

Otago Civil Defence and Emergency Management Joint Committee Meeting 5 March 2026



**Emergency
Management Otago**
Te Rākau Whakamarumarū Ōtākou

Meeting will be held in the
Otago Regional Council Chamber
Level 2, Philip Laing House
144 Rattray St, Dunedin

This meeting will be livestreamed and available on the [Otago Regional Council YouTube channel](#).

Members:

Cr Neil Gillespie (Chair, Otago Regional Council)
Mayor Jock Martin (Deputy Chair, Clutha District Council)
Cr Jon Mitchell (Queenstown Lakes District Council)
Mayor Melanie Tavendale (Waitaki District Council)
Mayor Tamah Alley (Central Otago District Council)
Mayor Sophie Barker (Dunedin City Council)

Meeting Support: Cara Jordan, Governance Support Officer, Otago Regional Council

05 March 2026 03:00 PM - 05:00 PM

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KARAKIA TIMATANGA

WHEN TO USE IT > To start the day • To open a meeting

**Tuia ki runga
Tuia ki raro
Tuia ki waho
Tuia ki roto
Tuia ki te here tangata**

**Ka rongo te pō
Ka rongo te ao
Haumi e, hui e
Tāiki e!**

**Unite above
Unite below
Unite without
Unite within
Unite as one
Listen to the night
Listen to the world of light
We can now come together
as one!**



Emergency Management Otago

Te Rākau Whakamarumarū Ōtākou

Civil Defence Emergency Management Otago Joint Committee MINUTES

**Minutes of an ordinary meeting of the Civil Defence Emergency Management Otago
Joint Committee held in the Council Chamber, Level 2 Philip Laing House,
144 Rattray Street, Dunedin on Friday 5 December 2025, commencing at 1:00 pm.**

PRESENT

| | |
|-------------------------|---|
| Cr Neil Gillespie | <i>Councillor, Otago Regional Council (ORC)</i> |
| Mayor Sophie Barker | <i>Mayor, Dunedin City Council (DCC)</i> |
| Mayor Tamah Alley | <i>Mayor, Central Otago District Council (CODC)</i> |
| Mayor Jock Martin | <i>Mayor, Clutha District Council (Clutha DC)</i> |
| Cr Jon Mitchell | <i>Councillor, Queenstown Lakes District Council (QLDC)</i> |
| Mayor Melanie Tavendale | <i>Mayor, Waitaki District Council (Waitaki DC)</i> |

1. KARAKIA TĪMATANGA - OPENING

Peter Kelly (Chief Executive CODC) and Chair of the Civil Defence and Emergency Management Otago (EMO) Coordinating Executive Group welcomed Mayors, guests and staff to the meeting at 1.00 pm with a karakia. Attendees included Mayor Sophie Barker, Mayor Melanie Tavendale, Mayor Tamah Alley, Mayor Jock Martin, Cr Jon Mitchell and Cr Neil Gillespie (online).

Guests in attendance were Richard Saunders (Chief Executive ORC), Sandy Graham (Chief Executive DCC, online), Steve Hill (Chief Executive Clutha DC), Mike Theelan (Chief Executive QLDC), Matt Alley (Group Manager EMO), Shaun O'Halloran (Senior Regional Emergency Management Advisor NEMA), Mauriri Kimura McGlinchey (Kāti Huirapa Rūnaka ki Puketeraki) and Cara Jordan (Governance Support Officer ORC).

Staff online were Chris Booker (Emergency Management Advisor EMO), Claire Charleton (Emergency Management Advisor EMO), Craig Gibson (Emergency Management Advisor EMO), Dave Grimes (Emergency Management Advisor EMO), Erica Andrews (Team Leader Group Office EMO), John Mawhinney (Readiness and Response Advisor EMO), Mel Banks (Lifeline Program Lead EMO), Paula Cathie (Team Leader – Coastal EMO) and Taylor Hendyl (Emergency Management Advisor EMO).

2. APOLOGIES

There were no apologies for this meeting.

3. CONFIRMATION OF AGENDA

Resolution CDEM25-123: Mayor Tamah Alley Moved, Cr Jon Mitchell Seconded

That the agenda be amended to include a presentation after Item 7.1.

MOTION CARRIED

4. CONFIRMATION OF MINUTES

The minutes of the Civil Defence and Emergency Management Otago Joint Committee Meeting of 29 August 2025 were signed by the outgoing Chair and ORC Chief Executive at the end of the last triennium.

5. COMMITTEE TERMS OF REFERENCE

The Committee Terms of Reference were noted.

6. ACTION ITEMS

There were no open actions for the Joint Committee.

7. REPORT ITEMS

7.1. Joint Committee Chair and Deputy Chair Election

[YouTube 4:31] The report informed Joint Committee members of the two voting options for the election of the Chair, and Deputy Chair, as defined by Schedule 7, Clause 25 of the Local Government Act 2002.

Resolution CDEM25-124: Mayor Melanie Tavendale Moved, Mayor Sophie Barker Seconded

That the Joint Committee:

- 1) Resolves** a voting option for the election or appointment of positions defined by the Local Government Act 2002 as certain appointments, as Voting system B.
- 2) Agrees** that in the event of a tie under voting system B, the candidate to be elected or appointed shall be resolved by lot as described in paragraph 5 of the report.

MOTION CARRIED

After determination of the voting system, Acting Chair Peter Kelly called for nominations for Chair. Mayor Melanie Tavendale nominated Cr Neil Gillespie and Mayor Sophie Barker seconded. No other nominations were made.

Resolution CDEM25-125: Mayor Melanie Tavendale Moved, Mayor Sophie Barker Seconded

That the Joint Committee:

- 3) Resolves** to appoint Cr Neil Gillespie as Chairperson.

MOTION CARRIED

Acting Chair Peter Kelly congratulated Cr Neil Gillespie on his appointment. Cr Neil Gillespie accepted the appointment and, as he was attending online, requested Acting Chair Peter Kelly to continue chairing the meeting. Acting Chair Peter Kelly called for nominations for Deputy Chair. Mayor Tamah Alley nominated Mayor Jock Martin and Mayor Sophie Barker seconded. No other nominations were made.

Resolution CDEM25-126: Mayor Tamah Alley Moved, Mayor Sophie Barker Seconded

That the Joint Committee:

- 4) Resolves** to appoint Mayor Jock Martin as Deputy Chairperson.

MOTION CARRIED

Acting Chair Peter Kelly congratulated Mayor Jock Martin on his appointment. Deputy Chair, Mayor Jock Martin, took the Chair for the rest of the meeting.

Mayor Jock Martin called for the adoption of Otago Regional Council's standing orders.

Resolution CDEM25-127: Mayor Melanie Tavendale Moved, Cr Jon Mitchell Seconded

That the Joint Committee:

- 5) Adopts** the standing orders of the Otago Regional Council.

MOTION CARRIED

Steve Hill left the meeting at 1:18 pm.

PRESENTATION

[YouTube 9:57] Erica Andrews (Team Leader Group Office EMO) gave an overview presentation on the functions and services provided by Civil Defence and Emergency Management Otago. Matt Alley (Group Leader EMO) and Erica Andrews (Team Leader Group Office EMO) were available for questions.

7.2. Coordinating Executive Group (CEG) Chair Report

[YouTube 27:06] The report provided an update on key matters arising from the Otago Civil Defence Emergency Management CEG meeting held on 21 November 2025. Steve Hill's service as the outgoing CEG Chair was acknowledged. Peter Kelly was elected as the new Chair of the

CEG. The legislative purpose of the CEG meeting was discussed. Richard Saunders (Chief Executive ORC) and Matt Alley (Group Manager EMO) were available for questions.

Resolution CDEM25-128: Mayor Tamah Alley Moved, Mayor Melanie Tavendale Seconded

That the Joint Committee:

- 1) **Notes** this report.

MOTION CARRIED

Richard Saunders left at 1:37 pm

Richard Saunders returned at 1:41 pm

7.3. Group Manager Report

[YouTube 32:13] The report updated work activity completed for year-to-date 2025. The Otago Civil Defence and Emergency Management partnership agreement was discussed. There are no current staffing vacancies. Broader reform issues in the sector were outlined. A new three tier assurance model is being progressed nationally. The EMS-OS project is seen as the anchor project for reform. Sector groups were discussed. Matt Alley (Group Manager EMO) was available for questions.

Resolution CDEM25-129: Cr Jon Mitchell Moved, Mayor Tamah Alley Seconded

That the Joint Committee:

- 1) **Receives** this report.
- 2) **Notes** the work plan update (Attachment 1 of the report).

MOTION CARRIED

7.4. Finance Report

[YouTube 45:10] The report updated the Emergency Management Otago Group's financial performance for the period from 1 July to 31 October 2025. Currently there is a small underspend of \$122,000. A budget allocation for severe weather events will be incorporated as part of long-term planning. Matt Alley (Group Manager EMO) was available for questions.

Resolution CDEM25-130: Mayor Melanie Tavendale Moved, Mayor Sophie Barker Seconded

That the Joint Committee:

- 1) **Notes** this report.

MOTION CARRIED

7.5. Otago Lifelines Update

[YouTube 47:20] The report presented activity undertaken at the Otago Lifeline Utilities meeting on 3 September 2025. Co-chairs for the Lifelines Group have been appointed. An Otago generator management plan is being developed with input from the telecommunications forum. Mel Banks (Lifelines Program Lead EMO) was available for questions.

Resolution CDEM25-131: Mayor Tamah Alley Moved, Mayor Melanie Tavendale Seconded

That the Joint Committee:

- 1) **Receives** this report.
- 2) **Notes** the updates from the Otago Lifelines Utilities Group meeting.

MOTION CARRIED

Mike Theelen left the meeting at 2:05 pm.

Mike Theelen returned to the meeting at 2:06 pm.

Steve Hill returned to the meeting at 2:06 pm.

7.6. NEMA MetService Hazard Communication Initiative

[YouTube 58:00] The report provided an update on a recent joint initiative between NEMA and MetService to display real time warning information and preparedness advice on digital billboards across New Zealand prior to and during severe weather events. The billboards are part of a suite of communication tools for community awareness. Discussion was held on the appropriateness of the billboard messaging. Erica Andrews (Team Leader Group Office EMO) and Matt Alley (Group Manager EMO) were available for questions.

Resolution CDEM25-132: Mayor Tamah Alley Moved, Mayor Melanie Tavendale Seconded

That the Joint Committee:

- 1) **Notes** this report.

MOTION CARRIED

Steve Hill left the meeting at 2:11 pm.

7.7. Exercise Whakarite Concept Paper

[YouTube 1:11:18] The report provided an overview of Exercise Whakarite Kia Rite - "Prepare to be ready" proposed for Wednesday 20 May 2026. The exercise is intended to be a whole region exercise where emergency operation centres are run realistically. The scenario will be a snowstorm event run across an entire day in two shifts. John Mawhinney (Readiness and Response Advisor EMO) was available for questions.

Resolution CDEM25-133: Mayor Sophie Barker Moved, Mayor Tamah Alley Seconded

That the Joint Committee:

- 1) **Notes** this report.
- 2) **Supports** the exercise concept and objectives.

MOTION CARRIED

Steve Hill returned to the meeting at 2:17 pm.

7.8. After Action Review: Corrective Action Implementation

[YouTube 1:15:48] The report provided an implementation plan for the corrective actions arising from the October 2024 Severe Weather Event After Action Report and the Corrective Actions Assessment undertaken by Emergency Management Otago. Resource allocation to the identified actions was discussed. Matt Alley (Group Manager EMO) was available for questions.

Resolution CDEM25-134: Mayor Tamah Alley Moved, Mayor Melanie Tavendale Seconded

That the Joint Committee:

- 1) **Endorse** all actions currently underway that are incorporated within the current EMO workplans and activity (Actions 2, 4, 5, and 6).
- 2) **Note** the direction given to Council Chief Executives.
- 3) **Support** the future review of resourcing as part of the Regional Council's Long-Term planning activity (Action 3).

MOTION CARRIED

7.9. Controller Appointment - Dunedin City Council

[YouTube 1:20:55] The report requested approval to appoint Mike Costelloe as a Local Controller for the Dunedin City Council. Matt Alley (Group Manager EMO) was available for questions.

Resolution CDEM25-135: Cr Gillespie Moved, Mayor Sophie Barker Seconded

That the Joint Committee:

- 1) Approves the appointment of Mike Costelloe as a Local Controller for the Dunedin City Council.**

MOTION CARRIED

7.10. NEMA Update

[YouTube 1:22:40] The report updated the latest activity and matters that the National Emergency Management Agency (NEMA) is working on. The Emergency Management Bill is expected to reach the Select Committee shortly with government committed to pushing the Bill through in this electoral term. Shaun O'Halloran (Senior Regional Emergency Management Advisor NEMA) was available for questions.

Resolution CDEM25-136: Mayor Tamah Alley Moved, Mayor Sophie Barker Seconded

That the Joint Committee:

- 1) Notes this report.**

MOTION CARRIED

8. GENERAL BUSINESS

The next meeting is on Thursday 5 March 2026 from 3:00 to 5:00 pm coordinated by Otago Regional Council.

9. KARAKIA WHAKAMUTUNGA - CLOSING

There was no further business. Peter Kelly closed the meeting with a karakia at 2:26 pm.

Chair

Date



Emergency Management Otago

Te Rākau Whakamarumarū Ōtākou

Otago Civil Defence and Emergency Management Group – Joint Committee

TERMS OF REFERENCE

(Created August 2023)

The Otago Civil Defence Emergency Management (CDEM) Group Committee, a joint committee which comprises elected representatives of local authorities within the region, was formed under the Local Government Act 2002 pursuant to section 12 of the CDEM Act 2002.

Members of the Group Joint Committee are the mayor or chairperson (or delegated councillor) from Waitaki District, Queenstown Lakes District, Central Otago District, Clutha District, Dunedin City and the Otago Regional Council. Although Waitaki District falls within the boundaries of both Canterbury and Otago Regional Councils, the Waitaki District Council has elected under section 14(2) of the CDEM Act to be a member of the Otago CDEM Group. The Otago CDEM Group may invite observers to attend its meetings. The CDEM group exercises governance and determines CDEM policy for member authorities in relation to risk analysis, reduction, readiness, response and recovery from emergencies.

The powers and obligations of members of the Otago CDEM Group are set out in section 16 of the CDEM Act.

The functions of the CDEM group and its members, as detailed in section 17 of the CDEM Act, are to:

- identify, manage and reduce relevant risks and hazards.
- ensure suitably trained and competent personnel for all CDEM Group roles are available.
- organise resources, services and information for the Otago CDEM Group
- respond to and manage the effects of emergencies.
- carry out recovery activities.
- when requested, assist other CDEM groups if practicable.
- promote and educate the public on CDEM and its purpose.
- monitor and report on compliance with the CDEM Act
- develop, implement, monitor and regularly review the Otago CDEM Group Plan
- participate in the development of the National CDEM Strategy and the National CDEM Plan, and
- promote all aspects of CDEM in the Otago region.

The Group will:

- provide strategic direction through the Otago CDEM Group Plan
- approve the Otago CDEM Group budget.
- approve and monitor the Otago CDEM Group annual work programmes.
- appoint Controllers and delegate powers as required,
- appoint a Recovery Coordinator

The CDEM Group should meet each quarter or as required. Procedure for the conduct of meetings will be in accordance with the Local Government Act.

Meetings are held in public.

A quorum will consist of three members.

A chair and a deputy will be elected, usually following local body elections.

Should the chair or deputy chair resign or otherwise not be available, a replacement will be elected at the next Otago CDEM Group meeting.

The Group will not be discharged by a local body election (section 12 of the CDEM Act).

Following a local body election, any previous delegations made by a local authority under section 13(4) of the CDEM Act must be renewed or rescinded.

In accordance with local government procedures, decisions made by the Otago CDEM Group are binding on all members.

In accordance with section 18(1) of the CDEM Act, the Otago CDEM Group may delegate any of its functions to a member of the Group, the Group Controller or other person. These delegations are made by a resolution at a CDEM Group meeting.

Common Civil Defence and Emergency Management Acronyms

| | |
|-----------|---|
| CDEM | Civil Defence Emergency Management |
| CEG | Coordinating Executive Group |
| CIMS | Coordinated Incident Management System |
| COP | Common Operating Picture |
| D4H | Emergency Operations Platform |
| DIA | Department of Internal Affairs |
| ECC | Emergency Coordination Centre |
| GEM | Group Emergency Manager |
| EMA | Emergency Management Advisors |
| EOC | Emergency Operations Centre |
| FENZ | Fire and Emergency New Zealand |
| GIS | Geographic Information System |
| IMT | Incident Management Team |
| JC | Joint Committee |
| TLA | Territorial Local Authority |
| LUC | Lifelines Utility Coordination Group |
| MPI | Ministry of Primary Industries |
| MSD | Ministry of Social Development |
| NCC | National Coordination Centre |
| NCCMC | National Crisis Management Centre |
| NEMA | National Emergency Management Agency |
| NEMDG | National Emergency Management Development Group |
| NZ - EMAT | NZ Emergency Management Assistance Team |
| RAG | Rural Advisor Group |
| R & R | Readiness and Response Group |
| SIG | CDEM Special Interest Group |
| WCG | Welfare Coordination Group |
| 4Rs | Reduction, Readiness, Response and Recovery |

| Meeting Date | Document | Item | Status | Action Required | Action Taken |
|---------------------|--|--|---------------|--|-----------------------|
| 5-12-2025 | Civil Defence Emergency Management - Joint Committee - 5 December 2025 | CDEM2583 Controller Appointment - Dunedin City Council | Completed | Resolution: Approves the appointment of Mike Costelloe as a Local Controller for the Dunedin City Council. | Appointment completed |

7.1. Coordinating Executive Group Chair Report

Prepared for: Civil Defence and Emergency Management - Joint Committee
Report No. CDEM2606
Activity: Emergency Management Otago
Author: Matt Alley, Group Manager Emergency Management
Endorsed by: Peter Kelly, Chair, Coordinating Executive Group (CEG)
Date: 5 March 2026

PURPOSE

- [1] This report provides an update to the Joint Committee on key matters arising from the Otago Civil Defence Emergency Management CEG meeting held on 30 January 2026. It outlines work programme progress, readiness and response activity, financial performance, corrective action implementation, a draft submission to the new EM Bill and agency partner updates since the previous meeting.

EXECUTIVE SUMMARY

- [2] The Committee received the Group Manager's report that highlighted delivery against the annual work plan, staffing movements, new legislation and the completion of a health and safety module for community resilience group training. Financial updates confirmed year-to-date performance and variances associated with unbudgeted emergency activity.
- [3] A Committee update was provided from critical infrastructure lifelines, noting the appointment of Jon Mitchell and Nicole Felts as the Lifelines Co-Chairs.
- [4] The Committee supported an application to the NEMA Resilience Fund from the Lake Hāwea Community Centre for \$137,000 in funding for a 'Solar Energy for a Resilient Future' project.
- [5] The Otago CDEM Group Submission on the Bill was presented and endorsed by the Committee.
- [6] Partner agency updates reinforced ongoing health response activity, welfare support coordination, mana whenua engagement developments, and emergency service operational pressures. The next CEG meeting is scheduled for 24 April 2026.

RECOMMENDATION

That the Joint Committee:

- 1) **Notes this report.**

DISCUSSION

Committee Updates

- [7] The Readiness and Response, and Welfare Coordination Group Committees has not met between the previous 2025 meeting and this meeting, so no reports were received.

Otago Lifelines Update

- [8] The Committee received the Lifelines update. The Lifelines Chair role was filled with two people undertaking a Co-Chair role. Jon Mitchell, a Queenstown Lakes Councillor and their representative on the CEG, shares the role with Nicole Felts, NZTA journey manager for Otago and Southland.

NEMA Update

- [9] The Committee received an update on national emergency management initiatives, including ongoing reform and sector engagement.

Emergency Management Bill Submission

- [10] The Otago Civil Defence Emergency Management Group Submission on the Emergency Management Bill (No 2) was endorsed by the Committee, noting that representatives from agencies that were making their own submissions abstained from the vote. Te Runanga o Ngāi Tahu, other individual Runaka, FENZ and MSD are also making submissions to the Bill.

MEMBER UPDATES

- [11] **Te Whatu Ora Southern** reported that the annual national work plan has been released for consultation internally. Te Whatu Ora is working with NEMA to ensure that staff are CIMS trained. A mass casualty simulation has been booked with Lakes District Hospital in May 2026. An adverse weather plan for the region is underway.
- [12] **Ministry of Social Development** reported that MSD is supporting the NIWE event. Financial assistance needs are being met through BAU supports, with Civil Defence Payments now active as needs assessments come through. This unfortunate event has provided a useful opportunity for the Southern region to tighten processes and update tools and resources. MSD is re-introducing a Southern Māori Strategy, building deeper mana whenua understanding across sites, consolidating Māori resources, growing Tauhere Komiti, and supporting the He Matapihi ki Te Ao Māori framework. Through this, MSD Southern aims to maintain strong iwi relationships, improve services and trust, strengthen housing and employment outcomes for Māori, and support greater community resilience during both BAU and CDEM events. The new service experience platform to support digital employment has been delayed by several months. The go live date for this new technology is expected to be in June, so the transition is smooth, supported and manageable.
- [13] **Fire and Emergency New Zealand (FENZ):** Brendan Nelly reported that Phil Marsh will be on extended sick leave. FENZ is undergoing a regional restructure. Staff are deployed in Australia for the fire events and the North Island for weather events.

- [14] **Hato Hone St John** reported that the workload is up for Otago with a busier winter compared to previous years, but a quieter summer. There has been an increased level of violence and aggression against St John staff nationally. St John has planning underway to increase incident management resilience.
- [15] **Te Rūnanga o Moeraki** reported that mana whenua have been developing work plans and outcomes for the year, specifically a plan to move established marae response groups to become further integrated with CDEM. Te Rūnanga o Moeraki is undertaking an engineering review of steep slope areas behind the motor camp.

OTHER MATTERS DISCUSSED

- [16] **Resilience fund application:** The Committee endorsed an application from the Lake Hawea Community Centre to the Resilience Fund for Solar Energy for a Resilient Future. Total funding applied for is \$137,000.

CONSIDERATIONS

Strategic Framework and Policy Considerations

- [17] No new matters arising.

Financial Considerations

- [18] No new matters arising

Significance and Engagement

- [19] No new matters arising.

Legislative and Risk Considerations

- [20] Ongoing involvement in Emergency Management Bill development.

Climate Change Considerations

- [21] No new matters arising.

Communications Considerations

- [22] Focus on community preparedness and internal coordination across partners.

ATTACHMENTS

1. Draft Minutes Coordinating Executive Group - 30 January 2026 [7.1.1 - 5 pages]



**Civil Defence Emergency Management Otago
Coordinating Executive Group
MINUTES**

**Minutes of an ordinary meeting of the Civil Defence Emergency Management Otago
Coordinating Executive Group held in the Queenstown Lakes District Council
Chamber on Friday 30 January 2026, commencing at 1:00 PM.**

MEMBERSHIP

| | |
|---------------------------------|--------------------------------------|
| Peter Kelly (Chair) | Central Otago District Council |
| Steve Hill | Clutha District Council |
| Sandy Graham | Dunedin City Council |
| Richard Saunders (Deputy Chair) | Otago Regional Council |
| Mike Theelen | Queenstown Lakes District Council |
| Alex Parmley | Waitaki District Council |
| Matt Scoles | New Zealand Police |
| Phil Marsh | Fire and Emergency New Zealand |
| Murray Halbert | Te Whatu Ora Southern |
| Trevor McGlinchey | Te Rūnanga o Moeraki |
| Andrew Rouvi | Te Rūnanga o Ōtakau |
| Suzanne Ellison | Kati Huirapa Rūnaka Puketeraki |
| Steph Voight | Ministry of Social Development |
| Shaun O'Halloran | National Emergency Management Agency |
| David Milne | Hato Hone St John |
| Matt Alley (non-voting) | Emergency Management Otago |

1. KARAKIA TĪMATANGA - OPENING

Chair Peter Kelly (Central Otago District Council) welcomed Coordinating Executive Group members and staff to the meeting at 1:00 pm with a karakia.

Members attending were Steve Hill (Clutha District Council), Alex Parmley (Waitaki District Council), Mike Theelen (Queenstown Lakes District Council), Sandy Graham (Dunedin City Council), Richard Saunders (Otago Regional Council), Matt Alley (Emergency Management Otago (EMO)) and Mallory Wood (Te Whatu Ora Southern, standing in for Murray Halbert). Online were Lisa Little (Ministry of Social Development, standing in for Steph Voight), Brendan Nally (Fire and Emergency NZ, standing in for Phil Marsh), Simon Chambers (National Emergency Management Agency (NEMA) standing in for Shaun O'Halloran), David Milne (Hato Hone St John), Trevor McGlinchey (Te Rūnanga o Moeraki,) and Suzanne Ellison (Kati Huirapa Rūnaka Puketeraki).

Also in attendance were Craig Gibson (Emergency Management Advisor Queenstown Lakes), Dave Grimes (Emergency Management Advisor Queenstown EMO) and Bill Nicoll (Resilience and Climate Change Manager, Queenstown Lakes District Council).

EMO staff online were Chris Brooker (Emergency Management Advisor Dunedin), Claire Charleton (Emergency Management Advisor Dunedin), Courtenay Jamieson (Team Leader Inland), Danny Fountaine (Emergency Management Advisor Waitaki), Emily Williamson (Admin Support Coordinator), Erica Andrews (Stakeholder Engagement Advisor), Glenn Mitchell (Principal Advisor), John Mawhinney (Readiness and Response Advisor), Mel Banks (Lifelines Programme Lead), Taylor Hendl (Emergency Management Advisor Dunedin), Roderick Francis (Team Leader Group Office), Tom Dyer (General Manager Science and Resilience Otago Regional Council) Mauriri Kimura McGlinchey (Kāti Huirapa Rūnaka ki Puketeraki) and Cara Jordan (Governance Support Otago Regional Council).

