

The Guide to the
**National Civil Defence
Emergency Management Plan**
2006

Revised June 2009



Te Rākau
Whakamarumaru

Ministry of Civil Defence
& Emergency Management

The Guide to the National Civil Defence Emergency Management Plan 2006

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Ministry of Civil Defence & Emergency Management

PO Box 5010

Wellington

New Zealand

Ph: +64 4 473 7363

Fax: +64 4 473 7369

Email: NationalCDEM.Plan@dia.govt.nz

Web: www.civildefence.govt.nz



The Guide to the National CDEM Plan

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Version information and update record

Please ensure that the latest version of each individual section, as indicated in the table below, are contained in this Guide. This can be done by comparing the version details outlined in the table below with the version details contained in the footer of each section.

Section	Title	Version
Summary		v1.2. (10/06/2009)
Preface		v1.2. (10/06/2009)
Section 1	Introduction	v1.2. (10/06/2009)
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Appendix 3	Agencies listed in the National CDEM Plan and Guide	v1.2. (10/06/2009)

Note: The current Guide version can be downloaded in whole or by section from www.civildefence.govt.nz or can be obtained by contacting NationalCDEM.Plan@dia.govt.nz

Summary of sections

Section 1. Introduction

Summary Civil defence emergency management (CDEM) planning is essential if the impacts of emergencies on people and our communities are to be managed and reduced.

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Summary The National CDEM Plan identifies core functions for national management of the consequences of civil defence emergencies. It may also address the management of consequences of other emergencies not otherwise able to be managed by a lead agency.

The hazards and risks to be managed under the Civil Defence Emergency Management Act 2002 (CDEM Act) and the National CDEM Plan include any hazard that may result in a civil defence emergency. The National Hazardscape Report identifies the seventeen most prevalent hazards in New Zealand and the principal means by which each of them is managed.

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Preface

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Guide to the National CDEM Plan

Background This Guide to the National Civil Defence Emergency Management Plan (the Guide) accompanies the National Civil Defence Emergency Management Plan Order 2005 (the National CDEM Plan).

Purpose The purpose of the Guide is to assist and support New Zealand agencies to achieve the purpose and objectives of the National CDEM Plan.

The Guide provides information on operational arrangements and additional information in support of the National CDEM Plan¹.

The Guide includes:

- the wording of the National CDEM Plan as made by Order in Council;
- operational information, such as explanations (including diagrams, figures and tables), relevant operating procedures, and national policy;
- references to other planning, operational arrangements, and guidelines.

National CDEM Plan

The National CDEM Plan is made under sections 39–47 of the Civil Defence Emergency Management Act 2002 (CDEM Act). It aims to integrate and align agencies' CDEM planning and related operational activities at the national level (refer **Figure One**).

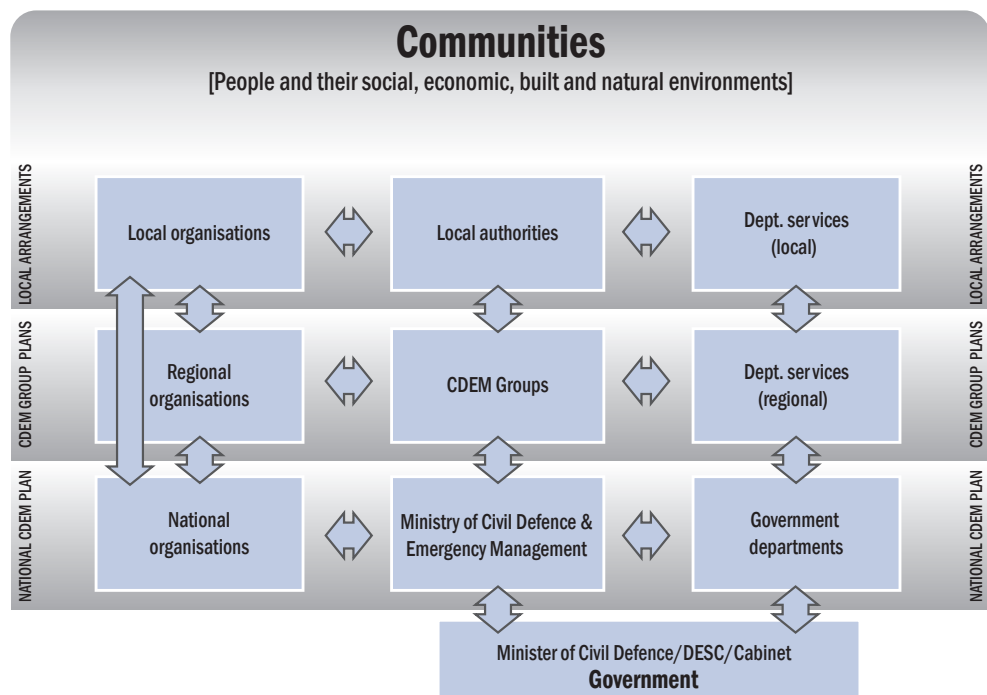


Figure One: The inter-relationships between core CDEM agencies, other government departments and organisations, such as lifeline utility operators and NGOs, are aimed at supporting communities to manage emergencies. These relationships are underpinned by the National CDEM Plan, CDEM Group plans and local arrangements (non-statutory planning & operating procedures) of local authorities, businesses and service providers within communities.

¹ The National CDEM Plan, published as a regulation, is not a suitable format for providing commentary and operational detail, or for the regular updating of minor changes and advances in planning arrangements.

Status of the Guide

While the Guide is not a statutory requirement under the CDEM Act, it is referred to in the National CDEM Plan and is approved by government.

The Guide is in effect when the National CDEM Plan is operative from 1 July 2006.

The National CDEM Plan may remain in place for up to five years before review (CDEM Act, section 46). However, the Guide is intended to be a 'living document'. It can be updated and re-published, in whole or by section, as planning and operational arrangements are further developed and refined during the life of the National CDEM Plan. New developments and refinements may include:

- clarification or changes of roles, responsibilities or procedures of agencies or clusters;
- adjustments to capacity and capability, and the introduction of new technology and systems;
- new or revised government policy that affects civil defence emergency management;
- resolution of gaps and weaknesses in CDEM arrangements as identified through operational exercises and actual emergency events.

Audience for the Guide

The Guide is for the use of emergency management practitioners and those persons otherwise responsible for ensuring their agencies are ready for, can respond to, and recover from, emergencies.

The Guide can assist all managers when determining appropriate risk reduction.

Format of the Guide

The Guide sections correspond to related clauses of the National CDEM Plan that is reproduced in full in the Guide. Additional commentary and relevant operational detail follows each clause as appropriate. The structure of the Guide is illustrated in **Figure Two**.

Each section of the Guide must be read as a whole, that is, including the clauses from the National CDEM Plan.

Tables of contents and numbering within each section, page footers and colour coding assist navigation of the Guide.

The format allows for the issuing of updated sections of the Guide through:

- cross-referencing between sections being kept to a minimum (where it does occur, the link is to main section headings and not to sub-headings or page numbers);
- appendices being used for information that may be updated regularly, such as contact lists.

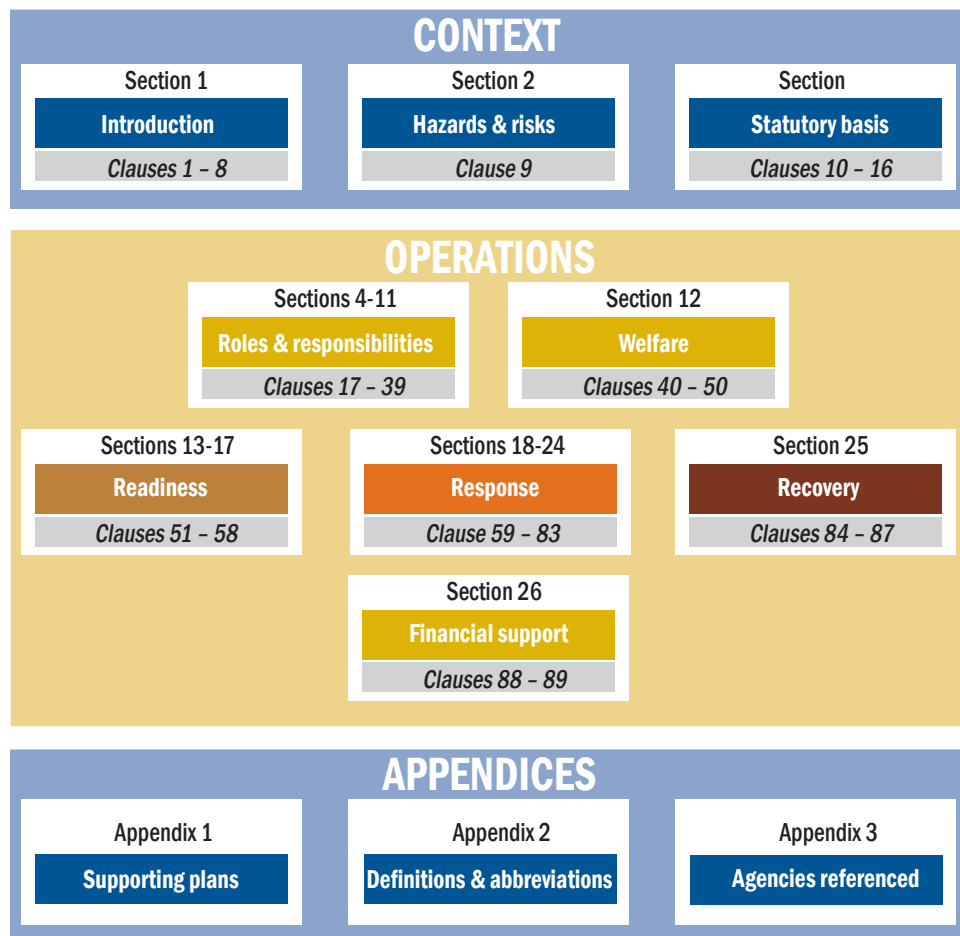


Figure Two: The Guide has 26 sections and 3 appendices organised into three parts (context, operations, and appendices). Each section of the Guide includes relevant wording of the National CDEM Plan in grey shaded boxes numbered by part and clause.

Continued development of the Guide

The Director of Civil Defence Emergency Management will issue updates to the Guide which are required for technical or editorial reasons.

The Ministry of Civil Defence & Emergency Management will amend the Guide to reflect civil defence emergency management sector development or changes in relevant government policy, in consultation with relevant agencies and Ministers.

Comments and suggestions on material in the Guide can be e-mailed to NationalCDEM.Plan@dia.govt.nz at any time. These will be reviewed in updating the Guide.

Updates will be issued in full or by section. Advice of updates will be given, and users of the Guide should ensure they have the latest version.

A version should be discarded when a later version is received.

Revisions

Date	Reason	No. of Sections
November 2007	Technical/editorial	13
June 2009	Developments in civil defence emergency management, changes to relevant government policy, and technical/editorial.	All

Note: Please check the version information and update record (page 4 of this section) to check that all sections of the Guide contained in this folder are up to date.

1. Introduction

Summary Civil defence emergency management (CDEM) planning is essential if the impacts of emergencies on people and our communities are to be managed and reduced.

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1.1 Interpretation

Key terms used in the National CDEM Plan and Guide

Part 1
Introduction
General

1 Interpretation

In this plan, unless the context otherwise requires,—

4 Rs means—

- (a) *reduction (identifying and analysing long-term risks to human life and property from natural or non-natural hazards; taking steps to eliminate these risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurring); and*
- (b) *readiness (developing operational systems and capabilities before a civil defence emergency happens, including self-help and response programmes for the general public, and specific programmes for emergency services, lifeline utilities, and other agencies); and*
- (c) *response (actions taken immediately before, during, or directly after a civil defence emergency to save lives and property, and to help communities recover); and*
- (d) *recovery (the co-ordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration of a community following a civil defence emergency)*

Act means the Civil Defence Emergency Management Act 2002

agencies means—

- (a) *government agencies, including public service departments, non-public service departments, Crown entities, and Offices of Parliament; and*
- (b) *non-governmental organisations; and*
- (c) *lifeline utilities*

CDEM Group or **Civil Defence Emergency Management Group** means a group established under section 12 of the Act

CIMS means the co-ordinated incident management system

civil defence emergency management has the same meaning as in section 4 of the Act

cluster means a group of agencies that interact to achieve common civil defence emergency management outcomes

CYF means the Department of Child, Youth and Family Services

DESC means the system of domestic and external security coordination used by the Government to manage all national crises

DHB means district health board, and includes hospital and health services (including ambulance services)

Director has the same meaning as in section 4 of the Act

DPMC means the Department of the Prime Minister and Cabinet

ECC means Emergency Co-ordination Centre

emergency has the same meaning as in section 4 of the Act

emergency services has the same meaning as in section 4 of the Act

EOC means Emergency Operations Centre and encompasses ECC

fire service includes the fire service units maintained by the New Zealand Fire Service, National Rural Fire Authority, rural fire authorities, airport rescue fire services, New Zealand Defence Force, industrial fire brigades registered under section 36 of the Fire Service Act 1975, and other fire service resources owned by private organisations

hazard has the same meaning as in section 4 of the Act

lifeline utility has the same meaning as in section 4 of the Act

MCDEM means the Ministry of Civil Defence and Emergency Management, which is the agency in central government that co-ordinates the civil defence emergency management necessary during states of national emergency or civil defence emergencies of national significance

Minister has the same meaning as in section 4 of the Act

National Controller has the same meaning as in section 4 of the Act

national significance has the same meaning as in section 4 of the Act

NCMC means the National Crisis Management Centre

NWRCG means the National Welfare Recovery Co-ordination Group

OCHA means the Office for the Coordination of Humanitarian Affairs, which is an office of the United Nations

ODESC means the Committee of Officials for Domestic and External Security Co-ordination

Recovery Co-ordinator has the same meaning as in section 4 of the Act

risk has the same meaning as in section 4 of the Act

state of emergency has the same meaning as in section 4 of the Act

state of local emergency has the same meaning as in section 4 of the Act

state of national emergency has the same meaning as in section 4 of the Act

supporting documentation includes detailed explanations, standard operating procedures, the Director's Guidelines, codes, and technical standards

The Guide means The Guide to the National Civil Defence Emergency Management Plan that is issued by the Director under section 9(3) of the Act

the strategy means the national civil defence emergency management strategy completed under section 31 of the Act

this plan means the national civil defence emergency management plan.

Note – Plan Clause 1 ‘CYF’

The Department of Child, Youth and Family (CYF) services was merged with the Ministry of Social Development (MSD) after the making of the National CDEM Plan Order 2005, and is now a business unit of MSD. CYF continues to be the government agency responsible for any arrangements set out in the Plan and Guide under CYF.

Note – Plan Clause 1 ‘NWRCG’

The title of the National Welfare Recovery Co-ordination Group (NWRCG) was changed to the National Welfare Co-ordination Group (NWCG) after the making of the National CDEM Plan Order 2005.

See Appendix 2, Definitions and abbreviations for additional definitions used in the Guide and in common use in civil defence emergency management.

1.2 Status of the National CDEM Plan

2 Status

This plan—

- (a) is made under sections 39(1) and 45(b) of the Act; and*
- (b) replaces the national civil defence plan; and*
- (c) has no transitional provisions; and*
- (d) becomes operational on 1 July 2006; and*
- (e) may be amended or replaced in accordance with the Act at any time; and*
- (f) must, before the close of 30 June 2011, be—*
 - (i) reviewed; and*
 - (ii) renewed or replaced.*

1.3 Incorporation by reference

3 Incorporation by reference

- (1) Section 40 of the Act allows incorporation by reference of material that is too large or otherwise impractical to be printed as part of this plan.*
- (2) No documents are incorporated by reference under this plan; however other materials are mentioned.*

1.4 Purpose of the National CDEM Plan

Part 2

Purpose, objectives, and scope of plan

4 Purpose of plan

The purpose of this plan is to—

- (a) state the hazards and risks to be managed at the national level; and*
- (b) provide for the civil defence emergency management arrangements to meet those hazards and risks.*

1.5 Objectives of the National CDEM Plan

5 Objectives of plan

- (1) The first objective of this plan is to provide for effective management of states of national emergency or civil defence emergencies of national significance through a planned and co-ordinated whole-of-government response.*
- (2) The second objective of this plan is to provide for effective recovery from states of national emergency and civil defence emergencies of national significance through a planned and co-ordinated whole-of-government response.*
- (3) The third objective of this plan is to provide for effective management of national support in states of local emergency through a planned and co-ordinated whole-of-government response.*

The Guide, as a whole, aims to support this purpose and these objectives.

1.6 Relationship of objectives to the National CDEM Strategy

6 Relationship of objectives to national civil defence emergency management strategy

- (1) Section 31 of the Act requires the Minister to complete a national civil defence emergency management strategy.
- (2) The strategy was completed in March 2004.
- (3) The strategy includes—
 - (a) the Crown's goals in relation to civil defence emergency management in New Zealand; and
 - (b) the objectives to be pursued to achieve those goals; and
 - (c) the measurable targets to be met to achieve those objectives.
- (4) The goals of the strategy are—
 - (a) goal 1: to increase community awareness, understanding, and participation in civil defence emergency management; and
 - (b) goal 2: to reduce the risks from hazards to New Zealand; and
 - (c) goal 3: to enhance New Zealand's capability to manage emergencies; and
 - (d) goal 4: to enhance New Zealand's capability to recover from disasters.
- (5) Goal 1 is addressed in this plan by supporting objective B of the goal (improve community understanding and participation in civil defence emergency management). Goal 2 is addressed in this plan by supporting objective D of the goal (improve the co-ordination of the Government's policy relevant to civil defence emergency management).
- (6) As this plan deals with the management of hazards and risks at the national level, this plan gives practical effect to the following goals and associated objectives of the strategy:
 - (a) goal 3: enhancing New Zealand's capability to manage civil defence emergencies, particularly objective E (enhancing the ability of government departments to prepare for and manage civil defence emergencies) and objective F (improving the ability of the Government to manage civil defence emergencies of national significance); and
 - (b) goal 4: enhancing New Zealand's capability to recover from civil defence emergencies, particularly objective A (implementing effective recovery planning and activities for the physical impacts of emergencies) and objective B (implementing effective recovery planning and activities for the social and economic impacts of civil defence emergencies).

Note – Plan Clause 6(5)

The National CDEM Strategy was reviewed and reissued in 2008 after the making of the National CDEM Plan Order 2005. Goal 1 Objective B now reads: improving individual, community and business preparedness.

The National CDEM Strategy provides the overall strategic direction for civil defence emergency management in New Zealand. It addresses the need to reduce hazards and risks, and how to be ready for, respond to and recover from emergencies (the 4Rs).

The National CDEM Plan and Guide are two mechanisms that contribute to the goals of the National CDEM Strategy. Other mechanisms exist both within MCDEM¹, and across central and local agencies.

Goal 2 is only addressed in part in the National CDEM Plan. It is also addressed within CDEM Group plans and other government strategies.

¹ For example, mechanisms within MCDEM include the National CDEM Exercise Programme, the Public Education Programme, and CDEM support for pandemic planning.

The National CDEM Plan is aligned and integrated with a range of other strategies, policies, regulations and programmes across central government. The Plan is dependent on this alignment and integration for risk reduction at both the national and local levels.

The relationships between the National CDEM Strategy, the National CDEM Plan, CDEM Group plans, the emergency plans of other agencies, and other reduction mechanisms at the national and local level are illustrated in **Figure 1.1** Readiness, response and recovery planning and activities also link to more broadly based risk reduction policies and programmes at the national and local levels.



Figure 1.1: Linkage between national, regional and local operational plans and arrangements and risk reduction policies and programmes.

1.7 Scope of the National CDEM Plan

7 Scope of plan

- (1) This plan, the Act, the strategy, the CDEM Group plans, the sector plans, the agency plans, and The Guide collectively describe the civil defence emergency management necessary at the national level.
- (2) This plan—
 - (a) is a statement of—
 - (i) the national civil defence emergency management arrangements that are in place or being developed on the date that this plan is made; and
 - (ii) the principles, arrangements, commitments, and frameworks that apply to the management of states of national emergencies and civil defence emergencies of national significance (the detail of how this is to be delivered is set out in The Guide); and
 - (b) addresses emergencies where communities and agencies are overwhelmed and demand on resources may exceed those available at the local, regional, or national level; and
 - (c) is written for agencies that have a role to play during either a state of national emergency or a civil defence emergency of national significance and will inform their planning, response, and co-ordination during such an emergency; and

- (d) explains how central government may support CDEM Groups in their management of states of local civil defence emergencies; and
 - (e) becomes operative on 1 July 2006; and
 - (f) is supported by The Guide, which—
 - (i) augments this plan; and
 - (ii) includes additional material; and
 - (iii) is approved by the Government; and
 - (iv) is to come into force on 1 July 2006.
- (3) Nothing in this plan prevents the national support of local emergency management, and the co-ordination of that support, in local emergencies or other events.

Principles

The National CDEM Plan contributes to and is consistent with the 4Rs approach with a focus on national arrangements for managing or supporting the management of civil defence emergencies.

The National CDEM Plan is based on the principles that:

- reduction, readiness, response and recovery arrangements are necessary to address hazards and risks;
- risk can remain after the application of reduction measures, which is for the most part, managed through other statutory and non-statutory processes at the local and national levels (**see** *National Hazardscape Report* (2007) for more information);
- there will be hazard events with severe consequences that will have to be managed or supported at the national level (**see** clause 9(5) of the National CDEM Plan);
- some emergencies may require national management;
- the CDEM arrangements necessary for national management of an emergency are the generic functions of the National CDEM Plan.

1.8 Statutory review of the National CDEM Plan

Section 46(1) of the CDEM Act requires that the National CDEM Plan be reviewed at least every five years from its commencement date. For the first National CDEM Plan commencing on 1 July 2006, this means that the plan must be reviewed by 1 July 2011.

The statutory review of the National CDEM Plan will assess whether the National CDEM Plan is:

- achieving its objectives (clause 2 of the National CDEM Plan);
- consistent with the National CDEM Strategy (section 39(2)(c) of the CDEM Act);
- contributing to achieving the purposes of the CDEM Act (section 3 of the CDEM Act); and
- otherwise complies with the CDEM Act and other relevant legislation.

Outputs and outcomes of the national monitoring and evaluation programme will also contribute to the review process.

1.9 National CDEM arrangements

1.9.1 Definitions

Emergency

The CDEM Act defines emergency as a situation that:

- (a) *is the result of any happening, whether natural or otherwise, including, without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act; and*
- (b) *causes or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property in New Zealand or any part of New Zealand; and*
- (c) *cannot be dealt with by emergency services, or otherwise requires a significant and co-ordinated response under the Act.*

Civil defence emergency

The term civil defence emergency in the context of the National CDEM Plan and Guide is any emergency (as defined above) that is:

- managed under the CDEM Act; and
- managed at the national level by the Ministry of Civil Defence & Emergency Management (MCDEM) as the lead agency; or
- managed at the local level by CDEM Groups as the lead agency.

