed.
<b>EOC role</b>	Agency EOCs may be activated to support field-based activities. Possible role for Group's Local EOC only if requested by the Incident Controller.
<b>ECC role</b>	The Group's Emergency Management Duty Officer may monitor and support the responding agency and local CDEM duty officers with specific activities, e.g., public information.
<b>Controllers role</b>	Incident Controller to manage resources made available for best effect on site, keeping agencies, media and the public informed as appropriate. No role for Local or Group Controller.
<b>Actions to support Controllers</b>	Apply CIMS principles and structure. Local CDEM Duty Officer may monitor and support if required and keep Local Controller informed.
<b>Remarks</b>	No declaration of local emergency by Group. EMOs/Duty Officers may liaise and support each other. Local Controller may support and advise if requested.

### LEVEL 3A: LOCAL CONTROLLER SUPPORTED

<b>Event description</b>	Multi-agency incident with onsite coordination, and/or multiple single agency incidents, that would benefit from coordination.
<b>EOC role</b>	Local EOC activated to the extent necessary to assist with coordinating the response. Heads up for full activation of the EOC.
<b>ECC role</b>	ECC activated to monitor, support and report on activities of the EOC and coordinate regional level agencies.
<b>Controllers role</b>	Local Controller providing local advice and discretion without use of special powers. Group Controller monitoring through ECC and direct liaison with Local Controller.
<b>Actions to support Controllers</b>	Apply CIMS principles and structure. Local CDEM Duty Officer may monitor and support if required and keep Local Controller informed.
<b>Remarks</b>	In addition to above: <ul style="list-style-type: none"> <li>• Incident Controllers to inform Local Controller.</li> <li>• Maximise intelligence gathering. Establish priorities for response. Manage deployment of resources for best effect.</li> <li>• Provide considered responses to media interest and implement public information initiatives.</li> <li>• Provide effective liaison with responding agencies.</li> <li>• Understand statutory limitations.</li> </ul>

### LEVEL 3B: LOCAL CONTROLLER LED

<b>Event description</b>	Local emergency being coordinated by Local Controller.
<b>EOC role</b>	Local EOC fully activated to coordinate responses by local agencies and support the affected community. Liaison with responding agencies.
<b>ECC role</b>	ECC activated to the extent necessary to support the EOC. Heads up for full activation of the ECC. Liaison with relevant agencies.
<b>Controllers role</b>	Local Controller takes the lead in coordinating local response. Group Controller supports the local response and provides advice and assistance.
<b>Actions to support Controllers</b>	In addition to above: Local emergency declared for affected area.
<b>Remarks</b>	

## LEVEL 4: GROUP CONTROLLER LED

<b>Event description</b>	Local emergency being managed by Local Controllers and coordinated by the Group Controller. May be the result of a warning of a significant event that will have regional impact. May be required to support another CDEM Group.
<b>EOC role</b>	Continue as for level 3.
<b>ECC role</b>	ECC fully activated to coordinate Group-wide response and to support EOC activities. Liaison with regional level responding agencies and NEMA.
<b>Controllers role</b>	Local Controllers continue to take the lead locally within the priorities set by the Group Controller. Group Controller provides strategic advice and direction to ensure Group wide priorities are met.
<b>Actions to support Controllers</b>	In addition to above: Local emergency terminated and new emergency declared for wider area (if appropriate).
<b>Remarks</b>	Once a declaration for the whole area of a CDEM Group is made any other state of local emergency already in force within the Group ceases to have effect (s68 (2A)).

## LEVEL 5: NATIONAL CONTROLLER LED

<b>Event description</b>	National emergency being managed by Local Controllers, coordinated by the Group Controller in accordance with the priorities set by the National Controller.
<b>EOC role</b>	Continue as for levels 3 and 4.
<b>ECC role</b>	Continue as for level 4.
<b>Controllers role</b>	Local Controllers continue to take the lead locally within the priorities set by the Group Controller. Group Controller provides strategic advice and direction to ensure Group wide priorities are met within the priorities set by the National Controller.
<b>Actions to support Controllers</b>	Continue as for level 4.
<b>Remarks</b>	

# Appendix D: Emergency Operations Centres

Emergency Operations Centres (EOCs) are the coordination centre for the local response. The Manawatū-Whanganui CDEM Group has EOCs in each local authority area.