2. APOLOGIES

Chair Peter Kelly tabled apologies for Steph Voight (Ministry of Social Development), Phil Marsh (Fire and Emergency NZ) and Murray Halbert (Te Whatu Ora) and introduced their nominated substitutes.

3. CONFIRMATION OF AGENDA

An application to the Resilience Fund from the Lake Hāwea Community Association was added as an agenda item under General Business. The agenda was then confirmed as published.

4. MINUTES

Chair Peter Kelly confirmed that there were no actions arising from the minutes of the Coordinating Executive Group meeting held on 21 November 2025 and that the minutes be received.

5. COMMITTEE TERMS OF REFERENCE

The Committee Terms of Reference were noted.

6. ACTION ITEMS

Open actions from resolutions of the Committee were reviewed. Matt Alley (Group Manager EMO) confirmed that all actions are now complete.

7. REPORT ITEMS

7.1. Group Manager Report

The report updated the Coordinating Executive Group on work activity completed for the year-to-date 2025. Staffing changes were noted. The health and safety module for the community resilience framework has been completed and these community groups will be updated as operational. Discussion was held on how to increase engagement and participation in training. Matt Alley (Group Manager EMO) was available for questions.

Resolution Peter Kelly Moved, Alex Parmley Seconded

That the Coordinating Executive Group:

- 1) **Notes** this report.
- 2) **Notes** the work plan update (Attachment 1 of the report).

MOTION CARRIED

7.2. Finance Report

The Emergency Management Group's financial performance for the period from July to December 2025 was updated noting a current position of a moderate underspend. A change of financial system has resulted in a lower level of detail than normally provided but more detail will be available in future reports. Future civil defence budget processes were discussed. Matt Alley (Group Manager EMO) was available for questions.

Resolution: Peter Kelly Moved, Richard Saunders Seconded

That the Coordinating Executive Group:

- 1) **Notes** this report.

MOTION CARRIED

7.3. Otago Lifelines Update

The report presented activity undertaken at the Otago Lifeline Utilities meeting on 3 December 2025. Jon Mitchell (Queenstown Lakes District Councillor) and Nicole Felts (NZTA) have been appointed as Co-Chairs for the Lifelines Group. A plan is in place to bring the Lifelines Group into the D4H emergency management system. Flood resilience and communications emergency strategies were discussed. Mel Banks (Lifelines Program Lead EMO) was available for questions.

Resolution: Peter Kelly Moved, Mike Theelen Seconded

That the Coordinating Executive Group:

- 1) **Notes** this report.
- 2) **Notes** the updates from the Otago Lifelines Utilities Group meeting.

MOTION CARRIED

7.4. NEMA Update

The report updated the latest activity and matters that the National Emergency Management Agency (NEMA) is working on. The submission date for the Emergency Management bill has been extended to the 15 February 2026 and the Resilience Fund applications extended to the 2 March 2026 due to North Island weather events. Simon Chambers (NEMA) was available for questions.

Resolution: Peter Kelly Moved, Steve Hill Seconded

That the Coordinating Executive Group:

- 1) **Notes** this report.

MOTION CARRIED

7.5. Emergency Management Bill Submission

The Otago Civil Defence Emergency Management Group Submission on the Emergency Management Bill (No 2) was presented for endorsement. A sector position prepared by the CDEM Special Interest Group was provided as relevant national sector context. Trevor McGlinchy noted that Te Runanga o Ngāi Tahu and other individual Runaka are also making submissions to the Bill focusing on engagement with mana whenua. Matt Alley (Group Manager EMO) was available for questions.

Resolution: Peter Kelly Moved, Sandy Graham Seconded

That the Coordinating Executive Group:

- 1) **Notes** the CDEM Special Interest Group (SIG) Submission on the Emergency Management Bill (No 2) as relevant national sector context.
- 2) **Endorses** the Otago Civil Defence Emergency Management Group Submission on the Emergency Management Bill (No 2) for lodgement with the Governance and Administration Committee.

MOTION CARRIED

Brendan Nally (Fire and Emergency New Zealand), Lisa Little (Ministry of Social Development) and Simon Chambers (NEMA) abstained from this vote.

8. PARTNER AGENCY UPDATES

Te Whatu Ora Southern

Mallory Wood reported that the annual national work plan has been released for consultation internally. Te Whatu Ora is working with NEMA to ensure that staff are CIMS trained. A mass casualty simulation has been booked with Lakes District Hospital in May 2026. An adverse weather plan for the region is underway.

Ministry of Social Development (MSD)

Lisa Little reported that MSD is currently supporting the NIWE event. Financial assistance needs are being met through BAU supports, with Civil Defence Payments now active as needs assessments come through. This unfortunate event has provided a useful opportunity for the Southern region to tighten processes and update tools and resources.

MSD is re-introducing a Southern Māori Strategy, building deeper mana whenua understanding across sites, consolidating Māori resources, growing Tauhere Komiti, and supporting the He Matapihi ki Te Ao Māori framework. Through this, MSD Southern aims to maintain strong iwi relationships, improve services and trust, strengthen housing and employment outcomes for Māori, and support greater community resilience during both BAU and CDEM events.

The new service experience platform to support digital employment has been delayed by several months. The go live date for this new technology is expected to be in June, so the transition is smooth, supported and manageable.

Fire and Emergency NZ (FENZ)

Brendan Nally reported that the Phil Marsh will be on extended sick leave. FENZ is undergoing a regional restructure. Staff are deployed in Australia for the fire events and the North Island for weather events.

Hato Hone St John

David Milne reported on behalf of Hato Hone St John. Workload is up 2.3% for Otago with a busier winter compared to previous years, but a quieter summer. There has been an increased level of violence and aggression against St John staff nationally. St John has planning underway to increase incident management resilience.

Te Rūnanga o Moeraki

Trevor McGlinchey reported that mana whenua have been developing work plans and outcomes for the year, specifically a plan to move established marae response groups to become further integrated with CDEM. Te Rūnanga o Moeraki is undertaking an engineering review of steep slope areas behind the motor camp.

9. GENERAL BUSINESS

Chair Peter Kelly noted receipt of an application from the Lake Hawea Community Centre to the Resilience Fund for Solar Energy for a Resilient Future. Total funding applied for is \$137,000.

Resolution Peter Kelly Moved, Richard Saunders Seconded

That the Coordinating Executive Group:

1) Endorses the Solar Energy for a Resilient Future application.

MOTION CARRIED

The next meeting was confirmed as 24 April 2026 in Balclutha.

Chair Kelly acknowledged the retirement of Mike Theelen from Queenstown Lakes District council and thanked him for his 10 year service to the Coordinating Executive Group.

10. KARAKIA WHAKAMUTUNGA - CLOSING

There was no further business and Chair Kelly declared the meeting closed at 1:58 pm.

Chairperson

Date

7.2. Group Manager Report

Prepared for: Civil Defence and Emergency Management - Joint Committee
Report No. CDEM2608
Activity: Emergency Management Otago
Author: Matt Alley (Group Manager, Emergency Management Otago)
Endorsed by: Matt Alley (Group Manager, Emergency Management Otago)
Date: 5 March 2026

PURPOSE

- [1] To update the Otago CDEM Group joint committee on work activity completed for the year-to-date 2025.

EXECUTIVE SUMMARY

- [2] Emergency Management Otago (EMO) continues to make strong progress across its annual work programme. Key activities have focused on strengthening operational readiness, enhancing understanding of regional risks, modernising systems, and supporting communities through recent adverse weather impacts.
- [3] The Emergency Management Bill (No 2) was introduced on 9 December 2025. The bill aims to modernise and strengthen New Zealand's emergency management system (see EM Bill No.2 – Group Submission elsewhere in the agenda).
- [4] Locally, EMO has advanced core workstreams across risk reduction, readiness and response, community resilience, and governance. This includes integrating the Regional Vulnerability Assessment into the 2026–2036 Group Plan, operationalising the Geographic Information System (GIS) strategy and Common Operating Picture, ongoing development of deployable capability, and delivery of training and exercise programmes across councils. Community Resilience Group development remains strong, with increasing numbers approaching operational status.
- [5] Overall, EMO remains on track against its work plan, is actively contributing to national sector development, and continues to strengthen Otago's capability and resilience to manage future emergencies.

RECOMMENDATION

That the Joint Committee:

- 1) **Notes** this report.
- 2) **Notes** the work plan update (Attachment 1 of the report).

DISCUSSION

Staffing

- [6] At the time of writing this report, Emergency Management Otago has filled two of our three vacancies. The Administration Support Coordinator and Group Office Team Leader positions have been filled. Group Office team leader Rod Francis started on 12 January and Emily Williamson will commence work on 26 January.
- [7] It is we regret that we received a resignation from Paul Allen our Resilience Advisor at the end of last year. His role will be recruited for in the first quarter of this year.

System Reform, Governance and Engagement

- [8] See Emergency Management Bill No.2 – Group Submission elsewhere in this agenda.

Annual Workplan Report

- [9] Emergency Management Otago continues to make progress across the 2025–2026 Work Plan, with activity advancing under all major workstreams: risk reduction, readiness and response, community resilience, and governance.

Managing Risks:

- The Regional Vulnerability Assessment is being incorporated into the 2026–2036 Group Plan.
- EMO continues active involvement in AF8 and is progressing with Lower Taieri flood modelling with ORC.
- These initiatives strengthen the region’s understanding of hazard and vulnerability profiles.

Readiness, Response & Recovery:

- Lifelines' work continues key projects, include alternative communications, three waters mapping and fuel and generator planning.
- Updated tsunami response planning is complete; additional lead-agency support planning is underway.
- The GIS Strategy and Common Operating Picture development are tracking well, including integration of the FENZ damage assessment tool.
- Welfare Needs Assessment automation, and the new web response page are being refined.
- A deployable capability project and Recovery Toolkit are in development; Recovery Plan review scheduled for Q4. Training continues across all councils, with Q4 Tier 2 and Tier 3 exercises planned.

Community Resilience

- CRG development continues across the region, with many groups close to achieving operational status pending delivery of new H&S training.
- 65 Community Resilience Guides have been completed.

- Engagement activity remains strong, including school programmes, preparedness sessions and a growing digital footprint (19,163 Facebook followers as of Q2).
- Public preparedness survey and regional campaign are planned for Q3–Q4.

Governance & Organisational Development

- Work has commenced on the next Group Plan, targeting consultation in May 2026.
- A Group Assurance Tool aligned to the NDRS is being drafted for evaluation in Q2. EMO is developing a Career Progression Framework and supporting the establishment of the NZ Response Team – Coastal Otago.
- Progress continues against the 2024 AAR recommendations, including D4H uplift and preparation for the 2026 regional exercise.

A copy of the annual Work Plan Report is attached to this paper (Attachment 1).

CONSIDERATIONS**Strategic Framework and Policy Considerations**

[10] No matters arising.

Financial Considerations

[11] No matters arising.

Significance and Engagement

[12] No matters arising.

Legislative and Risk Considerations

[13] See Emergency Management Bill No.2 – Group Submission.

Climate Change Considerations

[14] No matters arising.

Communications Considerations

[15] No matters arising.

ATTACHMENTS

1. EMO Workplan Report Jan 2026 [7.2.1 - 25 pages]



Emergency Management Otago

Te Rākau Whakamarumarū Ōtākou



Jan 2026

Work Plan Report



Clutha District Council



DUNEDIN CITY COUNCIL
kaunihera a-rohe o Ōtepoti



Who we are

Emergency Management Otago (EMO) is the dedicated body responsible for managing and coordinating responses to natural disasters, emergencies, and significant events across the Otago region. Our mission is to ensure the safety, resilience, and well-being of our communities, minimizing risks and enhancing preparedness, response, and recovery efforts.

- **Our Mission:**

To lead the region in emergency management by providing effective coordination, proactive planning, and community-focused support during emergencies. Through collaboration, education, and innovation, we ensure that Otago remains a safe, prepared, and resilient place for everyone.

- **Our Vision:**

To make Otago the most resilient and well-prepared region in New Zealand, where communities, local government, and emergency services work together to manage risks and respond effectively to any crisis.

- **What We Do:**

Emergency Management Otago (EMO) oversees all aspects of emergency preparedness and response within the Otago region. Our work is guided by the principles of the Civil Defence Emergency Management Act 2002 and align with national frameworks such as the National Civil Defence Emergency Management (CDEM) Plan.

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Emergency Management Otago Team

Group Office Team

Matt Alley - Group Manager
Rod Francis - Group Office Team Leader
Erica Andrews – Stakeholder Engagement Advisor
Glenn Mitchell – Principal Advisor
Andy MacKenzie Everitt – Projects and Planning Advisor
John Mawhinney – Readiness and Response Advisor
Mel Banks – Lifelines Program Lead
Emily Williamson – Administrative Support Coordinator

Inland Team

Courtenay Jamieson – Inland Team Leader
Craig Gibson – Emergency Management Advisor Queenstown
Dave Grimes – Emergency Management Advisor Queenstown
Derek Shaw – Emergency Management Advisor Central Otago
Jacqui Lambeth – Emergency Management Advisor Upper Clutha

Coastal Team

Paula Cathie – Coastal Team Leader
Chris Brooker – Emergency Management Advisor Dunedin
Claire Charleton – Emergency Management Advisor Dunedin
Danny Fountaine – Emergency Management Advisor Waitaki
Jason Michie – Emergency Management Advisor Clutha
Taylor Hendl – Emergency Management Advisor Dunedin

Our Values



Collaboration:

We work closely with local government, emergency services, businesses, and community groups to build a more resilient Otago.



Integrity:

We act with transparency, accountability, and honesty in all our actions.



Readiness:

We emphasize the importance of planning ahead to minimize the impact of emergencies.



Compassion:

We prioritize the welfare of our communities, supporting them before, during, and after emergencies.



Innovation:

We strive to continuously improve our emergency management practices, using the latest technologies and methodologies to stay ahead of emerging risks.

2025-2026 Work Plan Tasks

Workstream Areas of Focus



Managing Risks



Effective Response to and Recovery from Emergencies



Enabling, Empowering, and Supporting Community Resilience



Managing Risks

Hazard Research

| Activity | Tracking | Progress Update |
|---|----------|---|
| Regional Vulnerability Assessment Integration (Q1-Q2) | | Regional Vulnerability assessment is being incorporated into the Group Plan 2026-36 |
| Continued support for the AF8 Project (Q1-Q4) | | Ongoing membership in the project steering group by the Group Manager. |
| Integrated Flood Modelling (Lower Taieri) | | Project plan in place, and work is underway to gather and refine data in conjunction with ORC Natural Hazards |

LEGEND COMPLETED IN PROGRESS NOT STARTED UNLIKELY TO COMPLETE



Effective Response to and Recovery from Emergencies

Operating Systems

| Activity | Tracking | Progress Update |
|---|----------|--|
| <p>Lifelines projects (Q1 - Q4)</p> | | <ul style="list-style-type: none"> • Alternate Communications Plan • Fuel Plan • Generator Plan • GIS viewer integration <p>This is a multi-year project. See the separate Lifelines report paper.</p> |
| <p>Hazard Planning - One hazard-specific plan completed each quarter per response/ coordination facility. (Q1-Q4)</p> | | <p>The GECC has updated the tsunami response plan Q1 and has developed a draft “Support to other lead agency” plan in Q2. Q3 sees the review of the (catastrophic) earthquake response plan.</p> |
| <p>Hazard Planning - Regional /Local Support for the Te Wai Pounamu Planning Group (Q1-Q4)</p> | | <p>The initial focus is on Mass Relief planning, with some work towards a GIS tool for rapid population-based Needs Assessments.</p> |
| <p>Auditing and Assurance - Equipment audits have been completed, along with the auditing and review of D4H Plays and the regional warning system. (Q1-Q4)</p> | | <p>Equipment inspections in D4H are ongoing, and D4H plays will be audited in Q4.</p> |

LEGEND COMPLETED IN PROGRESS NOT STARTED UNLIKELY TO COMPLETE

| Activity | Tracking | Progress Update |
|---|---|--|
| <p>Operational Systems - GIS Strategy is developed and implemented. (Q1- Q2)</p> |  | <p>A GIS for CDEM Strategy has been developed to ensure work in this space is focused on priorities. The roadmap to success for year 1 is now being implemented. The Common Operating Picture GIS tool is under development.</p> |
| <p>Operational Systems - Impact Assessment workflow. (Q1- Q4)</p> |  | <p>The Wide Area damage assessment tool developed by FENZ is being integrated into the Common Operating Picture GIS tool under development as part of year 1 of the GIS Strategy work.</p> <p>Welfare Needs Assessment automation is now operational. Work is now underway to automate initial requests for assistance into D4H.</p> |
| <p>Operational Systems - Website Response Page (Q1 - Q2)</p> |  | <p>Ongoing testing, development and refinement of the web response page.</p> |
| <p>Operational Systems - Deployable Capability (Q1 - Q2)</p> |  | <p>Project plan underway, with an initial three-vehicle project started.</p> |
| <p>Group Recovery Toolkit (Q2)</p> |  | <p>The development of the Group Recovery Toolkit is underway</p> |
| <p>Group Recovery Plan Review (Q4)</p> |  | <p>Planned for delivery in Q4</p> |

LEGEND  COMPLETED  IN PROGRESS  NOT STARTED  UNLIKELY TO COMPLETE

Operational Workforce Capability

| Activity | Tracking | Progress Update |
|--|---|--|
| <p>Training and Capability Strategy - All Council Response Teams to maintain a cohort (80%) of trained / capable staff. (Foundation Training) (Q1-Q4)</p> |  | <p>See Appendix 1.</p> |
| <p>Training and Capability Strategy - material is developed for quarterly function training (Q1-Q4)</p> |  | <p>Ongoing development across Q1-Q4</p> |
| <p>Tier 3 Exercise – All Otago Councils (Q4)</p> |  | <p>Full-day exercise is delivered for each council that is consistent with the approved exercise concept and instructions.</p> |
| <p>Tier 2 Exercise – Lifeline Utilities (Q4)</p> |  | <p>Otago Lifeline Utilities Alternate Communications Plan to be tested in Exercise Whakarite Kia Rite</p> |

LEGEND  COMPLETED  IN PROGRESS  NOT STARTED  UNLIKELY TO COMPLETE



Enabling, Empowering, and Supporting Community Resilience

Community Resilience Strategy

| Activity | Tracking | Progress Update |
|---|----------|---|
| Community Resilience Strategy - Community Resilience Groups (Q1-Q4) | | Groups are developed to be operational as defined in the Community Resilience Strategy. This is a multi-year project. |
| Community Resilience Strategy - Community Training Support - material is developed to support the delivery of the Community Resilience Strategy (Q1-Q4) | | Community engagement activities continued throughout the quarter with 20. Development of a Health and Safety module for Community Resilience Groups is complete and ready to present to CRGs. See Appendices 2 & 3. |
| Community Resilience Strategy - Public education. (Q1-Q4) | | Deliver Annual Community Preparedness Survey Deliver 1 Regional Community Preparedness Campaign Planned for Q3 & Q4 |
| EQ Trailer Concept / Design | | Project underway with initial meetings with international vendor. |
| Clued Up Kids | | Waitaki – Completed in Q1 Clutha Central Otago QLDC Dunedin This is a multi-year project |

LEGEND
 COMPLETED
 IN PROGRESS
 NOT STARTED
 UNLIKELY TO COMPLETE

| Activity | Tracking | Progress Update |
|----------------------------|---|---|
| Social Media Growth |  | Facebook followers as at end of Q2 19,163 This is a multi-year project. |

LEGEND  **COMPLETED**  **IN PROGRESS**  **NOT STARTED**  **UNLIKELY TO COMPLETE**



Governance and Management

Group Plan

| Activity | Tracking | Progress Update |
|---------------------------------------|----------|---|
| Group Plan Review (Q1 - Q4) | | Work has started on this project, with a target date for the draft available for consultation in May 2026 |

| Activity | Tracking | Progress Update |
|--|----------|--|
| Group Assurance Framework (Q4) | | A draft audit tool is being developed based on the earlier MCDEM assessment tool, refocused on the National Disaster Resilience Strategy. The draft tool is ready for evaluation. |
| Career Progression Framework | | Establish and Implement a Career Progression Framework for EM Otago Staff |
| NZ Response Team – Coastal Otago | | The Response Team has formed a charitable trust and committee. Work is underway to develop a training plan for 2026, focusing on the initial strands – Foundation, Welfare and Flood response. A draft MoU with the Otago Civil Defence Emergency Management Group has been drafted. |

LEGEND COMPLETED IN PROGRESS NOT STARTED UNLIKELY TO COMPLETE

October 2024 After-Action Review Recommendation Progress

| Recommendation | Tracking | Progress Update |
|---|---|---|
| <p>Confirm all EOC/GECC shifts, identify staff, and communicate expectations. (Q1 - Q2)</p> |  | Awaiting CEG decision. |
| <p>Build familiarity with D4H, develop response playbooks, and use D4H as the training foundation.</p> |  | Underway |
| <p>Double annual training from 8 to 16 hours for EOC/GECC staff.</p> |  | Unable to deliver with current resourcing, awaiting CEG decision. |
| <p>Full Group-wide exercise including all EOCs, the GECC, and partners.</p> |  | The current work plan already anticipates a regional exercise in 2026. Delivering a high-quality, scenario-driven exercise with interagency participation will require a lead-in of 6–8 months and cross-agency planning. |
| <p>Prioritise deployments and secondments for EMO staff.</p> |  | Maintain the current practice of sector surge deployment when available, evidenced by recent Nelson and interregional Clutha deployments. |

LEGEND  COMPLETED  IN PROGRESS  NOT STARTED  UNLIKELY TO COMPLETE

| Recommendation | Tracking | Progress Update |
|---|---|---|
| <p>Increase communication, shared understanding, and clarity of roles.</p> |  | <p>EMO is well-positioned to support this recommendation through existing committee forums (e.g. Readiness & Response, Welfare Coordination Group) and integration into upcoming exercises and training.</p> <p>Efforts to embed this into the Group Plan and refresh protocols are already underway.</p> |

LEGEND
 **COMPLETED**
 **IN PROGRESS**
 **NOT STARTED**
 **UNLIKELY TO COMPLETE**

Appendix 1

Training Overview

Table 1

| Foundation Suite | Quarter 2 October-December 2025 | | | | | | | | | | | | | | | | | |
|---------------------------|---------------------------------|----------|------------|---------|----------|------------|---------|----------|------------|---------|----------|------------|---------|----------|------------|---------|----------|------------|
| | WDC | | | DCC | | | CDC | | | CODC | | | QLDC | | | GECC | | |
| | Invited | Attended | % Attended | Invited | Attended | % Attended | Invited | Attended | % Attended | Invited | Attended | % Attended | Invited | Attended | % Attended | Invited | Attended | % Attended |
| ITF Foundation | 28 | 5 | 18% | 30 | 3 | 10% | 8 | 6 | 75% | 21 | 5 | 24% | 2 | 2 | 100% | X | X | |
| CIMS Basics | 137 | 10 | 7% | 22 | 17 | 77% | 17 | 6 | 35% | 36 | 6 | 17% | 0 | 0 | | X | X | |
| D4H 1 | 33 | 1 | 3% | ? | 5 | | 11 | 5 | 45% | 30 | 9 | 30% | 4 | 4 | 100% | 7 | 0 | 0% |
| D4H 2 | 84 | 6 | 7% | 6 | 5 | 83% | 28 | 13 | 46% | 57 | 16 | 28% | 9 | 8 | 89% | 41 | 6 | 15% |
| Average Attendance | | | 9% | | | 57% | | | 51% | | | 25% | | | 96% | | | 15% |

X=Cancelled (Weather Event)

Table 2*

| Quarter 2 October-December 2025 | | | | | | |
|---|------------|------------|-------------|------------|------------|------------|
| Qualified | WDC | DCC | CDC | CODC | QLDC | GECC |
| Team Member - Trainee | 66 | 109 | 17 | 53 | 37 | 20 |
| Team Member - Qualified | 13 | 51 | 17 | 19 | 26 | 23 |
| % Team Members Foundation Qualified | 16% | 32% | 50% | 26% | 41% | 53% |
| Function Manager - Trainee | 9 | 19 | 11 | 7 | 9 | 7 |
| Function Manager - Qualified | 1 | 1 | 0 | 3 | 12 | 4 |
| % Function Managers Foundation Qualified | 10% | 5% | 0% | 30% | 57% | 36% |
| Response Manager - Trainee | 3 | 0 | 1 | 1 | 2 | 0 |
| Response Manager - Qualified | 0 | 0 | 0 | 0 | 1 | 0 |
| % Response Managers Qualified | 0% | 0% | 0% | 0% | 33% | 0% |
| Recovery Manager - Trainee | | 1 | 1 | 0 | 0 | 1 |
| Recovery Manager - Qualified | 0 | 0 | 0 | 0 | 0 | 0 |
| % Recovery Managers Qualified | 0% | 0% | 0% | 0% | 0% | 0% |
| Controller - Trainee | 1 | 2 | 0 | 1 | 5 | 1 |
| Controller - Qualified | 1 | 2 | 3 | 2 | 1 | 4 |
| % Controllers Qualified | 50% | 50% | 100% | 67% | 17% | 80% |
| % of Response Team Qualified | 16% | 29% | 40% | 28% | 43% | 52% |

***Note 1:** Table 2 captures Territorial Authority staff only. It does not include Emergency Management Otago staff.

Note 2: All Council Response Teams are to maintain an 80% (minimum) cohort of trained/capable staff. (Foundation Training) – as per the “Training & Capability Strategy 2023-2026”.

