

## RECOVERY MANAGERS

### Not Government policy

The Select Committee reported back on the Emergency Management Bill (No 2) to Parliament on 5 June 2026 and made recommendations to amend the Bill as introduced to Parliament in December 2025. Please refer to the information section on the [Emergency Management Bill \(No 2\)](#) on Parliament's website for complete information about the Select Committee's recommendations.

The Select Committee's recommendations are not Government policy. Parliament has not yet considered or agreed to the Select Committee's recommendations and will do so when the Bill is read for a second time for which a date has not been set. The reported-back version of the Bill can, however, be treated as the current version. When the Bill is read for a second time, Parliament may agree to all, some or none of the Select Committee's recommendations. There may also be further amendments to the Bill not in the Select Committee's recommendations.

This information sheet summarises key provisions in the Bill as reported back by Select Committee. This information should not be relied on as definitive guidance on the requirements of the Bill once enacted and readers will need to consider the Bill once enacted. This information should not be relied on as legal advice.

This information sheet summarises key functions, powers and duties provisions in the Emergency Management Bill (No 2) as reported back by Select Committee (EM Bill) relating to **Recovery Managers**. This includes provisions carried over from the Civil Defence Emergency Management Act 2002 (CDEM Act) which the EM Bill will replace, if enacted, as well as new provisions introduced by the Bill. This information may not cover all relevant information related to this role. Readers should refer to the [Emergency Management Bill \(No 2\)](#) as reported back for complete information about what the Bill provides for and requires.

Further information sheets related to other roles under the EM Bill and key differences with the CDEM Act can be found at [www.civildefence.govt.nz](http://www.civildefence.govt.nz).

### Overview

Recovery Managers under the EM Bill direct and coordinate resources made available for emergency management during a transition period. Recovery Managers may also use extraordinary powers that may be necessary during the initial stages of recovery, for example to carry out works, require evacuations, close roads, enter private premises, and stop people doing things that could make the emergency worse or substantially hinder recovery.

**At the national level**, the EM Bill provides for the Director-General of Emergency Management (Director-General) to delegate certain functions and powers to a suitably qualified and experienced person who is then deemed to be the National Recovery Manager.

**At the local level**, many emergency management responsibilities are devolved to local government and are governed by **Emergency Management Committees (EMC)**. An EMC is either a:

- Multi-member EMC made up of more than one local authority in a region, or
- Unitary Authority EMC made up of a single unitary authority.

This reflects the different local government organisations that may be established under the Local Government Act 2002 as set out below.

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**Local authority** refers to both regional councils and territorial authorities.

**Territorial authority** refers to district councils which include unitary authorities, and city councils (but does not include regional councils).

**Unitary authority** refers to territorial authorities who also have regional council functions.

A Multi-member EMC must have a Regional Recovery Manager as well as a District Recovery Manager for each district in the region.

A Unitary Authority EMC must have a Regional Recovery Manager, and may also have Local Recovery Managers.

All Recovery Managers must be 'suitably qualified and experienced' which includes the knowledge, judgement, and skills necessary to direct and coordinate resources made available in a transition period, and to exercise their powers appropriately.

Regional Recovery Managers would generally play a greater role when an emergency affects multiple districts, or where a district-level recovery is particularly complex. However, the EM Bill provides EMC and local authority members with flexibility in how Recovery Managers work together in their area.

Regional and District Recovery Managers only have statutory responsibilities during a transition period, unless wider functions, duties, or powers have been delegated to them by their EMC or another person.

See **Role Information Sheet C: Multi-member Emergency Management Committees** and **Role Information Sheet D: Unitary Authority Emergency Management Committees**

## The National Recovery Manager

Also see general provisions relating to Recovery Managers below.

### Who is the National Recovery Manager?

The role of National Recovery Manager is, by default, held by the Director-General who is the Chief Executive of the National Emergency Management Agency (NEMA). However, if the Director-General delegates specified functions and powers to a suitably qualified and experienced person, then that person holds the statutory role of the National Recovery Manager to deal with a national transition period.

The Director-General may revoke the delegation at any time, but is prohibited from performing or exercising those functions or powers or delegating those functions or powers to anyone else, while another person holds the National Recovery Manager role. The Director-General may also appoint any suitably qualified and experienced person to act as an alternate National Recovery Manager.

### What does the National Recovery Manager do?

#### **Function to direct and control available resources in a national transition period**

The function of the National Recovery Manager is to, during a national transition period, direct and control the resources available for emergency management. This function is delegated by the Director-General to the National Recovery Manager.

#### **Co-ordinate the use of, and use, available resources in a national transition period**

The National Recovery Manager, in a national transition period, has the power to co-ordinate the use of, and use, 'specified resources'. 'Specified resources' are personnel, materials, information, services, and any other resources made available by public service agencies, EMC, emergency services, the New Zealand Defence Force (as provided for under the Defence Act 1990), and other persons.