Local Authority	Location	IL rating	Back-up facilities	Alternate locations
Manawatū District	Council Chambers 135 Manchester Street, Feilding	IL2	Hardwired generator, 3x Starlink Roam units.	Feilding Fire Station, Kimbolton Road Manfeild Park Building MIAS Air Shelter
Ruapehu District	Council Chambers, 59-63 Huia Street, Taumarunui 3920	IL2	Generator, PACE Comms, water.	Council Ohakune Office, 37 Ayr St, Ohakune (IL2) Central Plateau Emergency Management Facility, 27 Buddo Street, National Park (IL4)
Whanganui District	3rd Floor, 101 Guyton Street, Whanganui	IL2	Generator, Starlink, water 2CuM (in storage), chemical toilets, radios, IT systems, ICP trailer with independent power and comms. Cloud-based and paper back up EOC systems.	Cooks Gardens main pavilion, IL2 with wiring for generator and IT Maria Place extension Fire and Emergency NZ (IL3) and Army Hall (IL2)
Rangitikei District	46 High Street Marton	Earthquake prone building	Backup generator, comms (Starlink), water via tanker.	Mobile EOC capability
Tararua District	26 Gordon St, Dannevirke			Tararua Alliance building, Oringi
Horowhenua District	126/148 Oxford Street, Levin 5510	IL4	Backup generator, non-potable water supply, Starlink, VHF radio	Te Takere O Kura Hau Po (Levin) Te Awahou Niuewe Stroom (Foxton) Horowhenua Learning Centre (Levin) Salvation Army Centre Levin (80kva mobile generator is designated to power this building)
Palmerston North City	Te Ao Nui	IL4	Backup generator, drinking and grey water, solar (hot water), radios.	CAB, 32 the Square, Palmerston North

# Appendix E: References

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Civil Defence Emergency Management Act (2002)

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

Civil Defence Manawatū-Whanganui Facebook page

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

Continuity and contingency planning

<https://www.business.govt.nz/risks-and-operations/planning-for-the-unexpected-bcp/continuity-and-contingency-planning>

Coordinated Incident Management System (CIMS): Third Edition

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GeoNet: About Ruapehu

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

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Health NZ: Manawatū-Whanganui

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

Manawatū-Whanganui CDEM Group website

<https://www.horizons.govt.nz/civil-defence-in-our-region>

Manawatū-Whanganui Climate Action Joint Committee information

<https://www.horizons.govt.nz/managing-natural-resources/climate/manawatu-whanganui-climate-action-joint-committee#:~:text=Extreme%20weather%20events%20impact%20tourism,by%20reduced%20rainfall%20and%20drought.>

MetService

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

MBIE: Regional Economic Activity Web Tool

<https://webrear.mbie.govt.nz/theme/household-income-mean/map/timeseries/2024/new-zealand?accessedvia=manawatu-wanganui&right-transform=absolute>

MPI: Animal disease threats to New Zealand

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

National Civil Defence Emergency Management Plan Order (2015)

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National Disaster Resilience Strategy (2019)

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National Seismic Hazard Model Factsheet: Manawatū-Whanganui region

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Natural Hazards Portal (NZ)

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

Neighbourhood support

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

NEMA Recovery framework and guidance

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

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

Tsunami Hīkoi week information

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Volunteering NZ

[https://www.volunteeringnz.org.nz/finding-volunteer-roles/?gad\\_source=1&gclid=Cj0KCQiAkoe9BhDYARIsAH85cDPM5QT0xxTIP4OrLPS9zehis7LEEa78Jmv2x-QnaaCQWhzbLzc25\\_laApqbEALw\\_wcB](https://www.volunteeringnz.org.nz/finding-volunteer-roles/?gad_source=1&gclid=Cj0KCQiAkoe9BhDYARIsAH85cDPM5QT0xxTIP4OrLPS9zehis7LEEa78Jmv2x-QnaaCQWhzbLzc25_laApqbEALw_wcB)

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Wellington Earthquake National Initial Response Plan (WENIRP)

<https://www.civildefence.govt.nz/cdem-sector/guidelines/wellington-earthquake-national-initial-response-plan>

## Available on request

Manawatū-Whanganui Lifelines Project Vulnerability Assessment (2024)

Manawatū-Whanganui CDEM Group Recovery Plan (2025)

Manawatū-Whanganui CDEM Group Hazard Summaries (2021)

Manawatū-Whanganui CDEM Group Welfare Plan (2017-2021)

Manawatū-Whanganui CDEM Group Terms of Reference for:

- Rural Coordination Group
- Lifelines Advisory Group Terms of Reference
- Welfare Coordination Group Terms of Reference
- Central Plateau Volcanic Advisory Group Terms of Reference
- Emergency Management Committee Terms of Reference

NEMA Partnership Charter

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Tararua District Council, Cyclone Gabrielle | <https://www.tararuadc.govt.nz/services/emergency-management/cyclone-gabrielle/recovery/tararua-cyclone-gabrielle-photo-book>



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