Table 2 Key:

- **Team Member “Foundation Qualified”** – Have completed the four introductory “Foundation Suite” courses comprising the:
 - ‘Integrated Training Framework (ITF) Introduction to Emergency Management’ course
 - ‘Coordinated Incident Management System (CIMS) Basics’ course
 - ‘D4H – Part 1’ course
 - ‘D4H - Part 2’ course

“Foundation Qualified” indicates a team member has covered the minimum level of knowledge to understand the basics of how an emergency response works under the Coordinated Incident Management System. It does not measure their competency within their designated function.

- **Function Manager “Foundation Qualified”** – Have previously gained “Foundation Qualified Team Member” and completed the three Function Manager Foundation courses comprising the:
 - ‘Coordinated Incident Management (CIMS) 4’ course
 - ‘Function Leadership’ course
 - Their relevant ‘1-Day Function’ course
- **Controllers** – The Joint Committee endorses controllers. Qualifications and training requirements are still under review. However, they do need a sound grounding in ‘CIMS’ and competency with D4H.

Appendix 2

The Community Resilience Strategy applies to the Otago CDEM Group Otago. It focuses primarily on societal resilience as it applies to disaster risk management. This strategy will guide Emergency Management Otago through to 2026 at which point it will be reviewed and adjusted, if required.

The Strategy focuses on four (4) objectives:

1. Creating Awareness
2. Increasing Connectedness
3. Building Capability
4. Enabling and Empowering

The Otago CDEM Group responsibilities in this area are defined in CDEM Act 2002, The Otago Group Plan 2018-28 (The Plan) and The National Disaster Resilience Strategy (NDRS).

The strategy is not proposing to be a ‘one size fits all’ approach to community resilience and community response groups, but rather a framework with relevant elements that councils and communities can utilise under a common set of principles with shared goals and outcomes.

Community Engagement Activities

| District | Activity | Aware | Connect | Enable | Capable |
|--------------|--|-------|---------|--------|---------|
| Dunedin City | Dunedin 4WD Club | | | | |
| | Broad Bay School | | | | |
| | Marae Hauorw Day, Ariteuru Marae | | | | |
| | Coffee and Chat Group - South Dunedin | | | | |
| | Taieri Community - Blind Low Vision NZ | | | | |
| | Strath Taieri Connect Charitable Trust | | | | |
| | Valley Project | | | | |

| District | Activity | Aware | Connect | Enable | Capable |
|-------------------------|---|-------|---------|--------|---------|
| | Waiputai Festive Fete | | | | |
| Clutha | West Otago Community Board | | | | |
| | Lawrence/Tuapeka Community Board | | | | |
| Central Otago | Maniototo Community | | | | |
| | Cromwell Market Day | | | | |
| | Bannockburn Hall Christmas Picnic | | | | |
| Queenstown Lakes | Queenstown Airport Safety Week | | | | |
| | Wānaka Airport | | | | |
| | Lakes Multicultural Collective | | | | |
| | Wakatipu Guides | | | | |
| Waitaki | Gen Public & Business who were invited by WDC who operate or live near the Ardgowan Dam hazard potential (3 sessions) | | | | |

Community engagement activities (1 Oct – 30 Dec 2025)**Dunedin City (Total Attendees: 421)**

Dunedin City presented to several communities of interest including South Dunedin Baptist Church and Blind Low Vision NZ. Community-wide events included attendance at the Marae Hauorw Day at the Ariteuru Marae and the Waiputai Festive Fete at Blueskin Bay.

Clutha District (Total Attendees:25)

Discussions were held with both the West Otago and Lawrence/Tuapeka Community Boards about the Civil Defence Emergency Management structure and the Community Boards' roles.

Central Otago District (Total Attendees:330)

A significant community meeting focused on resilience and response, along with working together. Speakers from St John, FENZ, Naseby Forest, Police and Emergency Management Otago attended the event which was held in Ranfurly

Central Otago joined CRGs in Cromwell and Bannockburn for end of year community events.

Queenstown-Lakes District (Total Attendees:113)

Queenstown-Lakes District delivered presentations at Queenstown and Wanaka airports, this included personal and work preparedness discussions. A presentation to the Wakatipu Girl Guides was delivered as part of the Guides work towards their Prepared and Ready badges. A presentation to the Lakes Multicultural Collective was held along with Red Cross.

Waitaki District (Total Attendees:10)

Waitaki held three sessions raising awareness of any potential failure of the Ardgowan Dam

Appendix 3

Community Resilience Groups

Community Resilience Group activities (1 October – 22 December 2025)

Each district is active in building community resilience through coordinated emergency planning, preparedness training, and local resource management. Here is a brief summary for each district based on recent CRG activities:

Central Otago District

Presentations were given to the Millers Flat and Manuherehia groups on lessons from the October wind event in Clutha.

Bannockburn group is planning training for the new year.

Clutha District

The Clinton and Waipahi group had a hub operations exercise and a follow-up tabletop exercise to round the year off.

A meeting to reinvigorate the Taieri Mouth group was held in December.

Dunedin City

Mosgiel-Taieri met the new Community Board chair and reviewed plans and arrangements.

Strath Taieri undertook hub operations training and considered the setup of the main location and alternates.

Waikouaiti, Karitane, and Warrington focus on CRG formation and hazard awareness education.

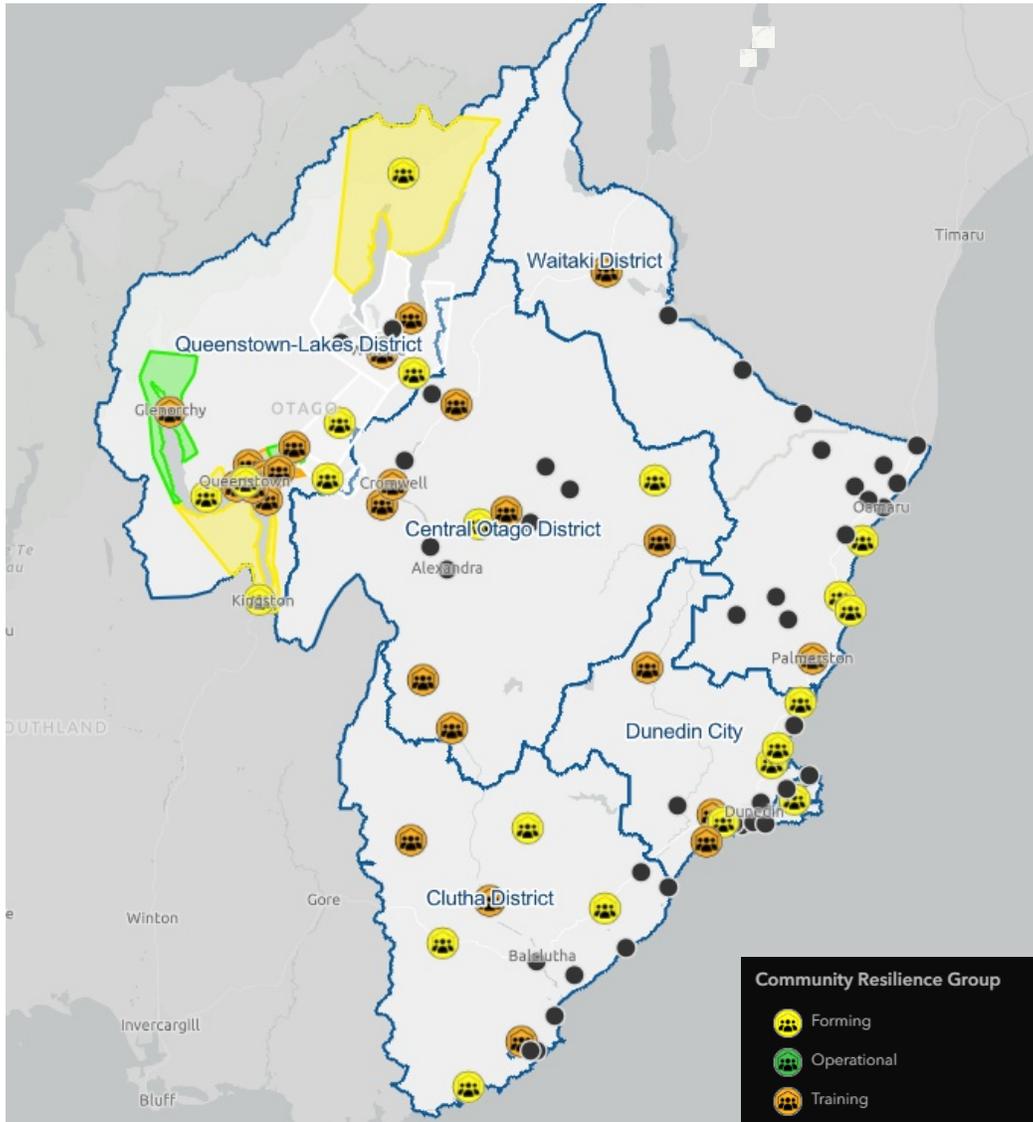
Queenstown-Lakes District

Training activities were undertaken with the Arrowtown, Shotover Country, Arthurs Point, and Frankton groups. This ranged from radio operations, hub setup and desktop exercises.

Waitaki District

The Omarama group undertook training on setting up the community hub.

Community Resilience Groups in Otago



Community Resilience Groups in Otago – Operational Capacity

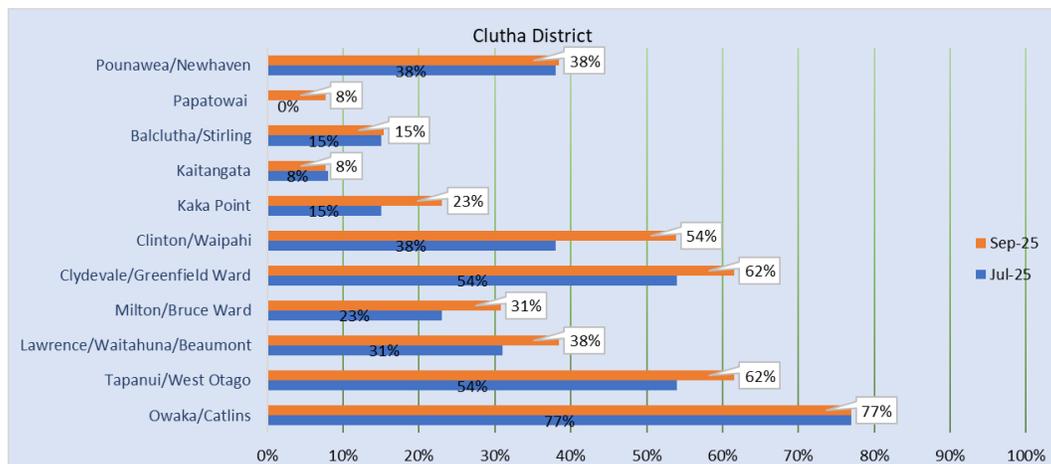
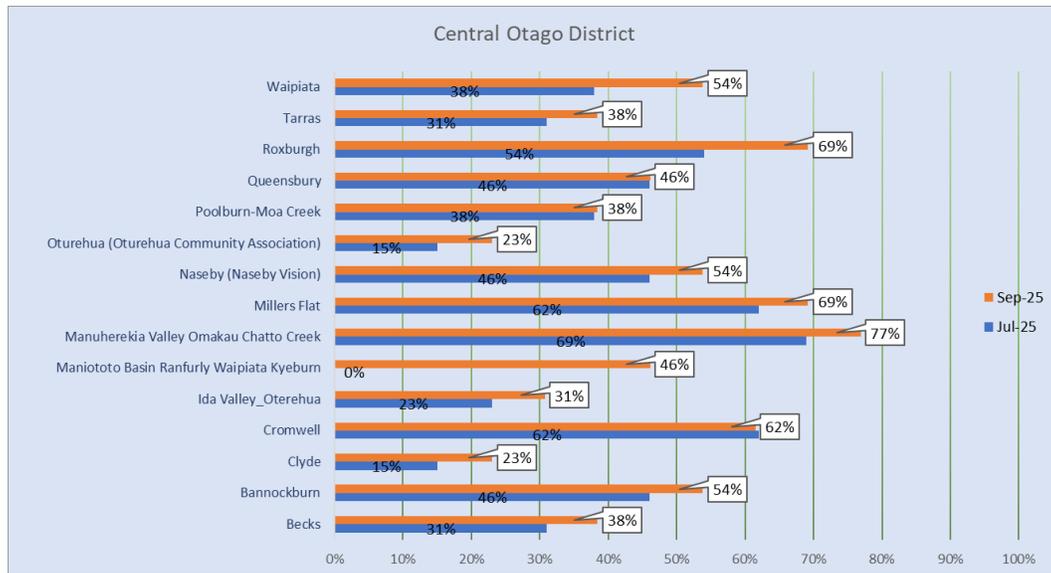
The map of Community Resilience Groups shows the location of the groups. The three categories of groups (Forming, Training, and Operational) are based on the stage of development as per the Otago Community Resilience Strategy.

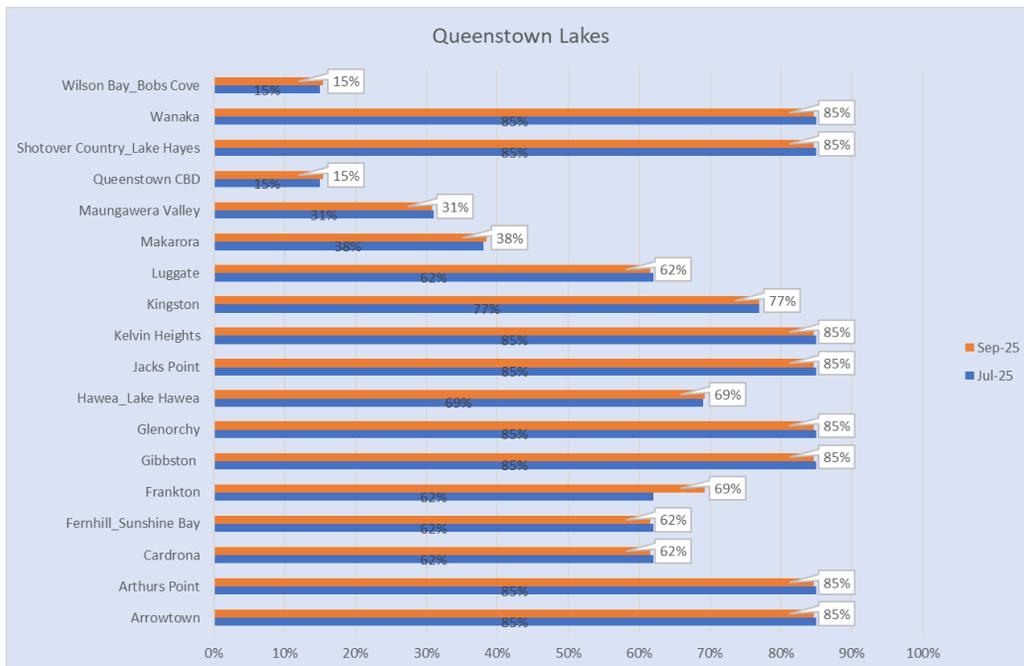
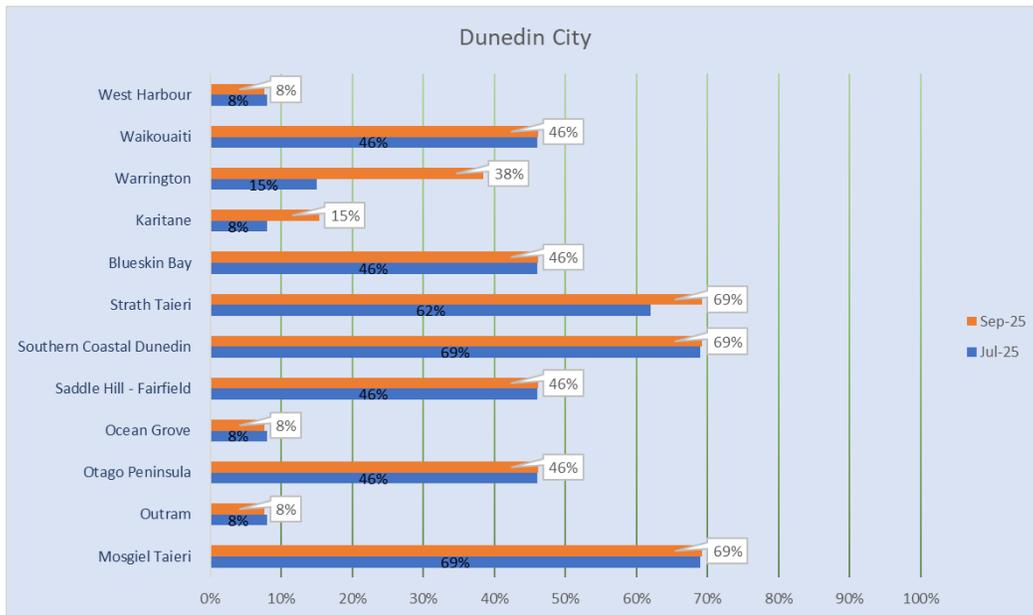
The black dots on the map are locations where community engagement activity is being planned or at a pre-forming stage of Community Resilience Group development. They can also represent known pre-existing groups that are in the process of being connected as Community Resilience Groups have established relationships with district Emergency Operation Centres but fall outside of the Strategy.

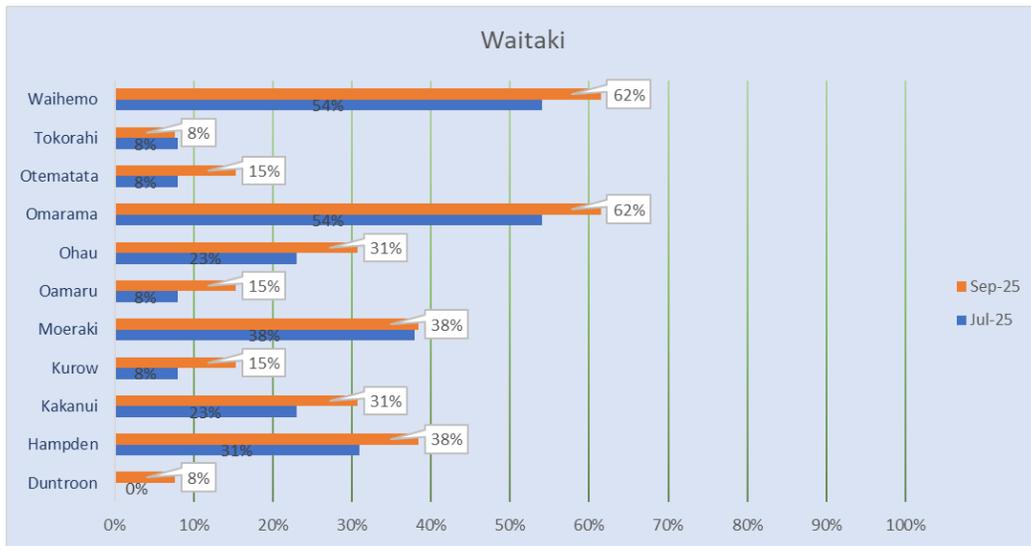
A Health and Safety Training module has been developed for Community Resilience Groups. Once this has been developed and delivered, many groups will be able to be listed as fully operational.

Due to staff illness, no changes have been made to the CRG status charts for this quarter.

It is worth noting that some of these groups are long-standing, functional, connected to the respective EOC, and well familiar with activating during emergencies, regardless of the relative percentage level as described in the strategy.







7.3. Finance Report

Prepared for: Civil Defence and Emergency Management - Joint Committee
Report No. CDEM2609
Activity: Emergency Management Otago
Author: Matt Alley, Group Manager, Emergency Management Otago
Endorsed by: Matt Alley (Group Manager, Emergency Management Otago)
Date: 5 March 2026

PURPOSE

- [1] This report provides an updated overview of the Emergency Management Group's financial performance for the period from July to December 2025. It includes actuals against budget, identifies key variances, and updates the previously reported position to reflect year to date data.

EXECUTIVE SUMMARY

- [2] As of December 2025, the CDEM Group is reporting a year-to-date operating surplus of \$134,839, compared with a budgeted deficit of \$22,692, a favourable net variance of \$157,531.

Revenue

- [3] Total revenue is \$2.019m YTD, which is \$19,328 favourable to the budget. This is driven by:
- Rates revenue of \$2.007m, \$6,828 above budget; and
 - Other revenue (TEC Fund) of \$12,500.

Expenditure

- [4] Total operating expenditure is \$1.885m YTD, which is \$138,203 favourable to the budget overall. This net underspend occurs despite overspends in two key lines:
- Employee benefit expenses are \$1.153m YTD, which is \$72,122 overspent against budget.
 - Depreciation & amortisation is \$28,040 YTD, which is \$18,590 overspent against budget.
- [5] These overspends are more than offset by:
- Other expenses of \$202,296 YTD, which is \$146,172 underspent against budget; and
 - Internal charges/recoveries are \$501,003 YTD, which is \$82,743 favourable to budget (i.e., lower than budget).

Forecast

[6] The full-year forecast indicates a surplus of \$16,404, compared with a near break-even full-year budget position. This suggests the current favourable position is expected to narrow as planned expenditure is delivered through the remainder of the year.

RECOMMENDATION

That the Joint Committee:

1) **Notes** this report.

BACKGROUND

[7] Emergency Management Otago operates under a shared service agreement to deliver regional civil defence and emergency management functions. Sound financial oversight supports the delivery of core services, resilience initiatives, and emergency readiness.

DISCUSSION

| Finance (July 25 - December 25) | | | | | |
|------------------------------------|--------------------------|---------------------|---------------------|-------------------|---------------------|
| | | Actual YTD (000) | Budget YTD (000) | Variance (000) | Full Year Budget |
| Income | Targeted Rate | 2,007 | 2,000 | 7 | 4,000 |
| | TEC Fund | 13 | - | 13 | - |
| Total Revenue | | 2,019 | 2,000 | 19 | 4,000 |
| Expenditure (Direct Costs) | Depreciation | 28 | 9 | (19) | 19 |
| | Staff Time / Expenses | 1,153 | 1,081 | (72) | 2,162 |
| | Internal Charges | 501 | 584 | 83 | 1,168 |
| | Operations | 202 | 348 | 146 | 651 |
| Total Operating Expenditure | | 1,885 | 2,023 | 138 | 4,000 |
| Surplus/(Deficit) | | 135 | (23) | 158 | - |

Table 1: Year-to-date (July – Dec) financial consolidation by activity.

CONSIDERATIONS

Strategic Framework and Policy Considerations

[8] No matters arising.

Financial Considerations

[9] No matters arising.

Significance and Engagement

[10] No matters arising.

Legislative and Risk Considerations

[11] No matters arising.

Climate Change Considerations

[12] No matters arising.

Communications Considerations

[13] No matters arising.

NEXT STEPS

[14] N/A.

ATTACHMENTS

Nil

7.4. Otago Lifelines Update

Prepared for: Civil Defence and Emergency Management - Joint Committee
Report No. CDEM2613
Activity: Emergency Management Otago
Author: Mel Banks (Lifelines Program Lead)
Endorsed by: Matt Alley (Group Manager, Emergency Management Otago)
Date: 5 March 2026

PURPOSE

- [1] This report informs the Joint Committee (JC) of the activity undertaken at the Otago Lifelines meeting on 3 December 2025.

EXECUTIVE SUMMARY

- [2] The Otago Lifelines Program exists and is owned by the members of the Otago Lifeline Group, in alignment with sections 59 and 60 of the Civil Defence Emergency Management Act 2002. The group meets quarterly to enhance the connectivity of lifeline utility organisations across agency and sector boundaries to improve critical infrastructure resilience as per the Otago Lifelines Group ToR.
- [3] The Otago Lifelines Group is focused on delivering the recommendations that came from the Otago Vulnerability Assessment 2024, with an emphasis on business continuity planning to enable stronger resilience and capabilities in adverse situations, and to manage expectations.
- [4] In alignment with the Annual Plan, the recommendations from the Vulnerability Assessment are:
- a. Alternate Communication Plan
 - b. Fuel Plan
 - c. Generator Plan
 - d. Lifeline Utility Coordinator Exercise
 - e. Upgrade of the Otago Lifelines GIS Viewer
- [5] The membership of the group consists of representatives at a regional level from:
- a. Emergency Management Otago
 - b. Regional and District Councils
 - c. Electricity
 - d. Telecommunications
 - e. Transport
 - f. 3 Waters
 - g. Roding
 - h. NEMA

RECOMMENDATION

That the Joint Committee:

- 1) **Notes** this report.
- 2) **Notes** the updates from the Otago Lifelines Group meeting.

DISCUSSION

- [6] Activity is underway for the Lifeline Utilities Communication Plan, which will leverage the Otago Lifeline Utilities Coordinator (LUC) Protocols 2023, outlining the expectations of utilities and the Coordination Centre's pre- and during an emergency. Utilising the PACE model (Primary, Alternative, Contingency, Emergency) for means of communicating, the plan will outline how utilities and coordinating centres will communicate if business-as-usual means of communication are affected by a significant emergency, and the essential information required to be shared by all parties is known in peacetime.
- [7] The Otago Generator Management Plan first draft was issued in October, and feedback from reviewers indicates that the scope and content should be broadened to capture generator inventory held by rental equipment providers within Otago.

Engagement with Aurora Energy to look at options for mobile and fixed infrastructure to support the plan.

Learnings from the October Clutha District and Southland State of Emergency to be incorporated into the plan.

- [8] The Otago and Southland Fuel Plan (2019) requires an update; data captured from the generator survey will be fed into this review. NEMA, on behalf of MBIE, released the updated National Fuel Database, providing new data, including provisions for backup power from a generator. The purpose of the plan is to detail arrangements for CDEM critical entities to have access to fuel in a CDEM response.

Canterbury CDEM have expressed interest in the Otago Southland Fuel Plan review process, proposing an inter-regional plan to capture interdependencies.