(see *lead agency* below for the definition of lead agency).

The Director of CDEM may use the provisions of the CDEM Act, the National CDEM Plan, and the Guide to the National CDEM Plan to manage a civil defence emergency.

National management

The concept of national management in the National CDEM Plan and Guide allows for the undertaking of responsibilities, functions and delivery of services² for:

- national support of an emergency managed at the local level, with CDEM Group or Local Controllers directing and co-ordinating the response and national level support being provided as required;
- co-ordination and direction of an emergency at the national level. If a state of national emergency is declared, the National Controller directs the response. Group Controllers will co-ordinate strategic and operational responses in their regions in line with the direction of the National Controller.

Lead agency

A lead agency is the agency that has a mandate (through legislation or expertise) to provide management of the emergency at hand. At the national level the lead agency provides national management of an emergency with assistance from support agencies.

For a **civil defence emergency** the lead agency at the national level is MCDEM, and the lead agency at the local level is the CDEM Group.

Examples of lead agencies responsible for the national management of emergencies other than a civil defence emergency, are:

- **counter-terrorism emergency** – nationally managed by New Zealand Police;
- **biosecurity emergency** – nationally managed by MAF BioSecurity New Zealand; and
- **health emergency** – nationally managed by the Ministry of Health³

² For example, the national warning system and providing government financial support.

³ The arrangements for the management of any national health-related emergency are set out in the National Health Emergency Plan and the New Zealand Influenza Pandemic Action Plan, for further information see section 9, Health services.

At the national level, the lead agency operates within the whole-of-government national crisis management arrangements (**see** section 3, Statutory basis for national management of an emergency for more information).

As an emergency situation changes, the lead agency responsible may change.

Support agency

A support agency is any agency that assists the lead agency during an emergency. As an emergency situation changes, the support agencies may change.

Support agencies are determined by the consequences of the emergency to be managed.

MCDEM and CDEM Groups can use arrangements under the CDEM Act, National CDEM Plan and Guide and/or a CDEM Group plan to manage the CDEM response to any emergency, in support of another lead agency.

1.9.2 Integration and alignment of national and local CDEM planning

A CDEM Group, and its member local authorities, emergency services, local branches of government agencies, lifeline utilities, NGOs and community groups, are the primary means of delivering CDEM to communities within each Group area.

The CDEM arrangements for the hazards and risks specific to a community are addressed within the respective CDEM Group plans and other local authority plans. These plans recognise community priorities and needs.

The National CDEM Plan and Guide provide support to Group arrangements. CDEM Group plans and the National CDEM Plan need to be aligned and integrated to enable national support. The Guide assists this process.

1.9.3 Relationship of National CDEM Plan to agency planning

The National CDEM Plan and Guide are operationally focused, with an emphasis on what must be understood and done. They support, but do not otherwise replace or replicate, agency planning and standard operating procedures (SOPs).

The development and maintenance of planning and procedures at this level are the responsibility of each agency, in conjunction with other agencies with which they must operate.

1.10 Capacity and capability

8 Capacity and capability

- (1) *New Zealand has finite capacity and capability for deployment in response to, or recovery from, a state of national emergency or a civil defence emergency of national significance.*
- (2) *Effective response and recovery may necessitate mobilisation of all available resources.*
- (3) *Mobilisation of appropriate capacity is achieved through—*
 - (a) *the activation of government crisis management arrangements; and*
 - (b) *MCDEM, as lead agency, co-ordinating, controlling, and directing in accordance with its responsibilities under the Act; and*
 - (c) *agencies being ready to meet their obligations under the Act and this plan; and*
 - (d) *agencies' activation of commitments and obligations set out in this plan.*
- (4) *Planning for civil defence emergencies is an ongoing process and significant*

work programmes are being undertaken to address any issues that are identified.

(5) MCDEM—

- (a) *is responsible for assessing resource requirements needed to manage civil defence emergencies at the national level; and*
- (b) *will monitor the capacity and capability of CDEM Groups; and*
- (c) *alert CDEM Groups, agencies, and the Government to any significant shortcomings in national civil defence emergency management capacity and capability.*

Principles applicable to capacity and capability

The principles applicable to capacity and capability are as follows:

- New Zealand's overall capacity and capability is made up of combined national, CDEM Group and local resources that, in some circumstances, may be augmented by international assistance;
- central government has a significant role in providing resources to support CDEM Groups in the management of emergencies;
- each agency is responsible for identifying the capacity and capability it needs to fulfil its roles and responsibilities in readiness, response and recovery;
- in situations of shared responsibility and co-dependency of agencies, or when an emergency extends across Groups, it must be made clear which agency or Group will obtain what resources;
- priorities for allocating resources when capacity is limited should aim to achieve overall efficiency and effectiveness of response and recovery operations;
- assessment and applicability of capacity and capability should be tested and validated regularly; and
- any gaps in capacity and capability are to be resolved or notified to the relevant CDEM Group and MCDEM.

1.11 Monitoring and evaluation

It is important for agencies to continually monitor and measure progress in order to know when they have successfully reached their current goals and objectives and to ensure they have the capacity and capability necessary to be able to perform their CDEM roles and responsibilities. This requires a programme of monitoring and evaluation.

1.11.1 Context for monitoring and evaluation

What is monitoring and evaluation?

Monitoring and evaluation are standard parts of any effective policy or risk management processes. They provide a 'feedback loop' within these processes, allowing comparisons between actual and desired states. This enables ongoing analysis, and refinement of decisions and implementation processes, to improve outcomes.

Though often referred to together, monitoring and evaluation involve distinctly different aims and processes:

- **Monitoring** is a continual process that aims to provide management and stakeholders with early indications of compliance with responsibilities, and progress, or lack thereof, in the achievement of results.
- **Evaluation** is about measuring effectiveness. It compares what is happening against what was intended (goals, objectives and targets) and interpreting the reasons for any differences.

Legislative requirement

Legislative requirements for monitoring and evaluation of CDEM in New Zealand are established in the CDEM Act:

Functions of the Director of CDEM include:

- *monitor and evaluate the national civil defence emergency management strategy* (section 8(2)(c));
- *develop, monitor, and evaluate the national civil defence emergency management plan* (section 8(2)(d)); and
- *monitor the performance of Civil Defence Emergency Management Groups and persons who have responsibilities under this Act* (section 8(2)(f)).

Functions of CDEM Groups, and of each member of the Group include:

- *monitor and report on compliance within its area with this Act and legislative provisions relevant to the purpose of this Act* (section 17(1)(h)); and
- *A CDEM Group must ensure that its actions in exercising or performing its functions, duties, and powers under this Act are not inconsistent with any national civil defence emergency management strategy that is for the time being in force* (section 37(1)).

1.11.2 Objectives of monitoring and evaluation

The main objectives of monitoring and evaluation are to:

- enhance organisational learning;
- ensure informed decision-making;
- support substantive accountability; and
- build capacity and capability.

These objectives are linked together in a continuous process, as shown in **Figure 1.2**. Learning from experience results in more informed decision-making; better decisions lead to greater accountability to stakeholders; all three elements working together make a positive contribution to overall effectiveness.

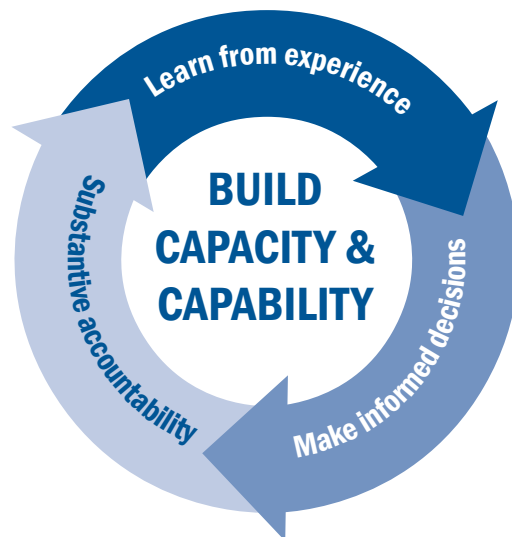


Figure 1.2: The continuous process of monitoring and evaluation to build capacity and capability

1.11.3 Types of monitoring and evaluation

Monitoring and evaluation of CDEM should be focused in three different areas:

- **compliance** monitoring compliance with any relevant legislative requirements, particularly the requirements of the CDEM Act;
- **performance** assessing whether CDEM work programmes are being carried out according to needs and requirements, and whether capacity and capability exists to be able to perform CDEM functions;
- **outcomes** monitoring and evaluating progress towards high-level goals and objectives – of the agency in question, and of the goals and objectives of the National CDEM Strategy.

All agencies with roles and responsibilities under the CDEM Act should monitor and evaluate their compliance with the CDEM Act, their performance in doing so, and their progress towards outcomes.

1.11.4 Performance Indicators

Performance indicators are measures of inputs, activities, outputs, outcomes and impacts for projects, programmes, or strategies. When supported with sound data collection, analysis and reporting, indicators enable an organisation to track progress, demonstrate results, and take corrective action to improve effectiveness.

Performance indicators for assessing capacity and capability are:

- effective communications are maintained at all times;
- emergency plans are maintained and exercised;
- work is prioritised effectively;
- response and recovery objectives are achieved without unexpected delay;
- logistics, transport, contract, and supply requirements are addressed;
- resources are used efficiently, and conflicts over deployment are avoided;
- gaps in capacity or capability are identified and resolved;
- all functions are sufficiently resourced with appropriately trained staff;
- there is clarity among agencies about roles, responsibilities or actions.

1.11.5 National monitoring and evaluation

National monitoring and evaluation is delivered through two mechanisms: the CDEM Capability Assessment Tool, and the National CDEM Exercise Programme.

CDEM Capability Assessment Tool

The CDEM Capability Assessment Tool aims to create a standard assessment of emergency management capability in New Zealand. It consists of a set of key performance indicators and performance measures against which organisations can assess themselves or be externally assessed. Indicators span the 4Rs and are organised in a framework based on the National CDEM Strategy.

The assessment tool provides:

- an assessment of organisational strengths, weaknesses and gaps;
- an audit and accountability trail to stakeholders and government;
- a strategic planning function;
- a nationwide picture of implementation of requirements of the CDEM Act; and
- a nationwide picture of progress towards CDEM's high-level goals and objectives.

The assessment tool is available for self-assessment of agencies and CDEM Groups

at any time, but also supports a common reporting cycle in which all agencies with responsibilities under the CDEM Act (i.e. government departments (including MCDEM), local authorities, emergency services, lifeline utilities) will be expected to complete assessments to understand and document New Zealand's collective CDEM capability.

National CDEM Exercise Programme

The National CDEM Exercise Programme (**see** section 17, CDEM exercise programmes for more information) provides a mechanism for assessing the operational capacity and capability of CDEM Groups and agencies (such as government agencies, lifeline utilities, and non-governmental organisations). Other mechanisms such as debriefs and reviews following response to actual emergencies also contribute to this understanding.

Central and local government both have roles in terms of providing capacity and capability to civil defence emergency management. Participation in the National CDEM Exercise Programme helps develop, maintain, and demonstrate these.

The National CDEM Exercise Programme promotes co-ordination, participation, and a consistent and systematic approach to CDEM exercising. It covers CDEM exercises at the local level through to the national level. Its principle focus is on inter-Group exercises (across CDEM Groups and which may include MCDEM) and national exercises (New Zealand and part thereof, including central government).

When undertaking these exercises, MCDEM (nationally) and CDEM Groups (locally) should consider the following:

- the capacities and capabilities required and available to manage the event;
- the allocation of resources over different phases of the event;
- capacity and capability issues across all stakeholders; and
- risks or gaps in capacity or capability⁴.

Reporting

Following completion of exercises, response to emergencies or any other capacity and capability assessment, reports should be prepared for the Director of CDEM, that comment on:

- the nature and implications of identified deficiencies in capacity and capability;
- the relative importance of such deficiencies, and priorities for action;
- steps that the relevant agencies or CDEM Groups are undertaking to address the issues; and
- recommendations on actions for other stakeholders to consider.

Upon receipt of the report, the Director of CDEM:

- is to review the issues, and their implications for national operations generally; and
- may advise the Officials Committee for Domestic and External Security Co-ordination (ODESC) about the issues and risks and, as appropriate, recommend strategies to address them at the national level.

Reports should be generated as a result of:

- debriefs and reviews following actual emergencies and debriefs and evaluation of exercises; and
- significant developments that are likely to affect capacity and capability across the CDEM sector.

The testing and exercising of plans and corrective action based on issues identified provides for continuous improvement.

4 For example, that the same resource is required by different agencies, leading to shortfalls.

1.11.6 Review of resources

While the current National CDEM Plan is in effect, MCDEM will work with CDEM Groups to review resources likely to be required during response in their areas. This will support identification of any critical resource gaps regionally or nationally.

1.12 References and links

Other documents

- Civil Defence Emergency Management Act 2002.
- *National Civil Defence Emergency Management Strategy 2007*; Department of Internal Affairs (2008), ISBN 0-478-29453-0 (www.civildefence.govt.nz).
- *National Hazardscape Report*; Officials' Committee for Domestic and External Security Co-ordination, Department of the Prime Minister and Cabinet (2007), ISBN 0-478-29455-7 (www.civildefence.govt.nz).

2. Hazards and risks

Summary

The National CDEM Plan identifies core functions for national management of the consequences of civil defence emergencies. It may also address the management of consequences of other emergencies not otherwise able to be managed by a lead agency.

The hazards and risks to be managed under the Civil Defence Emergency Management Act 2002 (CDEM Act) and the National CDEM Plan include any hazard that may result in a civil defence emergency. The National Hazardscape Report identifies the seventeen most prevalent hazards in New Zealand and the principal means by which each of them is managed.

Contents

The section contents are:

- 2.1 Hazards and risks to be managed at national level 2
- 2.2 National hazard risk assessment 3
- 2.3 Risk reduction 4
- 2.4 National consequences to manage 5
- 2.5 References and links 6

2.1 Hazards and risks to be managed at national level

Part 3 Hazards and risks

9 Hazards and risks to be managed at national level

- (1) *This part states and provides for the hazards and risks to be managed at the national level and this plan identifies the civil defence emergency management necessary at the national level to manage them.*
- (2) *An emergency occurs when the safety of the public or property is endangered and a significant and co-ordinated response under the Act is required. The emergencies covered by this plan include those traditionally managed by civil defence arrangements and those indicated through the CDEM Group planning processes.*
- (3) *Examples of emergencies include—*
 - (a) *natural disasters such as flood, storm, cyclone, snowstorm, earthquake, volcanic, geothermal incident, tsunami, landslide, and lahar; and*
 - (b) *non-natural events such as lifeline utility failure.*
- (4) *An emergency may be local or national in its effect. National civil defence emergency management may be necessary to manage the consequences of hazards and risks if these result in either a state of national emergency or a civil defence emergency of national significance. The latter includes, without limitation, any case where the Minister considers that—*
 - (a) *there is widespread public concern or interest; or*
 - (b) *there is likely to be significant use of resources; or*
 - (c) *it is likely that the area of more than one CDEM Group will be affected; or*
 - (d) *it affects or is likely to affect or is relevant to New Zealand's international obligations; or*
 - (e) *it involves or is likely to involve technology, processes, or methods that are new to New Zealand; or*
 - (f) *it results or is likely to result in or contribute to significant or irreversible changes to the environment (including the global environment).*
- (5) *The consequences of hazards and risks to be managed can include those relevant to human, economic, social, infrastructure, and geographic factors.*
- (6) *A range of agencies other than MCDEM may take the lead in an emergency. Indicative examples include the Ministry of Agriculture and Forestry (biosecurity), the Ministry of Health (pandemic), and the New Zealand Police (counter-terrorism). Aspects of such emergencies can be managed under the Act and using parts of this plan. In these cases, the responsibilities of the lead agency are in no way diminished even though a state of local or national emergency is declared under the Act to support that lead agency.*
- (7) *Civil defence emergency management arrangements may be activated to support lead agencies if these arrangements are included in those agencies' plans.*

Note – Plan Clause 9(6)

The lead agency for a biosecurity emergency is MAF Biosecurity New Zealand. MAF Biosecurity New Zealand was established after the making of the National CDEM Plan.

New Zealand's prevalent hazards

Plan Clause 9(3) provides examples of hazard disasters and events that may result in emergencies. In 2007, after the making of the National CDEM Plan the Department of the Prime Minister and Cabinet (DPMC), as chair of the Officials Committee for Domestic and External Security Co-ordination (ODESC), published the *National Hazardscape Report*. The report identifies the seventeen most prevalent hazards in

New Zealand, and the principal means by which the risks associated with each are managed across the 4Rs of reduction, readiness, response, and recovery.

The prevalent hazards are:

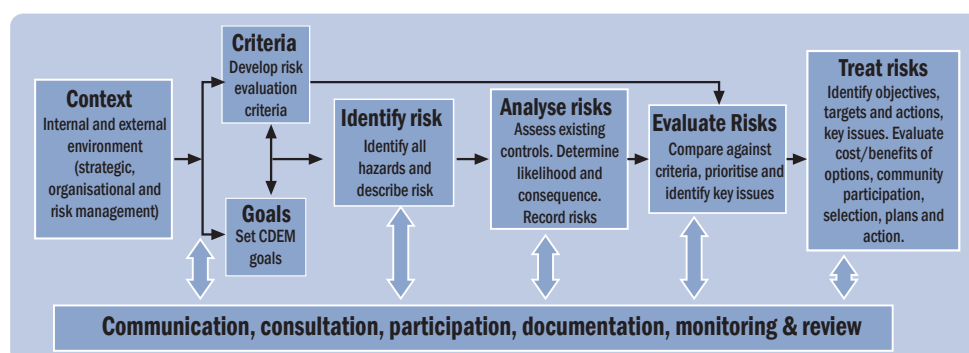
- earthquakes;
- volcanoes;
- landslides;
- tsunamis;
- coastal hazards;
- floods;
- severe wind;
- snow;
- droughts;
- wildfires;
- animal and plant diseases;
- infectious human disease pandemics;
- infrastructure failures;
- major transport accidents;
- terrorism; and
- food safety.

2.2 National hazard risk assessment

The National CDEM Strategy seeks comprehensive and integrated approaches to hazard risk management. All hazards and risks are to be addressed. Risk reduction aims to avoid creating further risk and to mitigate existing risk. Readiness, response and recovery arrangements recognise that hazard events will occur and that not all risk can be reduced. Good preparation before and management of consequences during an event can lessen its impacts. The recovery stage can also present opportunities to further reduce risks for the future.

Determining risk

Determining acceptable levels of risk, and how best to achieve this across the 4Rs, therefore requires integrated and co-ordinated approaches to CDEM and hazard management planning. Identifying risks and the best means to manage them across the 4Rs is part of a risk management process (see **Figure 2.1**).



Adapted from:
AS/NZS 4360: 2004 Risk Management
SNZ HB 4360:2000 Risk Management for Local Government

Figure 2.1: The AS/NZS 4360 Risk Management standard has been adapted for CDEM practice

The application of risk management at the national level extends beyond CDEM arrangements. This application underlies the design, development, implementation, and endeavours to integrate legislation, policies, and services across central government and other sectors.

Sources of information on risk

Within this overall context national CDEM planning is primarily concerned with risks that may lead to national emergencies and emergencies of national significance. Understanding what to plan for involves information from many sources including:

- CDEM Group risk assessments;
- hazard risk research of universities, Crown Research Institutes, and other organisations;
- hazard and risk reports prepared by government agencies and the managers of strategic assets, such as lifeline utilities.

Risk assessment at the national level has identified the lead agencies responsible for managing particular risks (**see** Plan clause 9(6)). The lead agencies' hazard specific plans are supported by generic CDEM plans. For example, an infectious human disease pandemic may result in interruptions to lifeline services. CDEM planning allows for the management of the consequences of lifeline failure, integrated with the arrangements of the Ministry of Health's New Zealand Influenza Pandemic Action Plan, and co-ordinated by the Domestic and External Security Co-ordination (DESC) system.

2.3 Risk reduction

Local risk reduction

Most hazard events occur at the local or regional level. Even large events consist of many, small incidents that together give the event its scale. Hence, New Zealand's hazard and risk management and CDEM planning frameworks place a strong emphasis on local initiatives for risk reduction. Individuals, communities and local government are best placed to decide on the management options suited to them, for example through land-use planning and building control activities.

National risk reduction

National risk reduction policies, programmes and services across central government aim to support local government, businesses and individuals to reduce risk at the community and personal level. Central government does so in many different ways. It develops and administers a broad framework of legislation.

Legislation addressing risk reduction

In addition to the CDEM Act, hazard risk reduction is addressed generally through other legislation such as the:

- Resource Management Act 1991;
- Building Act 2004;
- Local Government Act 2002; and
- Health and Safety in Employment Act 1992.

Other legislation addresses specific aspects of hazard and risk management, such as the:

- Soil Conservation and Rivers Control Act 1941;
- Earthquake Commission Act 1993;
- Maritime Transport Act 1994;
- Health Act 1956;
- Epidemic Preparedness Act 2006;
- Fire Service Act 1975;

- Forest and Rural Fires Act 1977;
- International Terrorism Act 1987;
- Hazardous Substances and New Organisms Act 1996; and
- Biosecurity Act 1993.

This framework of legislation underpins a wide range of national strategies, plans, policies, codes, and practices supporting risk reduction outcomes. Some examples are the Building Code and compliance regime, the Biosecurity Strategy and the New Zealand Coastal Policy Statement.

Central government and national agencies

Central government, along with national professional bodies and organisations, provides guidance to practitioners working within different sectors, and information to the public. The Government also establishes priorities for and funds research into hazards and risks to guide informed decision-making. Departments and State Owned Enterprises may also contribute to reduction outcomes through the services they deliver locally as part of their daily activities. These may vary from risk proofing capital infrastructure to that of providing social, education and health services that lessen individual and community vulnerability to their risks.

National lifeline utilities

National lifeline utilities and network providers proactively address reduction issues through their own actions and through regional lifeline engineering projects which address inter-dependencies.¹

2.4 National consequences to manage

Risks that are unable to be addressed through reduction initiatives are managed through readiness, response, and recovery arrangements at both the national and local levels². The Plan and Guide describe these arrangements at the national level.

When preparing their plans, CDEM Groups identify hazards and risks for which they may require the support of other CDEM Groups and/or National CDEM Plan arrangements to manage an emergency.