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The National Recovery Manager may coordinate these resources for the purpose of the EM Bill, including for:

- providing transport
- removing endangered people and casualties from any area affected by an emergency to areas of safety or to hospitals or other medical care providers
- providing medical care and attention to casualties
- relieving human distress and suffering
- providing people with accommodation, food, care, and protection, and
- providing other services necessary to restore community services and provide for the welfare of the public.

The Director-General's delegations only provide for the National Recovery Manager to direct, control and coordinate resources (including people) that **are made available to them** to deal with a national transition period. This includes available public resources, and private resources purchased from or voluntarily provided by non-governmental organisations, businesses and individuals.

#### ***Use available resources in concurrent states of national and local emergency***

If a national transition period is in force over a ward, district, or area that is subject to a concurrent local state of emergency or local transition period, the National Recovery Manager may also use specified resources for the purposes of dealing with the state of local emergency or local transition period. This ensures resources across both emergencies can be prioritised appropriately.

#### ***Transition period powers***

When a national transition period is in force, the National Recovery Manager may independently exercise extraordinary powers in Part 4 (Subpart 4). The National Recovery Manager must consider exercising these powers on a case-by-case basis and meet legal requirements which balance usual civil liberties with what is necessary to manage the transition from response to recovery.

Refer to '**Recovery powers of all Recovery Managers**' below for the list of recovery powers under Part 4 of the EM Bill that may be exercised by the National Recovery Manager.

#### ***Other potential delegated functions, duties and powers***

The Director-General may also delegate any of their functions, duties, and powers to any public service employee, which may include the National Recovery Manager. These other functions or powers could be to, for example, coordinate the use of resources made available **outside** a national transition period.

#### ***Authorise another person to undertake their functions or powers***

The National Recovery Manager may also authorise a suitably qualified and experienced person to perform or exercise their functions or powers. The National Recovery Manager remains responsible and accountable for that person's performance or exercise of the functions or powers.

#### ***Reporting on a national transition period***

Following the expiry or termination of a national transition period, the National Recovery Manager, in consultation with any other Recovery Manager, must produce a written report to the Director-General within 14 days that sets out certain information, including if any powers were exercised by a Recovery Manager and the reason. The report is provided to the Minister for Emergency Management and Recovery (the Minister) who presents it to the House of Representatives as soon as practicable. The report is also published on NEMA's website.

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## **The Regional Recovery Manager**

**Also see general provisions relating to Recovery Managers below.**

### **Who is the Regional Recovery Manager?**

Both Multi-member EMC and Unitary Authority EMC must have a suitably qualified and experienced Regional Recovery Manager for their area.

#### ***In a Multi-member Emergency Management Committee***

A Multi-member EMC must appoint a suitably qualified and experienced person as Regional Recovery Manager and at least one suitably qualified and experienced person to act as alternate Regional Recovery Manager.

#### ***In a Unitary Authority Emergency Management Committee***

Unless a Unitary Authority EMC decides to appoint the chief executive as Regional Recovery Manager, the unitary authority's chief executive must appoint a suitably qualified and experienced person as Regional Recovery Manager. The chief executive must also appoint at least one suitably qualified and experienced person to act as alternate Regional Recovery Manager.

If the Unitary Authority EMC considers the chief executive is suitably qualified and experienced to hold the role, the EMC may appoint the chief executive as Regional Recovery Manager.

### **What does the Regional Recovery Manager do in a transition period?**

#### ***Direct and coordinate available resources in a transition period***

The Regional Recovery Manager, during a transition period (national or local) in the EMC area, must direct and co-ordinate the use of the personnel, material, information, services, and other resources made available by government agencies, EMC, and other people for the purpose of carrying out recovery activities.

The role of the Regional Recovery Manager is to direct and coordinate resources (including people) that **are made available to them** during a transition period. This means available public resources, and private resources purchased from or voluntarily provided by non-governmental organisations, businesses and individuals.

#### ***Extraordinary powers in a transition period***

When a transition period is in force, the Regional Recovery Manager may independently exercise extraordinary recovery powers in Part 4 (Subpart 4). The Regional Recovery Manager must consider exercising these powers on a case-by-case basis and meet legal requirements which balance normal civil liberties with what is necessary to manage an emergency.

Refer to '**Transition period powers of all Recovery Managers**' below for the list of powers under Part 4 of the EM Bill.

### **A Regional Recovery Manager may be delegated other functions, duties, or powers**

Regional Recovery Managers only have statutory responsibilities and powers during a transition period in their area, unless they have been delegated other functions, duties, or powers. A Regional Recovery Manager must perform any functions or duties delegated by the EMC, and may exercise any power delegated to them. If the delegated functions, duties, and powers are available outside a transition period, the Regional Recovery Manager may also use them outside a transition period.