- [9] The Lifeline Utility Coordinator (LUC) Exercise plan to test the Alternative Communications Plan (in paragraph 6) between Lifeline Utilities and Coordination Centres to ensure the plan is robust. The scope and design of the exercise are still to be developed, but it is intended to occur in Q3/Q4.
- [10] The Otago Lifelines Geographic Information System (GIS) Viewer, which was created in 2021, will be updated to incorporate hazard models from the ORC Natural Hazards Team and a detailed dataset requested from local councils on their 3 waters infrastructure for impact assessments and consequence analysis.

CONSIDERATIONS

Strategic Framework and Policy Considerations

[11] The Otago Lifelines Group is in alignment with the Otago Group Plan.

Financial Considerations

[12] Costs associated with attending and contributing to committee meetings are met by participating agencies.

Significance and Engagement

[13] Engagement with members of the committee is active and ongoing.

Legislative and Risk Considerations

[14] The Otago CDEM Group operates under the provisions of the CDEM Act 2002 and the Health and Safety at Work Act. The Otago Lifelines Group is in alignment with these provisions.

Climate Change Considerations

[15] No matters arising

Communications Considerations

[16] No matters arising

ATTACHMENTS

1. Otago Lifeline Utilities Group Workplan Report February 2026 [7.4.1 - 5 pages]
2. Minutes: Otago Lifelines Meeting 3 December 2025 [7.4.2 - 7 pages]

Otago Lifeline Utilities Group

Work Plan Update: February 2026

Purpose

The Otago Lifeline Utilities Group is to enhance the connectivity of the Lifeline Utilities Organisations across agency and sector boundaries to improve infrastructure resilience.

Reporting

The Otago Lifeline Utilities Group reports to the Joint Committee (JC) with activity reported quarterly.

Meetings

The Otago Lifeline Utilities Group meets four times yearly, and otherwise as required. Membership of the group is defined in the National Plan Order 2015, though attendance and participation in activities have varied.

Membership

The Otago Lifeline Utilities Group has the following members:

- Otago Lifelines Chairperson
- Otago Lifelines Program Lead
- Representatives from:
 - Electricity Sector
 - Transportation
 - Roothing
 - Telecommunications
 - 3 Waters
 - Otago Regional Council
 - National Emergency Management Agency (NEMA)
 - Emergency Management Otago
 - Fast Moving Consumer Goods
 - Health

Overview

The projects in Table 1 have been identified as risks in the [Otago Vulnerability Assessment](#) undertaken in 2024, as plans that are not currently in place.

The projects in Table 2 have plans and projects currently in place that require a review and updating.

Table 1

| Recommended Projects from the 2024 Otago Vulnerability Assessment for the Otago Lifeline Utilities Group | | | | | | |
|--|--|----------------------------|--|---|---|--|
| | Project | Plan Status | Project Brief / Context | Activity | Risk | Work Status |
| 1 | Lifeline Utilities Communications Plan | No plan currently in place | Communication in an emergency is critical for clear coordination and the sharing of information, this can be supported by several methods. Therefore, it is critical to understand where key communications equipment is located who owns and operates the resource, which agencies have access to which services (e.g. VHF / UHF / Satellite etc), which frequencies are currently being used and the contacts within each organisation (both personnel and call signs). This would enable a clear communications plan for use in emergencies to be established and provide prioritisation for restoration of critical sites to enable its enactment. | <ul style="list-style-type: none"> Review the Otago Lifeline Utilities Coordinator Protocols (minor update required) Creation of a Starlink information pack Compile existing technology supporting alternate communications, i.e. One.NZ text-to-Satellite. Encourage the Otago Lifeline Utilities Group to understand their Business Continuity Plans to support the development of the Communication Plan An exercise with the Otago Lifeline Utilities Group to test the communications plan when completed. |  | Underway |
| 2 | Regional Generator Plan | No plan currently in place | There is a high reliance across lifeline utility providers for backup power generation. These resources are limited within the region and will require significant coordination to ensure their placement and use is prioritised for maximum effect | <ul style="list-style-type: none"> Feedback from the first draft indicated the scope of the plan to be broadened. Further data collection is required to capture the inventory of generators held by |  | Underway. Increased scope of the plan |

| | | | | | | |
|---|--|---|---|--|---|--|
| | | | <p>in response and recovery. An Otago Regional plan would identify the requirements across lifeline utilities and other key response organisations, coordination and logistical arrangements and prioritisation for specific hazards and their impacts.</p> | <ul style="list-style-type: none"> • rental equipment providers within Otago. • Collaboration with WellSouth to assist with information gathering from private GP's and Pharmacies. • The National Fuel Data set has been issued by NEMA on behalf of MBIE, providing partial information surrounding Fuel stations' backup power supply. • Aurora Energy to look at options for mobile and fixed infrastructure to support the plan. • An opportunity to capture critical information on generator distribution during the October 2025 Clutha District Local State of Emergency to be incorporated into the plan • Investigate locations in Otago that have large-sized generators (200kVa +) • Meet with the Rural Support Trust who coordinated the distribution and rotation of generators on dairy farms during the Clutha weather event. | | <p>and additional information collection required, delivery of the plan moved into Q3.</p> |
| 3 | Otago Lifeline Utilities training and exercising | No current training and exercise program for the Otago Lifeline | The coordination of lifeline utility providers in response is critical to ensuring an effective response and recovery. Familiarity with the systems and requirements of response, as well as the current plans and procedures, is vital to enable this to occur. Training and exercising are keyways to ensure readiness for response, and this should be | <ul style="list-style-type: none"> • Integration of Otago Lifeline Utilities into D4H. D4H training session planned during the March Lifelines Meeting • An exercise will be planned to test the communications plan when completed. |  | Underway |

| | | | | | | |
|---|--|-----------------------|--|---|---|---------|
| | | Utilities Group | encouraged across the Lifeline Group, both with utility providers to test their arrangements and across the wider Lifeline Group to ensure effective coordination. Where possible, collaboration should be sought between Otago Lifelines Group members when organising training events such as the Coordinated Incident Management System (CIMS), to further develop relationships and reduce the cost of training to each participating organisation. | | | |
| 4 | Impacts of lifeline infrastructure failures on the wider environment | No current assessment | The identification of the social, economic, and natural impacts of lifeline utility failures can provide Emergency Management Otago partner lifeline utility organisations with critical information to support the prioritisation of reduction and mitigation works and planning for service restoration in an emergency. This may include the use of systems such as Riskscape to provide an analysis of the impacts of outages and the identification of critical assets. | <ul style="list-style-type: none"> Investigate if any New Zealand Universities have had master's or PhD studies on the consequences of infrastructure failure concerning Lifeline Utilities. |  | Planned |

Table 2

| Joint Projects (Otago Group Office, Otago Lifeline Utilities Group, Inter-Regional CDEM Groups) | | | | | | |
|---|----------------------------------|---------------------------------------|--|---|---|-------------|
| | Project | Plan Status | Activity this quarter | Activity planned | Risk | Work Status |
| 1 | Otago & Southland Fuel Plan 2019 | The plan requires review and updating | <ul style="list-style-type: none"> Met with Southland CDEM to review the current shared fuel plan. Requested additional information from NEMA and the Fuel Sector Coordinating Entity (SCE) from MBIE | <ul style="list-style-type: none"> Continue the review of the plan with support from the Fuel Sector Coordinating Entity from MBIE Expression of interest received from Canterbury CDEM to meet and |  | Underway |

| | | | | | | |
|---|---|--|--|---|---|----------|
| | | | | <ul style="list-style-type: none"> discuss the inter-region dependencies of the fuel | | |
| 2 | Update Emergency Management Otago Alternative Communications Plan 2023 | The plan requires a review | <ul style="list-style-type: none"> Testing of Starlink Mini's. | <ul style="list-style-type: none"> Review the current plan and assess new technology options and retiring older technology. |  | Underway |
| 3 | Further development of the Otago Lifelines Geographic Information Systems Viewer 2018 | The viewer requires review and update. | <ul style="list-style-type: none"> Determined that the Otago Lifeline Utilities GIS Viewer could not be open source due to confidentiality agreements in place at the start of the project. | <ul style="list-style-type: none"> Request CODC Vulnerability Assessment and supporting GIS layers around infrastructure Request data set updates from utilities currently in the viewer. Integrate Otago Regional Council Hazard layers into the Otago Lifeline Utilities Geographic Information System viewer. |  | Underway |

Low Risk:



Medium Risk:



High Risk:



Otago Lifelines Group Meeting Minutes

DATE & LOCATION:

3 December 2025, via Teams

MEETING TIME:

10:00 am-12:00 Noon

Attendees

| | | |
|-------------------------------|---------------------------------|--------------------------------|
| Matt Alley (EMO) | Mallory Wood (TWO) | Andrew Watson (CODC) |
| Mel Banks (EMO) | Vanessa Jones (Foodstuffs) | Jessica Cotton (Aurora) |
| Paul Llyod (Meridian Energy) | Paula Cathie (EMO) | Amy Francis (Network Waitaki) |
| Jon Mitchell (QLDC) | Andrew Welsh (ORC) | Louis Perenara (Chorus) |
| Paul Brislen (TCF) | Glenn Hutton (Unifone) | Taylor Hendl (EMO) |
| Erica Andrews (EMO) | John Coutts (DCC) | Glenn Mitchell (EMO) |
| Mark Tynan (One NZ) | Wayne Smith (Chorus) | Allison Tomlinson (QLDC) |
| Danny Fountaine (EMO) | Courtenay Jamieson (EMO) | Tim van Woerden (ORC) |
| Jacqui Lambeth (EMO) | Andrew Welsh (ORC) | Bill Nicoll (QLDC) |
| Nick Rodger (Dunedin Airport) | Cynthia Wilson (DCC) | Derek Shaw (EMO) |
| Chris Brooker (EMO) | Duncan McLeod (Network Waitaki) | Richard McKey (Contact Energy) |

Apologies

| | | |
|-------------------------|------------------------|-------------------------|
| Nicole Felts (NZTA) | Peter Northcote (NEMA) | Quinton Penniall (CODC) |
| Shaun O'Halloran (NEMA) | Clare Dobson (TCF) | |

Administration & Chair Nominations

- **Apologies** received from several members (NZTA, NEMA, CODC, & Telecommunications Forum).
- **New members** welcomed from Waitaki District Council, Central Otago District Council, and Telecommunications Forum.
- **Co-chair nominations:**
 - Nicole Felts (NZTA) nominated prior.
 - Jon (Mitch) Mitchell expressed interest, particularly as governance liaison.
 - Group agreed to **co-chairs: Jon Mitchell and Nicole Felts**

Lifelines Work Program Update: Mel Banks

Generator Management Plan

- Review underway following recent severe weather events, stressing generator resources.
- Broadening scope to include logistics and rural support learnings.

- Telecommunications Forum expressed willingness to align its generator planning.
- Second review planned for Q2–Q3, endorsement expected Q4.

Alternative Communications Plan

- Based on the **PACE model** (Primary/Alternate/Contingency/Emergency).
- Intended to be tested during the region-wide exercise in 2026

GIS Lifelines Viewer

- National-level request for updated GIS data from utilities.
- Movement toward a common operating picture (COP) aligned across multiple regions.
- Access and architecture improvements underway to make the tool more usable for external agencies.

Otago–Southland Fuel Plan

- Joint plan from 2019 now under review.
- Updated fuel industry data (GIS layers, MBIE datasets) available.
- Support offered from sector coordinating entities during the review.

Otago Lifelines Group Updates

Updates to focus on current and upcoming projects, and learnings from recent responses.

Otago CDEM: Matt Alley

- Local government reform and the upcoming **Emergency Management Bill** are major sector priorities.
- Several national digital transformation projects underway:
 - New **public alerting system** (replacing Whisper).
 - National COP/data integration work.
 - Future **sector-wide operational platform** ("CIMS for Sector") planned for 2027–28.
- Significant exercise planned for **May 2026** (all ECC/EOCs active concurrently).
- Debriefs ongoing from Southland/Clutha weather events, with strong lifelines engagement noted (especially PowerNet).

NEMA: Peter Northcote (via email)

- Firstly, a huge acknowledgement of all those who were involved in the late-October Southland – South Otago severe weather event. Collectively, we seemingly added a new sub-function - Generators - to CIMS! As with any response, there are great debriefs happening and positive opportunities emerging for improvements across the 4R's.
- Hopefully, many of you were able to enjoy the National Lifeline Utilities Forum a week or so ahead of the storm. Papers are now published to the NZ Lifelines Council's [new website](#), with the 2026 forum announced for Hamilton, on Tuesday 10 and Wednesday 11 November.

- Exercise Tahu-nui-a-Rangi 2025, held over 5 & 6 November, was a Tier 4 National Exercise focused on the delivery of the [National Space Weather Response Plan](#). It was a great opportunity for the broader emergency management community to learn more about the operational realities and interdependencies of the lifelines sectors, and it received great media coverage as well.
- We've been working with Sector Co-ordinating Entities on content to include in "Sector on a Page" (SOAPs), designed to orient EM governance, other sectors, and EM responders to each sector from a response perspective. These will start heading into design from January.
- North Island lifelines group colleagues have finished priority routes planning (modelled off the great work done for AF8).
- We're still expecting a couple of "stocking stuffers" to close out the year:
 - A new [Emergency Management Bill](#) to be introduced before Parliament rises for the year on the 18th.
 - Publication of a Disaster Waste Management Guideline co-authored by NEMA and the Ministry for the Environment.

Roading Sector Updates:

NZTA: Nicole Felts, October Weather Event update (via email)

- Most damage was to things such as signs, rather than the road asset itself. Most road closures were caused by trees or downed power lines, and despite a lot of closures, the roads were reopened relatively quickly.
- At the peak of the event on the 23rd, 28 road closures were being managed by Wellington Traffic Operations Centre (WTOC), 22 in the South Island and 6 in the North Island. The highest number of open incidents was 107. WTOC normally receive 300 calls a day, with 175 of these being between 8 am and 6 pm. The number of calls was over double this on Tuesday and Wednesday, and on Thursday, the 23rd, they received 777 calls total, with 578 of them between 8 am and 6 pm. Delays were experienced by the contractors as well as emergency services, who were ringing through.
- Unfortunately, the Journey Planner also crashed during the event. It had 1 million views by 100,000 users; this is ten times the normal amount, and this was also more than the Auckland floods.
- Concerns/challenges about private trees that could impact the state highway if they fell, opportunity to have a better process around this.
- A lot of calls received by WTOC were from multiple agencies with the same info/updates, so better comms/coordination would have helped.
- Ongoing concern with severe weather events that people still travel when it's not essential or safe to, e.g. trucks being blown over and trees falling and narrowly missing cars.

Queenstown Lakes District Council: Alison Tomlinson

- Resilience projects underway:
 - **Crown Range** slope investigations.

- **Glenorchy–Paradise Road** slope and creek work.
- Increasingly severe weather is putting pressure on roading budgets.
- More proactive geotechnical monitoring programme to launch in 2026.

Dunedin City Council: Cynthia Wilson (via email)

- Seasonal roadworks and event-related closures; cruise ship season increasing traffic.

Central Otago District Council: Andrew Watson

- Increased use of D4H for asset and bridge monitoring.
-

Water Services Updates:

Queenstown Lakes District Council: Alison Tomlinson

- Major upgrades:
 - New wastewater treatment capacity (Project Pure).
 - New water supply bores (Luggate).
 - Strong focus on resilience and adaptation during upcoming 3 Waters transition.

Dunedin City Council: John Coutts

- Large storm impacts led to 40+ wastewater pump station outages.
- Business as usual remains extremely busy as 10-year contract renewals and CAPEX projects progress.

Central Otago District Council: Andrew Watson

- Working to improve generator asset data and emergency readiness.
-

Electricity Sector Updates:

Meridian Energy: Paul Lloyd

- Record rainfall in southern catchments (4.1 m in 3 months).
- Preparing for potential spillage at Lake Pukaki.
- Significant seismic upgrade projects continuing.
- Detailed AF8 response planning underway.

Contact Energy: Richard McKey

- High inflows causing active lake level management.
- National **Probable Maximum Precipitation** study updated; results still being refined.
- Internal emergency exercise (flood scenario) completed.

Aurora Energy: Jessica Cotton

- Up to 16,000 customers were affected during the October storm; the majority were restored within 24 hours.
- Website outage information feed failed, and lessons were noted.

- Significant interest in supporting community energy resilience (battery storage, EV-to-Grid projects).

ACTION: Aurora Energy to provide a full update on the transmission line consultation outcomes

Network Waitaki: Duncan McLeod

- Ongoing renewal work, fibre expansion, and generator relocation for critical sites.
- New transformers installed, with spares retained for resilience.

Transpower

No update

Telecommunications Sector Updates

One NZ: Mark Tynan

- Major office relocation (Auckland).
- Ongoing backhaul resilience work.
- Busy during weather event deploying generators.

Chorus: Louis Perenara

- Coordinated event response across Southland and Otago via on-ground and audio links.
- Extensive generator deployment; many areas are still in recovery and maintenance.
- Some underground cables were lifted by fallen trees and require permanent repair.
- Standby batteries underperformed and needed replacing.
- Fibre diversity and Dense Wavelength-Division Multiplexing (DWDM) project nearing completion; the October weather event showed good resilience from the new fibre ring.
- Ongoing copper retirement; prioritising decommissioning redundant radio sites and shifting customers to fibre.
- Only one vulnerable customer required direct satellite phone support.

Unifone: Glenn Hutton

- Main issue: loss of mains power to repeater sites.
- Generators deployed quickly; network resilience investments over the past five years proved effective.
- Some batteries did not last as expected—will be upgraded.
- Some areas (e.g., Tapanui) were offline longest, but users often had fallback mobile coverage.
- Extensive generator procurement in previous years paid off during this event.

Airport, Ports and Rail Updates

Dunedin Airport: Nick Rodger

- Experienced 75-knot winds—above the design threshold for many structures.
- Lost both grid connections for 8.5 hours.
- Upcoming upgrades will enable full airport operation during multi-day outages:

- Replacement switchboards
- Larger generator (post-Christmas deployment)
- Enhanced UPS coverage
- Lost water due to tree uprooting that tore up water mains and fibre ducting.
- Undertaking seismic strengthening, drainage upgrades, and flood/climate risk modelling.
- Expanding on-site radio network after widespread telco outages.
- Developing an Emergency Operating Centre “(EOC in a box” portable response centre.
- Electric Vehicle (EV) fire-fighting equipment being procured due to growing EV risks in carparks.

Queenstown Airport:

No update.

Port Otago:

No update

KiwiRail:

No update

Health Sector

Te Whatu Ora – Southern: Mallyory Wood

- Two rural hospitals lost power but operated on generators for ~12 hours.
- Major issues in aged residential care (ARC):
 - Many facilities had generator plugs but **no generator supply agreements**.
 - Communications failures impacted district nursing and mental health teams.
- Regional and district debriefs underway; further insights to come.
- Focus areas in the future:
 - Improved business continuity across hospitals and ARC facilities
 - Strengthening alternate communications
 - Catastrophic/isolation planning for rural hospitals
 - Emergency planning for the new Dunedin Hospital outpatient building

Food and Logistics

Foodstuffs South Island: Vanessa Jones

- 84 of 115 stores affected (power loss or building damage).
- Worst damage: roof loss at Tapanui Four Square.
- Emphasis on:
 - Backup communications

- Backup networks
- Access to generators and securing supply agreements
- As a cooperative, preparedness varies by store—Foodstuffs can encourage but cannot mandate.
- Some stores face consent barriers to installing generators (e.g., noise restrictions).

Otago Regional Council, Natural Hazards: Tim van Woerden & Andrew Welsh

- Debris flow hazard project for Roxburgh/Teviot Valley nearing completion.
- Improved flood response workflows through integration with D4H and CDEM.
- ORC spatial data portal now offers natural hazard GIS layers for public download.
- Planned addition of exposure analyses.
- South Island LIDAR capture programme has begun; funding appears stable.

Presentation: How The Telecommunications Forum (TCF) Manage Emergency Response: Paul Brislen**Key Points from the presentation.**

- Telecommunications Emergency Forum (TEF) coordinates telco emergency response nationally; activates joint calls when major issues arise.
- Biggest vulnerability for telcos is **power loss**; cell sites rely on:
 - Batteries (hours of backup)
 - Generators (deployed as needed)
 - Fibre backhaul (easily affected by slips/floods)
- Working closely with power companies is critical—highlighted an effective partnership with PowerNet during this event.
- Some gaps in notification/coordination: Otago EOC activation was not communicated to TEF.
- Priority during outages is emergency calling; data is shut down first to preserve battery life.
- Satellite communication is increasingly important for redundancy.
- Telco mapping visibility is limited due to security concerns; keen to integrate with NEMA's future Common Operating Picture.

MEETING CLOSED:

12:15 am 3 December 2025

Next meeting: TBC

7.5. NEMA Update

Prepared for: Civil Defence and Emergency Management - Joint Committee
Report No. CDEM2611
Activity: Emergency Management Otago
Author: Shaun O'Halloran, Senior Regional Emergency Management Advisor
National Emergency Management Agency
Endorsed by: Matt Alley (Group Manager, Emergency Management Otago)
Date: 5 March 2026

PURPOSE

[1] This report is to update the Coordinating Executive Group with the latest activity and matters that the National Emergency Management Agency (NEMA) is working on.

EXECUTIVE SUMMARY

[2] Details on the NEMA update are outlined in the attached report.

RECOMMENDATION

That the Joint Committee:

1) **Notes** this report.

CONSIDERATIONS

Strategic Framework and Policy Considerations

[3] Nothing arising.

Financial Considerations

[4] Nothing arising.

Significance and Engagement

[5] Nothing arising.

Legislative and Risk Considerations

[6] Nothing arising.

Climate Change Considerations

[7] Nothing arising.

Communications Considerations

[8] Nothing arising.

ATTACHMENTS

1. NEMA Update Otago Joint Committee 5 March 2026 [7.5.1 - 2 pages]



**National Emergency
Management Agency**
Te Rākau Whakamarumarū

NEMA Update

Otago CDEM Joint Committee

05 March 2026

Update on government reform and the Emergency Management Bill

Emergency Management Bill

In December 2025 the Government introduced the Emergency Management Bill, which will replace the Civil Defence Emergency Management Act 2002.

The Bill is currently being considered by the Governance and Administration Select Committee. In recognition of recent severe weather events across the North Island, and following requests from submitters, the Committee extended the deadline for submissions to **Sunday, 15 February 2026**.

The Bill aims to ensure our legislative settings enable the improvements identified through the Government Inquiry into the Response to the North Island Severe Weather Events.

Building on the CDEM Act framework, the Bill proposes to strengthen community and iwi Māori participation, clarify roles across national, regional, and local levels, lift minimum emergency management standards, reduce disruption to essential services, and ensure agencies have appropriate tools and powers during emergencies.

Key changes include enhanced representation on Coordinating Executive Groups, stronger engagement requirements with iwi Māori and disproportionately affected communities, new mechanisms to set and enforce standards (including for essential services and infrastructure providers), updated arrangements for identifying essential infrastructure, required sector response planning, and a stronger emphasis on councils' regional and district responsibilities.

The Select Committee is due to deliver a report on the Bill for the House on **9 June 2026**. The Bill is then expected to go through the remaining legislative stages during this term of Parliament.

Impact of wider government reforms on emergency management

We know there is interest in what the Government's announcement on simplifying local government means for emergency management. NEMA is working with colleagues across government to ensure alignment with changes to the local government system and other reforms (such as resource management and climate adaptation).

Under the proposal to simplify local government, legislation to change local government structures would not be enacted until 2027. The Government has not made decisions about when the governance changes would take effect.

The Government's proposal identifies emergency management as a regional council function that would be governed by new combined territories boards. While any wider legislative implications will become clearer following the current public consultation process, we expect the proposal would result in some changes to CDEM Group structures.

Emergency Management System Improvement Programme (EMSIP)

Following Cabinet's in principle agreement to the [Strengthening Emergency Management Roadmap](#), NEMA has been developing the evidence base and business cases needed to underpin the Roadmap's key initiatives.

The Emergency Management Sector Operational Systems Modernisation and Uplift (EMS-OS) Programme is an anchor project within the Strengthening Emergency Management work programme. It is a key initiative for the emergency management sector, designed to improve how information is managed and shared before, during, and following emergencies. The programme will establish a



common operating picture to enable better situational awareness, produce intelligence, deliver coordination, and support decision-making across the Sector.

This includes:

- **Incident Intelligence:** a shared capability for near real-time situational awareness and the production of intelligence products.
- **National Warning System:** modernising how emergency warnings are issued.
- **Resilient Communications:** exploring the use of technologies like Low Earth Orbit satellite internet to ensure connectivity during emergencies.
- **Operational Systems for NEMA:** enhancing tools for national coordination.
- **Feasibility Study:** a view to deliver common operating tools and associated processes for the CDEM Sector.

Cabinet was provided an update on EMS-OS and has given us the greenlight to continue with this work. However, this greenlight is not a guarantee of funding.

We will provide further updates on the progress of this work as information becomes available.

Appointment of Associate Minister for Emergency Management and Recovery

The Prime Minister recently announced he has appointed **Hon Chris Penk** as **Associate Minister for Emergency Management and Recovery**. Minister Penk will lead the coordination of the Government's response to the recent severe weather in the upper North Island. He will have a particular focus on bringing together government agencies to ensure a joined-up approach to the response.

Resilience Fund Due Date Extended

Due to the impacts of recent weather events across multiple regions, the deadline for CDEM [Resilience Fund applications](#) was extended to **Monday 2 March 2026**. Decisions on successful applications will also be delayed.

As a reminder, the CDEM Resilience Fund aims to strengthen Aotearoa New Zealand's hazard risk resilience by supporting the development of local and regional capability and practice. An annual allocation of \$889,000 (excluding GST) is available for projects that enhance emergency management capability and deliver measurable resilience outcomes.

Investment is strategically targeted to initiatives that provide the greatest benefit and support a collaborative, sector-wide approach. For the 2026/27 financial year, preference will be given to projects aligned with the National Disaster Resilience Strategy.