The criteria in **Table 2.1** are used to evaluate whether the consequences of any emergency requires management under the National CDEM Plan.

Category	Notes
CDEM Group planning for local emergencies identifies a hazard or consequence requiring management at the national level.	National planning is necessary for additional resources and/or higher levels of co-ordination.
Consequences of emergencies are likely to be of national significance.	Identified in accordance with Section 39(2)(a) and 39(2)(b) of the CDEM Act.
Where hazards and risks are already managed at the national level and require CDEM involvement.	The lead agency seeks the support of CDEM arrangements to address one or more consequences.

Table 2.1: Hazard and risk evaluation criteria

- 1 For example, water supply systems are dependent on power and information telecommunication systems, and need to plan for contingencies for interruptions to these systems.
- 2 For example, one aspect of reduction in the case of an earthquake is strengthening buildings; and although this will reduce damage, it will not stop an earthquake happening and the need to provide for Urban Search and Rescue in the event of collapse (See section 8, Fire Service).

Ongoing risk identification

Because hazards and risks may change with time, it is the responsibility of all agencies to:

- regularly identify, review, and assess all events that may result in an emergency;
- consider the likelihood and consequences arising from those events;
- undertake risk reduction and emergency planning, including agreeing any additional need for management under the National CDEM Plan.

These are part of the monitoring and review steps of the risk management process of (AS/NZ4360)(see **Figure 2.1**).

Consequences related to the four environments

Exactly what form each emergency may take is unknown, and therefore national CDEM planning must provide for the consequences of any likely event, including impacts on the:

- **social environment:** displaced, injured or dead, immediate and long-term disruption/impacts to normal social functioning of a community/society);
- **economic environment:** short term and long term, direct and indirect across all economic activity;
- **built environment:** on key buildings, structures and utilities for private, public and commercial use;
- **natural environment:** the ecology, natural resources, physical landscape, amenity, and heritage values of an area.

Each consequence results in specific needs that are to be managed through CDEM planning³. This planning includes defining and grouping agency roles and responsibilities, and developing common procedures for common functions irrespective of the cause of the emergency. This planning supports an integrated 4Rs approach to hazard and risk management, as well prepared and executed response and recovery arrangements will lessen the impacts of an event and maximise opportunities for further risk reduction.

2.5 References and links

Other sections of the Guide

- Section 1, Introduction
- Section 3, Statutory basis for national management of an emergency
- Section 4, General roles and responsibilities
- Section 5, Civil Defence Emergency Management Groups
- Section 9, Health services
- Section 19, National CDEM warnings

Other documents

- *National Hazardscape Report; Officials' Committee for Domestic and External Security Co-ordination, Department of the Prime Minister and Cabinet (2007) ISBN 0-478-29455-7; (www.civildefence.govt.nz).*
- AS/NZS 4360:2004 Risk Management
- CDEM Group plans (www.civildefence.govt.nz)
- *National Civil Defence Emergency Management Strategy 2007; Department of Internal Affairs (2008); ISBN 0-478-29453-0 (www.civildefence.govt.nz).*

³ For example, one consequence could be the mass dislocation of people as a result of either a terrorist act or a volcanic eruption. In either case, this consequence requires generic planning for the functions of mass evacuation, providing temporary accommodation, public information, victim registration and inquiry systems, and welfare support.

3. Statutory basis for national management of an emergency

Summary The Civil Defence Emergency Management Act 2002 (CDEM Act) and other legislation identifies the statutory powers, structures and arrangements that government uses to manage an emergency. The CDEM Act places obligations on agencies to prepare for and manage emergencies effectively and efficiently.

Contents The section contents are:

- 3.1 Government crisis management arrangements 2
- 3.2 Minister’s power 3
- 3.3 Other emergency situations 4
- 3.4 System of Domestic and External Security Co-ordination (DESC) 4
- 3.5 Ministry of Civil Defence & Emergency Management (MCDEM) 5
- 3.6 Other agencies 5
- 3.7 Director of Civil Defence Emergency Management 6
- 3.8 National Controller 6

3.1 Government crisis management arrangements

The government crisis management arrangements (see **Figure 3.1**) form the basis by which the government may oversee response and recovery management for any incident, crisis or emergency requiring national co-ordination or support. At the strategic level the arrangements do not vary, though arrangements at the operational level may do so depending on the lead agency and the event.

The operational arrangements for an emergency, whereby MCDEM is the lead agency, are set out in **Figure 3.2**. Alternatively, when an emergency is managed by another lead agency, MCDEM may support the lead agency by co-ordinating CDEM response and recovery activities¹.

These represent strategic arrangements for civil defence emergency management at a national level, while the Co-ordinated Incident Management System provides the operational framework (see section 14, Co-ordinated incident management system).

These arrangements apply both to managing a state of national emergency and supporting an emergency of national significance under the CDEM Act.

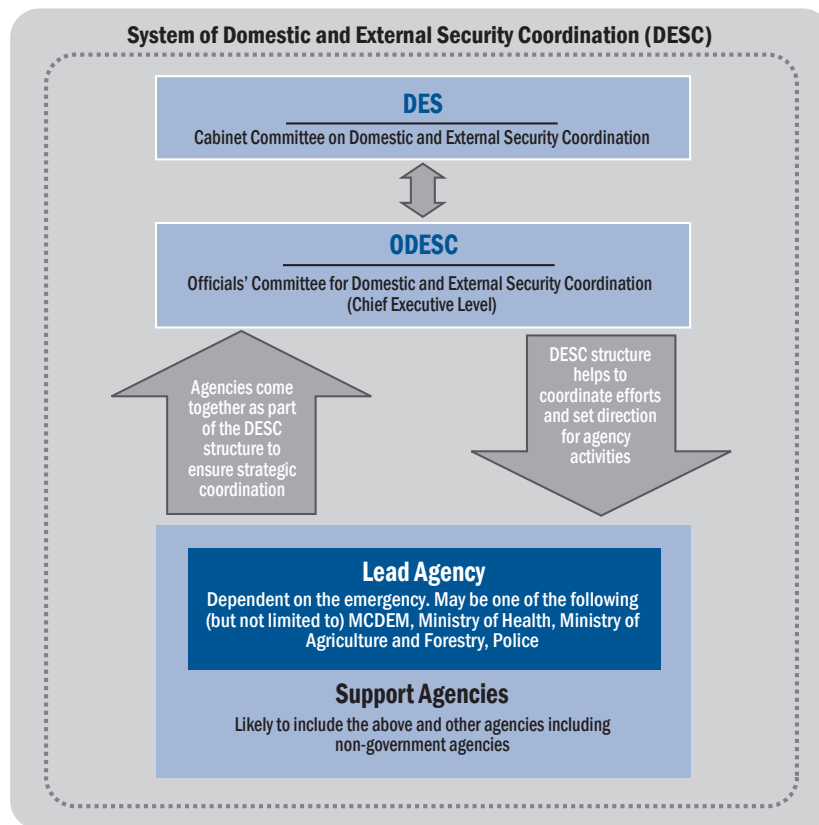


Figure 3.1: New Zealand's government crisis management arrangements

¹ For example, MCDEM as a support agency will coordinate the CDEM aspects of a counter-terrorism (Police), pandemic influenza (Ministry of Health), or biosecurity emergency (BiosecurityNZ) in support of the relevant lead agency.

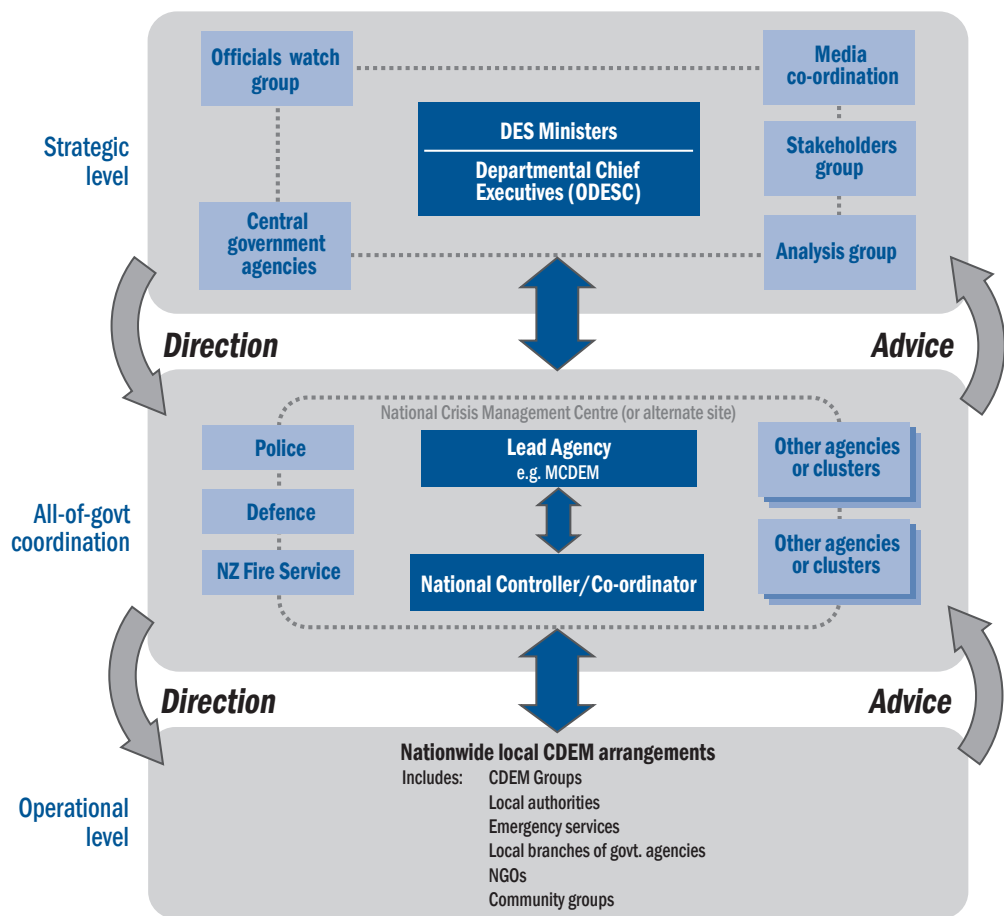


Figure 3.2: National crisis management model in an emergency for which MCDEM is the national lead agency at the operational level.

3.2 Minister's power

Part 4

Statutory basis for managing national emergencies

10 Minister's power

- (1) Under section 66 of the Act, the Minister has the power to declare that a state of national emergency exists over the whole of New Zealand or any areas or districts.
- (2) The Minister can make the declaration only if it appears that the emergency is, or is likely to be, so severe that it is beyond the resources of the CDEM Group or CDEM Groups affected or likely to be affected.

3.3 Other emergency situations

11 Other emergency situations

- (1) *In some circumstances, agencies may manage emergencies using this plan in combination with their own emergency management plans.*
- (2) *The arrangements set out in this plan may be used to support efforts to manage other emergencies (for example, an emergency managed by a lead agency other than MCDEM).*
- (3) *If the impacts on the community cannot be dealt with by emergency services, or otherwise require a significant or co-ordinated response, while other arrangements are in effect, a declaration may be made under the Act to formally invoke the powers of the Act and the provisions of this plan.*

3.4 System of Domestic and External Security Co-ordination (DESC)

Government crisis management arrangements

12 System of domestic and external security co-ordination (DESC)

- (1) *DESC is used by central government for the management of significant crises or security events where impacts of national significance warrant the co-ordination of national effort.*
- (2) *DESC operates at a strategic level to co-ordinate whole-of-government planning and prioritising.*
- (3) *DESC brings together information for ministers, co-ordinates analysis and development of options, and assists decision making in Cabinet.*
- (4) *DESC is collective without affecting the existing responsibilities of ministers or departments.*
- (5) *At the strategic level ODESC exercises policy oversight and advises the Prime Minister, Cabinet, and, when activated, the Cabinet Committee on Domestic and External Security Co-ordination chaired by the Prime Minister.*
- (6) *At the operational level a lead agency (which is MCDEM in the case of a civil defence emergency) monitors and assesses the situation, co-ordinates national support, reports to ODESC, and provides policy advice. In a national emergency, the lead agency directs and manages operational responses on the ground.*
- (7) *ODESC—*
 - (a) *is a group of senior officials; and*
 - (b) *is chaired by the DESC co-ordinator, normally the chief executive of DPMC; and*
 - (c) *supports ministers in developing high-level strategic direction, policy, and priorities, and in authorising additional resources to deal with crises; and*
 - (d) *is the strategic mechanism for co-ordinating a whole-of-government response to events.*
- (8) *ODESC is supported by government public service departments, non-public service departments, and groups of officials drawn from those departments to provide a whole-of-government overview, to address particular issues, and to co-ordinate strategic level public communications.*

3.5 Ministry of Civil Defence & Emergency Management (MCDEM)

13 Ministry of Civil Defence and Emergency Management (MCDEM)

- (1) *MCDEM is the agency in central government that co-ordinates the civil defence emergency management necessary during states of national emergency or civil defence emergencies of national significance.*
- (2) *At the operational level for civil defence emergency management events, MCDEM—*
 - (a) *monitors and assesses the impact at the site of the event; and*
 - (b) *provides operational support for civil defence emergency management activities at the local level; and*
 - (c) *co-ordinates the operational response of government and national resources during states of national emergency or civil defence emergencies of national significance.*
- (3) *When DESC is activated for civil defence emergency management events, MCDEM, as lead agency, provides advice to, and takes strategic direction from, ODESC.*
- (4) *In fulfilling these functions, MCDEM will—*
 - (a) *use NCMC facilities and establish linkages with relevant CDEM Groups and agencies; and*
 - (b) *co-ordinate clusters of agencies engaged in common areas of civil defence emergency management activity; and*
 - (c) *provide national co-ordination for recovery activities.*

3.6 Other agencies

14 Other agencies

- (1) *Other agencies with civil defence emergency management operational roles will co-ordinate with MCDEM or through established clusters to provide integrated and co-ordinated inter-agency responses.*
- (2) *Each agency remains responsible for the management of its own response.*
- (3) *Particular agencies may be requested to be represented at the level of ODESC and report to ODESC on their respective area of responsibility and respond to strategic direction from ODESC.*

3.7 Director of Civil Defence Emergency Management

Statutory officers

15 Director of Civil Defence Emergency Management (Director)

- (1) *The responsibilities of the Director are, in part, to—*
 - (a) *co-ordinate, for the purposes of civil defence emergency management, the use of resources made available under this plan; and*
 - (b) *during a state of national emergency,—*
 - (i) *direct and control, for the purposes of civil defence emergency management, the use of resources made available under this plan; and*
 - (ii) *control the exercise and performance of the functions, duties, and powers of CDEM Groups and group controllers; and*
 - (c) *ensure the Minister and ODESC are adequately briefed on the situation in a disaster area; and*
 - (d) *inform the Minister and ODESC of assistance likely to be required for response and recovery operations; and*
 - (e) *establish processes under this plan that will allow response and recovery to be effected for the emergency; and*
 - (f) *recommend to Cabinet any special policies for implementation of civil defence emergency management support; and*
 - (g) *exercise the powers under sections 8(2) and 9(2) of the Act.*
- (2) *The Director is a member of ODESC.*

3.8 National Controller

16 National Controller

- (1) *A National Controller can be—*
 - (a) *appointed by the Director; and*
 - (b) *delegated the Director's functions and powers under sections 8(2)(h) and 9(2)(a) of the Act.*
- (2) *If appointed,—*
 - (a) *a National Controller,—*
 - (i) *during the state of a national emergency, directs, controls, and co-ordinates, for the purposes of civil defence emergency management, the use of resources made available under this plan; and*
 - (ii) *during a civil defence emergency of national significance, co-ordinates national resources to support the local response; and*
 - (b) *a National Controller co-ordinates international operational support with the Ministry of Foreign Affairs and Trade.*
- (3) *If a National Controller is not appointed the Director retains the powers under sections 8(2)(h) and 9(2)(a) of the Act.*

4. General roles and responsibilities

Summary The Civil Defence Emergency Management Act 2002 (CDEM Act) and National CDEM Plan establish specific roles and responsibilities. The acceptance of these roles and responsibilities by both public and private sector organisations is a key element in CDEM planning. Agencies also make commitments beyond their responsibilities under the CDEM Act and National CDEM Plan in order to reduce the impact of an emergency.

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4.1 Government Responsibilities

Maintenance of government

Part 5
Roles and responsibilities of various organisations
General

17 Maintaining government

The machinery of government must continue to run, even at a reduced level.

4.2 General Responsibilities

Requirements of the CDEM Act 2002

18 General responsibilities

- (1) *The Act puts responsibilities on specified agencies. These responsibilities include, at times of emergency, being able to—
 - (a) function to the fullest possible extent even though this may be at a reduced level; and
 - (b) respond to the emergency as required.*
- (2) *The Act requires all government agencies, local authorities, emergency services, and lifeline utilities to—
 - (a) plan for functioning during and after an emergency; and
 - (b) be capable of continuing to function to the fullest extent possible (albeit at a reduced level).*
- (3) *All agencies are expected to develop, review, and improve their emergency plans. Respective emergency-related roles may be detailed in The Guide.*
- (4) *Agencies may have obligations under their own legislation to deal with hazards and consequences. The Act and this plan do not affect these obligations.*
- (5) *Non-government organisations do not have specific responsibilities under the Act but this plan acknowledges their importance in a civil defence emergency. The principal mechanism for the national co-ordination of non-governmental organisations with other agencies in response and recovery is via the NWRCG or through other relevant clusters.*

Note – Plan clause 18(5)

The title of the National Welfare Recovery Co-ordination Group (NWRCG) was replaced by the National Welfare Co-ordination Group (NWCG) after the making of the National CDEM Plan Order 2005.

Local authorities

Local government is an essential component of CDEM in New Zealand. Local authorities include city and district councils, and regional councils. Local authorities operate in terms of the Local Government Act 2002.

Local authorities have specific requirements under the CDEM Act and other legislation, including forming and maintaining CDEM Groups (**see** Section 5, Civil Defence Emergency Management Groups)

Emergency services

Emergency services with responsibilities under section 63 of the CDEM Act and other legislation are covered in clauses 20, 21, 22, 23, 24, 25, 26, 27, 28 and 32 of the National CDEM Plan (**see** section 6, Emergency services; Section 7, Police; Section 8, Fire Service; and Section 9, Health services).

Government departments	All government departments have obligations under section 58 of the CDEM Act. Departments are defined by the State Sector Act 1988.
Lifeline utilities	Lifeline utilities with responsibilities under section 60 of the CDEM Act are covered in clauses 33, 34 and 35 of the National CDEM Plan and schedule 1 of the CDEM Act (see Section 10, Lifeline utilities for more information).
Non-government organisations	Non-governmental organisations (NGOs) are a vital component in the national and local response to, and recovery from, emergencies. While their role is acknowledged and valued, they cannot be identified as lead agencies for specific functions at the national level due to variations in mandate, funding, scope and geographic spread. All functions specified within the Guide are led by a government agency at the national level and supported, where appropriate, by NGOs.
Other agencies	Other organisations have committed to performing specific roles in civil defence emergencies or in support of CDEM. These arrangements are described in conjunction with all other agencies with arrangements set out in the Guide to the National CDEM Plan at Annex 4.A . Specific roles and responsibilities.

4.3 Volunteers

Volunteers are an important resource and are often an integral part of response and recovery activities. Volunteers are not managed at a national level, but are managed and co-ordinated at a CDEM Group or local authority level.

4.3.1 Categories of CDEM volunteers

Established volunteers Established volunteers range from those who volunteer in emergency operating centres, welfare centres, sector posts and rescue teams, to voluntary controllers.

Established volunteers are:

- affiliated (a member of a recognised group);
- trained with CDEM relevant skills;
- accountable and responsible (through their organisation).

Spontaneous volunteers

Spontaneous volunteers are:

- unaffiliated (not a member of an organised, recognised group);
- untrained in CDEM relevant skills;
- not responsible or accountable to any given organisation.

More information about spontaneous volunteers is available in the MCDEM publication, *Spontaneous Volunteer Management Planning: Civil Defence Emergency Management Best Practice Guide [BPG3/06]*.

4.3.2 Responsibility of CDEM organisations in relation to volunteers

Planning for volunteers

All organisations that use volunteers are expected to look after them and take responsibility for them. If they are unable to do this, organisations should hire and pay people to perform the tasks.

CDEM Groups and local authorities should have written documentation describing processes for managing CDEM volunteers. Documentation and planning must take account of legislation that affects CDEM volunteers, which includes:

- the CDEM Act;
- the Health and Safety in Employment Act 1992 (incorporating the 2002 amendment).

Legislation relating to volunteers

The CDEM Act does not specify duties or obligations of local authorities toward volunteers. Nor does it prescribe codes of conduct towards, or training standards for, volunteers. The intent of the legislation is for CDEM Groups to determine the CDEM needs of their region and how best to meet those needs. This will include identifying roles/functions that are best fulfilled by employees or contractors and those that are appropriate for volunteers.

The CDEM Act addresses compensation and protection from liability (s107-110). These provisions apply to volunteers (and any other persons) who carry out CDEM under the direction of the Director or a Controller or Recovery Co-ordinator¹.

The Health and Safety in Employment Act 1992 provides for a general duty of care, and all practicable steps must be taken to ensure the health and safety of volunteers.

Other Acts that must be considered in the management of volunteers are:

- the Employment Relations Act 2000;
- the Human Rights Act 1993;
- the Privacy Act 1993; and
- the Injury Prevention, Rehabilitation and Compensation Act 2001.

More information on the management of volunteers is available on the MCDEM website (www.civildefence.govt.nz).

4.4 References and links

Other sections of the Guide

- Section 5, Civil Defence Emergency Management Groups
- Section 6, Emergency services
- Section 7, Police
- Section 8, Fire Service
- Section 10, Lifeline utilities

Other documents

- *Spontaneous Volunteer Management Planning: Civil Defence Emergency Management Best Practice Guide [BPG3/06]*; Ministry of Civil Defence & Emergency Management (2006); ISBN 0-478-25473-3 (www.civildefence.govt.nz).

1 Other legislation may provide protection for volunteers operating under it. For example, the Fire Service Act 1975 provides protection for volunteer firefighters.

Annex 4.A. Specific roles and responsibilities

The following agencies have roles and responsibilities set out in the National CDEM Plan and the Guide to the National CDEM Plan. They are either mandated to fulfil these functions or are voluntary commitments to national CDEM arrangements.

