

6. Civil Defence Emergency Management Groups (CDEM Groups)

Summary Civil Defence Emergency Management Groups (CDEM Groups) are responsible for the implementation of local CDEM in an efficient and effective manner. CDEM Groups are formed from local authorities that work together and work with other organisations to provide coordinated CDEM planning for reduction, readiness, response, and recovery.

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6.1 Introduction

Part 5
Roles and responsibilities
CDEM Groups

26 Introduction

Each CDEM Group—

- (a) *is, in the case of 2 or more local authorities, a joint standing committee of those local authorities established under section 12 of the Act; and*
- (b) *is, in the case of a unitary authority, a committee of the unitary authority established under section 12 of the Act; and*
- (c) *is responsible for overseeing the delivery of CDEM in its group area in accordance with section 17 of the Act; and*
- (d) *is supported by each member of the CDEM Group, the Co-ordinating Executive Group established under section 20 of the Act, and any partner agencies that have CDEM duties, roles, and responsibilities within the group area.*

6.2 Objective

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The objective of each CDEM Group is to provide leadership in the delivery of co-ordinated and collaborative arrangements for CDEM among member local authorities, partner agencies, clusters, and communities within its group area.

6.3 Principles

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The principles underlying the role of CDEM Groups are to—

- (a) *promote the sustainable management of hazards; and*
- (b) *empower communities to achieve acceptable levels of risk; and*
- (c) *provide for planning and preparation for response to, and recovery from, emergencies; and*
- (d) *co-ordinate programmes and activities, and encourage co-operation and joint action, among agencies across the 4 Rs; and*
- (e) *provide the basis for the integration of local with national CDEM policies, processes, and operations.*

6.4 Role of CDEM Groups across 4 Rs

Reduction, readiness, response and recovery

29 Role of CDEM Group across 4 Rs

- (1) *The functions of a CDEM Group, and of each member, are listed in section 17 of the Act.*
- (2) *The functions aim to co-ordinate and support CDEM activities within the group area across the 4 Rs.*
- (3) *For the purposes of this plan, the functions of each CDEM Group, and each member, are to—*
 - (a) *identify the hazards and risks in its group area that may result in an emergency that requires national-level support and co-ordination; and*
 - (b) *undertake, where practicable, any actions to reduce hazards and risks in its group area that may require national-level support and co-ordination in an emergency; and*
 - (c) *establish the means within its group area, in line with national guidelines and in collaboration with its supporting agencies, to provide timely warning of hazards, and public information about them; and*
 - (d) *develop, maintain, and regularly review its capability for reduction, readiness, response, and recovery within its group area, and take part in relevant exercises under the National CDEM Exercise Programme; and*
 - (e) *appoint, develop, maintain, and delegate functions to key operational positions, including Local Controllers and CDEM Group Controllers, Recovery Managers, Public Information Managers, Welfare Managers, Lifeline Utility Co-ordinators, and operations, intelligence, planning, and logistics staff.*
- (4) *A CDEM Group may be requested or directed by the National Controller to activate its CDEM arrangements to the appropriate level, whether or not a state of emergency has been declared, in support of a response that is—*
 - (a) *within its group area; or*
 - (b) *within the group area of another CDEM Group; or*
 - (c) *being managed by a lead agency other than NEMA.*
- (5) *Each CDEM Group is to give effect to the directions of—*
 - (a) *the National Controller during a state of national emergency; and*
 - (b) *the National Recovery Manager during a national transition period.*

Reduction

See Section 17, Reduction for more detail about the roles and responsibilities of CDEM Groups in reduction.

Readiness

See the following sections for more detail on the roles and responsibilities of CDEM Groups during readiness: Section 18, Readiness; Section 19, Planning; Section 20, Capability development; Section 21, Exercising and testing; Section 22, Monitoring and evaluation; and Section 23, Public education and community engagement.

Response

See the following sections for more detail on the roles and responsibilities of CDEM Groups during response: Section 24, Response; Section 25, National warnings and advisories; Section 26, National Crisis Management Centre; Section 27, Emergency information management; Section 28, Public information management; Section 29, Logistics; Section 30, Mass evacuation; and Section 31, International assistance for New Zealand.