Next Generation Critical Communications

At the end of last year the Government approved the Next Generation Critical Communications (NGCC) business case. From mid-2026 NGCC will begin offering Public Safety Network Cellular Services to organisations who play an important role in public safety, such as CDEM Groups. Further information is available on the NGCC [website](#).

Shaun O'Halloran | Senior Regional Emergency Management Advisor
National Emergency Management Agency Te Rākau Whakamarumarū

7.6. Emergency Management Bill Submission

Prepared for: Civil Defence and Emergency Management - Joint Committee
Report No. CDEM2610
Activity: EM Bill No.2 – Group Submission
Author: Matt Alley (Group Manager, Emergency Management Otago)
Endorsed by: Matt Alley (Group Manager, Emergency Management Otago)
Date: 5 March 2026

PURPOSE

- [1] Introduce the Otago Civil Defence Emergency Management (CDEM) Group Submission on the Emergency Management Bill (No 2) for endorsement, and
- [2] Present the CDEM Special Interest Group (SIG) Submission as relevant national sector context, for noting.

EXECUTIVE SUMMARY

- [3] The Emergency Management Bill (No 2) proposes the most significant reform of New Zealand's emergency management legislative framework since 2002. The Bill introduces clearer system architecture, strengthened national leadership and assurance, expanded planning and recovery provisions, and enforceable minimum standards across the emergency management system.
- [4] The Otago CDEM Group Submission has been developed as the representative regional position, reflecting Otago's statutory responsibilities, delivery model, hazard profile, and implementation realities. It supports the intent of the Bill but identifies several critical implementation risks that must be addressed for the reforms to be effective in practice.
- [5] In parallel, the CDEM Special Interest Group (SIG) Submission, prepared at a national level by emergency management practitioners, provides useful sector-wide context and reinforces many of the implementation issues identified by Otago. The SIG submission does not replace or override regional submissions but complements them by highlighting common themes and risks across the country.
- [6] The Otago submission prioritises the following matters as being of greatest relevance to Otago and most critical to successful implementation:
- [7] **Commencement and phasing** (Clause 2), commencement must be explicitly linked to system readiness, guidance availability, and capability uplift.
- [8] **National leadership and assurance** (Part 2, Subpart 1) strengthened national powers are supported, but must be exercised proportionately, transparently, and with mandatory consultation.

- [9] **Regional governance and delivery** (Part 2, Subpart 2), Emergency Management Committees must be properly supported through professionally staffed regional emergency management offices, and iwi/Māori partnerships should be strengthened at the governance level.
- [10] **Compliance and enforcement** (Part 5), compliance orders and offences should support system improvement and uplift, not undermine delivery through premature or poorly sequenced enforcement.
- [11] **Implementation risk and resourcing** (RIS / Section 14), significant new obligations are introduced without a dedicated funding pathway, presenting a material risk to delivery.
- [12] **Hazard planning and hazard identification alignment**, particularly the interface between emergency management planning, planning reform, and local government investment and infrastructure planning.
- [13] The Otago submission is attached and recommended for endorsement. It reflects the Group's collective position and is grounded in practical delivery experience across Otago's six councils. The CDEM SIG submission is attached for noting only.

RECOMMENDATION

That the Joint Committee:

- 1) **Notes** the CDEM Special Interest Group (SIG) Submission on the Emergency Management Bill (No 2) as relevant national sector context.
- 2) **Endorses** the Otago Civil Defence Emergency Management Group Submission on the Emergency Management Bill (No 2) lodged with the Governance and Administration Committee.

BACKGROUND

- [14] The Emergency Management Bill (No 2) is intended to replace the Civil Defence Emergency Management Act 2002 and respond to multiple reviews and inquiries into emergency management performance, including recent severe weather events.
- [15] As a statutory CDEM Group with direct responsibility for implementing much of the proposed legislation, the Otago CDEM Group has prepared its own submission to ensure Otago-specific governance, delivery, capability, and resourcing considerations are clearly articulated.
- [16] The CDEM SIG Submission, prepared at a national level through Te Uru Kahika's emergency management practitioner network, provides a consolidated sector perspective based on the collective experience of CDEM Group Managers. While not a substitute for regional submissions, it provides relevant context for CEG members in understanding how Otago's concerns align with broader system issues.

DISCUSSION

[17] The Otago submission highlights that the primary challenge is not the policy intent of the Bill, but its implementation. Key matters emphasised in the Otago submission include:

Commencement and Phasing

[18] Otago strongly supports phased commencement but stresses that obligations should not take effect before:

- national rules, standards and guidance are available; and
- councils and partner agencies have had realistic time to build capability and systems.

Of particular concern are:

- the proposed six-month commencement of compliance orders; and
- new coordination and planning duties placed on chief executives and Emergency Management Committees.

National Leadership and Assurance

[19] Otago supports stronger national leadership and assurance, including default and step-in powers, but stresses that:

- these powers represent a material centralisation of authority; and
- their effectiveness depends on proportionality, transparency, and meaningful engagement with EMCs.

[20] The submission highlights the risk of informal guidance becoming de facto mandatory without appropriate consultation or transition.

Regional Governance and Delivery

[21] The submission supports the reset of Joint Committees as Emergency Management Committees, but identifies two critical gaps:

- the need for a stronger Iwi/Māori partnership at the EMC governance level; and
- the need for explicit recognition of professionally staffed regional emergency management offices, rather than framing support as merely administrative.

[22] These matters are particularly relevant in Otago, given the region's scale, hazard diversity, and reliance on shared regional delivery.

Compliance, Enforcement and Liability

[23] Otago supports the availability of modern compliance and enforcement tools, but emphasises that:

- compliance orders should be a last resort mechanism;
- thresholds and escalation pathways must be clear; and

- enforcement should sit within an improvement-focused assurance framework.

Implementation Risk, Resourcing and Hazard Planning Alignment

[24] The submission highlights that:

- the Bill introduces significant new obligations without a dedicated funding pathway; and
- overlapping hazard planning and hazard identification duties across emergency management, planning reform, and local government legislation risk duplication and inefficiency.

[25] Otago calls for national templates, standardised methodologies, aligned plan review cycles, and clearer statutory alignment between emergency management plans, spatial plans, and long-term plans.

CDEM SIG Submission – Sector Context

[26] The CDEM SIG Submission provides national practitioner context and reinforces many of the risks identified by Otago, including:

- implementation cost and resourcing pressures on councils;
- the need for staged commencement linked to readiness;
- clarity around compliance orders and assurance frameworks; and
- stronger system coordination.

[27] The SIG submission is not a substitute for Otago’s submission but provides useful corroborating evidence that Otago’s concerns are shared across the emergency management sector.

CONSIDERATIONS

Strategic Framework and Policy Considerations

[28] The Otago CDEM Group submission aligns with the strategic direction of strengthening New Zealand’s emergency management system through clearer roles, stronger assurance, and a more coherent end-to-end approach across the 4Rs. The submission supports the intent of the Emergency Management Bill (No 2) while advocating for implementation settings that are realistic, proportionate, and supportive of regional delivery. Endorsing the submission affirms Otago’s commitment to a resilient, well-coordinated emergency management system that reflects both national policy objectives and regional realities.

Financial Considerations

[29] While no immediate funding decisions are sought, the Bill introduces significant new obligations for local authorities without an identified funding pathway. The Otago submission highlights the risk that unfunded mandates will place additional pressure on council budgets and may compete directly with operational readiness and capability uplift. Ongoing monitoring of potential financial impacts will be required as the Bill progresses and implementation arrangements are clarified.

Significance and Engagement

[30] This matter is of moderate to high significance due to its long-term implications for emergency management governance, capability, and delivery across Otago. Engagement has occurred through sector collaboration and internal coordination across Otago CDEM Group members. Formal public consultation is being undertaken through the Select Committee process, and the Group's submission represents Otago's consolidated regional position into that process.

Legislative and Risk Considerations

[31] The Emergency Management Bill (No 2) represents a substantial legislative change, introducing new duties, enforcement mechanisms, and assurance tools. The Otago submission identifies key implementation risks, particularly around commencement timing, compliance orders, and alignment with other legislative reforms. Endorsing the submission supports a risk-based approach that seeks to mitigate unintended consequences and ensure the legislation is workable and durable in practice.

Climate Change Considerations

[32] Climate change is a key driver of increasing hazard frequency and severity, particularly in relation to severe weather, flooding, wildfire, and infrastructure stress. The Otago submission supports reforms that strengthen system capability and resilience but emphasises the need for alignment between emergency management, hazard planning, and long-term investment decisions. Effective implementation of the Bill will be critical to Otago's ability to manage climate-related risk over time.

Communications Considerations

[33] There are no immediate external communications requirements associated with endorsing the submission. If required, communications will focus on confirming that the Otago CDEM Group has lodged a formal submission supporting the intent of the Bill while advocating for practical and well-sequenced implementation. Any public or stakeholder communications will be coordinated to ensure consistency with national messaging and sector engagement.

ATTACHMENTS

1. Otago Group Submission - Emergency Management Bill [7.6.1 - 5 pages]
2. Draft Te Uru Kahika Submission Emergency Management Bill No.2 [7.6.2 - 38 pages]



Emergency Management Otago
70 Stafford St
Dunedin

30 January 2026

OTAGO CIVIL DEFENCE EMERGENCY MANAGEMENT GROUP

Submission on the Emergency Management Bill (No. 2)

Tēnā koutou

The Otago Civil Defence Emergency Management (CDEM) Group thanks the Governance and Administration Committee for the opportunity to submit on the Emergency Management Bill (No. 2) (the Bill).

The Otago CDEM Group supports the intent of the Bill to modernise and strengthen New Zealand's emergency management system. The proposed legislation represents a substantive evolution from the Civil Defence Emergency Management Act 2002, introducing clearer system architecture, strengthened national leadership and assurance mechanisms, modernised planning and recovery provisions, and enforceable minimum standards across the emergency management system.

However, as a statutory Group directly responsible for implementing the legislation, the Otago CDEM Group is concerned that the Bill introduces significant new obligations, compliance mechanisms, and planning requirements without sufficient attention to sequencing, guidance, capability uplift, and resourcing. Without these enabling components, there is a material risk that the intended benefits of the Bill will not be realised in practice.

1. Submission Summary

From an Otago delivery perspective, the reforms proposed in the Bill are timely and necessary. Otago is a geographically large and diverse region with a complex hazard environment that includes high seismic risk, tsunami exposure, severe weather and flooding risk, landslide exposure, wildfire and drought risk, critical infrastructure interdependencies, and significant seasonal population variation across the region.

Effective emergency management in Otago relies on strong regional coordination across six local authorities, iwi and hapū partners, emergency services, lifeline utilities, community organisations, and central government agencies. The scale and diversity of these partnerships mean that successful implementation of new legislative requirements depends heavily on clarity, sequencing, and resourcing.

This submission places particular emphasis on the importance of commencement being linked to system readiness rather than fixed statutory timeframes alone. The Otago CDEM Group supports strengthened national leadership and assurance powers but considers that these must be exercised proportionately, transparently, and with meaningful consultation. The Group considers that Emergency Management Committees must be supported by professionally staffed regional emergency management offices and that iwi and Māori partnership should be strengthened at the governance level.

The Group also considers that compliance mechanisms should support capability uplift and system improvement rather than drive premature enforcement activity. Finally, the Group considers that unfunded mandates present a critical implementation risk, and that strong alignment is required between emergency management planning, planning reform, and wider local government reform.

2. Submitter Details

The submitter is the Otago Civil Defence Emergency Management Group, which is a statutory emergency management group established under the Civil Defence Emergency Management Act 2002 and proposed to continue as an Emergency Management Committee under the Bill. The Otago CDEM Group comprises the Otago Regional Council as administering authority, along with Central Otago District Council, Clutha District Council, Dunedin City Council, Queenstown Lakes District Council, and Waitaki District Council. Together, these councils collectively govern, fund, and deliver emergency management arrangements across the Otago region.

The Group is supported operationally by Emergency Management Otago (EMO), a professionally staffed regional emergency management office. EMO provides governance advice, coordinates regional readiness and planning activity, supports response and recovery operations, leads regional training and exercising, facilitates lifeline utility coordination, and works alongside communities and iwi to strengthen regional resilience.

This submission reflects the Group's role as a delivery body responsible for preparing and maintaining the regional emergency management plan, coordinating readiness, response and recovery across multiple councils, supporting elected members and chief executives, working alongside iwi, emergency services, lifeline utilities and communities, and implementing national policy and legislative change at both regional and local levels.

3. Commencement and Phasing (Priority Issue)

From an Otago delivery perspective, commencement design is one of the most critical determinants of whether the Bill succeeds in practice.

The Bill introduces new planning, coordination, assurance, and compliance obligations that will require the development of national rules, standards and operational guidance, workforce capability uplift across councils and partner agencies, changes to governance and operational arrangements, and alignment with concurrent local government and planning reforms.

The introduction of compliance orders represents a fundamental shift in the emergency management assurance and accountability framework. From an Otago Group perspective, a six-month lead-in timeframe is unlikely to be sufficient unless thresholds for issuing compliance orders are clearly defined, compliance expectations are stable and well understood, and the relationship between assurance, improvement, and enforcement is clearly articulated. Premature commencement risks diverting limited professional capacity away from readiness and community engagement into defensive compliance activity.

The Otago CDEM Group considers that compliance orders should not commence until guidance, thresholds, and escalation pathways are published and councils have had a realistic opportunity to address known capability gaps.

The proposed requirement for territorial authority chief executives to coordinate emergency management resources outside of declared emergencies represents a significant uplift in expectation. From an Otago delivery perspective, this requirement will need clear national guidance on scope and prioritisation, clarity on how these responsibilities interact with regional coordination arrangements, and sufficient implementation time for councils to establish resource inventories,

agreements and supporting systems. The Otago Group also notes the absence of regional council chief executives from this provision despite their critical role in regional coordination.

The Otago CDEM Group considers that the commencement of these provisions should be tied to the availability of guidance, allow for realistic implementation timeframes, and include regional councils.

The Otago Group supports new planning requirements relating to disproportionately affected communities, offers of assistance, and animal management in principle. However, the Group considers that these provisions require nationally consistent definitions, templates, and guidance to avoid fragmented or inequitable implementation across regions.

4. National Leadership and Assurance

The Otago CDEM Group supports stronger national leadership and assurance through the Director-General of Emergency Management, including the availability of default and step-in powers where system performance is at risk.

However, these expanded powers represent a material centralisation of authority. From a regional delivery perspective, their effectiveness will depend on proportionality, transparency, and meaningful engagement with Emergency Management Committees.

The Otago CDEM Group is concerned that informal guidance, statements, or expectations could become de facto mandatory without appropriate consultation or transition time.

The Group considers that national assurance powers should be exercised to strengthen regional capability and consistency rather than undermining local delivery through uncertainty or unfunded expectations. Mandatory consultation on secondary instruments that drive compliance is considered essential.

5. Regional Governance and Delivery

The Otago CDEM Group supports the transition from Joint Committees to Emergency Management Committees and supports the clearer delineation between committee functions and individual council responsibilities.

The Otago CDEM Group supports stronger recognition of iwi and hapū as Treaty partners in emergency management. Limiting iwi and Māori participation to Coordinating Executive Groups does not reflect the strategic governance role iwi already play in many regions. The Group considers that the Bill should enable iwi and Māori participation at the Emergency Management Committee governance level while allowing flexibility for regions to design partnership arrangements that reflect local tikanga, relationships, and capability.

The Otago Group's operational experience demonstrates that effective modern emergency management requires a professionally staffed regional emergency management office rather than administrative support alone. The Group considers that the Bill should explicitly recognise the need for suitably resourced regional emergency management offices led by emergency management professionals and accountable to Emergency Management Committees.

The Otago CDEM Group notes that Clause 126 would grant elected member chairs and deputy chairs of Emergency Management Committees the authority to enter into contracts on behalf of their committee. From an Otago Group perspective, this provision is inconsistent with the long-established principles of governance and management separation embedded in the Local Government Act framework. The Group is concerned that enabling elected officials, including mayors, to directly enter contractual arrangements risks drawing governance actors into

operational decision-making across all phases of emergency management, particularly response and recovery. This has the potential to create role confusion during high-tempo operational environments, undermine established controller authorities, and create uncertainty for partner agencies and suppliers.

If contractual authority is to be provided within the emergency management system, the Otago CDEM Group considers that it would be more appropriately assigned to the chair and deputy chair of Coordinating Executive Groups, consistent with the executive leadership intent reflected in Local Government Act section 42 and aligned with the statutory operational authorities already exercised by controllers at national, regional, and local levels. This approach would better preserve governance oversight while maintaining clear operational accountability and decision-making pathways during emergency events.

6. Compliance, Enforcement and Liability

The Otago CDEM Group supports the availability of modern compliance and enforcement tools and expanded civil liability protections.

However, the Group considers that compliance tools must support system improvement rather than create fear-based compliance environments. The Group considers that compliance orders should be a last-resort tool used where there is a clear risk to system performance and after improvement-focused mechanisms have been exhausted.

7. Implementation Risk, Resourcing and Hazard Planning Alignment

The Bill introduces significant new obligations without dedicated funding pathways. For the Otago CDEM Group, this risk is amplified by the scale and geographic diversity of the region, the reliance on shared service delivery across multiple councils, and the increasing frequency and severity of emergency events. Without funding support, implementation activity will compete directly with operational readiness and response capability.

The Otago CDEM Group is particularly concerned about the interface between emergency management hazard identification duties, land-use hazard management under planning reform, and long-term infrastructure and investment planning under local government legislation. Without alignment between these systems, there is a risk of duplication, inconsistent hazard treatment across regulatory frameworks, and increased cost to local government and communities.

The Group considers that national templates, standardised methodologies, aligned plan review cycles, and clear statutory alignment between emergency management plans, spatial plans, and long-term plans are essential to effective implementation.

8. Conclusion

The Otago CDEM Group supports the overall direction of the Emergency Management Bill (No. 2). The primary implementation risk lies not in policy intent, but in implementation design.

The Otago CDEM Group urges the Select Committee to ensure that commencement is tied to system readiness, national powers are exercised proportionately, regional delivery capability is properly

supported, compliance tools are improvement-focused, and hazard planning obligations are aligned across the wider legislative system.

A handwritten signature in blue ink, appearing to read 'Neil Gillespie', enclosed within a blue oval shape.

Neil Gillespie
Chair
Otago Civil Defence and Emergency Management Group

COMMITTEE SECRETARIAT
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PARLIAMENT BUILDINGS
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ga@parliament.govt.nz

3 FEBRUARY 2026

SUBMISSION FROM TE URU KAHIKA ON EMERGENCY
MANAGEMENT BILL NO 2, 2025

Tēnā koutou Komiti Whiriwhiri Take Whakahaerenga

Te Uru Kahika (Regional and Unitary Councils Aotearoa) thanks the Governance and Administration Committee for the opportunity to submit its views on the proposed Emergency Management Bill No 2, 2025 (the Bill).

Te Uru Kahika is the collective voice of New Zealand's 16 regional and unitary councils. It is underpinned by an extensive network of subject-matter experts. Together, we play a vital role in championing best practice, information sharing and collaboration across regional and united councils. We also work with central government to deliver better outcomes for local people and their environment.

One such network of subject matter experts, the CDEM Special Interest Group (SIG), has prepared this submission for Te Uru Kahika informed by the work of other relevant SIGs, such as for climate change. These views do not represent the views of any one Group or Council. They are the views of the CDEM SIG composed of the lead emergency management (EM) professionals across all regions.

This submission supplements but does not override submissions from Te Uru Kahika's member councils. Where differences arise between regions, we trust this collective view by relevant subject matter experts assists the Committee in understanding the complexity of the issues being considered.

Te Uru Kahika is pleased to see this Bill come forward for enactment in 2026 after a 10 year period of consideration of emergency management legislative reform since the previous Ministerial Inquiry in 2016/17. During this time tragic seismic and weather related events of national significance have lent added urgency to the need for reform.

We strongly support the all hazards; end-to-end risk management approach being taken with all parts of society playing a role towards achieving the central stated purpose of the Bill - to support the social, economic, cultural, and environmental well-being and safety of the public.

Risks should be managed by those who are best placed to manage them, at the lowest appropriate level. The Bill confirms and strengthens regional level emergency management responsibilities and functions in accord with that philosophy.

Alongside regional emergency management response and recovery responsibilities Regional and United Councils play important roles in risk reduction through functional activities such as flood management, coinvesting with Government in this respect. We are repositories of significant scientific and technical hazards knowledge built up over many decades and retain staff with significant relevant expertise in this regard.

We acknowledge and support the EM Bill building on the legislative framework established by the CDEM Act. In responding to all recommendations of the 2023 Ministerial Inquiry into the North Island Severe Weather Events we support the Government setting these key objectives for the Bill, seeking to:

- strengthen the role of communities and iwi Māori in emergency management; and
- provide for clear responsibilities at the national, regional, and local levels; and
- enable a higher minimum standard of emergency management; and
- minimise disruption to essential services; and
- ensure that agencies have the tools to do their jobs effectively when an emergency happens.

CDEM SIG members and senior National Emergency Management Agency (NEMA) officials make up the Emergency Management Leadership Group (EMLG) as a key ongoing leadership group for the EM Sector. While NEMA has prime responsibility for implementation of the new EM Act this Group is well placed for monitoring the implementation of the new EM Act. The CDEM SIG will fully cooperate through this forum to get best possible outcomes reflecting the central-local partnership that is a cornerstone of EM.

Adequate resourcing is essential to the performance of the EM Sector and wider system. The whole system does not work without the local government workforce that is required and ready to support emergency management. In this regard we are pleased to see the Government response to the Inquiry including the Emergency Management System Improvement Programme laying out a significant programme of work over 5 years to build capability and capacity. The value of this aspirational programme is lost however without adequate resourcing such as through the accompanying Investment Plan.

We are deeply concerned that the Regulatory Impact Statement for the Bill identifies an additional \$82.4 million cost for Councils over 4 years to implement the Bill, but offers no mitigation with these cost falling on Councils to fund.

This comes at a time of heightened financial pressure on the local government (LG) sector, potential legislative constraint on annual rates increases, and significant other legislative reforms, possibly leading to structural rearrangements.

We agree that the Bill's provisions are likely to require significant additional resourcing, new skills, and funding from Emergency Management Committees (EMC) to give effect to, drawing on a highly contested and under pressure rates funding pool.

We ask that the Committee closely consider the implementation risk that this gives rise to and make recommendations to Parliament to address this.

Once again we thank you for the opportunity to comment on the proposed Emergency Management Bill. On any matters arising from the submission below, contact should in the first instance be made with:

Claire Brown, Convenor, CDEM Special Interest Group
claire.brown@wcr.govt.nz Ph 027 8363975

We look forward to further opportunities beyond this submission to contribute to the forthcoming EM Act 2026 implementation and EM System reform programme.

Te Uru Kahika wishes to be heard in support of its submission.

Nāku iti noa, nā

Nedine Thatcher-Swann

Fiona McTavish

On behalf of Regional Chief Executive Officers

Te Uru Kahika | Regional and Unitary Councils Aotearoa

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1.0 INTRODUCTION

1.1 Much of the work of Te Uru Kahika is delivered through Special Interest Groups (SIGs), comprising of the specialists in their relevant fields from across the 16 regional and unitary councils.

1.2 The Civil Defence and Emergency Management (CDEM) Special Interest Group is one such SIG, comprising of the 16 CDEM Group Managers (GMs). The GMs are the principal EM advisors to CDEM Group governance. As EM professionals, the SIG comes together regularly to share experiences and insights and collaborate across the CDEM Sector¹.

1.3 The 16 CDEM Groups range in size from the Chatham Islands with less than 1,000 people to Auckland City with over 1.7 million. We all have comparable responsibilities under the CDEM Act 2002 (The Act) in relation to readiness, response, recovery, and risk reduction - the '4Rs' of comprehensive emergency management.

1.4 This submission draws from the views of GMs, as a collective of EM professionals with extensive experience across the various emergency events that New Zealand has had to date and will likely face in the future. It builds on the extensive consideration that the CDEM SIG has given to emergency management legislation reform in response to the 'Trifecta' proposals in 2022, the Emergency Management Bill, 2023 (EMBill23), at the request of DPMC in 2024 and to NEMA in 2025².

1.5 In preparing this submission the SIG has undertaken a detailed appraisal of the Bill's provisions in comparison to viewpoints and their rationale on relevant issues set out through these documents that have been developed over several years by the SIG. Our 'lens' is as potential implementers of many of the change proposals that have been advanced since the 'TAG Report' ³ in the aftermath of the 2016 Port Hills Fire.

1.6 This submission highlights where proposals in the Bill align with the views of the SIG on behalf of Te Uru Kahika, including on new matters addressed by the Bill. As well as supporting those proposals, we ask the Committee to further reflect on some matters and proposed changes we do not support.

1.7 This Te Uru Kahika submission also draws on expertise in other fields of regional government responsibility relevant to EM. However, our collected views remain distinct

¹ In this submission the EM Sector is taken as those parts of emergency management (EM) assigned to local government and the National Emergency Management Agency (NEMA) through the Civil Defence Emergency Management (CDEM) Act 2002 (The Act). The EM System includes the Sector, emergency services and Government agencies & entities assigned emergency management roles through other legislation and/or the National CDEM Plan, 2015 (National Plan).

² **SIG 2022 Report** - Simon Markham Consulting Ltd for CDEM Special Interest Group, 2022, *Emergency Management Legislation Reforms: Regional Issues and Options Analysis Report*.

SIG 2023 Submission - Te Uru Kahia Regional and United Councils Aotearoa, 2023, *Submission from Te Uru Kahika on Emergency Management Bill 2023*.