Accident Compensation Corporation

Function	<p>Accident Compensation Corporation is a crown agency who's role is to prevent injury, ensure people can get treatment for injury, and if it happens assist people get back to everyday life as soon as possible. This involves receiving clients' injury claims, overseeing and co-ordinating the help clients get, to make sure they get the help they need; and paying weekly compensation (a regular form of income, calculated at a percentage of the client's usual earnings)</p> <p>Accident Compensation Corporation is a member of the National Welfare Co-ordination Group (Welfare Cluster).</p>
See	<ul style="list-style-type: none">• Section 12, Welfare

Association of Non Government Organisations of Aotearoa

Function	<p>The Association of Non Government Organisations of Aotearoa (ANGOA) is a network of organisations from across the range of non-government organisations in Aotearoa New Zealand including national, regional and local groups. ANGOA facilitates non-government organisations networking around issues of common concern with a particular emphasis on strengthening relationships across the sector and between the sector and government. ANGOA disseminates information as part of its effort to strengthen the Community and Voluntary Sector in Aotearoa New Zealand.</p> <p>ANGOA's primary functions are the provision of an independent vehicle for interaction, co-operation, and mutual support and exchange amongst non-government organisations within Aotearoa New Zealand and working in partnership with appropriate tangata whenua organisations and networks.</p>
See	<ul style="list-style-type: none">• Section 24, International assistance for New Zealand

Amateur Radio Emergency Communications

Function	<p>Amateur Radio Emergency Communications is a national organisation of volunteers with a structure allowing professional radio communications representation, planning, management and operational assistance at national, regional and local levels.</p> <p>Able to assist with communications, planning, management and operational aspects. Provision of alternative supplementary radio communications systems.</p>
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Attorney-General's Department of Australia

Function	<p>The Attorney-General's Department of Australia and the Ministry of Civil Defence & Emergency maintain an administrative arrangement in order to strengthen emergency management arrangements between the two countries. The purpose of the arrangement is to:</p> <ul style="list-style-type: none">• assist in creating disaster resilience and reducing disaster risk in Australia and New Zealand communities, bearing in mind the need for continuous improvement in emergency management;
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- foster familiarity with each countries' emergency management systems in order to facilitate co-operation during disasters; and
- support the Participants' membership of the Australian Emergency Management Committee.

Child Youth and Family (a service provided by the Ministry of Social Development)

Function Child, Youth and Family is the government agency that has legal powers to intervene to protect and help children. Child Youth and Family can provide relevant services to children affected by a civil defence emergency. Child, Youth and Family is a member agency of the National Welfare Co-ordination Group (Welfare Cluster).

See

- Section 1, Introduction
- Section 12, Welfare

Citizens Advice Bureau

Function Citizens Advice Bureau (CAB) is an independent community organisation whose member bureaux and specialist services around New Zealand provide information, advice, advocacy and support to individuals. The CAB aims to ensure that individuals do not suffer through ignorance of their rights and responsibilities, or of the services available, or through an inability to express their needs effectively.

See

- Section 12, Welfare

Civil Aviation Authority

Function The Civil Aviation Authority is responsible for:

- civil aviation policy advice and civil aviation rules (including safety and security standards);
- certification and licensing of aviation participants;
- investigation of accidents and incidents and analysis of trends;
- the promotion of safety and security;
- regulating the provision of aviation security services for international and domestic air operations including airport security, passenger and baggage screening;
- publication of aeronautical information;
- oversight administration of Health and Safety in Employment Act 1992 (HSE 1992) and Hazardous Substances and New Organisms Act 1996 (HASNO 1996) in the aviation sector.

The Civil Aviation Authority is directly responsible for responding to emergencies as necessary in it's specialist areas of:

- investigating aviation accidents and incidents;
- providing information on the availability of operational resources and expertise that may be able to be used during an emergency including the location and capabilities of aerodromes, aircraft and aircraft operators ;
- providing data on all aircraft registered in New Zealand;
- ensuring compliance with legislation, regulations and CAA rules.

The Civil Aviation Authority is a member of the Transport Emergency Management Co-ordination Group (Transport Cluster). It also participates in the Transport Response Team. When activated, the role of the Transport Response Team is to facilitate the

flow of information through the transport sector, and to provide strategic advice and recommendations to the lead agency and government on transport related issues.

The Civil Aviation Authority can provide the following:

- aviation transport advice generally and in its specialist areas of aviation accident and incident investigation;
- facilitating information from aviation stakeholders where appropriate;
- providing information on the availability of operational resources and expertise that may be able to be used during an emergency;
- aerodrome, aircraft and operator and data on all aircraft registered in New Zealand
- advice and implications regarding the status of particular aviation services and infrastructure where appropriate.

- See**
- Section 10, Lifeline utilities
 - Section 23, Mass evacuation

Classic Hits

Function Classic Hits is one of four radio networks under the Radio Broadcasters Association (which represents commercial radio networks), to have voluntarily committed (as agreed in a memorandum of understanding with the Ministry of Civil Defence & Emergency Management) to provide broadcasts of alerts or warnings as required through their network, and to be supplemented where appropriate by other networks or individual stations, prior to or during an emergency.

- See**
- Section 22, Public information management

Department of Building and Housing

Function The Department of Building and Housing (DBH) is government's lead agency on New Zealand's building and housing policy, building law and regulations. The Building Act 2004 aims to improve the control of, and encourage better practices in, building design and construction. It regulates constructing, altering, demolishing and maintaining new and existing buildings throughout New Zealand.

DBH is the lead government agency involved in building safety evaluation following events that impact on buildings. DBH has supported the New Zealand Society for Earthquake Engineering develop guidelines, see Building Safety Evaluation During a Declared State of Emergency - Guidelines for Territorial Authorities; New Zealand Society for Earthquake Engineering (2009) (www.dbh.govt.nz).

DBH also has a support agency role in the welfare service of accommodation.

- See**
- Section 5, Civil Defence Emergency Management Groups
 - Section 12, Welfare

Department of Internal Affairs

Function The Department of Internal Affairs provides a range of services supporting government, communities and citizenship. The Department of Internal Affairs can provide financial support to local authorities affected by a civil defence emergency. The Department of Internal Affairs is a member agency of the National Welfare Co-ordination Group (Welfare Cluster).

- See**
- Section 12, Welfare
 - Section 22, Public information management
 - Section 26, Government financial assistance

Department of Labour – Services to Workplace

Function Workplace Services in the Department of Labour is responsible for reviewing and maintaining the currency of the key messages to employers, and responding to enquiries and complaints from workplace participants.

The Department of Labour has a role to play in:

- assisting workplace to prepare (by having health and safety plans and employment relations arrangements and agreements that could cope with any type of emergency, and the recovery period after it, so that people were safe and businesses maximise their ability to survive and operate;
- advising workers and employers what to do during an emergency (e.g. how to deal with situations where workers could not get to work, or employers were temporarily unable to open the business as normal);
- responding to particular health and safety or employment relations incidents, particularly those affecting essential services (e.g. hospitals) that could occur during an emergency.

- See**
- Section 12, Welfare

Department of the Prime Minister and Cabinet

Function The Department of the Prime Minister and Cabinet serves the Executive (the Governor-General, Prime Minister and Cabinet) through the provision of high quality impartial advice and support services which facilitate government decision making at both strategic and operational levels.

The Domestic and External Security Group (DESG) is a business unit of the Department and Prime Minister and Cabinet. DESG:

- deals with national security threats that affect New Zealand and its interests, both onshore and offshore;
- co-ordinates the activities of central government agencies in preparing for and responding to security crises, emergencies and natural disasters; and
- advises the Prime Minister on intelligence and security matters.

- See**
- Section 1, Introduction
 - Section 2, Hazards and risks
 - Section 3, Statutory basis for national management of an emergency
 - Section 17, CDEM exercise programmes
 - Section 22, Public information management

Earthquake Commission

Function The Earthquake Commission (EQC) is New Zealand's primary provider of natural disaster insurance to residential property owners. The Earthquake Commission insures against damage caused by earthquake, natural landslip, volcanic eruption, hydrothermal activity, tsunami; in the case of residential land, a storm or flood; or fire caused by any of these.

EQC operates as mandated by the Earthquake Commission Act 1993.

- See**
- Section 12, Welfare
 - Section 26, Government financial support

Fire and Rescue Service Industry Training Organisation

Function The Fire and Rescue Service Industry Training Organisation is responsible for setting national standards and facilitating training and assessment for the fire and rescue service industry, moderating internal and external training provision, and supports a framework for training and qualifications.

- See**
- Section 14, Co-ordinated incident management system.

GNS Science

Function GNS Science is a government-owned research organisation offering independent scientific and technical advice. GNS Science provides real time monitoring data from the EQC funded GeoNet project and specific science advice in relation to earthquake, volcano, landslide and tsunami hazards.

The details of this role have been agreed with MCDEM in a memorandum of understanding (MOU). The core component of this MOU specifies how and on what basis GNS Science capabilities can be mobilised in times of crisis to assist MCDEM.

- See**
- Section 19, National CDEM warnings

Housing New Zealand Corporation

Function Housing New Zealand Corporation is a Crown agent that provides housing services for people in need. It is also the New Zealand Government's principal advisor on housing. Housing New Zealand Corporation is a member of the National Welfare Co-ordination Group (Welfare Cluster).

- See**
- Section 12, Welfare
 - Section 26, Government financial support

Inland Revenue Department

Function Inland Revenue Department collect most of the revenue that government needs to fund its programmes. The Inland Revenue Department can provide tax assistance to those affected by a civil defence emergency. Inland Revenue Department is a member of the National Welfare Co-ordination Group (Welfare Cluster).

- See**
- Section 12, Welfare
 - Section 26, Government financial support

Immigration New Zealand (a service provided by the Department of Labour)

Function Immigration New Zealand is a service of the Department of Labour. During an emergency Immigration New Zealand will ensure border security is maintained to address serious threats to law and order. Objectives will be:

- provision of emergency visas;

- facilitating the travel of New Zealanders in emergency situations where there are no travel documents;
- collation and dissemination of intelligence from a Department of Labour perspective;
- accommodation and support for refugees in Mangere and Takanini Refugee Centres;
- provision of policy advice if changes are required to go to Ministers or Cabinet.

Institution of Professional Engineers

Function The Institution of Professional Engineers maintains a register of professional engineers who can assist during a civil defence emergency.

Insurance Council of New Zealand

Function Insurance Council of New Zealand can provide consistent insurance-related emergency information to the insurance sector, local authorities and the insured. Liaison with member insurers, the Earthquake Commission and local authorities.

During a civil defence emergency, the Insurance Council can:

- gather information on the nature and severity of the emergency event and act as a conduit for this information to all member insurers;
- provide information through the media to affected property owners on what to do;
- liaise with member insurers, the Earthquake Commission and local authorities;
- provide local authorities with technical advice on insurance issues during recovery.

The Insurance Council lists its members' insurance emergency telephone numbers on its website (www.icnz.org.nz).

See

- Section 12, Welfare

Kiwi Rail

Function Kiwi Rail Group owns and manages New Zealand's rail network on behalf of the government, maintaining 4,000kms of railway track, bridges and tunnels. Kiwi Rail also manages the signals that control the safe movement of trains around the country. Kiwi Rail also operates freight train services on the National Rail Network, along with long distance passenger trains on some routes, and the Wellington suburban trains.

In a civil defence emergency, Kiwi Rail is responsible for restoring the rail network to a satisfactory operating condition as quickly as possible.

Kiwi Rail is a member of the Transport Emergency Management Co-ordination Group (Transport Cluster) and participates in the Transport Response Team. When activated, the role of the Transport Response Team is to facilitate the flow of information through the transport sector, and to provide strategic advice and recommendations to the lead agency and government on transport related issues.

Kiwi Rail can provide the following:

- information about the rail network and status;
- advice and recommendations on any national implications regarding the status of particular infrastructure;
- information about damage to the network, priorities for restoration, contractors resources required and alternative routes where applicable;
- information regarding utilisation of freight and passenger rail assets, including capacity, availability and external support requirements (including human resources, electricity, fuel etc);

- advice on variations to land transport legislation regulations and rail standards in emergencies.

See

- Section 23, Mass evacuation

Local Government New Zealand

Function

Local Government New Zealand represents the national interests of councils of New Zealand. As the champion of best practice in the local government sector, they provide policy, advice and training to councils. Local Government New Zealand is a member of the Transport National Emergency Management Co-ordination Group (Transport Cluster).

See

- Section 10, Lifeline utilities

Maritime New Zealand

Function

Maritime New Zealand is responsible for:

- developing maritime safety and marine environment protection rules, licensing seafarers and registering ships;
- investigating and analysing the causes of maritime accidents including health and safety responsibilities;
- educating the maritime community on safety and environmental issues;
- providing and maintaining navigation aids, maritime distress and safety radio service and search and rescue expertise;
- overseeing and assisting in the development of port and vessel security plans;
- in partnership with other stakeholders, preparing for and responding to marine oil pollution incidents in New Zealand waters;
- educating and communicating with the recreational boating sector about safe boating behaviour.

Maritime New Zealand is directly responsible for responding to emergencies as necessary in its specialist areas of:

- marine oil response (New Zealand Marine Oil Response Strategy);
- maritime security (the Maritime Security Act 2004);
- search and rescue (Maritime New Zealand has oversight of the Rescue Co-ordination Centre (RCCNZ) that is responsible for co-ordinating all major aviation and maritime search and rescue missions within the New Zealand Search and Rescue Region);
- vessel safety.

Maritime New Zealand is a member of the Transport Emergency Management Co-ordination Group (Transport Cluster). It also participates in the Transport Response Team. When activated, the role of the Transport Response Team is to facilitate the flow of information through the transport sector, and to provide strategic advice and recommendations to the lead agency and government on transport related issues

Maritime New Zealand can provide the following:

- maritime transport advice generally, and in its specialist areas of oil spill response, maritime security, search and rescue and vessel safety;
- information about navigation aids, maritime distress and search and rescue expertise;
- facilitate assistance from other maritime stakeholders where appropriate;
- provide information on the safety aspects of vessels and other maritime resources that may be able to be used during an emergency;

- advice and recommendations on any national implications regarding the status of particular maritime services and infrastructure where appropriate;
- advice on variations to maritime legislation, regulation and rules.

- See**
- Section 10, Lifeline utilities
 - Section 23, Mass evacuation

Meteorological Service of New Zealand Limited

- Function**
- Meteorological Service of New Zealand Limited (MetService), under the terms of the Meteorological Service Act 1990, is designated the only authorised meteorological warning service for New Zealand. The services provided are agreed in a contract between the Minister of Transport and MetService and are freely available to CDEM organisations, local authorities and the public at large. The services for land areas of New Zealand provided by MetService include:
- Severe Weather Warnings and Watches of widespread heavy rain, heavy snow and severe gales;
 - Severe Weather Advisories notifying of disruptive weather that is not likely to reach the threshold requiring a formal severe weather warning;
 - Road Snowfall Warnings for key roads in the North and South Islands;
 - Severe Weather Outlooks for the next 6 days;
 - Severe Thunderstorm Outlooks and Watches (and Warnings from July 2009) indicating the risk of localised heavy rain, hail and strong winds due to thunderstorm activity;
 - warnings of heavy swells for specified coastal areas;
 - advice on the likelihood of storm surges leading to the seawater inundation of specified parts of the coast.
- In addition to meteorological warnings, MetService will:
- relay non-meteorological warning and advisory messages as required to MCDEM, e.g., messages relating to tsunamis and nuclear emissions;
 - provide support relating to generally unforeseeable events of a physical or chemical nature such as volcanic ash dispersal;
 - provide, on request, representation at the National Crisis Management Centre (NCMC) in order to supply briefings and advice.
- See**
- Section 19, National CDEM warnings

Ministry of Agriculture and Forestry

- Function**
- The Ministry of Agriculture and Forestry (MAF) has a role in emergencies and adverse events that impact on the agriculture, forestry and horticulture sectors.
- During response to a civil defence emergency, MAF has a role in the provision of:
- leading the National Animal Welfare Emergency Management Group, and providing overall national co-ordination and monitoring of issues relating to domestic animals;
 - gathering intelligence on the impact of adverse events and emergencies affecting agriculture, forestry and horticulture;
 - advice to government on any appropriate recovery measures;
 - co-ordination of any rural recovery measures targeted at farmers, growers and/or foresters.

MAF has begun a programme to develop the rural response capability through Rural Support Trusts.

- See**
- Section 2, Hazards and risks
 - Section 3, Statutory basis for national management of an emergency
 - Section 5, Civil Defence Emergency Management Groups
 - Section 12, Welfare
 - Section 20, National Crisis Management Centre
 - Section 26, Government financial support

Ministry of Civil Defence & Emergency Management

Function The Ministry of Civil Defence & Emergency Management (MCDEM) is the lead agency for civil defence emergencies, and is therefore responsible for the national management and support to local management of such emergencies (as set out in the National CDEM Plan and Guide). MCDEM is also responsible for initiating and co-ordinating any national emergency response from the CDEM sector regardless of the emergency.

MCDEM's role is to:

- provide strategic policy advice on New Zealand's capability to manage and be resilient to the social and economic costs of emergencies;
- ensure the establishment of structures to provide the capability to manage and respond to civil defence emergencies;
- provide support to sector stakeholders in their delivery of civil defence emergency management;
- ensure a co-ordinated approach, at both national and community level to planning for reduction, readiness, response, and recovery;
- manage central government response and recovery functions for large scale civil defence emergencies that are beyond the capacity of local authorities.

- See**
- Section 1, Introduction
 - Section 2, Hazards and risks
 - Section 4, General roles and responsibilities
 - Section 6, Emergency services
 - Section 10, Lifeline utilities
 - Section 11, Clusters
 - Section 12, Welfare
 - Section 13, Readiness
 - Section 14, Co-ordinated incident management system
 - Section 15, Public education
 - Section 16, Professional development
 - Section 17, CDEM exercise programmes
 - Section 19, National CDEM warnings
 - Section 20, National Crisis Management Centre
 - Section 22, Public information management
 - Section 24, International assistance for New Zealand
 - Section 25, Recovery
 - Section 26, Government financial support

Ministry of Economic Development

Function

Ministry of Economic Development (MED) advise the Government and implement policy in relation to a wide range of economic issues, primarily from a business perspective – including information and communications technology (ICT), energy, commerce, industry development, small business, tourism, and consumer affairs. MED also deliver a wide range of services to businesses, for example administering company registrations and insolvencies.

In relation to emergency management, MED advise the Government on measures to mitigate impacts on the energy, ICT and tourism sectors in particular, and helps to develop and implement business policies and services to lessen disruption to the economy.

In relation to reduction of risk and readiness for an emergency, MED:

- ensures that the resilience of energy and ICT services is considered in the development of policy;
- develops policies which aim to minimise the disruption of an emergency on energy and ICT services;
- encourages businesses, including energy and ICT service providers, to develop and maintain continuity plans;
- supports the readiness planning of other agencies by providing advice or information as required, for example the Ministry of Tourism (part of MED) provides advice on the specific needs of visitors in emergency situations.

During national emergencies MED continues the provision of advice on energy, ICT, tourism and business matters. It provides support to other government agencies, including for example Treasury, MCDEM and Health Authorities.

Of particular note is MED's role as the lead advisor to Government on measures to improve supply or restrain demand of petroleum products in a nationally significant oil emergency, where industry response alone is insufficient to maintain appropriate provision.

MED's provision of advice during and after a civil defence emergency will address the effects on businesses, and the energy, ICT and tourism sectors in particular, to assist long term recovery.

Ministry of Education (and educational institutions)

Function

Ministry of Education can provide advice on education matters and the application and operation of the Education Act 1989. The Education Act (1989) gives principals and boards powers to exclude particular students and to close their school in certain circumstances. National Administration Guideline 5 requires boards: 'to provide a safe physical and emotional environment for students.'

During response to a civil defence emergency, Ministry of Education has a role in the provision of advice related to education and support upon request from MCDEM, other lead agencies (during an emergency other than a civil defence emergency), or Cabinet.

Ministry of Education has a leadership role for the education sector in the reduction, readiness and recovery phases.

Ministry of Education can support the readiness planning of other agencies by providing education related advice or information as required on the areas within its statutory functions. Ministry of Education would also expect to have a role in national-level multi-agency recovery processes.

Although, the education sector does not have a specific operational role in the response to an emergency, the actions of schools and early childhood education services may have an impact on other sectors.

Prior to making a decision to close their facilities, schools and early childhood education services should consult with local agencies e.g. local or CDEM Group Emergency Management Office, Child, Youth and Family, or relevant health authorities and give careful consideration to the effect closures will have on the wider community.

See

- Section 12, Welfare

Ministry for the Environment

Function

Ministry for the Environment can provide advice on environmental matters and the application and operation of the Resource Management Act 1991 (RMA) and the Hazardous Substances and New Organisms Act 1996 (HSNO).

During response to a civil defence emergency, Ministry for the Environment has a role in the provision of advice (on request) related to the application of the RMA and HSNO Act, and the environmental implications of response measures.

Ministry for the Environment has a more wide-ranging role in the readiness and recovery phases, in line with its statutory function under the Environment Act 1986 to advise on management of natural hazards, assessment of environmental impacts, environmental pollutants, and the application of the RMA, HSNO Act and other environmental legislation. Ministry for the Environment also has some residual hazards-related powers under the Soil Conservation and Rivers Control Act 1941.

Ministry for the Environment can support the readiness planning of other agencies by providing advice or information as required on the areas within its statutory functions, and on giving effect to the emergency response objective of protection of natural and physical resources². Ministry for the Environment would also expect to have a role in national-level recovery processes for both the natural environment and the built environment.

Ministry of Foreign Affairs and Trade

Function

The Ministry of Foreign Affairs and Trade is the government's lead adviser and negotiator on foreign and trade policy, and diplomatic and consular issues. The Ministry of Foreign Affairs and Trade also provides legal advice on international issues. Under international practice, it is the formal channel for the Government's communications to and from other countries and international organisations. The Ministry maintains key relationships with international countries and membership with the United Nations.

During a civil defence emergency the Ministry of Foreign Affairs and Trade has responsibilities relating to the welfare of foreign nationals, and matters relating to international assistance to New Zealand.

See

- Section 3, Statutory basis for national management of an emergency
- Section 12, Welfare
- Section 20, National Crisis Management Centre
- Section 22, Public information management
- Section 23, Mass evacuation
- Section 24, International assistance to New Zealand

² For example, the Flood Risk Management Review and ongoing related work is a Ministry for the Environment-led workstream which contributes to national emergency preparedness.

Ministry of Health

Function The Ministry of Health is government's principal health and disability policy advisor. The Ministry is the lead agency for health emergencies, and is therefore responsible for planning for health-related emergencies through the National Health Emergency Plan. The Ministry of Health is also responsible for initiating and co-ordinating any national emergency response from the health sector regardless of the emergency. The Ministry of Health is a member agency of the National Welfare Co-ordination Group (Welfare Cluster).