Recovery

See Section 32, Recovery for more detail about the roles and responsibilities of CDEM Groups during recovery.

Key arrangements

CDEM Groups and each of their member local authorities are required to provide for the planning, organisation, coordination, and implementation of comprehensive civil defence emergency management within their CDEM Group and their respective local authority areas (see sections 17, 18, 20 and 64 of the *CDEM Act 2002*). Emergency services (see section 63 of the *CDEM Act 2002*) and lifeline utilities (see section 60 of the *CDEM Act 2002*) are also required to participate in CDEM planning and implementation with CDEM Groups and local authorities, where relevant.

CDEM Groups coordinate reduction, readiness, response, and recovery activities across a range of agencies, as shown in **Figure 6.1**.

Each CDEM Group is required to establish and maintain a Coordinating Executive Group (CEG) comprising chief executives of the local authority members of the CDEM Group, chief executives of District Health Boards, and senior members of New Zealand Police, and Fire and Emergency. In addition, CEGs are able to co-opt any other person (see section 20 of the *CDEM Act 2002*)¹ to allow strategic engagement and contribution to decision-making where those co-opted individuals, or the entities they represent, have a vested interest in CDEM stewardship at a management level (e.g. Lifeline Utilities Group Chair, Welfare Coordination Group (WCG) Chair, Group Controller (where they are not already a member of CEG or a professional staff member), or the Group Recovery Manager).

Each CDEM Group's operational arrangements are specified in its CDEM Group plan, including incorporated or referenced sub-plans. CDEM Group plans can be viewed via the link at www.civildefence.govt.nz (search for 'CDEM Groups'). The CDEM Group structure is illustrated in **Figure 6.2** on the next page.

The response and recovery capacity and capability of CDEM Groups comprises all the Group area's resources utilised during an emergency. This includes local authorities, emergency services, lifeline utilities, government agencies, contractors, volunteer and community groups, local response teams, and individual community members.

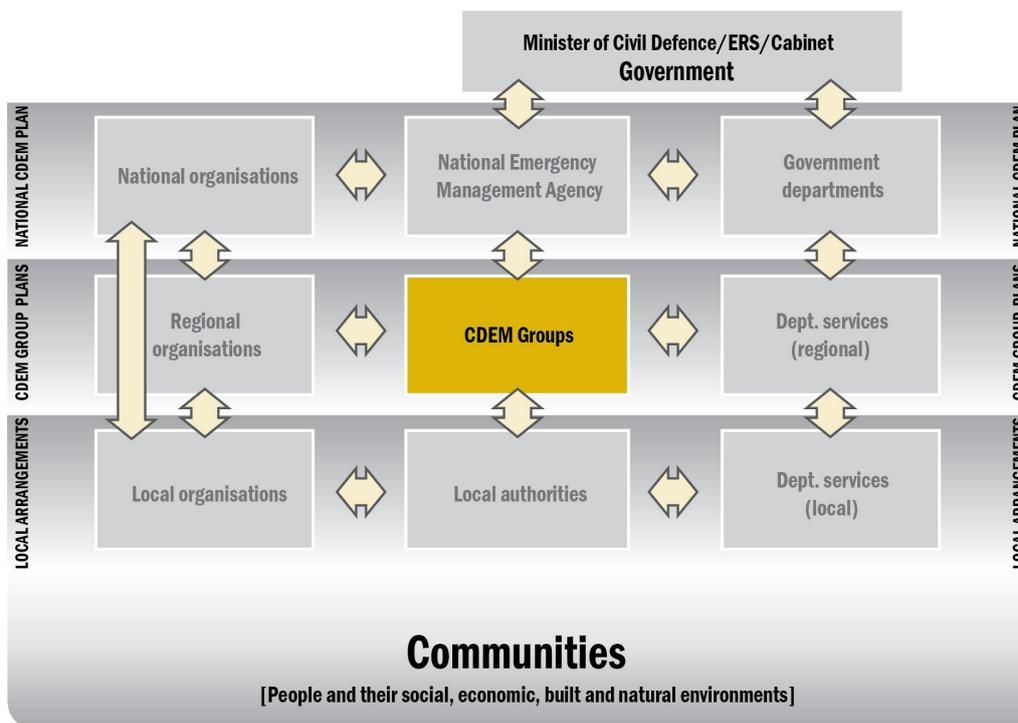


Figure 6.1: Key relationships of CDEM Groups and plans.