SIG 2024 Report - CDEM Special Interest Group for Emergency Management, 21-23 May 2024, *Workshop Report for the Department of the Prime Minister and Cabinet on the Recommendations of the Government Inquiry into the Response to the North Island Severe Weather Events and Related Emergency Management System Issues, 7 June 2024*.

SIG 2025 Submission - Te Uru Kahia Regional and United Councils Aotearoa, 2025, *Submission: Strengthening New Zealand's Emergency Management Legislation*

³ Technical Advisory Group, 2017, *Ministerial Review – Better Responses to Natural Disasters and Other Emergencies*, (TAG Report).

from other SIGs, the views of individual CDEM Group Joint Committees (JCs) and member local authorities.

1.8 In an overall sense we see the Bill representing a substantive evolution rather than a simple re-enactment. There is strong alignment between Te Uru Kahika's preferred direction and the Bill's treatment of system clarity, stronger national leadership and assurance, improved planning discipline, modernised offence and penalty settings, and greater recognition of the recovery phase. In many instances, the Bill either fully implements or expands upon the proposals supported by Te Uru Kahika .

1.9 The Bill also reflects a deliberate policy shift toward a more directive and enforceable national system. This is most evident in the introduction of default/step-in powers for the Director-General, the expansion of secondary legislation and rule-making tools available to the Minister, and a materially strengthened compliance and penalty regime. While broadly consistent with Te Uru Kahika's emphasis on minimum standards and system performance, these changes heighten the importance of proportionality, transparency, and consultation to maintain sector confidence and operational buy-in.

1.10 Material change is not confined to later Parts of the Bill. From Interpretation and statutory architecture through to Schedules and transitional provisions, the Bill re-frames emergency management as a more integrated, assurance-driven system. The inclusion of an Outline of the Act, clearer definitions, mandatory post-event reporting, and expanded schedules signals a stronger expectation of consistency, learning, and accountability across the system.

1.11 Overall, the Bill largely reflects the themes consistently advanced by Te Uru Kahika: clearer roles and responsibilities, better alignment across legislation, strategy, and plans, and improved transparency and learning. The principal area of tension lies not in direction of travel, but in implementation risk - particularly where expanded central powers and secondary instruments are not matched with clear guidance, resourcing, and engagement.

2.0 KEY POINTS SUMMARY

2.1 Overall

- a. Te Uru Kahika supports what we see as key shifts from the CDEM Act:
 - i. *System architecture*: The Bill introduces a clearer statutory architecture, including an Outline of Act and modernised definitions, reframing emergency management as an integrated, end-to-end system covering readiness, response, recovery, and learning.
 - ii. *National leadership and assurance*: National leadership is strengthened through an expanded Director-General role, express default/step-in powers, and clearer expectations of performance and compliance across the system.
 - iii. *Governance and accountability*: Regional governance is reshaped, accountability settings clarified, and mandatory post-event reporting introduced, embedding transparency and learning more firmly than under the CDEM Act.
 - iv. *Compliance and enforcement*: The offences and penalties framework is comprehensively modernised, with significantly higher maximum penalties and

- clearer offence structures, signaling a shift toward enforceable minimum standards.
- v. *Information and decision-making*: New protected-information provisions and clearer disclosure rules aim to balance improved information sharing with privacy and security safeguards.
 - vi. *Secondary legislation and flexibility*: Greater reliance on regulations and rules provides flexibility and future-proofing, but increases the importance of consultation, clarity, and staged implementation.
 - vii. *Alignment and coherence*: The Bill reflects a deliberate policy shift toward a more directive and enforceable national system. This set of changes heighten the importance of proportionality, transparency, and consultation to maintain sector confidence and operational buy-in.
- b. These significant gains in system design are however at severe implementation risk given the amount of additional local authority implementation cost identified but with no secure funding pathway available. The success of the reforms will also depend on how expanded central powers and compliance tools are exercised in practice, and whether sufficient guidance, capability, and engagement accompany the statutory changes.
 - c. To help mitigate this risk a specific Implementation Plan for the Bill prepared by NEMA with input from the Emergency Management Leadership Group is proposed.

2.2 Commencement (Clause 2)

- a. Consideration in the Bill has been given to phasing commencement for some key changes, ranging from 6 months to two years. This approach is supported but requires coordination of the commencement date of Bill provisions with the availability of regulations or rules on matters that are entirely new or substantially modified.
- b. We think the lead time of 12 months before provisions relating to engagement with disproportionately affected communities and incorporation of their needs in EM Plans should, given the range of issues that arise, be coordinated with the availability of a Ministerial EM planning standard guiding plan making in this regard.
- c. We support provision in primary legislation rather than the National CDEM Plan for identification of lead agencies, but it is unclear why a lead time for commencement for up to 2 years is needed. Such agencies are already identified in Appendix 1 of the National CDEM Plan 2015 and cl.88 of the Bill expressly provides for targeted amendment to the National EM Plan in relation to such identification.

2.3 Part 1 - Preliminary Provisions (Clauses 3–13)

- a. The central focus of the Bill on supporting community wellbeing and safety of the public across the '4Rs' is strongly supported as is the outline of the Act explaining its structure and operation and the expanded provision of interpretative definitions.

- b. Some terms, including authorised persons are defined differently in subparts of Part 4 of the Bill and for the sake of clarity we think there should be a consolidated reference to this term and that all Interpretative provisions should be in one place.
- c. We support the principles-based approach to the definition of essential service, but this has not been translated wide enough as was foreshadowed in the Discussion Document that preceded the Bill and we support the inclusion of the following:
 - i. certain digital services
 - ii. distribution of groceries to retailers
 - iii. cash and payments services
 - iv. solid waste management services
 - v. hazard warning systems
 - vi. flood control and protection

2.4 Part 2 - Subpart 1: National Role-Holders (Clauses 14–22)

- a. Clarity is provided for the duties and powers of the Director-General of Emergency Management, and this is consistent with te Uru Kahika's support for stronger national leadership and assurance. But it also represents a material centralisation of authority and the powers proved for this role holder should be used proportionately with clear criteria and safeguards.
- b. We support clearer provision for national controller and recovery manager roles. We expect there will be active ongoing role appointees with a stewardship and support function in relation to regional and below controller and recovery manager activities. As above we believe such authorities should be used proportionately with clear criteria and safeguards.

2.5 Part 2 - Subpart 2: Regional Role-Holders (Clauses 23-68)

- a. We support the provisions that reset Joint Committees as Emergency Management Committees (EMCs), to modernise and streamline supporting arrangements such as enabling remote attendance. Membership of EMCs is confined to local authority representatives while Iwi / Māori representation is provided for in the Bill on Emergency Management Co-ordinating Executive Groups (EMCEG).
- b. Both the 2016/17 and 2023 Ministerial Inquiries into emergency management recommended Iwi / Māori representation on EMC as did Trifecta and the EMBill23. This has been long advocated by Te Uru Kahika and many others, and we again express our support for this.
- c. We support provisions for separate but equivalent arrangements for multi-Council member and unitary authority EMCs and for the functions of multi-member EMCs to be distinct from those of individual local authorities stated elsewhere in the Bill. Proposed enhanced EMC leadership responsibilities are given added impetus through carrying forward into increased Regional EM Plan content and review requirements.

- d. Provisions for administering authority arrangements and the administrative services they provide are largely carried forward from the CDEM Act. These understate the full extent of professional EM support that EMCs require; and, that enables regional EM service delivery. Both support to EMCs and regional professional EM service delivery will be increasingly required in the future under expanded Bill EMC-related provisions and in light of the growing frequency and intensity of emergency events
- e. We think the Bill should recognise and provide for the administering authority to establish a suitably resourced Regional Emergency Management Office that supports an EMC as not solely delivering administrative services, but being led and staffed by EM professionals with a clear reporting line to EMCs in provided emergency management services. This is given added point by the expanded membership of EMCEGs which now and in the future are also supported by the Group Manager and Office.
- f. Options in the preceding DD for strengthening the performance of CEGs (EMCEGs) have not been translated into any provisions in the Bill. Especially given expanded membership, we think the Bill should provide more specific expectations on members of EMCEGs supported by good practice guidance. And, also to remove the ability for EMCEG members to delegate membership or require these entities to have a single, specified delegate.
- g. We support the identification in the Bill of specific roles for individual member authorities but note this will require them to (re)consider the adequacy of their capability and capacity to fulfil statutory responsibilities. Several Groups and member local authorities have shared service arrangements and related service level agreements to ensure adequate resourcing and EM service levels across regions.
- h. We propose inclusion in the Bill of responsibility for EMCs to actively consider how to most efficiently and effectively deliver EM services to ensure minimum and equitable service standards across regions, while ensuring fair and transparent funding.
- i. We note the newly stated role for chief executives of territorial authorities (including unitary authorities although it is not clear why CEs of Regional Councils are excluded) to co-ordinate the use of resources for the purposes of this Act when no state of emergency or transition period is in force. Such enhancement to preparedness is to be supported.
- j. It represents a material expansion of executive accountability and exposes CEs to the compliance order regime in the Bill. For the sake of clarity as with other updates to the legislation, we think this accountability requires further definition, and be a matter that the D-G should be directed to issue Guidance on requirements. In light of this the 12 months lead time for practical commencement is unrealistic.
- k. Provision is made for joint (adjoining) EMC and Minister of Local Government responsibility for offshore island's emergency management through specified agreement. We think these provisions should be simplified by providing an

appropriate adjoining EMC to be assigned EM responsibilities for identified offshore islands.

- i. To ensure the Minister for Local Government as the designated territorial authority has a voice at EMC meetings, and in planning processes when matters relevant to EM for offshore islands are under consideration, an observer representing the Minister would be appropriate.
- m. Te Uru Kahika supports the level of clarity and specificity set out in provisions of the Bill as they relate to Mayors and EM role holders (Controllers and Recovery Managers) in distinct response and recovery phases. All role appointments require appointees to be '*suitably qualified and experienced*', and we anticipate this will be defined through Ministerial Rules made under the Act in prescribing the level of competence or standard required.
- n. There is provision for CEs to be appointed to some of these roles. While it may be the case that CEs are suitably qualified and experienced persons, we think this misunderstands and potentially compromises the role and workload of CEs in business continuance during states of emergency and transition, while understating the role of EM professionals. We think this provision for CEs to be dual role holder should be withdrawn.

2.6 Part 2 - Subpart 3: Other Parties (Clauses 69-76)

- a. We support the provision for national level lead agencies for particular hazards being recognised through the Bill and with express ability, by agreement, for transfer of those responsibilities to EMCs.
- b. However, the Bill does not reflect the existing clarity in the National CDEM Plan which it supersedes in providing for Lead Agencies at the *national level*, nor triggers for the scale of emergency arising from the hazards for which they have leadership responsibilities. This omission should be rectified.
- c. As should the fact this provision remains focused on response activities with recovery phase roles/responsibilities implicit. We think the latter phase, now more clearly recognised in the Bill, should be specifically indicated in relation to lead agency role and functions by hazard.
- d. There is in the National CDEM Plan and there was in EMBill23 provision for identifying the role and responsibilities of Support Agencies, many of which make important contributions to social and cultural wellbeing in emergencies (e.g., national level social services). We think this clarity as it applies to Support Agencies should also be recognised in the Bill..
- e. Clarity and a flexible mechanism to keep current identified national level lead agencies and for explicit delegation of their roles and responsibilities (by agreement) to EMCs are important steps forward. Similar clarity is also beneficial in relation to support agencies.
- f. As regional leads supporting EMCs plan-making and in most cases as Regional Controllers in emergencies, CDEM SIG members support greater specification, consistency and visibility of essential infrastructure providers (EIP) plans and operations across all aspects of EM. We note that scheduling in the Act has the

effect of bringing new water services entities under the *Local Water Done Well* reforms into the EIP framework and we look forward to working with those entities.

2.7 Part 3 - Emergency Management System Planning (Clauses 77-106)

- a. The National Emergency Management Strategy (NEMS – current version being the NDRS)) is variously mentioned in the Bill as the peak document to which EM functions and other plans must be aligned, some of which are secondary legislation (e.g., the National EM Plan). We think this should be retained as a statutory instrument with a ten-year period of effect, subject to Parliament and not subordinated as a government of the day policy document.
- b. Further the review of both the National EM Plan (currently the 2015 national CDEM Plan) and the National EM Strategy (currently the 2019 NDRS) should be coordinated with the Strategy Review leading out.
- c. Greater scope and focus on Regional Emergency Management Plans (REMPs) and planning processes is a feature of the Bill. The effect of this is considerably greater EMC plan preparation time and plan making resourcing. The Bill's Regulatory Impact Statement indicates for these and other additional costs arising from implementation of the Bill no mitigation is proposed. This is a key implementation risk addressed further below in Section 2.13.
- d. We are also concerned that increase in Plan contents risks REMPs losing focus, becoming unwieldy and less strategic - more operational in nature. We note the provision at cl.92 for incorporation by reference and we welcome this provision, anticipating it being widely used.
- e. We also anticipate the proposed new regional emergency management planning standards will help mitigate this risk. These standards should be progressed with urgency as close to half of Group Plans currently are in 'review limbo' awaiting new legislation.
- f. We welcome provision for D-G led and Emergency Infrastructure Provider supported Sector Response Plans (SRP). That said there is a need for clarity on how SRPs will interface with REMPs, existing lifeline groups, and wider critical infrastructure reforms, and how conflicts or gaps will be resolved. In some instances, there will be a clear case for regionalising SRPs and so significant engagement with relevant EMCs can be anticipated.

2.8 Part 4 - Emergency Response and Recovery: States of Emergency and Transition Periods (Clauses 107-169)

- a. We generally support the modernisation and additional flexibility provided for in relation to States of Emergency and Transition Periods. But we note that the recent operational testing of transition periods in a significant recovery has required many monthly extensions to the notice. We think this is clumsy and inefficient and that longer extension periods, perhaps up to 3 months, should be enabled that set realistic expectations of the duration of the recovery.

- b. We support the provision for post state of emergency and transition period reports as factual accounts of the emergency and exercise of powers, beginning to build a consistent record of event experiences that may assist lesson management.
- c. That said, these do not (yet) constitute an evaluation of the effectiveness of response and recovery activities either in terms of process or outcomes for affected communities. In the case of recovery this may extend far beyond official recovery transition periods.
- d. We do not at this time suggest any further requirements in these regards in the absence of consistent, systematised, and tested methodologies for such evaluations. The scope for development of a lessons management system at a national level to progress post-event evaluations, capture lessons, and feed those into an improvement programme as an EMSIP initiative is highlighted.

2.9 Part 5 - Information, Enforcement, Compensation, Appeals, and Secondary Legislation (Clauses 170-218)

- a. The proposed new compliance order regime has no direct equivalent under the CDEM Act. Proposals in the Bill materially change the assurance and enforcement landscape for councils and other entities. The case for stronger intervention tools is acknowledged but needs to be balanced against concern about central overreach and procedural fairness.
- b. We believe it is important that there is clarity on thresholds and how compliance orders will relate to improvement-focused assurance mechanisms. Accordingly, we think this is matter for inclusion in Guidelines.
- c. We support proposed changes that modernise the offences regime and provides for materially higher penalties, subject to the clarification through D-G guidance as above in Section 2.5(j) in relation to CEs new responsibilities.
- d. We support the provisions that clarify and extend civil liability protections under the Bill for authorised persons or those acting under the direction of an authorised person. However, we highlight the situation of persons acting in good faith without that direction being practically available and for all such persons whether authorised or not in undeclared emergency situations. The lack of liability protection in these situations can be a significant inhibitor to warranted actions, and we think the issue of such liability should be addressed.
- e. Consultation requirements for both regulation and ministerial rulemaking under the Bill are enabled but the consultation provisions are somewhat different, and we think these should be harmonized.
- f. These provisions form part of a set of wide-ranging directive powers proposed under the Bill. In addition to regulations and rules, regional emergency management planning standards and compliance orders are enabled as well as guidelines, codes, or technical standards on a wide range of matters.
- g. There is a need for coordination of how and when new such instruments and initiatives will be developed and undertaken. Many of these directly or indirectly affect the role and responsibilities of EMCs. We think consultation requirements

in the development of all secondary legislation and guidance should be mandatory with EMCs.

2.10 Schedules - Schedule 2: Legislation Relevant to Emergency Management

- a. Schedule 2 lists a number of Acts relevant to EM and is referenced where the Bill expands promotion and compliance monitoring obligations beyond the EM Act itself as functions of EMCs and local authorities. This clearly focuses attention on statutes that address hazards and risks (e.g., Fire and Emergency,) as well as those that are fundamental to the work of local authorities (e.g., Resource Management).
- b. This schedule does not confer new powers, but clarifies which Acts are expected to be applied in alignment with EM purposes under the new EM Act, going some way to reduce ambiguity about statutory interfaces, and support assurance and system coherence.
- c. We support this statutory bridge being made explicit but note that in this respect there are no Bill provisions equivalent to those for EMCs apply to national role holders including the Director-General. We think that accountability for promotion and compliance monitoring activity should be made explicit at a national level.
- d. The scope of this activity is potentially wide, and we think guidelines to clarify expectations of regional and local role holders in these regards are needed, as is a flexible way for the list of relevant statutes to be kept current.
- e. We also make recommendations on other statutory instruments for inclusion in Schedule 2.

2.11 The Role of Community in Emergency Management

- a. The Inquiry and many other reviews have highlighted the importance of a whole-of-society approach to emergency management and the fundamental role the community plays in this. To reflect this, several specific initiatives to strengthen the role of community are proposed in the Bill.
- b. These do not in our view reflect the scale of needed uplift and the legislative enablers required to deliver that. The Ministerial Inquiry in observing a major disconnect between communities and CDEM agencies concluded that urgent system change was required first and foremost to put people and their communities at the heart of emergency management.
- c. We too think a redesign of the EM System was required to achieve this - from the bottom (community level) up, not top down, with the community being identified as being at the first level of the System. Without system level change the value of additional engagement and inclusions in plan making, public readiness education and protection from civil liability are greatly diminished.
- d. We support there being an all of local and central government and civil society conversation – in order to produce the framework and roadmap within which legislative levers might be identified to enable the quantum uplift in community resilience in the face of the increasing scale and severity of emergency events.

- e. This is appropriately undertaken in the context of a first principles review of the National Disaster Resilience Strategy for New Zealand

2.12 Recovery Phase Arrangements

- a. A feature of the Bill is to bring the amendments to the CDEM Act made in 2016 providing for a recovery transition period and for recovery managers as statutory officials into the main stream of the EM Sector.
- b. That said, while there are several Central-local coordination and alignment of EM response mechanisms including the official coordinated incident management system, there is no equivalent framework for the recovery phase. The prevalence of ad hoc arrangements and special legislation for medium-large event recoveries speaks to this.
- c. The Bill does little to clarify coordination arrangements, especially for larger scale regional or national recoveries and the recurring governance challenge of multi-council area disasters.
- d. The lack of clarity about post-transition period arrangements at present impedes the coordination and delivery of recovery activities and the general understanding of who is responsible for what, especially for medium-long term recoveries that may last months or years.
- e. To address this, we make specific recommendations for new provisions to be inserted into the Bill.

2.13 Implementation Risk – Resourcing and Funding

- a. Significant additional cost for local authorities arising from implementation of the new Act with no mitigation proposed and with these falling on Councils is identified in the Bill's Regulatory Impact Statement.
- b. That these come at a time of heightened financial pressure on the LG sector, potential legislative constraint on annual rates increases, and significant other legislative reforms, possibly leading to structural rearrangements is well known.
- c. Regional emergency management is funded from the highly contested rates funding pool. This is especially fraught through multi-member EMCs with several annual and long-term planning processes in play to arrive at an appropriately prioritized and agreed sufficiency of resources to enable EMCs to discharge their statutory responsibilities.
- d. The combination of these factors heightens the implementation risk posed by the Bill. While this can to some degree be mitigated by a staged, Implementation Plan as we propose, the cumulative pressures on resourcing in coming years are extreme and risk the many needed improvements sought by the Bill to remain unrealized.

3.0 EMERGENCY MANAGEMENT LEGISLATION REFORM IN CONTEXT

3.1 Te Uru Kahika congratulates the Government for preparing replacement EM legislation with resolve to pass it into law in the current term of Parliament. The SIG stands ready to work with officials to ensure a new Act is best placed to enable and support effective EM across Aotearoa.

3.2 In part stemming from the TAG Report previous governments have addressed reform of the EM sector and some aspects of the wider system. Trifecta and the EMBill23 processes have 'led out' addressing needed EM System reform with legislative change proposals. But each has been progressed without much of the strategic context of preferred Sector and wider system change settings being well articulated or confirmed that enabling legislation is designed to achieve.

3.3 Stimulus for confirming a new EM statute has tragically been provided by the circumstances of the North Island Severe Weather Events (NISWE) in 2023. A conclusion that can reasonably be drawn from the recommendations of the NISWE Ministerial Inquiry⁴ (The Inquiry) is that overall the EM sector and likely the system overall is undersized and funded for the collective tasks it needs to perform.

3.4 The ensuing Emergency Management System Improvement Programme (EMSIP)⁵ is part of the Government Response⁶ to The Inquiry and this pressing need for a strategic framework to enhance capability and capacity is strongly supported by the SIG.

3.5 This situation is not new, has evolved over time, been exposed by recent disasters and successive reviews and will take time to fix. But putting in place the legislative framework and tools that are enablers for 'rightsizing' the Sector should not be confused with having EMSIP alone. We look forward to the Government's Investment Plan to implement EMSIP being embedded into the Budget process and outlook.

3.6 We discuss resourcing further in this submission⁷ when noting that while the Regulatory Impact Statement for the Bill identifies substantial additional costs for local authorities to implement it but proposes no mitigation with those costs falling on local government⁸.

3.7 We also note that alongside EM legislation reform there are many other reforms that are highly relevant and influential on the actions that regional and local councils undertake to safeguard communities from hazards. Also discussed later in this submission is our concern that the nature and pace of concurrent reforms from a systems perspective has the potential to compromise implementation of new legislative requirements and specific mitigation of this risk is proposed⁹.

⁴ Inquiry Panel March 2024, *Report of the Government Inquiry into the Response to the North Island Severe Weather Events*.

⁵ <https://www.civildefence.govt.nz/cdem-sector/emergency-management-system-improvement-programme>

⁶ New Zealand Government, October 2024 *Strengthening disaster resilience and emergency management - Government response to the Report of the Government Inquiry into the Response to the North Island Severe Weather Events*.

⁷ Section 15.0.

⁸ NEMA, 2025, *Regulatory Impact Statement : Strengthening New Zealand's emergency management legislation*: (ECO-25-SUB-0117 refers).

⁹ Section 15.5.

4.0 COMMENCEMENT (Clause 2)

Commencement timing provisions

4.1 *Cl.2 provides for the Act to come into force on the day after Royal assent, with some exceptions.*

4.2 *6 months: Provisions relating to compliance orders issued by the Director-General (cls. 174-178).*

4.3 Given the complexity of the transition with many EM aspects changing under the new Act we think this is too short a time before authority to begin formal compliance processes should be initiated. In good faith that best endeavours will be made this should be extended to 12 months,. We address Compliance Orders further below in Section 10.2 of this submission.

4.4 *12 months: Making explicit a role for chief executives of territorial authorities, which may be delegated, to co-ordinate the use of resources for the purposes of this Act when no state of emergency or transition period is in force (cl.44).*

We address the substantive issues raised by this new responsibility and accountability at Section 7.20 of this submission.

4.5 *12 months: Clarification and modernisation of provision for Controllers and Recovery Managers on an equivalent basis, and in the case of Unitary Authorities, for the appointment of Local Controllers (cls. 52, 54, 57, 58, and 59(1)(c) to (f) & 61, 63, 66, 67, and 68(1)(c) to (f)).* 12 months is an appropriate lead in time.

Provisions regarding disproportionately affected communities

4.6 *12 months: Identifying and engaging with disproportionately affected communities in the course of review of the National EM Plan (cl.86(2)(a)).*

4.7 *12 months: The provisions relating to including in regional emergency management plans (REMP - previously Group Plans) relating to disproportionately affected communities, offers of assistance, and managing animals (cl.91(1)(k) to (m)).*

4.8 Turning first to identifying and engaging with disproportionately affected communities. There is a broad definition of these communities in *Cl 5, Interpretation*. But as was highlighted in our response to comparable provisions in EMBill23 numerous issues in terminology, scope, resourcing, and funding arise.

4.9 There will be issues to address of appropriate, clarity and consistency across diverse regions, responsiveness to how communities themselves wish to be engaged, and how this integrates with welfare functions and plans and processes of individual Councils and public service agencies.

4.10 We note that the Minister must, no later than 2 years after the commencement initiate a review of the National EM Plan (formerly the National CDEM Plan). Confirming arrangements for *engagement with relevant communities at the national level* (cl86(2)(a))

may take some time to practically resolve and is preferably coordinated with how this is achieved at a regional level.

4.11 Establishing '*arrangements for the needs of any community in the (Emergency Management) Committee's area that the (Joint) Committee considers may be a disproportionately affected*' (cl.91(1)(k)) and incorporating them into REMP's by way of targeted amendment or as part of Review will also require significant lead time.

4.12 There is also the potential for representatives of such communities to be appointed members of an Emergency Management Coordinating Executive (e.g. rural communities in the region). This also will take time to resolve.

4.13 In recognition of this complexity and in order to manage expectations, the EMBill23 made provision for regulations to guide such engagement and set out minimum requirements. We think this is a matter of sufficient importance to get right on a consistent basis that there be under 100 (1) concerning the Minister's power to make regional emergency management planning standards such a standard, and for commencement to then be coordinated with availability of that standard.

Other commencement provisions

4.14 Otherwise we support the 12 months lead time for *provisions relating to offers of assistance and managing animals (cls. 91(1)(i) and (m))*.

4.15 *Up to 2 years: Provision in primary legislation rather than the National CDEM Plan for identification of lead agencies, and for this to be specified in the National EM Plan (cls.69,70, 83)*.