See

- Section 1, Introduction
- Section 2, Hazards and risks
- Section 3, Statutory basis for national management of an emergency
- Section 6, Emergency services
- Section 9, Health services
- Section 12, Welfare
- Section 19; National CDEM warnings
- Section 20; National Crisis Management Centre
- Section 22, Public information management
- Section 24, International assistance to New Zealand

Ministry of Research Science and Technology

Function The Ministry of Research Science and Technology (MoRST) can provide scientific knowledge to contribute effectively to the management of hazards. MoRST does not have a specific operational role or capability in an emergency. However, it does have a wider role to ensure that knowledge and the existing science capability base contribute effectively to the management of natural hazards.

Ministry of Social Development

Function The Ministry of Social Development (MSD) is government's principal social policy advisor and is responsible for a range of income support and employment services. MSD is the chair and lead agency for the National Welfare Co-ordination Group (Welfare Cluster) and is mandated to undertake national welfare co-ordination and responsibility for planning for the delivery of national welfare, when assistance or support is required to be co-ordinated at a national level.

See

- Section 1, Introduction
- Section 5, Civil Defence Emergency Management Groups
- Section 11, Clusters
- Section 12, Welfare
- Section 20, National Crisis Management Centre
- Section 22, Public information management
- Section 26, Government financial support

Ministry of Transport

Function The Ministry of Transport (MoT) is the government's principal transport policy adviser, both leading and generating policy. MoT also acts as the Minister of Transport's agent for managing the interface with the transport Crown entities.

MoT is responsible for:

- co-ordinating multi modal transport planning for significant emergencies;
- managing the Transport Emergency Management Co-ordination Group (Transport Cluster) and programme of activity;
- maintaining the Transport National Response Emergency Management Plan, activating the Transport Response Team (TRT) and managing the TRT Emergency Operations Centre capability.

MoT is responsible for co-ordinating TRT operations to ensure:

- facilitation of information flow throughout the transport sector;
- information provided to stakeholders, the lead agency, Chief Executives and the Minister of Transport provides a 'whole of transport' picture;
- transport related strategic advice and recommendations are provided to the lead agency, Chief Executives and the Minister of Transport;
- transport sector advice and recommendations comply with legislation, regulations and policy;
- ongoing transport related risks associated with an event are anticipated and managed.

See

- Section 10, Lifeline utilities
- Section 11, Clusters
- Section 19, National CDEM warnings
- Section 22, Public information management

More FM

Function

More FM is one of four radio networks under the Radio Broadcasters Association (which represents commercial radio networks), to have voluntarily committed (as agreed in a memorandum of understanding with the Ministry of Civil Defence & Emergency Management) to provide broadcasts of alerts or warnings as required through their network, and to be supplemented where appropriate by other networks or individual stations, prior to or during an emergency.

See

- Section 22, Public information management

New Zealand Customs Service

Function

New Zealand Customs Service is the government agency responsible for the management and control of New Zealand's borders.

During a civil defence emergency, the New Zealand Customs Service assists by:

- in conjunction with other agencies and at government direction, closing or imposing restrictions on the border, to prevent the entry of potential hazards;
- expediting the rapid processing of international aid, allowing workers and goods to cross the border as quickly as possible;
- assisting the Ministry of Foreign Affairs and Trade to keep the international community informed of the safety and whereabouts of foreign nationals.

See

- Section 24, International assistance to New Zealand

New Zealand Defence Force

Function	<p>The Defence Act 1990 allows the Armed Forces to be made available for the performance of public services and assistance to the civil power in time of emergency, either in New Zealand or elsewhere.</p> <p>During a civil defence emergency in New Zealand, the New Zealand Defence Force is a support agency, and support in the form of resources and equipment (to be determined by the New Zealand Defence Force) can be provided.</p>
See	<ul style="list-style-type: none">• Section 6, Emergency services• Section 10, Lifeline utilities• Section 20, National Crisis Management Centre• Section 26, Government financial support

New Zealand Fire Service

Function	<p>The New Zealand Fire Service (NZFS) is one of the key agencies making up New Zealand's emergency services. The principal roles of NZFS in a civil defence emergency are firefighting, containment of releases and spillages of hazardous substances, urban search and rescue (USAR), limitation of damage and redistribution of water for specific needs.</p>
See	<ul style="list-style-type: none">• Section 5, Civil Defence Emergency Management Groups• Section 6, Emergency services• Section 8, Fire Service• Section 10, Lifeline utilities• Section 13, Readiness• Section 19, National CDEM warnings• Section 20, National Crisis Management Centre• Section 23, Mass evacuation

New Zealand Historic Places Trust

Function	<p>New Zealand Historic Places Trust (NZHPT) is responsible for the preservation of New Zealand's historic heritage. Many organisations will have a role in the protection of historic heritage in response to an emergency. These organisations will include the NZHPT, local authorities, iwi, private heritage trusts and community historical societies.</p> <p>The NZHPT's resources with regard to a national civil defence emergency response may include a range of NZHPT staff such as Māori heritage staff, architects, planners, archaeologists and property managers. The NZHPT may also call upon the voluntary assistance of branch committee members.</p> <p>NZHPT can deploy multi-disciplinary teams³ as appropriate to affected areas to offer advice and assistance. This can include such measures as conservation workshops to assist the community in any cleanup.</p> <p>NZHPT acknowledges its role to provide assistance but notes that limited funding and resources restrict this. NZHPT will be working with other organisations, especially local authorities, to provide historic heritage protection during a civil defence emergency.</p>
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3 For example, staff may include Māori heritage, architects, and archaeologists.

New Zealand Police

Function New Zealand Police is one of the key agencies making up New Zealand's emergency services and is responsible for reducing crime and enhancing community safety. The New Zealand Police are also the lead agency for counter-terrorism emergencies. The principal roles of the New Zealand Police in a civil defence emergency are maintaining law and order, protecting life and property, assisting the movement of rescue, medical, fire, and other essential services, assisting the coroner as required by the Coroners Act 2006, co-ordinating movement control over land and conducting inland search and rescue.

See

- Section 1, Introduction
- Section 2, Hazards and risks
- Section 5, Civil Defence Emergency Management Groups
- Section 6, Emergency services
- Section 7, Police
- Section 9, Health services
- Section 10, Lifeline utilities
- Section 12, Welfare
- Section 14, Co-ordinated incident management system
- Section 19, National CDEM warnings
- Section 20, National Crisis Management Centre
- Section 22, Public information management
- Section 23, Mass evacuation
- Section 24, International assistance to New Zealand

New Zealand Red Cross

Function New Zealand Red Cross can mobilise and provide assistance and support during emergencies. New Zealand Red Cross provides a number of key emergency management activities at a national and local level during emergencies including a National Inquiry Centre and Red Cross Response Teams. New Zealand Red Cross is a member agency of the National Welfare Co-ordination Group (Welfare Cluster).

See

- Section 7, Police
- Section 12, Welfare
- Section 22, Public information management
- Section 23, Mass evacuation
- Section 24, International assistance to New Zealand

New Zealand Transport Agency (NZTA)

Function The New Zealand Transport Agency is responsible for:

- land transport planning;
- managing the state highway network including operations, maintenance, renewal and upgrade;
- regulating access to an participation in the land transport network;
- promotion of land transport safety and sustainability;
- allocation of government funding for land transport and coastal shipping.

In an emergency, the New Zealand Transport Agency is responsible for restoring the

state highway network to a satisfactory operating condition as quickly as possible.

The New Zealand Transport Agency is a member of the Transport Emergency Management Co-ordination Group (Transport Cluster). It also participates in the Transport Response Team. When activated, the role of the Transport Response Team is to facilitate the flow of information through the transport sector, and to provide strategic advice and recommendations to the lead agency and government on transport related issues.

The New Zealand Transport Agency can provide the following:

- information about the State Highway network and status;
- advice and recommendations on any national implications regarding the status of particular infrastructure;
- information about damage to the network, priorities for restoration, contractors resources required and alternative routes where applicable;
- local road information via regional Civil Defence Emergency Management Group links;
- ownership information about road registered vehicles from the motor vehicle register;
- advice on special funding for roading in emergencies;
- advice on general road transport issues, including movement of hazardous goods and materials;
- advice on the movement of road transport for oversize and overweight loads;
- advice on variations to land transport legislation, regulations and rules in emergencies.

See

- Section 10, Lifeline utilities
- Section 23, Mass evacuation
- Section 26, Government financial assistance

Newstalk ZB

Function

Newstalk ZB is one of four radio networks under the Radio Broadcasters Association (which represents commercial radio networks), to have voluntarily committed (as agreed in a memorandum of understanding with the Ministry of Civil Defence & Emergency Management) to provide broadcasts of alerts or warnings as required through their network, and to be supplemented where appropriate by other networks or individual stations, prior to or during an emergency.

See

- Section 22, Public information management

Pacific Tsunami Warning Centre

Function

The Pacific Tsunami Warning Centre is one of two tsunami warning centres operating within the National Oceanic and Atmospheric Administration (United States Department of Commerce). The Pacific Tsunami Warning Centre is responsible for the dissemination of messages and the provision of interpretive information to emergency managers and other officials, news media, and the public within set geographic boundaries, which include New Zealand.

See

- Section 19, National CDEM warnings

Radio Live

Function Radio Live is one of four radio networks under the Radio Broadcasters Association (which represents commercial radio networks), to have voluntarily committed (as agreed in a memorandum of understanding with the Ministry of Civil Defence & Emergency Management) to provide broadcasts of alerts or warnings as required through their network, and to be supplemented where appropriate by other networks or individual stations, prior to or during an emergency.

See

- Section 22, Public information management

Radio New Zealand

Function Radio New Zealand (RNZ) is a Crown entity established under the Radio New Zealand Act 1995. It has responsibilities to fulfil under the CDEM Act as a lifeline utility. Additional to these responsibilities RNZ is required (as agreed in a memorandum of understanding with the Ministry of Civil Defence & Emergency Management) to develop and maintain arrangements to ensure the effective and consistent broadcast of warnings and emergency information prior to or during an emergency through its networks – Radio New Zealand National and Radio New Zealand International.

See

- Section 22, Public information management

Royal New Zealand Society for the Prevention of Cruelty to Animals

Function The Royal New Zealand Society for the Prevention of Cruelty to Animals (SPCA) is a voluntary organisation dedicated to the welfare of animals. During a civil defence emergency the SPCA supports the Ministry of Agriculture and Forestry in the care of domestic animals, and where possible supports local authorities. The SPCA is a member agency of the National Welfare Co-ordination Group (Welfare Cluster)

See

- Section 12, Welfare

Salvation Army

Function The Salvation Army offers a wide range of welfare support services across New Zealand. Some of which include food assistance, counselling, crisis and supportive accommodation, and can be accessed by communities during civil defence emergencies. The Salvation Army is a member agency of the National Welfare Co-ordination Group (Welfare Cluster)

See

- Section 12, Welfare

St John

Function St John is a charitable organisation with a volunteer ethos. It operates independently of Government and business, and serves New Zealand communities. St John serves communities throughout New Zealand by delivering an extensive range of services and products in the health and health-related fields. St John is a member agency of the National Welfare Co-ordination Group (Welfare Cluster)

See

- Section 12, Welfare

Statistics New Zealand

Function Statistics New Zealand can provide high-level data to assist other agencies in their response to a civil defence emergency.

Te Puni Kōkiri

Function Te Puni Kōkiri (Ministry of Māori Development) is the Crown's principal adviser on Crown-Māori relationships. The principal roles of Te Puni Kōkiri in a civil defence emergency are assisting recovery centres, working with local iwi and iwi providers regarding welfare support and services and engaging with Māori communities to ensure that their needs are met. Te Puni Kōkiri is a member agency of the National Welfare Co-ordination Group (Welfare Cluster).

See

- Section 12, Welfare
- Section 26, Government financial support

Television New Zealand

Function Television New Zealand is a state-owned television broadcasting corporation in New Zealand. It has responsibilities to fulfil under the CDEM Act as a lifeline utility. Additional to these responsibilities Television New Zealand is required (as agreed in a memorandum of understanding with the Ministry of Civil Defence & Emergency Management) to develop and maintain arrangements for the reliable and guaranteed channel of communication for broadcast of official warnings and emergency information messages prior to or during an emergency.

See

- Section 22, Public information management.

Transport Accident Investigation Commission

Function The Transport Accident Investigation Commission investigates all aviation, rail or marine accidents and incidents within New Zealand the circumstances of which, in the Commission's opinion, have or are likely to have significant implications for transport safety. Transport Accident Investigation Commission is a member of the Transport Emergency Management Co-ordination Group (Transport Cluster).

See

- Section 10, Lifeline utilities

TV3

Function TV3 is required (as agreed in a memorandum of understanding with the Ministry of Civil Defence & Emergency Management) to broadcast official warnings and emergency information messages prior to or during an emergency.

See

- Section 22, Public information management

United Nations Office for the Coordination of Humanitarian Affairs

Function The United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) is a United Nations body formed by General Assembly Resolution 46/182. The resolution was designed to strengthen the United Nation's international response to complex

emergencies and natural disasters. New Zealand joined consensus on the United Nations General Assembly Resolutions 46/182 and 57/150. UNOCHA is able to deploy resources at short notice in response to a state of national emergency or a civil defence emergency of national significance in New Zealand if requested by the New Zealand Government.

See

- Section 24, International assistance to New Zealand

Veolia Transport

Function Veolia Transport is contracted to operate rail services in Auckland. Veolia Transport in conjunction with other railway infrastructure owners, access providers and rail operators, including local authorities and Kiwi Rail has responsibilities to provide advice on and management of the operation of the track system during a civil defence emergency.

See

- Section 23, Mass evacuation

Victim Support

Function Victim Support provides 24-hour emotional support, personal advocacy and information to all people affected by crime and trauma throughout New Zealand. Victim Support may be contracted during emergencies to provide necessary welfare services as appropriate. Victim Support is a member of the National Welfare Co-ordination Group (Welfare Cluster).

See

- Section 12, Welfare
- Section 26, Government financial support

Work and Income (a service provided by the Ministry of Social Development)

Function Work and Income (a service of the Ministry of Social Development) is the agency primarily responsible for delivering financial support and information regarding financial support to individuals affected by a civil defence emergency.

See

- Section 12, Welfare
- Section 26, Government financial support

World Health Organisation

Function The World Health Organisation is the directing and co-ordinating authority for health within the United Nations system. It is responsible for providing leadership on global health matters, shaping the health research agenda, setting norms and standards, articulating evidence-based policy options, providing technical support to countries and monitoring and assessing health trends.

See

- Section 9, Health services

5. Civil Defence Emergency Management Groups

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

Contents The section contents are:

- 5.1 Civil Defence Emergency Management Groups..... 2
- 5.2 CDEM Group co-operation 4
- 5.3 Reduction, readiness, response and recovery..... 4
- 5.4 Operational arrangements 5
- 5.5 References and links 5

5.1 Civil Defence Emergency Management Groups

19 Civil Defence Emergency Management Groups (CDEM Groups)

- (1) CDEM Groups—
 - (a) integrate and co-ordinate civil defence emergency management planning and activity; and
 - (b) respond to and manage the adverse effects of emergencies in their areas; and
 - (c) are controlled by the Director or the National Controller during a state of national emergency.
- (2) Each CDEM Group—
 - (a) is a committee of elected representatives of local authorities in the region covered by the CDEM Group; and
 - (b) is supported by chief executives, hazard plans, EOCs and staff, and the involvement of communities of interest at all levels; and
 - (c) has established cross-boundary agreements with other CDEM Groups; and
 - (d) can be viewed as a consortium of local authorities, emergency services, and others delivering civil defence emergency management in a co-ordinated manner according to their group plans and their community outcome process.
- (3) During a civil defence emergency, cross-boundary consultation may occur between group controllers, elected representatives, or group controllers and elected representatives. Another CDEM Group may declare a state of local emergency if it is necessary to do so to support another area where a state of local emergency is in force.
- (4) CDEM Groups may be asked by the National Controller to activate their civil defence emergency management arrangements in support of—
 - (a) their own area, if they are not already active; or
 - (b) another area; or
 - (c) a national-level civil defence emergency, whether or not a declaration of a state of emergency has been made and irrespective of the type of emergency.

Key arrangements

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

CDEM Groups co-ordinate response and recovery activities across a range of agencies (see **Figure 5.1**).

Each CDEM Group is required to establish and maintain a Co-ordinating Executive Group (CEG) comprising Chief Executives or senior managers of the local authority members of the Group and of New Zealand Police, New Zealand Fire Service, and district health boards. In addition, CEGs are able to co-opt any other person (section 20 of the CDEM Act)¹.

Each CDEM Group's operational arrangements are specified in its plan, including incorporated or referenced sub-plans and standard operating procedures. CDEM Group plans can be viewed via the link at www.civildefence.govt.nz.

The CDEM Group structure is illustrated in **Figure 5.2**.

The response and recovery capacity and capability of CDEM Groups comprises all the Group area's resources utilised during an emergency. This includes local authorities,

¹ Such persons may include but are not limited to the Chair of the Welfare Advisory Group, Chair of the Lifeline Utility Group, or a relevant representative from agencies such as Ministry of Agriculture and Forestry, Ministry of Social Development, Te Puni Kōkiri, etc.

lifeline utilities, government agencies, contractors, volunteer and community groups, local response teams and individual community members.

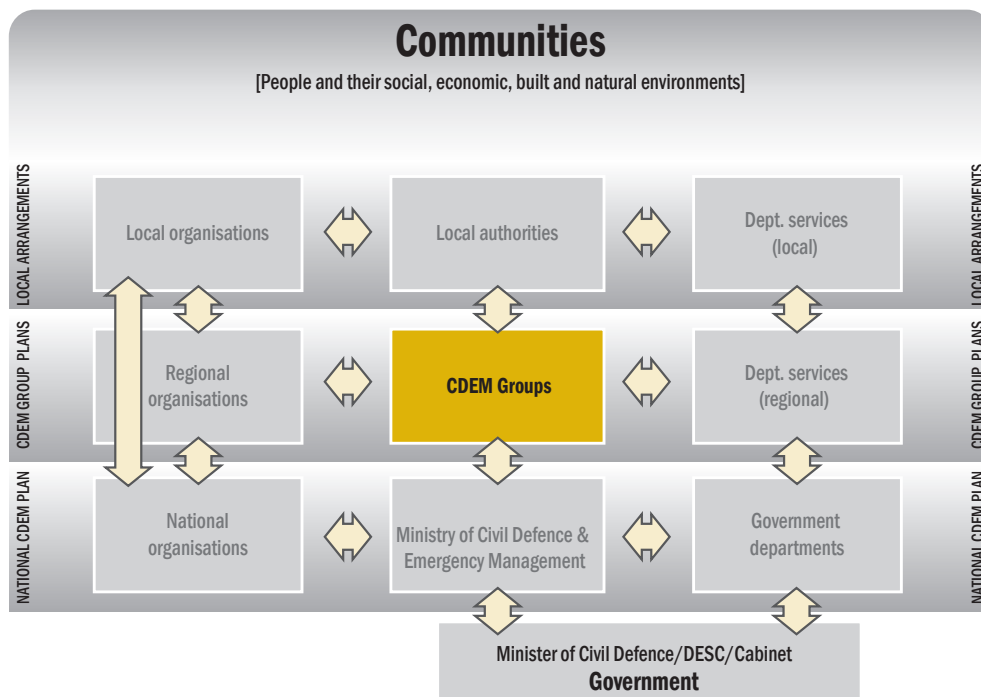


Figure 5.1: Key relationships of CDEM Groups and plans

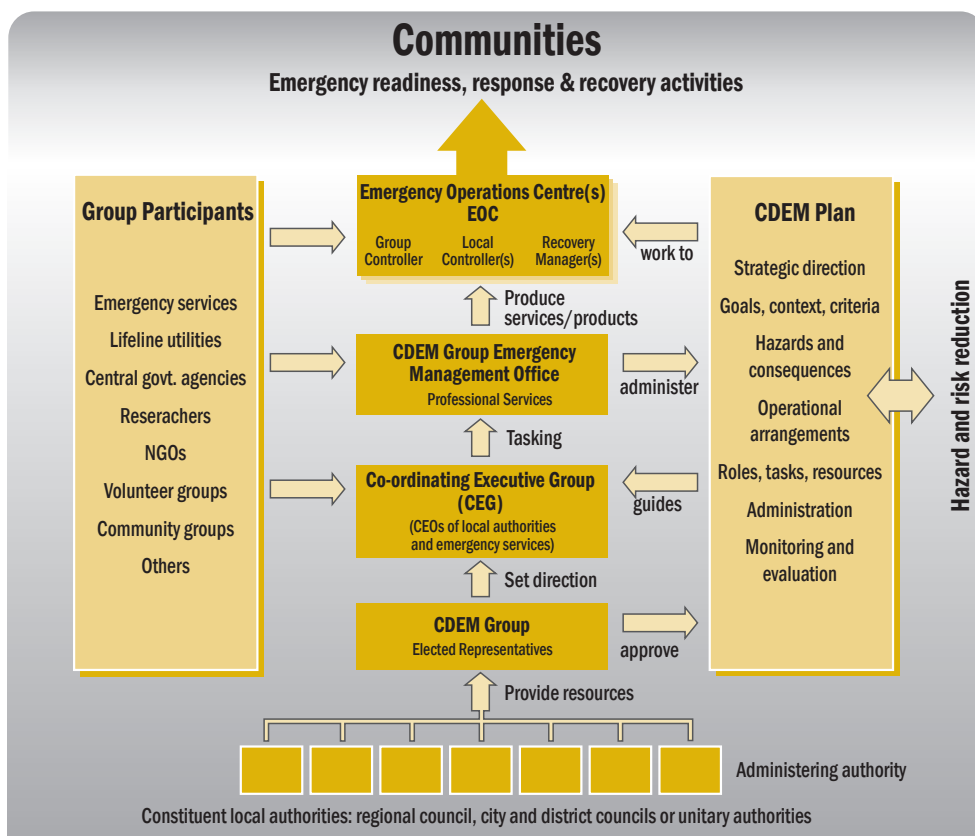


Figure 5.2: CDEM Group structure

5.2 CDEM Group co-operation

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

Possible areas of collaboration

Reduction and readiness collaborations between Groups and other agencies may address:

- routine consultation;
- shared hazard-risk analysis;
- planning;
- professional development;
- exercising.

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

- personnel;
- equipment and materials;
- logistics management;
- evacuee management.

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

5.3 Reduction, readiness, response and recovery

Responsibilities relating to the 4Rs

Reduction, readiness, response and recovery is a primary responsibility of CDEM Groups, and includes:

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

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

3 For example, response teams in addition to fire service assets; or neighbourhood services, based on links with existing community agencies and enhanced with civil defence knowledge and skills.