¹ Such persons may include but are not limited to the Chair of the Welfare Coordination Group, Chair of the Lifeline Utilities Group, or a relevant representative from agencies such as Ministry for Primary Industries, Ministry of Social Development, Te Puni Kōkiri, etc.

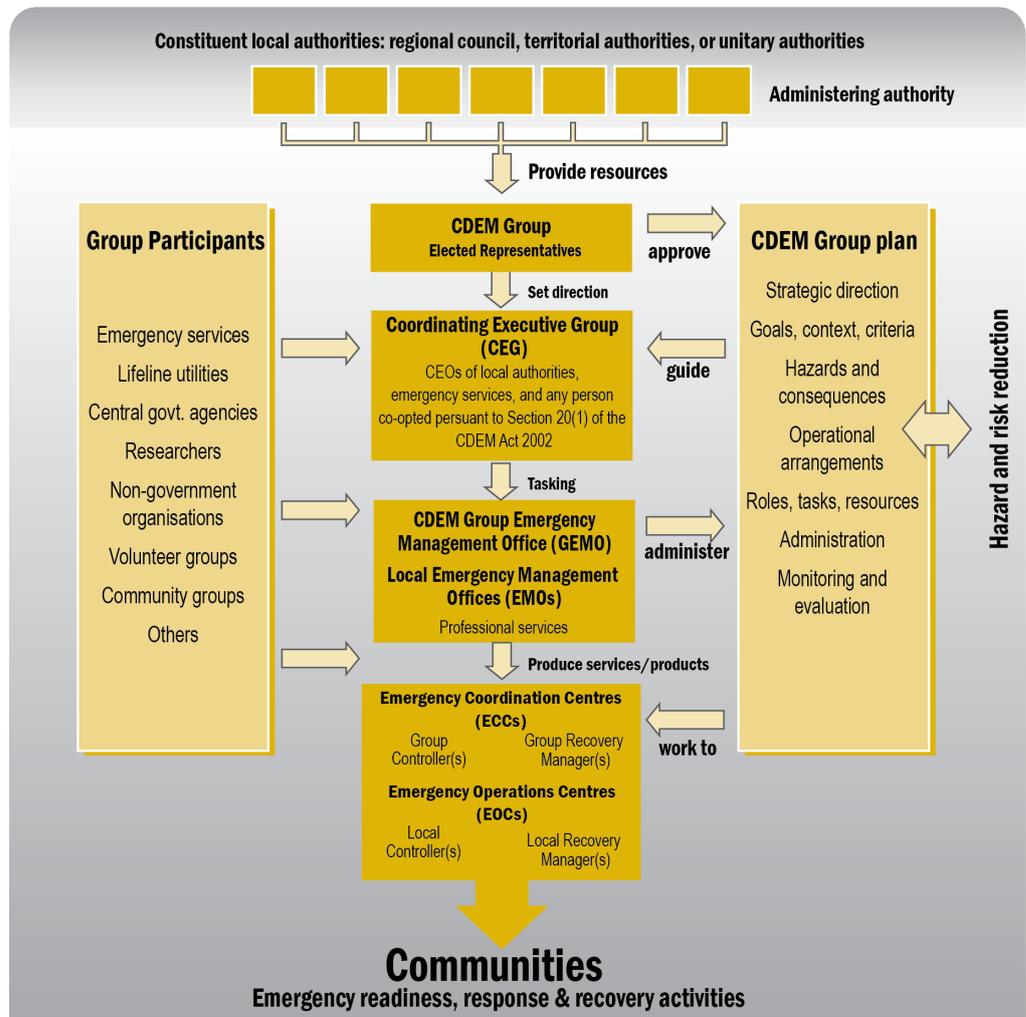


Figure 6.2: CDEM Group structure.