4.16 It is unclear why the delay in commencement for up to 2 years. Lead Agencies are already identified in Appendix 1 of the National CDEM Plan 2015 and cl.88 of the Bill expressly provides for targeted amendment to the National EM Plan in relation to such identification.

4.17 More generally we think 'practical commencement' of the new Act should be guided and paced by an explicit Implementation Plan that ensures stakeholders (councils, communities, infrastructure providers, etc.) have enough lead-time and capacity to adapt.

4.18 We are also concerned that the commencement date of Bill provisions that require or rely on regulations or rules that are entirely new or substantially modified¹⁰ that guide implementation should be coordinated with relevant regulation/rule availability.

5.0 PART 1 - PRELIMINARY PROVISIONS (Clauses 3–13)

5.1 *Cl.3 'reconfigures' the stated purpose of the Bill to a central focus on supporting community wellbeing and safety of the public across the '4Rs'*. This broadens the conceptual scope beyond civil defence to signal a whole-system approach.

5.2 *Cl.4: provides for the first time an outline of the Act explaining structure and operation*

¹⁰ incl from that which was previously only addressed by the National CDEM Plan or Directors Guidelines (DGLs)

5.3 We support these provisions

Interpretation

5.4 Cls 5-8 provide interpretative definitions, highlighting meanings for 'emergency', 'happening', 'essential infrastructure and essential infrastructure provider', 'essential service', 'infrastructure components' and 'recovery activities'. Emergency ambulance services are now included in the definition of emergency services.

Authorised persons

5.5 We note that 'authorised persons' is a term used in the Bill but not included in Cl.5. Rather it is used for specific operative provisions in Part 4 of the Bill mainly where each clause itself determines who may be an authorised person for that purpose. Other interpretative provisions are also stated in Part 4. For the sake of clarity we think there should be a consolidated reference to the term, authorised persons, itemising where and how and it applies and that all Interpretative provisions should be in one place.

Hazard

5.6 The term 'hazard' is included in cl.5 to mean "something that may cause, or contribute substantially to the cause of, an emergency" and we understand this to be inclusive of natural hazards. The proposed replacement to the RMA Bills currently before Parliament expand the definition of natural hazard to include "the effects of climate change".

5.7 Also in preparation as result of Cabinet decision¹¹ are amendments to the Climate Change Response Act 2002 that will set out requirements for adaptation plans that have statutory reference to emergency management planning under the Bill.

5.8 Climate change does not just intensify natural hazards (like floods or storms); it also amplifies or triggers a wider set of non-natural and compound hazards across health, infrastructure, economic, social, and technological systems. Many of these matter directly for emergency management, resilience planning, and disaster recovery.

5.9 In this context we think it appropriate to make explicit linkage between hazards and climate change in the Bill by expanding its definition to read "hazard means something that may cause, or contribute substantially to the cause of, an emergency, including the effects of climate change".

Essential service and essential infrastructure provider

5.10 The highlighted meanings in cl.8 are particularly helpful. However we are concerned that the definition of 'essential service' that includes the functioning of the economy or society of the whole or part of New Zealand is not reflected in the appropriate breadth of the definition of 'essential infrastructure provider'.

5.11 As indicated in the Discussion Document (DD) that preceded and shaped the Bill¹², essential services form part of an interconnected system (see Figure 5 of the Discussion

¹¹ <https://environment.govt.nz/assets/publications/Establishing-a-National-Adaptation-Framework-Proactive-Release.pdf>

¹² National Emergency Management Agency, 2025, Discussion document - Strengthening New Zealand's emergency management legislation, NZ Government.

Document, reproduced from the Ministerial Inquiry report). As a consequence the DD foreshadowed and set out the merits of an option that would include:

- certain digital services
- distribution of groceries to retailers
- cash and payments services
- solid waste management services
- hazard warning systems¹³.

5.12 We think this option should be taken forward and the definition of essential infrastructure provider correspondingly broadened in Schedule 3.

5.13 We also note an omission that Te Uru Kahika has long advocated for inclusion in this definition (Schedule 3), also omitted for the previous narrow definition of 'lifeline utilities'; that is – entities that provide flood protection infrastructure. The essential nature of this service to protect the public and sustain other essential services is well evidenced and was a tested feature of the NISWE response.

5.14 We recommend the following also be included in Schedule 3: Flood control and protection¹⁴

5.15 *Cl.11 provides, in addition to the Act binding the Crown in cl.10, for Crown organisations to be subject to enforcement action.*

5.16 *Cl.13 provides a widened scope for application of the precautionary approach to apply to EM functions distinct from emergency management plans.*

5.17 We support these provisions.

6.0 PART 2 - SUBPART 1: NATIONAL ROLE-HOLDERS (Clauses 14–22)

Director-General of Emergency Management

6.1 *Cls.5,14–18,21-22 makes the chief executive of the National Emergency Management Agency the Director-General of Emergency Management, with expanded statutory leadership and assurance powers, clear scope of office and delegations, and power to act on default by others, enabling direct intervention.*

6.2 This is consistent with Te Uru Kahika's support for stronger national leadership and assurance. However, this expanded authority means the Director-General (D-G) cl.17 statements protected by qualified privilege increase the importance of transparency and consultation to avoid informal guidance becoming de facto mandatory.

6.3 These clauses taken together support Te Uru Kahika's concern for system performance and enforceable minimum standards, but also represent a material

¹³ See P76 of the DD for an expanded definition of these services.

¹⁴ Meaning 'an entity responsible for public flood control, flood protection, or drainage works carried out for the purposes set out in S.133 of the Soil Conservation and Rivers Control Act 1941 or for the purpose of drainage activities by drainage districts under the Land Drainage Act 1908.

centralisation of authority. Such powers should be used proportionately with clear criteria and safeguards.

6.4 Cls 19-20 provide for the roles of National Controller and National Recovery Manager as being held by the D-G or their delegate(s). Cl.19(5) and 20(5) provides for the D-G to exercise the power of delegation at any time, whether or not a state of national emergency or a national transition period is in force.

6.5 These provisions more clearly provide for these two roles on an equivalent basis. They suggest with expected delegation being exercised so that there will be ongoing active role appointees with a stewardship and support function in relation to regional and below controller and recovery manager activities. As above Te Uru Kahika believe such authorities should be used proportionately with clear criteria and safeguards.

7.0 PART 2 - SUBPART 2: REGIONAL ROLE-HOLDERS (Clauses 23-68)

Iwi/Māori membership of Emergency Management Committees

7.1 These provisions reset Joint Committees as Emergency Management Committees (EMCs), modernise, and streamline supporting provisions including, for example, attendance at Emergency Management Committee meetings by audio link or audiovisual link (cl.34).

7.2 Membership of EMCs is confined to local authority representatives while iwi/Māori representation is provided for in the Bill on Emergency Management Co-ordinating Executive Groups (EMCEG). This is not so for EMCs as recommended by the Ministerial Inquiry¹⁵. In so doing that Inquiry Panel noted that as far back as 2016/17 Ministerial Review into Better Responses to Natural Disasters and Other Emergencies (The TAG Review) recommendations for such representation have been widely and consistently recommended in recognition of the capability as well as capacity that iwi brings to emergency management. Stemming from this provision also being proposed by Trifecta, and subsequently EMBill23, Te Uru Kahika has constantly advocated for this to be the case and does so again now. for the EM Bill No.2.

7.3 Iwi/Māori leadership, knowledge, and deep connection to the land and communities make them integral to building resilience and ensuring culturally appropriate disaster responses. Acknowledging this, some CDEM Groups currently have local arrangements for iwi/Māori advisory representation on Joint Committees, but this is not uniform across the country and is not provided for in legislation.

7.4 There are many examples across regions of active engagement and partnering with Iwi and Hapū and other Māori organisations in emergency management, but this varies widely and relies a lot on the initiative of individuals and preexisting relationships. Recent events have shown the value that tangata whenua and te ao Māori bring to response and

¹⁵ Recommendation 3All, Inquiry Panel March 2024, *Report of the Government Inquiry into the Response to the North Island Severe Weather Events*

recovery. Building on these relationships and partnerships will add to the resilience of the EM system.

7.5 While supporting mandatory representation, these many and varied local relationships are governed by a variety of documents and processes. We think that provision should be made for a representative voice on EMCs. Relevant Iwi and Hapū should have discretion to enter dialogue with EMCs and decide how the governance arrangements and partnership best works for them.

Functions of EMCs and local authorities

7.6 *There is also provision for separate but equivalent arrangements for multi-Council member and unitary authority EMCs, (cl.25-28). Functions for both are similar and comparable also with those stated in the CDEM Act, but now distinct from those of individual local authorities of multi-member EMCs. These are now stated in cl.42, which applies to territorial and regional council members, distinct from their EMC membership responsibilities.*

7.7 *Among the functions of multi-member EMCs, eight are specific to the EMC and nine are functions in common with individual members (those member local authorities have eight functions specifically stated for them in cl.42). There are also important modifiers to the EMC-specific functions as compared to the CDEM Act that envisage greater proactivity, leadership, and oversight activities.*

7.8 We support separated functions and the distinct EMC leadership role that this envisages. This separation as it relates to member local authorities is addressed below in Section 7.17 of this submission. Proposed enhanced EMC leadership responsibilities are given added impetus through carrying forward into increased REM Plan content and review requirements.

Functions of administering authorities

7.9 *Functions of administering authorities as either member regional or unitary councils and how the costs of administrative and related services are recovered from member authorities are provided for (cls. 37-38).*

7.10 It is important to note that Groups (and now EMCs) are supported by a Group Manager and Office of EM professionals providing advice to the Committee and Coordinating Group EM programmes. This is more substantial and consistent support than suggested by '*administrative and related services that may from time to time be required by the Committee*' (cl.38(2)).

7.11 The increased complexity and scale of EM and the growing frequency of more significant and severe events means the role of Group Managers and Offices has evolved over the last twenty years. More recently this has been in accord with the Government's response to the TAG Report that identified a pressing need to build the capability and capacity of the emergency management workforce.

7.12 We do not think the provisions of the Bill sufficiently acknowledge this evolution and the nature of the future EM challenges that EMCs are and will encounter requiring

significant support to achieve. We think the Bill should recognise and provide for the administering authority to establish a suitably resourced Office that supports an EMC as not solely delivering administrative services but being led and staffed by EM professionals with a clear reporting line to EMCs.

Emergency Management Co-ordinating Executive Groups

7.13 Cl 39 provides for appointment of Emergency Management Co-ordinating Executive Groups (EMCG) with expanded representation, including that from ambulance services, and 1 or more providing local Māori perspectives and also the interests and needs of rural communities, together with wide co-option powers. Cl.41 directs EMCs to ensure that Māori, rural and co-opted members have the resources, information, and administrative support necessary to enable them to effectively perform their role.

7.14 The reality is that Group (now EMC) Offices also provide significant EM advice and support to CEGs (now EMCGs). Expanded membership and the directed provision of supports in cl.41 gives added point to the submission made in Section 7.12 above.

7.15 The May 2025 DD that preceded the Bill noted the importance of the role of CEGs (EMCG) the varied levels of engagement in CEGs throughout the country, and proposed options for strengthening the performance of CEGs. It suggested “*The CEG should operate as the engine of emergency management because these Executives hold the funding and operational levers to implement governance decisions. It is therefore important that there is good, consistent, and meaningful participation in CEG*”.

7.16 This has not translated into any provisions in the Bill. Especially given the membership of EMCEGs is proposed to be expanded, we think the Bill should provide more specific expectations on members of EMCGs supported by good practice guidance. And, also to remove the ability for EMCG members to delegate membership or require these entities to have a single, specified delegate. These are stated legislative Options 2 and 4 in the DD.

7.17 Membership of EMCEGs is expanded to include 1 or more persons with local Māori perspectives. Local' in the context of large regions with many Hapū can be problematic. We think such representation in relation to Māori interests should be as agreed with mana whenua of the relevant region/Takiwā.

Role of local authorities

7.18 Cl.42 sets out the role of local authority members of multi-member EMCs. As indicated above several remain shared with EMCs while several are specific to Councils individually.

7.19 We support this identification of specific roles for individual member authorities but note this will require them to (re)consider the adequacy of their capability and capacity to fulfil statutory responsibilities. Several Groups and member local authorities have shared service arrangements and related service level agreements to ensure adequate resourcing and EM service levels across regions.

7.20 We think it appropriate that there is statutory encouragement for this. We propose inclusion in cl. 27, a responsibility for EMCs to actively consider how to most efficiently and effectively deliver EM services to ensure minimum and equitable service standards across regions, while ensuring fair and transparent funding.

Role of Chief Executives

7.21 *Cl.44 is the newly stated role for chief executives of territorial authorities, which may be delegated, to co-ordinate the use of resources for the purposes of this Act when no state of emergency or transition period is in force, with a 12 month lead time to commencement as discussed in Section 4.3 above.*

7.22 This duty has no direct equivalent in the CDEM Act and represents a material expansion of executive accountability to enhance emergency preparedness, with limited statutory guidance on prioritisation or funding. It is not clear why CEs of Regional Councils are excluded from this provision since the coordination of regional resources would directly support the work of EMCs.

7.23 It exposes CEs to the compliance order regime in Subpart 2 of Part 5 of the Bill (cls 174-178) and the Offences regime at cl.187. It implies such things as the development of resource registers, MOUs, mutual aid agreements. For the sake of clarity as with other updates to the legislation, we think this accountability requires further definition, and is a matter that the D-G should be directed to issue Guidance on requirements.

7.24 We think the 12 months lead in time frame is ambitious in order to achieve a comprehensive inventory, and system and process definition for EM resourcing that is actually available within the districts of territorial (and unitary) councils for Chief Executives to so coordinate. We say this in light of the level of change to EM responsibilities given to individual local authorities and EMCs by the Bill. We think an appropriate timeframe should be coordinated with the availability of related Guidance.

Offshore Islands

7.25 *Cls 46-48 have the effect of requiring joint EMC and Minister of Local Government responsibility for offshore island's emergency management.*

7.26 Relevant groups consultation by officials in relation to options for EM for offshore islands has occurred. Among the options considered that of joint responsibility, with all the complexity and process that involves, was the least preferred option. We think these provisions should be simplified by providing for an appropriate adjoining EMC to be assigned EM responsibilities for identified offshore islands. Given that the Minister for Local Government is designated the territorial authority it would be appropriate to provide for observer representation at EMC meetings and in planning processes when matters relevant to EM for specific offshore islands are under consideration.

Other Role Holders

7.27 *Cl.50 confirms mayors have primarily responsible for declaring states of local emergency and transition periods within their own districts. CIs 51-68 comprehensively set out provisions for appointment to Controller and Recovery Managers roles on an*

equivalent basis. They define a suite of such roles at Regional, District and Local (within unitary authorities) levels. Separate, equivalent provisions apply to multi-member EMC and Unitary Authority EMCs.

7.28 Cl. 52(2) in relation to the appointment of District Controllers for multi-member EMCs and cl.53(2) Regional Controllers for Unitary Councils, and equivalent provisions for Recovery Manager, appointments under cls.61(2) and 62(2) both provide for Chief Executives (CEs) to be appointed to these roles.

7.29 Te Uru Kahika supports the level of clarity and specificity set out in these provisions of the Bill as they relate to Mayors and EM role holders in distinct response and recovery phases. All role appointments require appointees to be 'suitably qualified and experienced'. We anticipate these will be set out through Ministerial Rules made under cl.2121(1)(e) in prescribing the level of competence or standard to be met by persons carrying out specified emergency management functions.

7.30 While it may be the case that CEs are suitably qualified and experienced persons, we think this misunderstands and potentially compromises the role and workload of CEs in business continuance during states of emergency and transition, while understating the role of EM professionals and the initial training and relevant ongoing professional development required by role appointees. That business continuance related responsibility directly supports the implementation of cl.43 Duty of local authorities to continue to function during and after emergency. We think this provision for CEs to be dual role holder should be withdrawn.

8.0 PART 2 - SUBPART 3: OTHER PARTIES (Clauses 69-76)

Lead and Support Agencies

8.1 Cls.69-70 set out the functions of Lead Agencies (LA) in response to identified hazard, provides for their designation by Order in Council, and enables transfer of this role during the response to an emergency, including to EMCs. Cl.83 provides for LA to be identified in the National EM Plan.

8.2 We support national level lead agencies for particular hazards being recognised, their functions set out and their identification authorised through primary legislation rather than secondary legislation, and with express ability, by agreement, for transfer of those responsibilities to EMCs. Cl. 69 of the Bill does not however reflect the clarity in Cl.14 of the National CDEM Plan which it supersedes as to national level emergency leadership nor triggers for scale of emergency arising from the hazards for which it has leadership responsibility and this omission should be rectified. As should the fact this provision remains focused on response activities with recovery phase roles/responsibilities implicit. We think the latter phase, now more clearly recognised in the Bill, should be specifically indicated in relation to LA role and functions by hazard..

8.3 Roles and responsibilities for LA are currently provided for in Cl.14 and they are listed in Appendix 1 to the National CDEM Plan, which also recognises the Support Agency (SA)

role, setting that out at Cl.15 of that Plan. Role and functions of LA are set out in cl.69 of the Bill, but SA are otherwise not mentioned.

8.4 The EMBill23 cl.146 made provision for LA and SA and provided for regulations to prescribe their roles and functions, with somewhat different emphasise than in the 2025 EM Bill No. 2. The 2023 Bill sought to clarify the uncertainty that contributes to misunderstanding of roles and responsibilities (of lead and support agencies) before, during, and following emergencies that was identified in Trifecta. We think this clarity as it applies to Support Agencies should also be progressed in the Bill recognising for example the important role national level social services make in emergencies.

8.5 There is considerable crossover of potential SA and public service agencies (PSA) as defined in S.5 of the Public Service Act 2020, especially in relation to social and cultural wellbeing. *Appendix 3. of the Guide to the National CDEM Plan* as at 2015 lists many such Agencies, including PSAs but is not specific on support agency statuses of individual entities.

8.6 PSAs along with other agencies are assigned by cl.71 of the Bill to undertake emergency management functions and responsibilities. In the EMBill23 through cls.48 and 49 PSAs were also required to prepare and provide and function *to the fullest possible extent, even though this may be at a reduced level, during and after an emergency.*

8.7 The 2025 DD presented options and Te Uru Kahika supported provision for strengthening central government business continuity. The DD described some inconsistencies in the provisions that address business continuity planning among government agencies (i.e. PSAs) that are integral to all aspects of emergency management.

8.8 The Cabinet Paper¹⁶ authorising Bill drafting has indicated this matter will now be progressed through the Public Service Amendment Bill, which will transfer business continuity management requirements for public service departments from the CDEM Act to the Public Service Act 2020 and extend these to cover other types of disruptions (in addition to emergencies). We welcome this resolve.

8.9 Clarity and a flexible mechanism to keep current identified national level LA and for explicit delegation of their roles and responsibilities (by agreement) to EMCs are important steps forward. Similar clarity is also beneficial in relation to SA. Overall we do not think that the business continuance and emergency management roles and functions of both LA and SA and how they might be expressed in BCP and EM plans that are subject to assurance processes is sufficiently articulated through the Bill and this required further clarification.

Essential Infrastructure Providers

8.10 Cls. 73-76 provide for essential infrastructure providers (EIP), taking a principles base approach to their recognition that broadens the previous approach to lifeline utilities. They are more flexibly recognised via Order in Council, and among their duties should plan for

¹⁶ Cabinet, 2025, *Strengthening emergency management: decisions on legislative reform* (ECO-25-SUB-0117 refers).

and undertake business continuance to the maximum practice extent during emergencies. Schedule 3 supports these clauses, listing by name or description, the entities or classes of entities that are essential infrastructure providers.

8.11 As regional leads supporting EMCs plan-making and in most cases as Regional Controllers in emergencies, we support greater specification, consistency, and visibility of EIP plans and operations across all aspects of EM. We know there will be costs attached to implementing the proposed provisions, but we think the cost of not making these changes will, in the long run, be higher for communities. We note that Schedule 3 has the effect of bringing new water services entities under the *Local Water Done Well* reforms into the EIP framework and we look forward to working with those entities.

8.12 As regional EM leads, we anticipate collaboration with relevant EIPs, taking a regionally consistent risk-based approach and recognising the interdependencies between different EIPs to service continuance. In supporting these provisions we note Sections 5.7-5.9 of this submission above addressing and making recommendations on the breadth of definition of EIP.

9.0 PART 3 - EMERGENCY MANAGEMENT SYSTEM PLANNING (Clauses 77-106)

National Strategy and Plan

9.1 *Cls 77-79 make provision for a National Emergency Management Strategy (NEMS) as the peak EM strategy document, its amendment, review, and replacement. The NEMS replaces the National Civil Defence Emergency Management Strategy, the operative version of which is the National Disaster Resilience Strategy (NDRS), that came into effect as secondary legislation in 2019. Initiating a review of the NEMS is due within 10 years of the date on which the strategy came into force, i.e. next in 2029.*

9.2 *The NDRS was made operative as secondary legislation under the CDEM Act but this provision has not been carried forward into the EM Bill. This makes the NEMS more a statement of the policy of the Government of the day rather than a document that must be presented to Parliament where it may be disallowed.*

9.3 The NEMS is variously mentioned in the Bill as the peak document to which EM functions and other plans must be aligned, some of which are secondary legislation (e.g. the National EM Plan). While transitional provisions (Schedule 1, cl.14) makes provision for initiating a review of the NEMP within two years of commencement, i.e. 2028, the 2019 NDRS continues to apply.

9.4 We think the Bill should provide for the NEMS as secondary legislation remaining accountable to Parliament and prescribe a review timeframe for the current NDRS coordinated with that of the NEMP. Much has changed since 2019. It is not clear that the prescribed review of the NEMP addressing the nearly expired NDRS is the best course of action. A new Act warrants a refreshed national strategy the preparation of which is subject to wide consultation.

Iwi/Māori participation

9.5 Cl.86(2)(b) directs the D-G in developing a proposal for review of the national emergency management plan to engage with and seek advice on Māori interests and knowledge to inform that proposal, but does not further indicate how this might be undertaken.

9.6 This provision follows from an option canvassed in the DD preceding the Bill drafting. The DD noted in explanation that “the Director could establish a national Māori emergency management advisory group” to inform national level planning. Both Trifecta and the EMBill23 specifically promoted provision for such a mechanism in legislation recognising the contribution iwi/Māori make to EM and in the interests of clarity.

9.7 We support this approach and such provision but believe this should also be at the strategic level and include engagement in relation to the review of the National Emergency Management Strategy.

Regional emergency management planning

9.8 Cls 90 -103 address regional emergency management planning. Cl. 90 provides for REMPs to be prepared by EMCs and for them to be published online on behalf of the Committee. Cl.91 sets out the required contents. These are expanded to include arrangements for meeting the needs of disproportionately affected communities, offers of assistance and managing animals in emergencies. Cl.92 provides for incorporation of material in the Plan by reference. Cl.94 is also new and requires engagement in developing Plan proposals with representatives of disproportionately affected communities and iwi/Māori in particular, as well as the general public.

9.9 Cls 100-103 address the new proposed Ministerial authority to prepare wide-ranging regional emergency management planning standards, (as secondary legislation) with allowances for consultation and localised variations in their application, amendments to and withdrawal of standards.

9.10 Greater scope and focus on REMPs is a feature of the Bill. Apart from expanded required contents and preparation processes, such planning is impacted by changes to EMC and individual multi-member local authority roles, strengthened content provisions in setting expectations, local hazard risk management, and recovery planning through cls. 27 and 42 (and their unitary authority equivalents).

9.11 The effect of this is considerably greater EMC plan preparation time and plan making resourcing. Greater expectations imply more sophisticated data, engagement, and coordination arrangements. The Bill’s RIS indicates for these and other additional costs arising from implementation of the Bill no mitigation is proposed. This issue of implementation burden and risk is discussed further below in Section 15.0

9.12 We are also concerned that increase in Plan contents risks REMPs losing focus, becoming unwieldy and less strategic - more operational in nature. We note the provision at cl.92 for incorporation by reference and we welcome this provision, anticipating it being widely used. We also anticipate the proposed new regional emergency management

planning standards will help mitigate this risk. These standards should be progressed with urgency as close to half of Group Plans currently are in 'review limbo' awaiting new legislation.

9.13 Cl.91 addresses the contents of the REMP to include at cl.91(1)(b) identifying *the hazards and risks to be managed by the Committee*. An additional requirement to use the best available information would achieve consistency with recently promoted direction in the National Policy Statement for Natural Hazards and could help to achieve consistency among relevant statutory documents (e.g. LIMs). We think this subsection should read:

91(1)(b) the hazards and risks to be management by the Committee, identified using the best available information:

Sector Response Plans

9.14 *Cl.104-106 are new provisions enabling the D-G to lead development and require EIPs to contribute to the preparation of Sector Response Plans (SRP), "to co-ordinate on the timely restoration of essential infrastructure in the event that an emergency causes a disruption of national significance to their provision of that essential infrastructure". SRPs may set out roles and responsibilities, including those of EMCs as well as default information sharing and co-ordination arrangements.*

9.15 SIG participants have for a long time identified gaps in coordinated business continuity planning across essential services, particularly where ownership and accountability span local, regional, and central government. These provisions are welcomed in going beyond the CDEM Act's lifeline utility framework but the Bill leaves governance and enforcement arrangements relatively open-ended.

9.16 There is a need for clarity on how SRPs will interface with REMPs, existing lifeline groups, and wider critical infrastructure reforms, and how conflicts or gaps will be resolved. In some instances, there will be a clear case for regionalising SRPs and so significant engagement with relevant EMCs can be anticipated.

9.17 We support sector response plans and the greater specificity of role and responsibility by EIPs in emergency planning for infrastructure resilience as set out in and foreshadowed through implementation of the Bill. But planning requirements are one thing and investment is another. In light of New Zealand's well-known infrastructure deficit, the need for greater investment to achieve the required level of performance is all the more pressing in the face of increasing frequency and severity of emergency events.