- Response principles** Response principles are specific to each CDEM Group, and documented in the operations section of CDEM Group plans. They generally reflect that:
- each local authority and partner agency within a CDEM Group is individually responsible for planning its own continuity in respect of emergencies;
 - local authorities and emergency services will have pre-planned and agreed co-ordination arrangements that enable each agency to fulfil its function in an integrated and complementary manner within the regional area of the CDEM Group;
 - the response principles have been developed co-operatively between all partners;
 - CDEM Groups have the capability to carry out response and recovery tasks;
 - CDEM Groups will maintain links to the business community, especially providers of lifeline utility services, to encourage individual and co-operative risk management.

5.4 Operational arrangements

CDEM Group response The nationwide levels of CDEM Group response are covered in section 13, Readiness. CDEM Group recovery functions are covered in section 25, Recovery.

Specific community and local response capacity that CDEM Groups have developed (usually operative at response levels 2 and above) can include CDEM Response Teams, Welfare Advisory Groups (**see** section 12, Welfare for more information on welfare advisory groups) and other response mechanisms.

CDEM Response Teams CDEM Response Teams are maintained in some regions as multi-skilled teams available to meet specific response needs as identified and as needed to augment rescue services capabilities. When deployed CDEM Response Teams are directed by the Local or Group Controller in the affected area they are operating in.

5.5 References and links

Other sections of the Guide

- Section 12, Welfare
- Section 13, Readiness
- Section 25, Recovery

Other documents

- *Working Together: The Formation of CDEM Groups: Director's Guideline for Local Authorities and Emergency Services [DGL 1/02]*; Ministry of Civil Defence & Emergency Management (2002); ISBN 0-478-25454-7, (www.civildefence.govt.nz).
- *Working Together: Developing a CDEM Group Plan: Director's Guideline for CDEM Groups [DGL 2/02]*; Ministry of Civil Defence & Emergency Management (2002); ISBN 0-478-25453-9, (www.civildefence.govt.nz).
- *Recovery Management: Director's Guidelines for CDEM Groups [DGL 4/05]*; Ministry of Civil Defence & Emergency Management (2005); ISBN 0-478-25465-2, (www.civildefence.govt.nz).
- *Response Management: Director's Guideline for CDEM Group and Local Controllers [DGL 06/08]*; Ministry of Civil Defence & Emergency Management (2008); ISBN 978-0-478-25481-5, (www.civildefence.govt.nz).
- *Building Safety Evaluation During a Declared State of Emergency: Guidelines for Territorial Authorities*; Department of Building and Housing (2009), (www.dbh.govt.nz)
- <http://www.usar.govt.nz>

6. Emergency services

Summary Emergency services comprise the New Zealand Police, New Zealand Fire Service and health sector services that act together to plan for and respond to any emergency. In addition the New Zealand Defence Force may provide support services.

Contents The section contents are:

6.1	Background	2
6.2	Principles common to emergency services.....	2
6.3	Operational arrangements	3
6.3.1	Emergency services	3
6.3.2	New Zealand Defence Force (NZDF)	3
6.4	References and links	4

6.1 Background

Emergency services generally

20 Background

- (1) *This part of this plan identifies the roles of emergency services in civil defence emergencies. Agencies responding to emergencies include the police, fire service, and DHBs.*
- (2) *The New Zealand Police have developed the police operations part of this plan.*
- (3) *The New Zealand Fire Service has co-ordinated and led the participation of fire organisations in the development of this plan and is referred to in this plan in that capacity.*
- (4) *The Ministry of Health has co-ordinated and led the participation of DHBs in the development of this plan and is referred to in this plan in that capacity.*
- (5) *The New Zealand Defence Force is not defined as an emergency service under the Act. It is a primary support agency in emergencies.*
- (6) *Requests for support from the New Zealand Defence Force beyond local levels of commitment should be made through the National Controller in accordance with the agreement between MCDEM and the New Zealand Defence Force.*

6.2 Principles common to emergency services

21 Principles common to emergency services

- (1) *At national level each chief executive or national commander of each emergency service appoints a senior officer to liaise with the National Controller or designated staff within NCMC (these liaison officers must have authority to co-ordinate the activities of their own services).*
- (2) *At regional levels a senior member of each emergency service is assigned to the co-ordinating executive group of each CDEM Group.*
- (3) *Emergency services should use CIMS structures and processes.*
- (4) *The responsibility of each service for its primary functions (law and order, fire suppression, and health services) is in no way transferred or modified by the declaration of a state of emergency (staff continue to work under their service's command structures and established procedures).*
- (5) *When the nature or magnitude of an event is so great that it requires a significant or co-ordinated response, the emergency service or other response organisation liaises with the CDEM Group or National Controller.*
- (6) *When a senior member of an emergency service decides that an event has occurred or may occur that will or might require a significant or co-ordinated response, a declaration of a state of emergency for the affected area may be requested from a person authorised to declare one.*
- (7) *If liaison has been established for a significant or co-ordinated response or a declaration has been requested, the senior local officer of each emergency service is to notify the national manager of that service.*
- (8) *Emergency services are to plan for providing, and provide, welfare to their own staff who are affected by the emergency, including those operating during it.*

6.3 Operational arrangements

6.3.1 Emergency services

- **New Zealand Police:** to view the arrangements of the New Zealand Police **see** section 7, Police.
- **New Zealand Fire Service:** to view the arrangements of the New Zealand Fire Service **see** section 8, Fire Service.
- **Health services:** to view the arrangements of the Ministry of Health, district health boards (DHBs), public health and ambulance emergency service providers **see** section 9, Health services.

6.3.2 New Zealand Defence Force (NZDF)

NZDF support to emergencies

During a civil defence emergency and all other emergencies, the New Zealand Defence Force is a support agency to the agency that has the lead responsibility for managing the emergency. There are no instances in any emergency where the New Zealand Defence Force is the lead agency.

In the event that an Emergency Operations Centre (EOC) or the National Crisis Management Centre (NCMC) is activated, a New Zealand Defence Force liaison officer may be appointed to provide advice to the Controller on the capability and resources of the New Zealand Defence Force.

National level support from the New Zealand Defence Force during an emergency is requested through the National Controller via a New Zealand Defence Force liaison officer. A second New Zealand Defence Force liaison officer may be dispatched to the NCMC to facilitate the strategic liaison between the National Controller and the Chief of Defence Force.

Within pre-determined geographical and resource limits, Commanders of New Zealand Defence Force camps, bases and other facilities may support responses to local emergencies with their own resources consistent with CDEM Group and member local authority CDEM arrangements. Where only one territorial authority is involved local New Zealand Defence Force commanders will co-ordinate with local response co-ordination. Where more than one territorial authority is involved or during more complex emergencies local commanders will co-ordinate with CDEM Group response co-ordination. Additional support must be requested through the NCMC.

The degree of support and the tasks to be conducted will be agreed between the Controller (National, Group or Local) and the New Zealand Defence Force.

NZDF assets

The New Zealand Defence Force determines what resources and equipment are to be deployed in its response to an emergency. Resources and equipment allocation are based on the following factors:

- identification of the appropriate resources and equipment to best perform the task;
- availability of resources and equipment in New Zealand at the time of the emergency.

New Zealand Defence Force assets remain under the command of the New Zealand Defence Force throughout a response, but are tasked by local EOCs, CDEM Group EOCs or the NCMC as appropriate to the circumstances.

New Zealand Defence Force assets are normally only used when local or regional civil defence assets are no longer able to meet the demand. The New Zealand Defence Force assets may be redeployed if the National Controller deems that are required in a higher priority area.

6.4 References and links

Other sections of the Guide

- Section 7, Police
- Section 8, Fire Service
- Section 9, Health services

Other documents

- National Crisis Management Centre Standard Operating Procedures.

7. Police

Summary

The New Zealand Police (Police) are responsible for the maintenance of law and order during an emergency. They may exercise special powers during a state of emergency, and will liaise with other agencies to ensure the most effective use of police resources.

Contents

The section contents are:

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7.2	Role of police.....	2
7.3	Police operations.....	3
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	Annex 7.A Search warrant to enter premises and obtain information in urgent cases.....	7

7.1 Principles of police involvement

Police

22 Principles of police involvement

- (1) *A civil defence emergency can create complex problems for the maintenance of law and order and the performance of standard police roles.*
- (2) *By virtue of their day-to-day role as co-ordinators of emergency situations and their 24-hour availability, the police will frequently be required to accept the initial responsibility for co-ordination of an emergency.*
- (3) *Police emergency plans provide for the smooth transfer of this responsibility to the appropriate lead agency once the agency is ready.*
- (4) *The following principles apply to police involvement:*
 - (a) *the use of ordinary police powers and special powers created by the declaration of a state of emergency is at the discretion of the police member in charge, subject to any direction given by the operation commander; and*
 - (b) *any measures taken by anyone other than a police officer for the maintenance of law and order are to conform to any directions given by the police; and*
 - (c) *when a state of emergency is imminent or in force the Commissioner of Police through the police national manager operations may arrange for reinforcements to be deployed from districts not directly affected (the police national manager operations will co-ordinate inter-district movement of police personnel in consultation with the National Controller); and*
 - (d) *police—*
 - (i) *have powers of compulsion under the Act when a state of emergency is in force; and*
 - (ii) *may also authorise someone else to exercise any of these powers.*
- (5) *The powers of the police, including those in the Act, are summarised in The Guide.*

In addition to clause 22(4) of the National CDEM Plan, the following principles apply to the planning and employment of police measures during a state of emergency:

- the responsibility of the Police for law and order is not transferred or modified by the declaration of a state of emergency under the CDEM Act 2002;
- Police officers continue to operate under police command and in accordance with police procedures.

It is the responsibility of the Police to establish and maintain continuous liaison with Emergency Operation Centres (EOCs) and other elements of the civil defence emergency management response at all levels if a significant or co-ordinated response is required or a state of emergency has been declared.

7.2 Role of police

23 Role of police

- (1) *Police roles related to civil defence emergency management are—*
 - (a) *maintaining law and order; and*
 - (b) *taking all measures within their power and authority to protect life and property and to assist the movement of rescue, medical, fire, and other essential services; and*

- (c) *assisting the coroner as required by the Coroners Act 1988; and*
 - (d) *co-ordinating movement control over land, including communications and traffic control; and*
 - (e) *conducting inland search and rescue.*
- (2) *To fulfil these roles, police may do the following:*
- (a) *represent, as required, the police at NCMC, and at CDEM Group EOCs, and (where resources permit) at other local civil defence organisations; and*
 - (b) *assist with the dissemination of warning messages; and*
 - (c) *control access to and within an affected area so as to assist rescue, medical, fire, and other essential services; and*
 - (d) *protect property and provide security of evacuated areas, including the establishment of cordons; and*
 - (e) *conduct any initial evacuations to ensure protection of life; and*
 - (f) *prevent and suppress disorder; and*
 - (g) *trace missing persons and notify their next of kin; and*
 - (h) *support the coroner as required by the Coroners Act 1988, in close liaison with the Ministry of Justice and health authorities.*

Note – Plan clause 23(1)(c), 23(1)(h)), and 24(8)

Coroners Act 1988 was replaced with the Coroners Act 2006, after the making of the National CDEM Plan Order 2005.

7.3 Police operations

24 Police operations

- (1) *District commanders in each New Zealand Police district maintain business continuity plans to ensure police functions can continue to be delivered during an emergency.*
- (2) *District commanders in each district maintain emergency plans that provide for police action to cope with any emergency where an extensive co-ordinated response is necessary.*
- (3) *These plans—*
 - (a) *form the basis for police action in a state of emergency; and*
 - (b) *refer to and integrate with CDEM Group plans and may also recognise local plans.*
- (4) *Police emergency plans also provide for—*
 - (a) *the achievement of early control of the scene, the co-ordination of the activities of essential services, and the facilitation of the preservation of life and the protection of property; and*
 - (b) *the establishment of a New Zealand Police operations headquarters; and*
 - (c) *the callout of sufficient personnel to meet police requirements; and*
 - (d) *basic procedures for dealing with the event, including alerting and liaising with other emergency services; and*
 - (e) *liaison at the appropriate level with other elements of the response and co-ordination team.*
- (5) *To provide for inter-agency co-ordination, police ensure that—*
 - (a) *the police national manager operations provides national co-ordination through police channels on behalf of the Commissioner of Police and arranges for resource support when required; and*

- (b) *the police district commander or nominee will be the adviser to the CDEM Group controller under CDEM Group arrangements; and*
- (c) *police district commanders appoint advisers to local and group civil defence controllers as required; and*
- (d) *when appropriate, a police liaison officer is appointed to attend EOCs on a continuous basis; and*
- (e) *police communication centres exchange situation reports with EOCs.*
- (6) *Additionally, police liaise with CDEM Groups through arrangements made in group plans.*
- (7) *For the purpose of tracing casualties, evacuees, and missing persons, the police will record details of the person inquiring and the person inquired about on an emergency reconciliation form and promptly forward a copy of the completed form to the nearest public inquiry centre. In a large-scale civil defence emergency, the New Zealand Red Cross may establish a national inquiry centre to help with the processing of inquiries.*
- (8) *Under the Coroners Act 1988 police are obliged to notify the coroner of any violent or unnatural death that has occurred. The coroner's role is to determine the identity of the dead person and the time, place, cause, and circumstances of death. The coroner may also make recommendations or comments that may help to reduce the occurrence of other deaths in similar circumstances. In the course of this role, the coroner may authorise a post mortem. The coroner is also required to authorise the disposal of the body.*
- (9) *As a general rule the police will accept overall responsibility for the recovery and identification of human remains in a state of emergency. Emergency mortuary facilities will be arranged as required. Police will liaise closely with the agencies and individuals involved because of the legal, moral, cultural, and health implications that can arise in the disposal of human remains. These agencies and individuals include the coroner, iwi authorities, health authorities, funeral directors, and the regional councils and territorial authorities that have power to undertake the emergency disposal of the dead under section 85(1)(g) of the Act.*
- (10) *Police civil defence emergency management operations are summarised in The Guide.*

7.3.1 Police readiness arrangements

Police emergency plans

The emergency plans maintained by District Commanders in each police district provide for and form the basis for police action to cope with any emergency where an extensive co-ordinated response is necessary, and form the basis for Police action in the event of a state of emergency.

CDEM plans

CDEM Group plans and local CDEM arrangements should cross-reference the appropriate sections of police emergency plans. Each CDEM Group plan is encouraged to include a sub-plan or section dealing with law and order and incorporate the following information:

- reference to police emergency plans;
- contact and liaison arrangements with the Police:
 - prior to the declaration of a state of emergency (this may include police liaison with CDEM Groups before an emergency);
 - during a state of emergency (this may include arrangements for continuous police liaison at an EOC and contact arrangements with the Police District Commander, or nominee).

7.3.2 Police response arrangements

If it appears that a civil defence emergency has occurred, or may occur, that requires a significant and co-ordinated response beyond that usual for the Police or emergency services then the Police District Commander will arrange for liaison with the appropriate local or CDEM Group Emergency Management Office or EOC as soon as possible.

If a local or CDEM Group response to the emergency is established then the Police District Commander will notify the Commissioner of Police (National Manager Operations) immediately.

A declaration of a state of local emergency may be made following the declaration process in the Group's CDEM plan. This process may include consultation with Police and emergency services, Local and Group Controllers, and the Emergency Management Office.

Any request for a declaration of a state of local emergency, by the Police or others, must go through the relevant CDEM Group processes. A declaration may only be made by the person(s) nominated in the CDEM Group plan.

If a declaration of a state of local emergency is requested of a CDEM Group but is refused, the matter may be referred to the Office of Commissioner of Police (National Manager Operations) for resolution in consultation with the Group and the National Controller.

While a state of emergency under the CDEM Act is in force, the particular powers of Part 5 are available, as follows:

Police powers conferred by warrant issued under the CDEM Act

While a state of emergency is in force, or the Director, a Controller, or a person authorised by a CDEM Group considers that an imminent threat of an emergency exists, the Police may be issued with a warrant by a District Court Judge (section 78(2) of the CDEM Act). The prescribed form and content of the warrant are set out in section 79 of the CDEM Act. The powers conferred by the warrant are set out in sections 80 and 81 of the CDEM Act. The powers are to obtain information required urgently to prevent or limit the extent of the emergency (section 78(2) of the CDEM Act). A warrant template is at **Annex 7.A** of this Guide.

Powers of compulsion under the CDEM Act

The CDEM Act confers certain powers on the Police and other authorised persons during a state of emergency. These confer the authority to:

- evacuate any premises or place, or exclude persons or vehicles from any premises or place where such action is necessary for the preservation of human life (section 86 of the CDEM Act);
- enter, and if necessary, break into any premises or place within the emergency area where it is believed on reasonable grounds that the action is necessary for saving life, or preventing injury, or rescuing and removing injured or endangered persons or permitting or facilitating the carrying out of any urgent measures in respect of the relief of suffering or distress (section 87 of the CDEM Act);
- totally or partially restrict public access on any road or public place (section 88 of the CDEM Act);
- remove any aircraft, hovercraft, ship or ferry or other vessel, or vehicle impeding civil defence operations and where reasonably necessary for that purpose the use of force or breaking into any such aircraft, hovercraft, ship or ferry or other vessel, or vehicle (section 89 of the CDEM Act);
- requisition a wide range of resources, where such action is urgently necessary for the preservation of human life (section 90 of the CDEM Act);

1. direct any person to stop any activity that may cause or substantially contribute to an emergency, or request any person either verbally or in writing to take any action to prevent or limit the extent of the emergency (section 91 of the CDEM Act);
2. examine, mark, seize, sample, secure, disinfect, or destroy any property, animal, or other thing in order to prevent or limit the extent of the emergency (section 92 of the CDEM Act).

Any member of the Police may authorise someone else to exercise any of these powers, provided that the Police member believes the action is necessary for the reasons given in the legislation.

Missing persons procedures

Section 12, Welfare sets out responsibilities for setting up inquiry centres to facilitate the tracing of casualties, evacuees and missing persons resulting from a civil defence emergency.

By virtue of the coverage provided by the Police throughout New Zealand, it is likely that enquiries to trace casualties, evacuees and missing persons will be received at police stations. The Police will record details of the person enquiring and the person enquired for on a Disaster Reconciliation Form (Police 59) and promptly forward a copy of the report to the nearest inquiry centre (refer to Section 12, Welfare).

7.4 References and links

Other sections of the Guide

- Section 12, Welfare

Other documents

- *New Zealand Police Manual of Best Practice*, Volume One, chapters on:
 - Planning and Command,
 - Operational Headquarters,
 - Operation Logistics,
 - Emergencies,
 - Exotic Disease,
 - Disaster Victim Identification,
 - Perimeter Control.

Annex 7.A. Search warrant to enter premises and obtain information in urgent cases

Section 78, Civil Defence Emergency Management Act 2002

To

*[full name], a member of the police

or

*any member of the police

or

*any class of members of the police

I am satisfied on oath that-

- (a) *a state of emergency is in force in [state "New Zealand" or the name of the area of New Zealand, Civil Defence Emergency Management Group area, district, or ward]
- or
- *the Director under the Civil Defence Emergency Management Act 2002 considers that an imminent threat of an emergency exists in [state "New Zealand" or the name of the area of New Zealand, Civil Defence Emergency Management Group area, district, or ward]
- or
- *a Controller under the Civil Defence Emergency Management Act 2002 considers that an imminent threat of an emergency exists in [state "New Zealand" or the name of the area of New Zealand, Civil Defence Emergency Management Group area, district, or ward]
- or
- *a person authorised by a Civil Defence Emergency Management Group considers that an imminent threat of an emergency exists in [state "New Zealand" or the name of the area of New Zealand, Civil Defence Emergency Management Group area, district, or ward]; and

(b) in or on [give particulars of the premises, not being a dwelling house] there is information and-

- (i) the information is urgently required to prevent or limit the extent of the emergency; and
- (ii) the person in possession of the information has refused to provide the information.

*Delete if inapplicable.

This warrant authorises you, within 10 days from its date of issue,-

- (a) to enter and search the premises stated above at any time by day or night during the currency of the warrant; and
- (b) to use any assistance that may be reasonable in the circumstances for the purposes of the entry and search; and
- (c) to use any force that is reasonable in the circumstances for the purposes of effecting entry, and for breaking open anything in or on the premises searched; and
- (d) to search for and seize information and, for that purpose,-
- (iii) to take copies or extracts of any document; and
- (iv) to require any person who has a document in his or her possession, or under his or her control, to reproduce, or assist the person executing the warrant to reproduce, any information recorded or stored in the document in a usable form.

This warrant is issued subject to the following special conditions: [set out any special conditions specified by the person issuing the warrant, if none, state "None specified"].

Issued at [place], [date].

District Court Judge

8. Fire Service

Summary The New Zealand Fire Service (NZFS) is responsible for firefighting and other specialist functions including urban search and rescue during an emergency.