Variations in CDEM Group structure

CDEM structures vary significantly in the different Groups. The CDEM Group plan will show their particular structure. The main variations in structures are:

- ◆ GEMO with no local Emergency Management Offices (EMOs) (includes unitary authorities)
- ◆ all or some of the EMOs reporting through the GEMO, rather than through territorial authorities
- ◆ pooling territorial resources to jointly provide all CDEM functions in the CDEM Group's region
- ◆ grouping EMOs under area offices over several local councils, and
- ◆ the CDEM Group contracting out provision of CDEM to a third party, who report directly to the CEG

6.5 CDEM Group cooperation

A CDEM Group is to assist any other CDEM Group, if requested, providing that it has the capacity and capability to do so (subsection 17(1)(f) of the *CDEM Act 2002*). CDEM Groups and other agencies can embed such arrangements in their plans and may use Memoranda of Understanding (MOU) as a mechanism to cover agreements between organisations.

Possible areas of collaboration

Reduction and readiness collaboration between CDEM Groups and other agencies may address:

- ♦ routine consultation
- ♦ shared hazard-risk analysis
- ♦ planning
- ♦ capability development, and
- ♦ exercising

Emergency response and recovery support between CDEM Groups and other agencies may address:

- ♦ personnel
- ♦ equipment and materials
- ♦ logistics management, and
- ♦ support to people displaced by emergencies

The National Controller can provide additional support to CDEM Groups and coordination as required during an emergency.

6.6 Reduction, readiness, response and recovery

6.6.1 Reduction and readiness

Reduction and readiness are a key focus of CDEM Groups. Reduction and readiness-related activities include:

- ♦ identifying potential hazards and risks (likelihood and consequences) in each region
- ♦ identifying the vulnerability characteristics of communities²
- ♦ considering risks and addressing reduction
- ♦ assessing what response resources are required
- ♦ maintaining and improving consequence based functional planning
- ♦ identifying available resources at CDEM Group level or from neighbouring groups
- ♦ identifying roles and responsibilities for prescribed functions
- ♦ identifying gaps in capacity or capability that need addressing by the CDEM Group or partner agencies³
- ♦ ensuring that the sharing of the multi-agency capacity and capability in a region are known, understood, and pre-negotiated, and
- ♦ planning by all agencies on how the multi-agency resources are to be deployed and coordinated in the event of an emergency

² For example, isolated communities, population densities close to hazard locations, key facilities (e.g., hospitals) that are likely to be most affected by different events and therefore require a priority in response.

³ For example, neighbourhood services, based on links with existing community agencies and enhanced with CDEM knowledge and skills.

6.6.2 Response

Response principles

Response principles are specific to each CDEM Group, and documented in the operations section of CDEM Group plans. They generally reflect that:

- ◆ each local authority and partner agency within a CDEM Group is individually responsible for planning its own continuity in respect of emergencies
- ◆ local authorities and emergency services will have pre-planned and agreed coordination arrangements that enable each agency to fulfil its function in an integrated and complementary manner within the CDEM Group area
- ◆ the response principles have been developed cooperatively between all partners
- ◆ CDEM Groups have the capability to carry out response and recovery tasks, and
- ◆ CDEM Groups will maintain links to the business community, especially providers of lifeline utility services, to encourage individual and cooperative risk management.

New Zealand Response Teams

New Zealand Response Teams (NZ-RTs) were established in 2001. They are a local resource, endorsed by the CEG, and audited and registered by NEMA. They play an important role in a wide variety of tasks including providing reconnaissance and needs assessment, general light rescue, cordons, first aid, flood protection assistance, assisting with the management of spontaneous volunteers, assistance with the provision of welfare services, and providing support to the other emergency services' specialised operations. A team may provide other functions based on the local risks and hazards identified by the CDEM Group for the area in which the team is located.

Response Teams consist of community volunteers supported by, and accountable to, a specific local authority or parent organisation. They are familiar with their community, and are deployed by either a Local Controller, Group Controller, Local Recovery Manager, or Group Recovery Manager, with their tasking directed by the Controller or Recovery Manager. When accredited to do so, they may also be deployed by Fire and Emergency to augment rescue services capabilities.