Emergency Works

9.18 *Cl.127 sets out the broad ability for an authorised Controller to carry out or require emergency works to be carried out, including on infrastructure.*

9.19 Emergency works on infrastructure by essential infrastructure providers are provided for under water services and resource management legislation. EIPs are often best placed to respond directly and undertake emergency works. It is suggested for the sake of clarity a further subsection be added:

127 (3) Nothing in this section limits the responsibility for essential infrastructure providers to undertake emergency or urgent works where authorised by other Acts.

10.0 PART 4 - EMERGENCY RESPONSE AND RECOVERY: STATES OF EMERGENCY AND TRANSITION PERIODS (Clauses 107-169)

Declarations and Transition Periods

10.1 *Subpart 1 (cls.108-120) provides for declarations of national and local emergency and at cl.115 new provision that enables a state of local emergency may be concurrent with national emergency declarations. Cl.117 enables more flexible extensions to apply to smaller locations. Cl.120 modernises the form and publication of declarations of states of emergency, extensions, and terminations.*

10.2 *In subpart 2 (cls.121-140) the setting out of powers applying during states of emergency are also clarified with additional interpretation. Subpart 3 (cls.141-166) cover declaring transition periods and significantly modernises and expands these provisions, including at cl.147 declaring a local transition period for an unaffected location to assist affected location(s) and at cl.149 for a local transition period to be concurrent with national emergency declarations. Processes for extending transition periods and timeframes are comparable with those in the CDEM Act, but multiple extensions are explicitly provided for and areas may be reduced.*

10.3 We support these changes but note that members of the SIG in regions significantly affected by NISWE have for the first time operationally tested in a significant recovery the transition period and their extension provisions inserted by amendment into the CDEM Act in 2016. In some instances in excess of 25 monthly extension notice processes end up being tabled in Parliament. We think that longer extension periods, perhaps up to 3 months, should be enabled that set realistic expectations of the duration of the recovery and minimise process 'fatigue'. This should be synchronising with the required period for a designation under the Building Act 2004.

Reporting requirements

10.4 *Subpart 4 (cls 155-166).sets out powers applying during transition periods and Subpart 5 several provisions applying to Part 4 of the Act. At cl.168 new requirements for reporting at expiry of state of emergency or transition periods are mandated with details set out in Schedule 4. This provides for reports by National and Regional Controllers and Recovery Managers within 14 days following expiry or termination of states of emergency and transition periods, respectively. These are to be factual accounts of the period of and any powers exercised by those officials during these periods and where extended. .*

10.5 Clarification is required in the reporting responsibility for regional officials as to whether it includes states of local emergency or transition periods initiated at District or Local rather than Regional level.

10.6 We support the provision of reports as factual accounts of the emergency and exercise of powers, beginning to build a consistent record of event experiences that may

assist lesson management. But these do not (yet) constitute an evaluation of the effectiveness of response and recovery activities either in terms of process or outcomes for affected communities. In the case of recovery this may extend far beyond official recovery transition periods. Such evaluations (currently 'Reviews') are inconsistently undertaken at present, especially for recovery and approaches vary considerably.

10.7 We do not at this time suggest any further requirements in these regards as consistent, systematised and tested methodologies for such evaluations are not currently available. There is scope for development of a lessons management system at a national level to progress post-event evaluations, capture lessons, and feed those into an improvement programme. We recommend the Committee might include this proposal in its report for consideration as part of EMSIP.

11.0 PART 5 - INFORMATION, ENFORCEMENT, COMPENSATION, APPEALS, AND SECONDARY LEGISLATION (Clauses 170-218)

Compliance orders

10.1 *Cls.174-178 empower the D-G to serve compliance orders on persons to achieve legislative compliance with the Act or instruments made under it. Recourse to the District Court for enforcement of orders is provided for. Cl.207 extends appeal rights to persons served a compliance order under cl.174.*

11.2 The proposed new compliance order regime has no direct equivalent under the CDEM Act. Proposals in the Bill materially changing the assurance and enforcement landscape for councils and other entities. The case for stronger intervention tools is acknowledged but needs to be balanced against concern about central overreach and procedural fairness.

11.3 While acknowledging the value of this option being available, we believe it is important that there is clarity on thresholds and how compliance orders will relate to improvement-focused assurance mechanisms. Accordingly, we think this is matter that should be referenced in cl.15(4) for the D-G to issue guidelines in relation to.

Offences

11.4 *Cls.179-189 set out the offences regime for the Act. It modernises the regime and provides for materially higher penalties.*

11.5 Te Uru Kahika supports these changes, subject to the clarification through D-G guidance in Section 7.22 above in relation to CEs new cl.44 responsibilities.

Compensation

11.6 *Cls191-201 set out refined compensation and cost recovery provisions compared with the CDEM Act.*

11.7 Unclear compensation and cost recovery settings can significantly affect council financial resilience following major events and Te Uru Kahika also supports these provisions.

Civil liabilities

11.8 Cls.202-204 address protection from liability in civil proceedings for person performing or exercising functions, duties, and powers under the Act during states of emergency or transition periods. Cl.203 provides protection from liability in relation to hazard warnings at any time excluding acts or omissions of a person that constitutes bad faith or gross negligence.

11.9 Civil liability protection is clarified and extended beyond CDEM Act s110 to cover good faith actions connected with emergency management. The protection from civil liability covers any person acting under the direction of an authorised person during emergencies and transition periods and for warnings at any time. These provisions are welcomed.

11.10 Te Uru Kahika has previously highlighted lack of clarity around authority, coordination, and liability where emergencies are managed without formal declarations. Undeclared emergencies were addressed in Trifecta in terms of the lack of clarity for their management resulting in variation in response thresholds (and levels of service delivery) across the country, and ambiguity about protection from liability for personnel during an undeclared event. However, options for addressing these issues was not carried forward into EMBill23.

11.11 The vital contribution community members can make by self-tasking through immediate action in an emergency that may save lives, secure property, or both is acknowledged but so too is the risk that may expose them to liability and incurs costs in the process.

11.12 We think that provision for protection from civil liability is justifiable in certain circumstances and where community members were unable to be seek or be given direction by an authorised person, including outside of a (yet to be) declared emergency. The matter of cost recovery for unauthorised costs incurred should also be addressed.

11.13 While there are protections now available for warnings, the matter of civil liability in the case of undeclared emergencies also applies to other actions by Controllers in particular. The frequency of adverse events that fall below the threshold (however decided) for declaration is increasing as are the calls for coordination of response activities. The lack of measures for protection from liability for personnel outside of a state of emergency or transitional period is a disincentive to the application of available emergency management expertise and we again ask that this matter be addressed.

Regulations and rules

11.14 Cls 210-216 prescribe the scope and process for the making of regulations and rules under the Act through order in Council for regulations, and by the Minister in the case of rules. These include authority to the D-G for the granting of exemptions from compliance with rules. The potential scope of rules is wide and includes prescribing the level of competence or standard to be met by persons carrying out specified emergency management functions.

11.15 We support the definition of competence and standards for authorised persons that will underpin the appointment to roles under the Act of suitably qualified and experienced persons. But we note the significant challenge this introduces in securing workforce capability across regions and by councils and the costs associated with that.

11.16 Consultation requirements for both regulation and rulemaking are enabled. In the case of regulations, Ministerial discretion to consult *'persons and organisations as the Minister thinks appropriate'* is mandated, while in the case of rules a publicly declared intention to make a rule and seek wide feedback as well as *'consult persons and groups as the Minister thinks fit'* is prescribed. Both instruments are secondary legislation under the Act and we think public notification of intentions to develop them should be harmonised for regulation and rulemaking and be made early.

11.17. These provisions form part of a set of wide-ranging directive powers proposed under the Bill. In addition to regulations and rules, the Minister may issue regional emergency management planning standards and the D-G compliance orders. The D-G may also issue guidelines, codes, or technical standards on a wide range of matters. There is a need for coordination of how and when new such instruments and initiatives will be developed and undertaken.

11.18 Many of these directly or indirectly affect the role and responsibilities of EMCs. We think consultation requirements in the development of all secondary legislation and guidance should be mandatory with EMCs, while providing for reasonable timeframes for response. This reflects the fact that delivery ultimately occurs at the local level and, by consulting with EMCs, there is a much stronger likelihood that such instruments will work effectively.

11.19 Te Uru Kahika expected increased reliance on secondary legislation and other directive instruments in EM reform but has also sought robust consultation requirements to mitigate the risk of unintended consequences in their development. We think a balance between national standards and local flexibility must be struck in the implementation of this regime through the new Act. Reform aims for consistency across NZ, but local/regional differences (hazards, infrastructure, capacity) complicate "one-size-fits-all" models. Consistency does not mean uniformity in standards and compliance.

12.0 SCHEDULES - SCHEDULE 2: LEGISLATION RELEVANT TO EMERGENCY MANAGEMENT

Othe legislation promotion and compliance monitoring

12.1 *Schedule 2 lists a number of Acts relevant to EM and is referenced where the Bill expands promotion and compliance monitoring obligations beyond the EM Act itself. This is at Cl.27(1)(g) and (h), Functions of multi-member Emergency Management Committees; Cl.28 (h) and (i) for Unitary Authority EMCs; and cl.42(2) (h) and (i) for local authority members of multi-member EMCs.*

12.2 *Comparable functions of all these entities are prescribed.*

- *within its (relevant area, region, or district) promote and raise public awareness of, and compliance with, this Act, and legislative provisions relevant to the purpose of this Act (including the relevant legislation in Schedule 2).*
- *monitor and report (to the Committee) on compliance within its (relevant area, region, or district) with this Act and legislative provisions relevant to the purpose of this Act (including the relevant legislation in Schedule 2).*

12.3 These functions are carry overs from those for Groups under S.17 of the CDEM Act. but that Section used an open-ended term 'legislative provisions' (by inference of other Acts) rather than reference an explicit list of other Acts as in Schedule 2 at p142 of the Bill. As a consequence of this open-endedness under the CDEM Act the extent to which this promotion and compliance monitoring activity is limited in evidence.

12.4. Under the CDEM Act, relevant Acts functions, duties, or powers are generally preserved and unaffected by S.6 of the CDEM Act (cl.12 of the Bill equivalent) but otherwise referenced sporadically and explained mainly through the National CDEM Plan.

12.5 Schedule 2 does not confer new powers, but clarifies which Acts are expected to be applied in alignment with EM purposes under the new EM Act, going some way to reduce ambiguity about statutory interfaces, and support assurance and system coherence. Schedule 2 and how it is referenced in the Bill is the statutory bridge to pull other specific legislation into the emergency management "compliance ecosystem", rather than being a purely informational list.

12.6 It includes statutes that address hazards and risks such as for Biosecurity, Fire and Emergency, Hazardous Substances, Health. But it also references statutes that are fundamental to the work of local authorities: Building, Local Government, Resource Management, as well as Climate Change Response. We infer National Policy Statements as instruments authorised by the RMA (such as the NPS for Natural Hazards) and successor planning statutes are in scope.

12.7 We support this statutory bridge being made explicit but note in this respect no Bill provisions equivalent to those for EMCs apply to national role holders including the D-G. We think that accountability for promotion and compliance monitoring activity should be made explicit at a national level in cl.14, *Functions of Director-General of Emergency Management*.

12.8 Also, given the wide scope of these provisions addressing 11 statutes (and appropriately more as per Section 11210 below) we think that that the D-G functions under this clause should include the responsibility for developing Guidelines to clarify expectations of regional and local role holders promotion and compliance monitoring activities in these regards.

12.9 There needs to be a flexible way in which legislation as it evolves through new relevant Acts beyond successor enactments may be added to or deleted from Schedule

2. We think this is best achieved through explicit enablement through regulation under cl.210.

12.10 The SIG has given specific consideration to relevant legislation and policy instruments both in effect and in prospect that might interrelate with achieving the purposes of the Bill. From this analysis we have identified other Acts, and Regulations, we think appropriately belong in Schedule 2. These include:

- i. The Local Government Official Information and Meetings Amendment Act 2023 and by extension the Local Government (Natural Hazard Information in Land Information Memoranda) Regulations 2025. These authorise natural hazard LIM provisions that 'hard-wires' natural hazard (and climate) information into LIMs; standardising hazard disclosure.
- ii The Soil Conservation and Rivers Control Act 1941 that provides the statutory authority for flood mitigation infrastructure and underpins many existing stopbank and river scheme legal mandates
- iii The Land Drainage Act 1908 that addresses local flooding and places responsibility on territorial authorities (and drainage boards) for local drainage systems.

13.0 THE ROLE OF COMMUNITY IN EMERGENCY MANAGEMENT

13.1 The Bill's Explanatory Note indicated *The Inquiry and past reviews have also highlighted that New Zealand has not achieved the whole-of-society approach to emergency management that Parliament envisaged when the CDEM Act was passed in 2002. It stressed the importance of public awareness and community engagement in making sure citizens understand their roles and responsibilities and participate in "whole-of-society" emergency management.*

13.2 The Explanatory Note in addressing strengthening the role of community suggested *many people and community groups wish to contribute their skills, information, and other resources during and after an emergency. Of note, rural communities have strong local networks, people, and equipment to support relief efforts. The Bill seeks to ensure that these contributions are accommodated by requiring Emergency Management Committees to:*

- *appoint 1 or more Co-ordinating Executive Group members with knowledge, experience, or expertise in the interests and needs of rural communities in the Group's area:*
- *consider appointing 1 or more Co-ordinating Executive Group members who have connections with communities relevant to emergency management:*
- *use their regional emergency management plans to address how offers of assistance from people and communities will be managed in an emergency.*

13.3 These provisions in the Bill towards strengthening the participation of communities do not in our view reflect the scale of needed uplift and the legislative enablers required to deliver that. The Ministerial NISWE Inquiry also observed a major disconnect between communities and CDEM agencies and concluded that urgent system change was required first and foremost to put people and their communities at the heart of emergency management.

13.4 The SIG in its report to DPMC¹⁷ concluded a redesign of the EM System was required to achieve this - from the bottom (community level) up, not top down, with the community being identified as being at the first level of the System. It promoted the role of the Community as the 1st Tier of a re-imagined EM System with:

- neighbours helping neighbours, using the resources that are available in their community, when official resources are stretched or unavailable;
- the next three Tiers at Local, Group and National level; and
- International Assistance as the 5th Tier

13.5 In short, without system level change the value of additional engagement and inclusions in plan making, public readiness education and protection from civil liability are greatly diminished. The SIG supports and commits to assisting with what we believe is needed – the all of local and central government and civil society conversation – in order to produce the framework and roadmap within which legislative levers might be identified to enable the (seismic) shift that is required. This is needed to sustain a quantum uplift in community resilience in the face of the increasing scale and severity of emergency events.

12.6 This is also consistent with the ambition embodied in the National Disaster Resilience Strategy for New Zealand to become a disaster resilient nation, and for the much needed roadmap to implement that strategy identified as being required and as was a project promoted through Trifecta in 2022. The needed conversation is appropriately undertaken through the Review of this Strategy.

14.0 RECOVERY PHASE ARRANGEMENTS

14.1 A feature of the Bill is to bring the amendments to the CDEM Act made in 2016 providing for a recovery transition period and for recovery managers as statutory officials into the main stream of the EM Sector as being directly equivalent to controllers and states of emergency. EMCs and individual local authorities are now directed in advance of emergencies to plan for recovery activities as well as in the event of emergency carry out recovery activities (cls.27(1)(d),(e), 28(2)(e),(f), 42(2)(e)(f)).

The Bill in this context normalises recovery as part of business as usual. That said recovery activities in large measure are required after a transition period has ended and may for large events last months and years, In the cl.8 definition of recovery activities are a wide range of actions and measures including *co-ordinating and integrating planning, decisions, actions, and resources*.

¹⁷ SIG 2024 Report Executive Summary – see footnote 1 above. .

14.2 Central-local coordination and alignment of EM response to escalating scale of disaster is achieved via a combination of the Act and the National EM Plan and implemented through CIMS¹⁸ – the coordinated incident management system that represents New Zealand’s official framework to achieve effective co-ordinated incident management across responding agencies.

14.3 However there is no equivalent framework for the recovery phase. The enhanced provision for planning and delivering recovery will increase the focus on what coordination arrangements should be anticipated and initiated when required. A feature of recent medium-large disaster events, from the Canterbury Earthquakes through to the NISWE, is the Group (EMC) coordination role largely focused on response while unclear and frequently overtaken for recovery by ‘bespoke’ arrangements, often implemented through special legislation.

14.4 The Bill does little to clarify recovery coordination arrangements, especially for larger scale regional or national recoveries and the recurring governance challenge of multi-council area disasters. The National CDEM Plan at Cl. 56 National recovery activities, gives very brief attention to this. The lack of clarity about post-transition period arrangements at present impedes the coordination and delivery of recovery activities and the general understanding of who is responsible for what, especially for medium-long term recoveries that may last months or years.

14.5 The Bill is an opportunity to address that through the following proposed amendments

i. Require regional emergency management plans to address arrangements for recovery coordination as for other arrangements through

[New] cl.91(1)(j). arrangements for coordinating recovery activities following the end of a declared transition period

This provides for EMCs as part of their advance planning for recovery to give consideration to arrangements but doesn’t necessarily prescribe what they might be in any given circumstance.

ii. A proposed new subpart of Part 4 that addresses recovery following transition through two new clauses as set out below:

- a. Proposed *Clause 170* provides for clarity of the responsibility for recovery activities if they continue to be required following a declared transition period through the issue of a recovery transfer notice.
- b. *Clause 171* specifies the required contents of a recovery transfer notice. Transfer notices to follow from transition period declarations are provided for through these clauses to be issued at national, regional, or local levels by authorised persons (Minister, Mayor, etc. on behalf of their authorising body (Government, Council, etc.).

¹⁸ Officials’ Committee for Domestic and External Security Coordination Department of the Prime Minister and Cabinet 2019 *Coordinated Incident Management System (CIMS) Third edition.*

[Amend] Part 4**Emergency response and recovery: states of emergency and transition periods, transfer notices****[New] Subpart 6—Recovery following transition****[New] 170 Responsibilities for recovery activities following transition period**

- (1) From the date on which a national or local transition period takes effect, the person who declared that transition period may, with the approval of the Minister or body that authorised the declaration, issue a recovery transfer notice to come into effect when a transition period has ended.
- (2) A recovery transition notice must be issued if the specified recovery actions or measures in **section 8** continue to be required after a transition period has ended.
- (3) A recovery transfer notice may be issued as—
 - (a) a national recovery transfer notice; or
 - (b) a local recovery transfer notice.
- (4) A recovery transfer notice may confirm or assign responsibility for specified recovery actions or measures to—
 - (a) a chief executive referred to in **sections 5 or 44**, or a delegate of that chief executive; or
 - (b) any other person or body specified in the notice.
- (5) A recovery transfer notice must not transfer any power conferred on an authorised Recovery Manager under **sections 160 to 165**.
- (6) More than one recovery transfer notice may be issued.
- (7) A recovery transfer notice may be amended or revoked at any time.
- (8) A recovery transfer notice must be amended if there is a significant change to recovery responsibilities.
- (9) If—
 - (a) a national transition period has ended; and
 - (b) no local transition period is in effect; and
 - (c) the Minister considers that recovery actions or measures are still required, the Minister may issue a local recovery transfer notice.
- (10) A local recovery transfer notice must not be inconsistent with—
 - (a) any national recovery transfer notice; or
 - (b) a national or regional emergency management plan.

[New] 171 Content of recovery transfer notices

A recovery transfer notice must specify—

- (1) the persons or bodies to whom responsibility for recovery actions or measures is confirmed or assigned; and
- (2) the area, district, or ward to which the notice applies; and
- (3) the recovery actions or measures to which the notice relates; and
- (4) the date on which the notice takes effect; and

- (5) *any limitations or exclusions applying to the transfer; and*
- (6) *the expected date on which recovery activities will no longer be required at which date the notice lapsed unless amended; and*
- (7) approvals by the person who declared the transition period and the persons or bodies to whom responsibility for recovery actions or measures is confirmed or assigned.

(Format and distribution of that notice to be prescribed as for other notices)

15.0 IMPLEMENTATION RISK – RESOURCING AND FUNDING

15.1 The RIS¹⁹ for the Bill identified an additional \$82.4 million cost for Councils over 4 years to implement the Bill. These costs relate to updating CDEM Plans, implementing new requirements and guidance generally including new engagement provisions. As also indicated no mitigation is proposed with this cost burden falling on local government to fund.

15.2 That this comes at a time of heightened financial pressure on the LG sector, potential legislative constraint on annual rates increases, and significant other legislative reforms, possibly leading to structural rearrangements is well known.

15.3 As officers, via administering authorities Annual and Long-Term Plans under the LGA, we routinely seek resources through Joint Committees and then from administering authorities to fund Group activities by EM professionals. This funding pool is highly contested and under stress. We consider the Bill provisions as likely to require significant additional resourcing, new skills, and funding from EMCs to give effect to, all drawing on that funding pool.

15.4 The combination of these factors heightens the implementation risk posed by the Bill, notwithstanding the merits of its many proposals. Cabinet and officials emphasise long term savings from better preparedness through an enhanced EM sector and system. Many previous failures can be traced back to capacity issues (staffing, funding, coordination, infrastructure).

15.5 A strong Bill is only part of the solution: execution and resourcing for that will be critical. In order to go some way to mitigate the risk implementation needs to be guided by a specific Implementation Plan that is realistic in its milestones, paced against available resources .

¹⁹ See footnote 8 above.

7.7. 2026 Joint Committee meeting schedule

Prepared for: Civil Defence and Emergency Management - Joint Committee
Report No. CDEM2612
Activity: Emergency Management Otago
Author: Matt Alley (Group Manager, Emergency Management Otago),
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Marianna Brook (Principal Advisor Mayoral Forum and Local
Government Reform)
Endorsed by: Matt Alley (Group Manager, Emergency Management Otago)
Date: 5 March 2026

PURPOSE

- [1] To adjust as necessary and confirm the Joint Committee meeting schedule for the remainder of 2026.

EXECUTIVE SUMMARY

- [2] The current meeting schedule conflicts with council meetings for three member councils. Previously, Joint Committee meetings have been scheduled the day before the Mayoral Forum meetings to minimise travel impositions on committee members.
- [3] Joint Committee members need to agree on a 2026 meeting schedule that will allow full participation in committee meetings.
- [4] Committee participation virtually is permissible.

RECOMMENDATION

That the Joint Committee:

- 1) **Notes** this report.
- 2) **Adopts** an agreed 2026 joint committee meeting schedule.

DISCUSSION

- [5] The schedule for the Mayoral Forum is set for the 2026 calendar year, always on a Friday. This has previously been preceded by a Civil Defence Emergency Management Group Joint Committee meeting the day prior (Thursday) and the opportunity for members to have a shared dinner in the evening for informal interaction.
- [6] Changes to the Clutha District Council meeting schedule now has the Council meet monthly on Thursdays, creating a conflict with the current schedule for all four of the scheduled Joint committee meetings.

- [7] Dunedin City has also changed its meeting day to Thursdays. Depending on meeting duration, Dunedin members may not be present in person or at all for some of the scheduled meetings.
- [8] Queenstown Lakes has a Council meeting that clashes with the final Joint Committee of 2026.
- [9] A further change is that Mayoral Forum meetings are now being held across the region, rather than in Dunedin. A consequence is that Clutha and Dunedin participants will travel inland for some meetings, whereas previously their travel was minimal. (Queenstown Lakes and Central Otago participants travel less under the new arrangements.)
- [10] Members are able to attend committee meetings virtually if travelling to a meeting is not suitable.
- [11] The Joint Committee need to agree on a meeting schedule that will allow full participation, noting the various councils' meeting schedules.

OPTIONS

- [12] The options for setting the committee schedule are:
- a. Retaining the scheduled Thursday meetings (status quo) – this will preclude Clutha District representation at all scheduled meetings, and possibly Dunedin City from some. Queenstown Lakes would be unable to attend the November meeting.
 - b. Holding the Joint Committee immediately after the Otago Mayoral Forum (1.00-3.00pm on Friday) in May and September and rescheduling a standalone November meeting. The May and September Forum meetings are in Queenstown and Cromwell respectively, which minimises Friday afternoon travel for inland participants.
 - c. Uncoupling the Joint Committee from the Mayoral Forum and instead organising separate meetings in Dunedin with a virtual meeting option to remove the travel burden for inland participants.

CONSIDERATIONS

Strategic Framework and Policy Considerations

- [13] Nothing arising.

Financial Considerations

- [14] Additional costs may be incurred for committee members if travel is required to attend stand-alone Joint Committee meetings.

Significance and Engagement

- [15] Nothing arising.

Legislative and Risk Considerations

- [16] CDEM Joint Committees are established under the CDEM Act 2002, but their meeting procedures are governed by the Local Government Act 2002, via their adopted standing orders.
- [17] ORC Standing Orders provide for committee members to seek approval to attend by electronic link, and for their presence via electronic link to count for the meeting quorum and for voting.

Climate Change Considerations

- [18] Nothing arising.

Communications Considerations

- [19] Joint Committee meetings are publicly advertised, and meeting recordings are published online.

ATTACHMENTS

Nil

KARAKIA WHAKAMUTUNGA

WHEN TO USE IT > To end the day • To close a meeting

**Kua mutu a mātou mahi
Mō tēnei wā
Manaakitia mai mātou katoa
O mātou hoa
O mātou whānau
Āio ki te aorangi**

**Our work is finished
For the moment
Bless us all
Our colleagues
Our families
Peace to the universe**

Alternative karakia whakamutunga

**Kia tau te rangimārie
Ki runga i ngā iwi o te ao
Let peace reign
On all peoples of the world**



Otago
Regional
Council