Contents The section contents are:

- 8.1 Background 2
- 8.2 Fire Service roles..... 3
- 8.3 Fire Service public information 3
- 8.4 Operational arrangements 4
- 8.5 References and links 4

Fire service

25 Background

- (1) *The national commander of the New Zealand Fire Service, or the commander's designated representative,—
 - (a) is the fire service adviser to the National Controller; and
 - (b) advises on fire service operations, priorities, and resources required to continue operations.*
- (2) *If a civil defence emergency is declared in a rural fire authority's area in response to a rural fire, the relevant controller will initiate appropriate liaison with the principal rural fire officer.*
- (3) *The command of any brigade or brigades in a particular urban locality is vested in the chief fire officer of the fire district (including any protected area). Chief fire officers in charge of New Zealand Fire Service brigades will request reinforcements through their normal operational channels.*
- (4) *On the declaration of a civil defence emergency, no additional powers or authority are conferred on the fire services. Rather, they continue to operate under the relevant sections of their respective Acts. Section 28 of the Fire Service Act 1975 confers authority on the chief fire officer of the fire district, or, if absent, the deputy chief fire officer, or, in the absence of both, the person for the time being who is in charge of a fire incident or other emergency, to direct those under that officer's control to do whatever is necessary, within reason, for the protection of life and property. Under section 36 of the Forest and Rural Fires Act 1977, principal fire officers of the rural fire authorities have power to control fires occurring in forest and vegetation within their districts. If a regional fire emergency exists under section 39 of the Forest and Rural Fires Act 1977, the national rural fire officer may in the public interest take charge or appoint a principal rural fire officer or other appropriate fire officer to take charge for the duration of the emergency.*
- (5) *In a state of national emergency, the national commander of the New Zealand Fire Service, or the national commander's designated representative, is responsible (subject to memorandums of understanding between the fire service parties) to the Director for the mobilisation, co-ordination, and control of fire services. The national commander, or the national commander's designated representative, must be located, if required, in NCMC. He or she should maintain communications with the national fire control centre, inform the Director of significant events, advise on subsequent actions taken or to be taken, and liaise with the national rural fire officer.*
- (6) *The New Zealand Fire Service maintains business continuity plans to ensure fire service functions can continue to be delivered during an emergency.*
- (7) *The fire service also works closely with CDEM Groups both in the preparation of group plans and in support of local operations.*

8.2 Fire Service roles

26 Fire service roles

- (1) *The principal roles of the fire service in a civil defence emergency are as follows:*
 - (a) *firefighting: to control, contain, and extinguish fires; and*
 - (b) *containment of releases and spillages of hazardous substances; and*
 - (c) *urban search and rescue (USAR): the New Zealand Fire Service is formally recognised as having the resources for the operational co-ordination of urban search and rescue within New Zealand; the capability to carry out urban search and rescue includes the national support team, USAR task forces (consisting of technicians, medical staff, engineers, and search dogs), and those registered response teams with light USAR capabilities; and*
 - (d) *limitation of damage: salvage of essential material from endangered locations; and*
 - (e) *redistribution of water for specific needs: preservation of health and hygiene in stricken areas.*
- (2) *To support these roles, the fire service can—*
 - (a) *temporarily re-establish piped water through use of its pumps and hoses; and*
 - (b) *provide Internet-based mapping tools and operational data; and*
 - (c) *supply equipment to NCMC so that the computer-aided dispatch systems of the fire service can be used; and*
 - (d) *act to prevent fires and protect vital services and supplies; and*
 - (e) *advise emergency management offices on matters within fire service expertise.*

For further information on urban search and rescue **see** *The Future of New Zealand Urban Search & Rescue* (www.civildefence.govt.nz) and the *Urban Search & Rescue, National Operations Manual*.

8.3 Fire Service public information

27 Fire service public information

- (1) *The fire service will co-ordinate the release of information about its operations with other agencies. Fire service liaison officers will work in conjunction with appointees of local, group, and national controllers to ensure that messages released to the public are timely, complete, and accurate.*
- (2) *Fire service personnel have instructions to co-operate with media inquiries, but also to restrict their comments to the scope of their own roles and responsibilities. To this end fire service liaison officers will closely monitor media coverage of fire service field operations to verify the accuracy and appropriateness of reports.*

8.4 Operational arrangements

The New Zealand Fire Service (NZFS) maintains a number of operational instructions detailing the internal Fire Service procedures for the management of operational Fire Service activities. Operational instructions are further supported by local Fire Service procedures and the NZFS Guide to CDEM. This Guide outlines specific responsibilities including:

- CDEM liaison;
- CDEM planning;
- actions taken once a state of emergency is declared under the CDEM Act.

In the event that an Emergency Operations Centre (EOC) or the National Crisis Management Centre (NCMC) is activated, a Fire Service liaison officer will be appointed to liaise and provide advice to the National, Group and/or Local Controller on actual and intended Fire Service operations, including priorities.

In addition to fulfilling the activities identified in clause 26 of the National CDEM Plan, the appointed Fire Service liaison officer will have the authority to address the following in relation to the NZFS:

- operational capabilities and limitations;
- operational priorities;
- the availability and commitment of resources.

In the event of an emergency necessitating the use of urban search and rescue teams (domestic and international), the NZFS will deploy representatives from the Urban Search and Rescue National Support Team (USAR NST) to operationally co-ordinate those activities. Members of the USAR NST will be sent to affected regions, in addition to being positioned within the NCMC and operational EOCs as appropriate. Members of the USAR NST work in conjunction with representatives from the United Nations Disaster Assessment and Co-ordination (UNDAC) team where deployed¹.

8.5 References and links

Other sections of the Guide

- Section 24, International assistance for New Zealand

Other documents

- Operational instructions and local Fire Service procedures as maintained on the New Zealand Fire Service intranet.
- *Urban Search & Rescue National Mobilisation Manual* (available from the New Zealand Fire Service)
- *Urban Search & Rescue International USAR Mobilisation Manual* (available from the New Zealand Fire Service)
- *Urban Search & Rescue, National Operations Manual*; New Zealand Fire Service (2008); (available from the New Zealand Fire Service)
- *The Future of New Zealand Urban Search & Rescue*; New Zealand Fire Service and Ministry of Civil Defence & Emergency Management (2008), (www.civildefence.govt.nz).

¹ Refer to Section 24, International Assistance for New Zealand for arrangements on deployment of UNDAC teams.

9. Health services

Summary The Ministry of Health and all other health sector agencies undertake the planning necessary to provide health services in the event of any emergency. This includes minimising the effects of and planning for management of human infectious disease pandemics.

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Health services

28 General

- (1) A civil defence emergency may combine a sharp rise and variations in demand for health services with the disruption of facilities and infrastructure. There may be pressure on hospitals and other health services and facilities. Communities may experience public health problems while those who have suffered loss and disruption may require psychological support. Hospitals, medical equipment, ambulances, and the like may be damaged.
- (2) Even where the hazard does not directly affect health or health infrastructure, disruption to other services like roads, power, or water can have serious consequences. If staff cannot get to work or utilities fail, facilities and services may have to be reduced or relocated, or stopped altogether. This can endanger community health and safety.
- (3) The health sector has specific functions in civil defence emergencies, among them—
 - (a) co-ordinating a national, regional, and local health service response to emergencies; and
 - (b) disseminating health warning messages; and
 - (c) supporting police in their obligations relating to the dead; and
 - (d) supporting welfare activity; and
 - (e) supporting CDEM Groups.
- (4) Without limiting their overall responsibilities, health providers must, as appropriate,—
 - (a) identify risks and hazards; and
 - (b) ensure that all obligations for response capability and actual response are met; and
 - (c) monitor staff awareness, staff training, and readiness of resources; and
 - (d) ensure that there is an efficient system for rapidly notifying or calling up staff in an emergency; and
 - (e) ensure that in an emergency there is access to essential supplies; and
 - (f) participate in co-ordinated planning, training, exercising, and response arrangements with complementary or neighbouring providers and other lead agencies; and
 - (g) participate in an alternative communications network that links principal healthcare facilities with civil defence organisations; and
 - (h) liaise with the appropriate controllers and co-ordinators in an emergency; and
 - (i) report to their funders on request about readiness for or response to an emergency; and
 - (j) maintain current business continuity plans.
- (5) The Director-General of Health, on behalf of the Minister of Health, has overall responsibility for health matters in all phases of emergency management. The health sector (including ambulance services) will plan to meet the purpose of the Act by—
 - (a) reducing the consequences of emergencies on facilities, services, and supplies; and
 - (b) continuing the care of existing patients and providing normal services to the fullest possible extent; and
 - (c) mobilising or reassigning resources to reflect fluctuations and variations in demand; and

- (d) *planning for health service delivery from alternative facilities and the use of alternative sources of supply; and*
 - (e) *giving training in emergency roles and responsibilities to the providers of health services; and*
 - (f) *providing for the care and welfare of providers of health services during and after an emergency; and*
 - (g) *co-operating with other agencies during an emergency, through the use of alternative methods of communication if necessary; and*
 - (h) *supporting national and CDEM Group responses, including representing, as required, health matters at NCMC, and at CDEM Group EOCs and (where resources permit) at other local civil defence organisations.*
- (6) *The arrangements may include plans, contracts, or agreements that outline the conditions governing the use of staff or equipment to meet an urgent need.*

Note – Plan clause 28(1)

In addition to the demand for health services outlined in this clause it is important to note that in the event of a health-led pandemic emergency, many health staff are likely to be absent due to illness, further constraining resources.

9.2 Ministry of Health

29 Ministry of Health

- (1) *The responsibilities of the Ministry of Health include policy development and national planning. These include planning for a health-related emergency through the National Health Emergency Plan.*
- (2) *The Ministry of Health—*
 - (a) *is responsible for initiating and co-ordinating any national emergency response from the health sector; and*
 - (b) *monitors various functions relating to health and disability including emergency planning and response (monitoring will be done by various means, including the district annual planning process and certification audits carried out by designated audit agencies); and*
 - (c) *develops memoranda of understanding and other agreements or guidelines with various government agencies (these include interventions in a national health-related emergency); and*
 - (d) *is charged with ensuring that New Zealand meets its international obligations and complies with international health regulations.*
- (3) *The Director-General of Health will co-ordinate the preparation or provision of emergency health services that require integration at the national level. Without limiting his or her overall responsibilities, the Director-General will—*
 - (a) *through funding and monitoring arrangements, ensure that all funding parties, including DHBs, are aware of and comply with their responsibilities in all phases of emergency management; and*
 - (b) *negotiate limits to the financial risks faced by funders and health providers; and*
 - (c) *prepare or update national guidelines on specialised health matters as he or she deems appropriate; and*
 - (d) *identify national and international health resources and establish a means of rapid contact with and mobilisation of those resources when required; and*
 - (e) *prepare a business continuity plan for the Ministry of Health.*

- (4) For public health services, the Director-General will ensure that—
 - (a) the scope of, nature of, and responses to public health risks in emergencies are analysed at the national level; and
 - (b) advice is given to help the analysis of risks; and
 - (c) specifications and guidelines for emergencies are prepared as required and complied with.

9.3 District health boards

30 District Health Boards (DHBs)

- (1) Every DHB is required to develop and maintain a plan for significant incidents and emergencies.
- (2) The DHB plans identify how services will be delivered in a civil defence or related emergency, and acknowledge the role of DHBs as both funders and providers of health services.
- (3) DHBs must—
 - (a) ensure that all their plans provide adequately for—
 - (i) public, primary, secondary, tertiary, mental, and disability health services; and
 - (ii) an integrated regional and national response; and
 - (iii) co-ordination with plans of other agencies (for example, ambulance, civil defence, fire services, and police); and
 - (iv) use of the CIMS; and
 - (b) contribute to the development, implementation, and revision of regional plans for health emergencies; and
 - (c) contribute to the development, implementation, and revision of Ministry of Health national plans; and
 - (d) respond to a regional or national health emergency, or to the threat of one; and
 - (e) when necessary, liaise with the CDEM Group or local EOC in a significant emergency; and
 - (f) ensure that new service agreements contain contractual commitments from providers for an appropriate plan in relation to the services they provide; and
 - (g) require health providers to have plans and resources in place to ensure they can respond to emergencies in an integrated and effective manner; and
 - (h) ensure that hospitals and health services are ready to function to the fullest possible extent during and after an emergency by ensuring—
 - (i) the provision of continuity of care for existing patients, the management of increased demand for services, and assistance with the recovery of services; and
 - (ii) the preparation of an incident and emergency management plan that is integrated locally and regionally, and is aligned with the plans of the other emergency services and the regional group plan; and
 - (iii) their own planning and responses are integrated with public health planning and responses.

Note – Plan clause 30(h)

In addition to points (i) – (iii) outlined above, hospitals and health services should also ensure evacuation plans are prepared for health care facilities.

9.4 Public health

31 Public health

Public health units of DHBs and of the Ministry of Health have a responsibility to—

- (a) develop plans specific to public health emergencies, such as a pandemic; and*
- (b) integrate public health planning and responses with DHB planning and responses; and*
- (c) advise local agencies and lifeline utilities about public health aspects of their business continuity planning; and*
- (d) respond to emergencies involving risk to public health; and*
- (e) liaise with the CDEM Group or local EOC during a significant emergency.*

Note – Plan clause 31(a)

In addition to pandemic, plans should be developed for outbreaks of any infectious disease, whether local, such as the consequence of damaged infrastructure and overcrowding of evacuated persons, or more widespread, such as a pandemic.

Note – Plan clause 31(e)

Liaison with the CDEM Group or local EOC should occur in consultation with the relevant DHB during a significant emergency.

9.5 Ambulance

32 Ambulance

Ambulance providers are required to—

- (a) continue their services and manage any increased demand; and*
- (b) prepare an incident and emergency plan that is integrated with that of the DHB regional group; and*
- (c) be represented on DHB regional groups and CDEM Groups as required; and*
- (d) contribute to emergency planning led by the Director-General of Health.*

In the event that a Group Emergency Operations Centre (EOC), the National Health Co-ordination Centre (NHCC) or the National Crisis Management Centre (NCMC) is activated an ambulance liaison officer may be appointed to provide operational advice to the Controller on actual or intended ambulance provider sector activities including priorities. This may include an overview of national capacity via the Emergency Ambulance Communications Centres. This may be in addition to a health liaison officer or through a local-level agreement (memorandum of understanding between Ambulance and DHB) where the health liaison officer may be responsible for Ambulance.

9.6 Structure of the New Zealand health and disability sector

The New Zealand health and disability sector is set out in **Figure 9.1**. District health boards (DHBs) are responsible for providing, or funding the provision of, health and disability services in their districts. DHBs are supported by the Ministry of Health, which monitors the performance of agencies and provides national policy advice, regulation and funding.

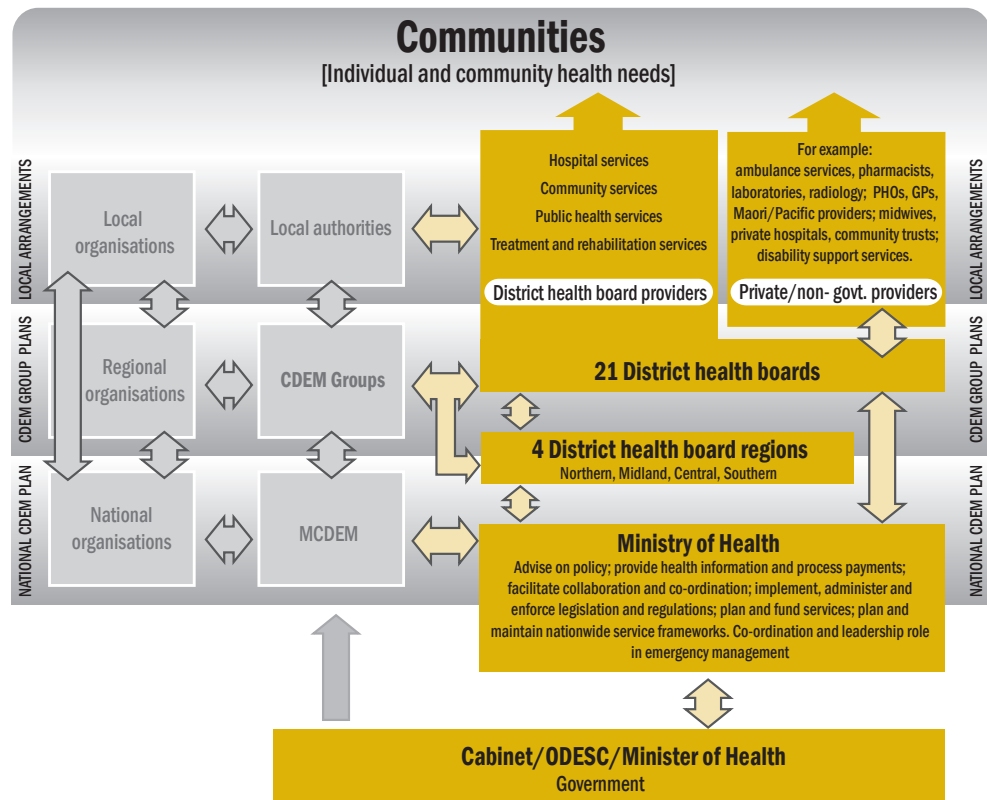


Figure 9.1: Relationships between the New Zealand Health and Disability sector and CDEM arrangements.

9.7 National health emergency planning

National health emergency planning includes the National Health Emergency Plan and New Zealand Influenza Pandemic Action Plan (developed and maintained by the Ministry of Health); Regional Health Emergency Plans (for each regional grouping of DHBs); and Health Emergency Plans (for each DHB). At each level, plans describe the roles and responsibilities of the health sector, and how it works with other agencies.

National health emergency planning is facilitated by an emergency management unit within the Ministry of Health, including Emergency Management Advisors located in each of the four regions (Northern, Midland, Central and Southern).

9.7.1 National Health Emergency Plan

The National Health Emergency Plan (NHEP):

- outlines the structure of emergency management in New Zealand and how the health and disability sector fits within it, and provides a high-level description of responsibilities held by local and regional groupings compared to those held at the

national level by the Ministry of Health;

- provides the health and disability sector with guidance and strategic direction on its approach to planning for and responding to health emergencies in New Zealand;
- provides other organisations and government agencies with contextual information on emergency management in the health sector and the structure the health and disability sector uses in response to an emergency.

The NHEP is supported by a number of guidance and action plans which are scenario specific. The range of these guides and action plans will be evaluated on a regular basis to align with reviews of the NHEP. The NHEP and related documents can be found at www.moh.govt.nz/emergencymanagement

9.7.2 New Zealand Influenza Pandemic Action Plan

The New Zealand Influenza Pandemic Action Plan (NZIPAP) is an all-of-government plan maintained by the Ministry of Health and intended for anyone involved in planning for, or responding to an influenza pandemic. It also provides general information on pandemics, and government planning for pandemics for New Zealand as a whole.

The NZIPAP is based on a five-stage sequential strategy to:

- plan for it
- keep it out
- stamp it out
- manage it
- recover from it

The NZIPAP covers the series of key functions that give effect to the five-stage strategy. These functions are multi-agency in nature, although they maintain a health focus in line with the nature of pandemic response.

9.8 Operational arrangements

In the event that a local or Group EOC or the NCMC is activated, a health liaison officer will be appointed to provide advice to the Local, Group or National Controller on actual or intended health sector activities including the setting and agreement of health-related priorities, and input into the co-ordinated response.

The health sector will determine whether or not it is necessary to activate internal EOCs to support the local or national response (DHB EOC, Regional Health Co-ordination Centre or the National Health Co-ordination Centre).

9.8.1 Activation of health emergency plans

Local health emergency plan

A provider can activate their Health Emergency Plan (HEP) when they believe they are overwhelmed or have the potential to be overwhelmed. When a provider activates their HEP they shall communicate this to their local DHB. It is likely that all local providers will simultaneously activate their HEPs if, for example, a major earthquake occurred. At this point the DHB will determine the level of activity required and will activate its HEP accordingly.

Regional health emergency plan

An affected DHB may activate its regional HEP with the agreement of other DHBs in its region. Each regional HEP includes the structure of the response at the regional level. DHBs in each region shall have a process for activating their HEPs.

A regional HEP is always activated if the NHEP is activated. It shall also be activated if the emergency is such that it involves the whole region, or if a local DHB is overwhelmed and not able to manage a local response.

National Health Emergency Plan

The Ministry of Health will activate the NHEP when local or regional responses are overwhelmed or have the potential to be overwhelmed. At this point the Ministry of Health will also assess whether the NHCC needs to be activated. The role of the NHCC is to provide national co-ordination of the health sector in an emergency.

The structure of co-ordination of a health emergency at the national level is dependant on two factors:

- whether the Ministry of Health is the lead agency involved, or providing support to the lead agency; and
- the size and scope of the health sector and inter-agency co-ordination required to manage the response.

9.8.2 Alert codes

The Ministry of Health has developed alert codes to provide an easily understood system of communication for an emergency. These alert codes are issued via the single point of contact system.

The following alert codes outlined in **Table 9.1** have been adopted for use by the health and disability sector at district, regional and national levels. Other government agencies may choose to align their response to a health emergency to this structure; however this is not a requirement.

Phase	Example situation	Alert code
Information	Confirmation of a potential emergency situation that may impact in or on New Zealand in the future. For example a new infectious disease with pandemic potential, or early warning of possible volcanic activity.	White
Standby	Warning of imminent Code Red alert. For example an imported case of a new and highly infectious disease discovered in New Zealand, or initial reports of a major mass casualty event within one area of New Zealand which may require assistance from unaffected DHBs	Yellow
Activation	Major emergency in New Zealand exists which requires immediate activation of HEPs. For example a large-scale epidemic or pandemic, or major mass casualty event requiring assistance from outside the affected region	Red
Stand-down	Deactivation of the emergency response. For example end of outbreak, epidemic or emergency. Recovery activities will continue.	Green

Table 9.1: Health sector alert codes

9.8.3 Single point of contact

The Ministry of Health and each DHB and public health service maintain a single point of contact that is available on a 24-hour, 7-days-a-week basis. The system enables effective and rapid communications between the Ministry of Health and other health sector agencies in the event of an emerging threat, and is tested regularly.

9.8.4 Emergency information management system

The health sector has a web-based emergency information management system, which is the primary tool for the management of significant incidents and emergencies at a local, regional and national level.

9.9 References and links

Other documents

- *National Health Emergency Plan*; Ministry of Health (2008); ISBN 978-0-478-31869-2 (print) ISBN 978-0-478-31870-8 (internet) (www.moh.govt.nz).
- *New Zealand Influenza Pandemic Action Plan*; Ministry of Health (2006); ISBN 0-478-30061-1 (print) 0-478-30062-X (internet) (www.moh.govt.nz).
- *New Zealand Ambulance Services Ambulance National Major Incident Plan*
- Health Act 1956.
- Health (Infectious and Notifiable Diseases) Regulations 1966.
- New Zealand Public Health and Disability Act 2000.
- International Health Regulations 2005.
- Epidemic Preparedness Act 2006.
- World Health Organization (www.who.int).

10. Lifeline utilities

Summary

Lifeline utilities are entities that provide infrastructure services to the community such as water, wastewater, transport, energy and telecommunications. Lifeline utilities have responsibilities for planning and co-ordinating in a way which enables the continuation of these services in an emergency, with assistance from CDEM Groups, the Ministry of Civil Defence & Emergency Management (MCDEM) and other relevant government agencies and regulatory bodies.

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10.1 Duties of lifeline utilities

Lifeline utilities

33 Duties of lifeline utilities

Lifeline utilities represent significant aspects of the national infrastructure and have obligations under section 60 of the Act.

Legislative requirement

Under section 60 of the Civil Defence Emergency Management Act 2002, every lifeline utility, identified in Schedule 1 must—

- (a) ensure that it is able to function to the fullest possible extent, even though this may be at a reduced level, during and after an emergency;
- (b) make available to the Director of CDEM in writing, on request, its plan for functioning during and after an emergency;
- (c) participate in the development of the National CDEM Strategy and civil defence emergency management plans;
- (d) provide, free of charge, any technical advice to any CDEM Group or the Director of CDEM that may be reasonably required by that Group or the Director;
- (e) ensure that any information that is disclosed to the lifeline utility is used by the lifeline utility, or disclosed to another person, only for the purposes of the CDEM Act.