In practice, an EMC may delegate some of its function, duties and powers to the Regional Recovery Manager – such as its function to carry out recovery activities in its area.

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## **The District Recovery Manager**

**Also see general provisions relating to Recovery Managers below.**

### **Who is the District Recovery Manager?**

Every territorial authority in a Multi-member EMC must have a District Recovery Manager.

A District Recovery Manager must be suitably qualified and experienced. A Multi-member EMC may decide to appoint a territorial authority chief executive as a District Recovery Manager, if they are suitably qualified and experienced. Otherwise, the chief executive must appoint a suitably qualified and experienced person as District Recovery Manager. The chief executive must also appoint at least one suitably qualified and experienced person to act as alternate District Recovery Manager. In practice, it is expected that most chief executives will not be District Recovery Managers. However, the EM Bill allows for chief executives to be appointed as Recovery Managers because this may work best for smaller councils.

District Recovery Managers do not need to be an employee of that territorial authority. The EM Bill enables suitably qualified and experienced people from neighbouring districts (or other parts of New Zealand) as alternate Recovery Managers.

Unitary Authority EMC do not have District Recovery Managers. Instead, the local authority's chief executive has discretion to appoint any number of Local Recovery Managers, who may be granted similar functions and powers to District Recovery Managers.

### **What does the District Recovery Manager do in a transition period?**

#### ***Direct and coordinate available resources in a transition period***

The District Recovery Manager, during a transition period (national or local) in the district for which they are appointed, must direct and co-ordinate the use of the personnel, material, information, services, and other resources made available for the purpose of carrying out recovery activities.

A District Recovery Manager must follow any directions given by the area's Regional Recovery Manager during a transition period.

The role of the District Recovery Manager is to direct and coordinate resources (including people) that **are made available to them** during a transition period. This means available public resources, and private resources purchased from or voluntarily provided by non-governmental organisations, businesses and individuals.

#### **Extraordinary powers in a transition period**

When a local transition period is in force in their district, the District Recovery Manager may independently exercise extraordinary recovery powers in Part 4 (Subpart 4). The District Recovery Manager must consider exercising these powers on a case-by-case basis and meet legal requirements which balance normal civil liberties with what is necessary to manage the transition from response to recovery.

Refer to '**Transition period powers of all Recovery Managers**' below for the list of recovery powers under Part 4 of the EM Bill.

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### A District Recovery Manager may be delegated other functions, duties, or powers

District Recovery Managers only have statutory responsibilities during a transition period, unless the EMC delegates other functions, duties, or powers to them. A District Recovery Manager must perform any functions or duties delegated by the EMC, and may exercise any power delegated to them. If the delegated functions, duties, and powers are available outside a transition period, the District Recovery Manager may also use them outside a transition period.

### Local Recovery Managers

Also see general provisions relating to Recovery Managers below.

#### Who is a Local Recovery Manager?

The chief executive of a Unitary Authority EMC may appoint one or more suitably qualified and experienced persons as a Local Recovery Manager.

#### What does a Local Recovery Manager do?

Local Recovery Managers appointed for Unitary Authority EMC do not automatically have access to powers during a transition period. As part of the Local Recovery Manager's appointment, the chief executive of the unitary authority may:

- direct the Local Recovery Manager to perform any of the functions and duties of, or delegated to, the Regional Recovery Manager of the Unitary Authority EMC, and
- exercise any of the powers of Recovery Managers in the area, including the powers in subpart 4 of Part 4.

'Direction' in this clause does not mean operational direction during a transition period. It refers to the chief executive determining which Regional Recovery Manager functions or powers should be held by a Local Recovery Manager as part of their appointment.

A Local Recovery Manager must also perform any functions or duties delegated by the EMC, and may exercise any power delegated to them. If the delegated functions, duties, and powers are available outside a transition period, the Local Recovery Manager may also use them outside a transition period.

### General provisions relating to Recovery Managers

#### Minister's power of intervention

A Recovery Manager is subject to the Minister's powers to, if a state of emergency is in force, or the Minister considers that an imminent threat of an emergency exists and it is expedient in the circumstances, direct the Recovery Manager to perform or exercise, or to cease to perform or exercise, any of their functions, duties, or powers under the EM Bill.

The Minister may also direct a National Recovery Manager, Regional Recovery Manager, or District Recovery Manager who have certain powers under the Building Act 2004 to exercise or stop exercising those powers. Those powers relate to, for example, post-event building assessments, evacuation, keeping people at safe distance, and urgent works.

If directed, the Recovery Manager must perform or exercise any function, duty, or power to the satisfaction of the Director-General.

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#### The Director-General may direct Recovery Managers in a national transition period

The Director-General may, during a national transition period or concurrent state of national emergency, direct the performance or exercise of the functions, duties, and powers of Regional Recovery Managers, District Recovery Managers, and Local Recovery Managers.