An appropriately accredited New Zealand Response Team can be deployed away from its home area to assist with any ongoing response. New Zealand Response Teams trained, qualified, and accredited in the specialist skill of light Urban Search and Rescue (USAR) can, when requested by Fire and Emergency, work under the guidance and direction of Fire and Emergency to assist the National USAR teams (see Section 10, Fire services).

6.6.3 Recovery

CDEM Groups are responsible for developing the recovery arrangements for their group area. CDEM Groups must state and provide for strategic planning for recovery from the hazards and risks identified in their CDEM Group plan. The purpose of strategic planning for recovery is to determine what CDEM Groups and each member need to do to ensure their communities are well-placed and supported to recover from any emergencies from the hazards and risks identified in the CDEM Group plan.

CDEM Groups are also responsible for operational recovery planning before an emergency, which involves establishing scalable, flexible, and adaptable processes, procedures, arrangements, and ways of working during recovery.

It is important that recovery starts at the same time as response, to ensure the affected communities can be supported to recover, decisions or actions (or lack there-of) made during response consider any implications for recovery, and the move from response to recovery is seamless.

See Section 32, Recovery.

6.7 References and links

Other sections of the Guide

All sections of this Guide are relevant to the responsibilities and activities of CDEM Groups.

Other documents

- ♦ Ministry of Civil Defence & Emergency Management (2002) *Working Together: The Formation of CDEM Groups: Director's Guideline for Local Authorities and Emergency Services [DGL 1/02]*; ISBN 0-478-25454-7 (www.civildefence.govt.nz – search for 'formation of CDEM Groups')
- ♦ Ministry of Civil Defence & Emergency Management (2018) *CDEM Group Planning Director's Guideline for Civil Defence Emergency Management Groups [DGL 09/18]* (www.civildefence.govt.nz – search for 'CDEM Group planning')
- ♦ Ministry of Civil Defence & Emergency Management (2017) *Strategic Planning for Recovery Director's Guideline for Civil Defence Emergency Management Groups [DGL 20/17]*; ISBN 978-0-478-43519-1 (www.civildefence.govt.nz – search for 'strategic planning')
- ♦ National Emergency Management Agency (2020) *Recovery Preparedness and Management: Director's Guideline for CDEM Groups [DGL 24/20]*; ISBN 978-0-478-43526-9 (www.civildefence.govt.nz – search for 'recovery management')
- ♦ Ministry of Civil Defence & Emergency Management (2008) (Revised October 2014) *Response Management: Director's Guideline for CDEM Group and Local Controllers [DGL 06/08]*; ISBN 978-0-478-43504-7 (www.civildefence.govt.nz – search for 'response management')
- ♦ Ministry of Civil Defence & Emergency Management (2013) *Public Information Management Director's Guideline for Civil Defence Emergency Management Groups [DGL 14/13]*; ISBN 0-478-35572-7 (www.civildefence.govt.nz – search for 'public information management')
- ♦ Ministry of Civil Defence & Emergency Management (2015) *Logistics in CDEM Director's Guideline for Civil Defence Emergency Management Groups [DGL 17/15]*; ISBN 978-0-478-43505-4 (www.civildefence.govt.nz – search for 'logistics in CDEM')
- ♦ Ministry of Civil Defence & Emergency Management (2015) *Welfare Services in an Emergency Director's Guideline for Civil Defence Emergency Management Groups [DGL 11/15]*; ISBN 978-0-478-43513-9 (www.civildefence.govt.nz – search for 'welfare services in an emergency')
- ♦ Ministry of Civil Defence & Emergency Management (2015) *Response Planning in CDEM Director's Guideline for Civil Defence Emergency Management Groups [DGL 19/15]* ISBN 978-0-478-43512-2 (www.civildefence.govt.nz – search for 'response planning')
- ♦ Ministry of Civil Defence & Emergency Management (2014) *Lifeline Utilities and CDEM Director's Guideline for Lifeline Utilities and Civil Defence Emergency Management Groups [DGL 16/14]*; ISBN 978-0-478-36808-6 (www.civildefence.govt.nz – search for 'Lifeline Utilities and Civil Defence Emergency Management Groups')
- ♦ Fire and Emergency website (www.fireandemergency.nz)