#### Recovery Managers must act consistently with national priorities in a national transition period or concurrent national transition period

Regional Recovery Managers, District Recovery Managers, and Local Recovery Managers (and those authorised to act for them) must exercise their powers consistently with the priorities for the use of resources and services determined by the:

- Director-General or National Recovery Manager during a national transition period, and
- Director-General or National Controller during a concurrent state of national emergency.

Situations that justify a national transition period or state of national emergency are highly likely to require difficult decisions about the optimal allocation of scarce resources. It is necessary for the Director-General, National Recovery Manager, and National Recovery Manager to be able to make these decisions in the national interest.

#### Transition period powers of all Recovery Managers

Also refer to *Information Sheet 5: Emergency Management Powers*

All Recovery Managers may exercise the following powers, according to any and all specifications and limitations as set out in the EM Bill (for example, a Local Recovery Manager may only exercise a power they have been directed to hold by their unitary authority's chief executive).

In most cases, a Recovery Manager may only exercise a transition period power if using the power is in the public interest, necessary or desirable to ensure a timely and effective recovery, and proportionate in the circumstances.

**Recovery Managers should refer to the precise wording of Part 4, Subpart 4 of the EM Bill to ensure they exercise the powers properly and appropriately:**

- transition period powers of Recovery Managers (to carry out works, clear roads and public places, and make safe dangerous structures and materials to preserve human life)
- power to evacuate premises and places
- power to enter premises and places
- power to close roads and public places
- power to direct or request person to cease activity or take action, and
- power to direct owner of structure to obtain assessment.

#### Power to require information for emergency management

During a transition period, the National Recovery Manager, Regional Recovery Manager, a District Recovery Manager, and a Local Recovery Manager (who has been directed by the Regional Recovery Manager) may, in writing and in a specified form, require any person to provide them with information free of charge that is reasonably necessary for the Recovery Manager to carry out emergency management.

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The person asked to provide the information must already possess the information and be able to provide it without unreasonable difficulty or expense. The person may appeal to the District Court if the requirement to provide information is unreasonable. People cannot be required to provide information concerning the medical condition or history of any person or information that is protected by legal professional privilege.

The Recovery Manager may disclose or use that information only for the purposes of the EM Bill. However, the Recovery Manager may disclose the information to the Minister, a territorial authority, a Controller or a Recovery Manager, if it is relevant and to be used to exercise their powers for buildings affected by an emergency under subpart 6B of Part 2 of the Building Act 2004, in an area where transition period has been declared.

#### Why does the EM Bill provide for this?

Preventing information provided by an EIP under their duties in clause 74 from being used to enforce obligations outside of that clause, will increase trust and incentivise free and frank information sharing between essential infrastructure providers, the Director-General, EMC and other parties, thereby reducing barriers to cooperation and situational awareness.

#### Reporting on states of emergency and transition periods

When a national transition period expires or is terminated, the National Recovery Manager must provide a report to the Director-General. This report sets out the powers that were exercised in that transition period and reasons why. If the duration of the national transition period was extended, the Director-General may also require other relevant information in the report. The Minister presents this report to the House of Representatives.

When a local transition period expires or is terminated, the relevant Regional Recovery Manager must provide a report to the Director-General. This report sets out the powers that were exercised in that transition period and reasons why. If the duration of the local transition period was extended, the Director-General may also require the Regional Recovery Manager to include other relevant information in their report.

#### Recovery Managers may authorise another person to undertake their functions, duties or powers, but remain accountable

A Recovery Manager may authorise any suitably qualified and experienced person to perform or exercise their functions, duties, or powers. However, for Regional, District, and Local Recovery Managers this excludes the power to authorise another person to perform or exercise the Recovery Manager's function, duty, or power. All Recovery Managers remain responsible and accountable for the performance or exercise of a function, duty, or power by any person acting under their authority.

#### Civil liability protection

A Recovery Manager (like any other person) is protected from liability in civil proceedings for any act they do or omit to do when performing or exercising in good faith their functions, duties or powers under the EM Bill, if:

- they are acting directly or indirectly in relation to a state of emergency or transition period; or
- they consider that an imminent threat of an emergency exists and intend their actions to be precautionary or preventive to lessen the impact of the emergency.

This includes situations where:

- the Recovery Manager may be acting under the direction of someone else who is performing or exercising a function, duty, or power under the EM Bill, and

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- a person is acting under the direction of a Recovery Manager who is performing or exercising a function, duty, or power under the EM Bill.

The above protections do not apply to actions taken or not taken in bad faith or gross negligence.

### Local Government Official Information and Meetings Act

Recovery Managers are statutory officers under the Local Government Official Information and Meetings Act 1987. This means that information held by them in that capacity is subject to requests for official information under that Act.

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