Section 83 of the CDEM Act further limits the disclosure of information that is required to be provided under the Act.

Supporting documents

The duties of lifeline utilities are discussed in the MCDEM publication *Working Together: Lifeline Utilities and Emergency Management: Director's Guidelines for Lifeline Utilities [DGL 3/02]*.

For information on the response objectives for all agencies (including lifeline utilities) **see** section 18, Response.

Service restoration

Utility service restoration priorities are to be determined by individual utilities as part of response and recovery, noting the variables such as event type and impacts. Where ever possible, as part of restoration of service, the following should be considered as a list of priorities to ensure alignment of services being restored:

- critical health services (e.g. hospitals, ambulance and public health);
- emergency management (e.g. New Zealand Police, New Zealand Fire Service, Emergency Operations Centres (EOCs), welfare centres);
- lifelines infrastructure (e.g. energy, communications, water and transport);
- vulnerable sectors (e.g. immobile or vulnerable groups of people such as in rest homes or prisons);
- isolated communities;
- key areas (e.g. CBDs);
- commercial producers;
- residential zones.

10.2 Lifeline utilities co-ordination

10.2.1 Co-ordination: Response and Recovery

34 Lifeline utilities co-ordination

- (1) *Co-ordination of lifeline utilities is necessary in both the response and recovery phases of a civil defence emergency.*
- (2) *CDEM Groups are primarily responsible for the co-ordination of local lifeline utilities across affected regions.*
- (3) *Lifeline utilities are expected to co-ordinate at the national level as necessary to provide appropriate capacity during a state of national emergency or a civil defence emergency of national significance using established lifeline utility sector mechanisms.*
- (4) *MCDEM has responsibility for co-ordinating across lifeline utility sectors at the national level.*

It is not necessary that a state of emergency is declared for lifeline utility response/recovery co-ordination to be required.¹ Responses should be tailored according to the apparent needs arising from the event.

When to initiate lifeline utility co-ordination

As a general guide, lifeline utility and CDEM response and recovery co-ordination should be initiated when:

- a lifeline utility service is disrupted in more than one territorial authority area;
- multiple lifeline utility services are disrupted by an event;
- significant community impacts (either in scale or duration) are expected because of lifeline utility service disruption;
- CDEM agencies and lifeline utilities need to co-ordinate; and
- a CDEM EOC (local or CDEM Group) is activated.

In order to be able to respond and recover, and to aid in community response and recovery, lifeline utilities must be ready.

10.2.2 Co-ordination: Readiness

Levels of inter-utility co-operation vary across the lifeline utility sector and depend on many factors, such as degrees of commercial competition. Sector co-operation may consist of mutual aid agreements or specific contingency plans that address shared risks and interdependencies. Sectors should adopt a national approach to their internal co-operation and work through their national representative bodies, where they exist².

Regional co-operation may be informed and supported by national arrangements.

1 Refer to *Declaration: Director's Guidelines for CDEM Sector [DGL 05/06]*; Ministry of Civil Defence & Emergency Management (2006); ISBN 0-478-25474-1.

2 For example, while the water sector is typically operated at local and regional levels, the New Zealand Water & Wastes Association provides an effective structure for national issues. Government agencies, including MCDEM, and CDEM Groups, are to promote sector co-ordination through such representative bodies.

Disaster Resilience Summary

National lifeline utilities should outline and regularly update their CDEM linkages to CDEM Groups and other lifeline utilities by way of a Disaster Resilience Summary³ which summarises their:

- risk management processes, including:
 - organisational policies and corporate direction regarding risk issues;
 - an overview of processes, key people and the scope of hazard risk management.
- key risk management messages, including:
 - indications of key operational risks from a regional perspective⁴;
 - key messages about public safety and recommendations for individual preparedness for resilience.
- key elements of readiness for an emergency:
 - interdependency requirements evaluated and reflected in emergency response planning;
 - the extent of involvement of contractors in training and exercising.
- key elements of response to an emergency:
 - an impact assessment strategy including network and resource status;
 - information exchange procedures;
 - customer restoration principles and priorities;
 - key emergency contact details for respective lifeline utilities and their emergency management co-ordinators.

Recommended readiness activities

Lifeline utilities and CDEM sector agencies are encouraged to regularly:

- jointly exercise emergency arrangements (refer section 17, CDEM exercise programmes);
- update and share their emergency contact information;
- summarise their response arrangements for other affected lifeline utilities and agencies.

These arrangements are to be documented within CDEM Group plans and individual lifeline utility plans.

Lifeline utilities are encouraged to participate in Lifeline Groups at a regional level in order to help foster local working relationships and facilitate pre-event reduction and readiness planning with the CDEM sector and other lifeline utilities.

10.2.3 Lifeline sector contingency planning

All lifeline utility sectors are considered essential services. One of the cornerstones of risk-resilience and operational response capability is contingency planning.

Contingency planning is essential where the impacts of an emergency on utilities may result in significant safety, social, environmental or economic consequences.

As part of contingency and business continuity planning, the onus is on lifeline utilities to put in place arrangements or contracts to ensure supporting industries, businesses and contractors will be available to assist the utility in continuing to function.

Water

The water industry (potable and waste water) is primarily responsible for contingency planning to deal with risks to its own sector in readiness for emergencies.

3 Refer to *Lifelines and CDEM Planning: Civil Defence Emergency Management Best Practice Guide [BPG1/03]*; Ministry of Civil Defence & Emergency Management (2003) ISBN 0-478-25456-3.

4 For example, relevant outcomes from business impact analysis.

Water industry organisations should also engage in business continuity planning to ensure that they are able to function to the fullest possible extent.

Along with the responsible government agencies and regulatory bodies, MCDEM engages with the water sector to assist in contingency planning, or modify existing plans that supports:

- large-scale potable water system providers to take co-ordinated action according to industry planning during a period of significant loss of potable water to:
 - provide temporary supplies and an adequate quantity and quality of potable water for vulnerable populations in an emergency;
 - provide rapid and effective restoration of damaged potable water bulk-delivery systems;
 - provide rapid and effective restoration of damaged waste water systems;
 - keep stakeholders and consumers informed.
- the CDEM sector to:
 - provide logistical and other support to the water/waste water industry if appropriate;
 - support the contingency arrangements of the commercial sector to lessen social and economic impacts during long-term recovery, outages or reduction in service;

Water sector CDEM contingency planning is expected to focus on strengthening external linkages between the water sector and CDEM agencies – irrespective of the emergency.

Telecommunications

The telecommunications industry is primarily responsible for contingency planning to deal with risks to its own sector in readiness for emergencies.

Telecommunications industry organisations should also engage in business continuity planning to ensure that they are able to function to the fullest possible extent.

Along with the responsible government agencies and regulatory bodies, MCDEM engages with the telecommunications sector to assist in contingency planning, or modify existing plans that supports:

- the telecommunications industry to take co-ordinated action according to industry planning during a period of significant loss of telecommunications nationally or regionally to:
 - stabilise telecommunications networks as quickly as possible;
 - restore normal connections; and
 - keep stakeholders and consumers informed.
- the CDEM sector to:
 - provide logistical and other support to the telecommunications industry if appropriate;
 - support the contingency arrangements of the commercial sector to lessen social and economic impacts during long-term recovery, outages or reduction in service.

Energy: Electricity

The electricity industry is primarily responsible for contingency planning to deal with risks to its own sector in readiness for emergencies.

Electricity industry organisations should also engage in business continuity planning to ensure that they are able to function to the fullest possible extent.

Along with the responsible government agencies and regulatory bodies, MCDEM engages with the electricity sector to assist in contingency planning, or modify existing plans that supports:

- the electricity industry taking co-ordinated action during a period of significant transmission disruption under existing Electricity Governance Rules arrangements, to:
 - stabilise the electricity transmission and distribution networks as quickly as possible;
 - employ extra generation and supply capacity to alleviate the crisis;
 - restore normal transmission as quickly as possible; and
 - keep stakeholders and consumers informed.
- the CDEM sector to:
 - provide logistical and other support to the electricity industry, if appropriate;
 - support the contingency arrangements of the commercial sector to lessen social and economic impacts during long-term recovery outages or reduction in service.

Energy: Petroleum

The petroleum industry is primarily responsible for contingency planning to deal with risks to its own sector in readiness for emergencies.

Petroleum industry organisations should also engage in business continuity planning to ensure that they are able to function to the fullest possible extent.

Along with the responsible government agencies and regulatory bodies, MCDEM engages with the petroleum sector to assist in contingency planning, or modify existing plans that supports:

- the petroleum industry to take co-ordinated action during an emergency that affects distribution nationally or regionally to:
 - stabilise the situation as quickly as possible;
 - restore normal supply as quickly as possible through contingency arrangements;
 - keep central government and regional CDEM Groups informed; and
 - keep other stakeholders and consumers informed.
- the CDEM sector to:
 - provide logistical and other support to the petroleum and oil industry, if appropriate; and
 - support the contingency arrangements of the commercial sector to lessen social and economic impacts during long-term recovery outages or reduction in service.

In the case of a major interruption to petroleum distribution a CDEM petroleum contingency plan should cover the following:

- confirmation of status of facilities, major assets and transport networks;
- confirmation of stockholding by type and location;
- an estimation of emergency demand levels;
- liaison between the oil industry and the CDEM sector;
- priority allocation to CDEM critical customers (e.g. emergency services, lifeline utilities and critical facilities/industries); and
- CDEM support to the oil industry and consumers for distribution.

Energy: Gas

The gas industry is primarily responsible for contingency planning to deal with risks to its own sector in readiness for emergencies.

Gas industry organisations should also engage in business continuity planning to ensure that they are able to function to the fullest possible extent.

Along with the responsible government agencies and regulatory bodies, MCDEM

engages with the gas sector to assist in contingency planning, or modify existing plans that supports:

- the gas industry to take co-ordinated action according to industry planning during a period of significant loss of gas supply nationally or regionally to:
 - stabilise the gas transmission and distribution networks as quickly as possible;
 - restore normal supply; and
 - keep stakeholders and consumers informed.
- the CDEM sector to:
 - provide logistical and other support to the gas industry as appropriate in order to avoid load shedding that may have eventual civil defence emergency management consequences; and
 - support the contingency arrangements of the commercial sector to lessen social and economic impacts during long-term recovery outages or reduction in service.

Transport

The transport industry (including ports, airports, road controlling authorities, and rail network/service providers) is primarily responsible for contingency planning to deal with risks to its own sector in readiness for emergencies.

Transport industry organisations should also engage in business continuity planning to ensure that they are able to function to the fullest possible extent.

The Transport Emergency Management Co-ordination Group (TEMCG) is chaired by the Ministry of Transport to:

- facilitate increased understanding of transport agencies' roles, responsibilities, and national transport requirements to enhance interaction in significant emergencies;
- identify risk issues for the sector and address gaps in planning for significant emergencies to improve infrastructure and operational resilience across all hazards;
- co-ordinate a multi-model approach to emergency management reduction, readiness, response and recovery to ensure seamless transport planning response between transport agencies and jurisdictional boundaries;
- ensure the transport sector has the capability to provide effective transport advice to transport Chief Executives, the Minister of Transport and the lead agency prior to, during and following an emergency; and
- facilitate effective engagement with other transport infrastructure and service providers, lifeline utilities and key stakeholders.

Members of the TEMCG include the Ministry of Transport (Chair), Ministry of Civil Defence & Emergency Management, Department of Prime Minister and Cabinet, Kiwi Rail, New Zealand Transport Agency, Maritime New Zealand, Transport Accident Investigation Commission, Civil Aviation Authority, New Zealand Police, New Zealand Fire Service, New Zealand Defence Force, Local Government New Zealand, and the National Engineering Lifelines Committee. The TEMCG maintains the Transport National Emergency Response Plan, which sets out the arrangements for the Transport Response Team (TRT).

Consisting of Ministry of Transport staff and representation from transport agencies as applicable, the TRT shall advise the Minister of Transport and the lead agency on transport related issues. This includes provision of recommendations and response and recovery priorities at a regional / national level. It will also collate and communicate situation reports, action requirements, and information requests. The TRT does not involve itself in the responses of transport agencies "on the ground" nor is it tasked with directly managing response assets or logistics.

MCDEM is engaged with the transport industry and regulatory bodies through the TEMCG, to continue to develop contingency planning, that supports:

- the transport industry to:
 - identify critical interdependencies and resource shortfalls (including contractual support) for CDEM supporting action;
 - contribute to rapid damage assessments of status and likely recovery times for road, rail, air, and marine transport infrastructure; and
 - implement a process for setting regional infrastructure recovery priorities.
- the CDEM sector to be able to:
 - provide logistical and other support to expedite transport sector response and recovery; and
 - support the contingency arrangements of the transport industry to lessen social and economic impacts during long-term recovery or reduction in service.

10.3 Lifeline utility co-ordinators

35 Lifeline utility co-ordinators

- (1) *In view of the likely needs at CDEM Group EOCs and at NCMC, a pool of trained lifeline utility co-ordinators will be established by MCDEM.*
- (2) *This pool of co-ordinators would be capable of—*
 - (a) *leading the lifeline utility co-ordination operation in their own emergency operations or recovery centres; and*
 - (b) *assisting lifeline utility co-ordination at any EOC; and*
 - (c) *assisting lifeline utility co-ordination at NCMC; and*
 - (d) *acting as a link between lifeline utility co-ordination at any emergency operation or recovery centres and NCMC.*
- (3) *This pool of co-ordinators may comprise the designated lifeline utility co-ordinators from the main centres and others who have undertaken the required training.*

The Lifeline Utility Co-ordinator position is a non-statutory appointment. The operational role of the Lifeline Utility Co-ordinator at the national and regional level is to support the Controller during response and the Recovery Manager during recovery.

Responsibilities envisaged for a Lifeline Utility Co-ordinator at the national and regional level include:

- during *readiness*:
 - participate in agreed training and exercises with the NCMC and CDEM Group EOC and other designated lifeline co-ordination resources;
 - maintain relationships with key representatives of lifeline utilities and MCDEM or CDEM Groups, and have direct access to key emergency contact details and means of communication; and
 - provide advice to MCDEM or the CDEM Group emergency management office about lifeline utility response issues, including assistance with key issues raised in Disaster Resilience Summaries provided by individual lifeline utilities.
- during *response and recovery*:
 - **see** 10.4 Operational arrangements for information on response and recovery.

10.4 Operational arrangements

10.4.1 Response

Expectations of lifeline utilities

During emergencies, lifeline utilities are expected to:

- establish contact with and provide information on the status of their network to the CDEM Group EOCs as agreed pre-event. Lifeline utilities are expected to be able to provide information, including, where possible:
 - the scale and extent of event impact on networks;
 - major disruptions experienced, including location and number of users affected;
 - the nature and locations of critical immediate actions, such as shut down and sectorising – that require the support of access and tasking prioritisation;
 - estimated restoration times for known disruptions;
 - priority areas of response actions being undertaken;
 - alternative solutions available to users (where appropriate);
 - precautions, and public information to be promulgated;
 - requests for support or specific information; and
- receive CDEM Group reports; action as appropriate – including requests for prioritisation of services to support the response effort.

Expectations of MCDEM and CDEM Groups

MCDEM (for national lifeline utilities) and CDEM Groups are expected to provide the following lifeline utility co-ordination functions through the Lifeline Utility Co-ordinator at the NCMC or CDEM Group EOC:

- facilitate impact assessment and information collection, and providing this to the Group Controller and lifeline utilities;
- analyse the information provided by lifeline utilities and supplying intelligence to EOC personnel;
- provide advice to the Group Controller, particularly with regard to regional impacts, response priorities, available resources, strategic goals, tactical objectives and action plans;
- provide information for media releases, situation reports and central government reports about the status of lifeline utilities;
- co-ordinate requests for resources from lifeline utilities, keeping them informed of CDEM priorities, emerging issues and interdependence issues; and
- provide for transition to the recovery phase.

10.4.2 Sector co-ordinating entities

Purpose of SCEs

The purpose of sector co-ordinating entities (SCE) is to provide for prearranged means of national level sector co-ordination through a single point of contact for each lifeline sector in the event of a major civil defence emergency. Sector co-ordination streamlines sector response and reporting lines in a major emergency within lifeline utility sectors and to the Lifeline Utility Co-ordinator operating in the NCMC.

How SCEs operate

A SCE is the organisation, group of sector representatives, or individual agreed by the sector to undertake one or more of the following functions in an emergency:

- facilitate solutions to issues that are sector specific and do not require Government assistance/support;
- co-ordinate and provide sector situational information to the NCMC, as applicable to the emergency;
- participate/contribute to NCMC planning activities as required;

- distribute situational information from the NCMC (to their sector);
- co-ordinate requests for assistance with the NCMC or appropriate Government body/Lead Agency;
- co-ordinate with other affected sectors, particularly where dependencies exist; and
- other operational tasks as necessary.

The scale, impact and speed of on-set of an event will determine the need for sector co-ordination, however it is most likely that SCEs will be activated in large scale events (NCMC Modes 3 & 4) where multiple providers from one or more sectors are affected.

When operational, the chairs of SCEs become the primary point of contact for their sector to the NCMC Lifeline Utility Co-ordinator.

Requirements of SCEs Operationally the following is likely to be required from SCEs:

- SCE Chair(s) liaise with NCMC to establish a roster for regular communications, for example:
 - establish set written Situation Report schedule, both into and out of the NCMC;
 - arrange regular calls/meetings of SCE Chair(s) and the NCMC Lifeline Utility Co-ordinator;
 - arrange to participate in conference calls as required; and
- SCEs forward the communications roster and relevant information to the relevant sector players for their information and action.

Generally SCE readiness activities will be limited to activities associated with establishing sector co-ordination mechanisms. However SCEs are encouraged to undertake readiness activities beyond this, for example facilitating sector emergency exercises and contingency planning.

10.4.3 Linkages, information flows and lines of communication

Information flows between local, regional and national lifeline utilities and co-ordinating agencies for escalating events where the response is co-ordinated by CDEM agencies are shown in **figures 10.1–10.4**.

The diagrams represent the linkages and inter-relationships between key lifeline utility organisations and their respective sector co-ordination groups and highlight where the primary co-ordination of response occurs. They are sequenced to reflect the broad progression of an emergency event, starting from an overview of the 'business as usual' arrangements.

Note: Not all lifeline utility organisations are represented in these diagrams, and local and regional organisations are shown generically.

The lines between individual organisations and co-ordinating groups simply represent lines of connection for communication purposes. Information flows via these lines of communication are two-way in nature:

- upwards (or inwards) to the co-ordinating agencies at each level, for example:
 - impact and status reports; requests for information or assistance;
- downwards (or outwards) from the co-ordinating agencies, for example:
 - reports on the overall event status; Controllers' taskings or requests, including specific response priorities where they differ from general expectations.

The diagrams do not represent the multitude of 'horizontal' communications directly between individual organisations. These are encouraged, as they are not replaced by the vertically-oriented communication lines shown.

Key utility players and business as usual arrangements

Figure 10.1 represents the ‘business as usual’ for lifeline utility organisations/ groupings shown in black, with emergency co-ordinating entities, EOCs and other relevant agencies indicated in grey.

The information flow lines shown are only those where there is a day-to-day operational interaction or a standing response forum - hence not all boxes are vertically linked.

The diagram depicts the organisations within the telecommunications and petroleum sectors as having nationally oriented response structures. This is in contrast with electricity and gas sectors, and the transport sector where New Zealand Transport Agency and Kiwi Rail have regional structures.

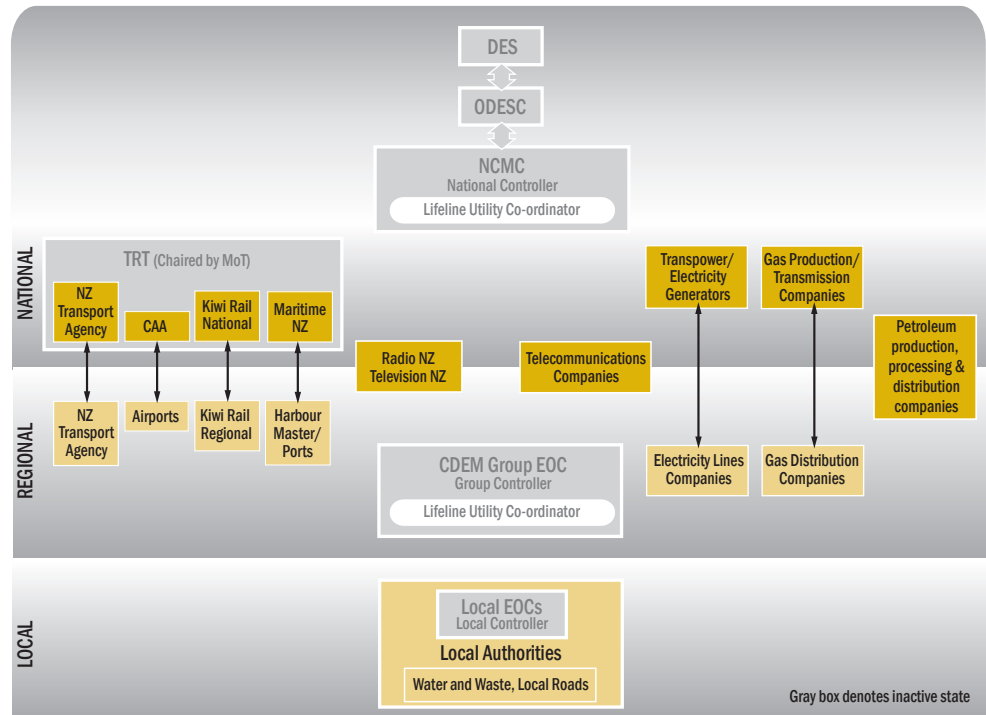


Figure 10.1: Key utility players and business as usual arrangements

An emergency impacting one CDEM Group

Figure 10.2 applies for ‘localised’ events that occur within the boundaries of a single territorial authority area, lifeline utilities are to contact the affected local territorial authority and participate in response and recovery as detailed in this section.

This diagram represents a situation where an emergency (for example a storm which causes flooding and associated damage) effects one region only, with more than one territorial authority being affected.

The focus of co-ordination is the CDEM Group EOC, and all lifeline utilities are expected to communicate into the CDEM Group EOC once activated, depending on the circumstances of the event.

CDEM Group EOC Lifeline Utility Co-ordinators will co-ordinate the interface with lifeline utility organisations.

The NCMC will also be actively monitoring the situation in the affected region, including the lifeline utility impacts. The CDEM Group Lifeline Utility Co-ordinator or the NCMC Lifelines Utility Co-ordinator may facilitate communication across key sectors (e.g. the telecommunications sector) and between key sectors (e.g. telecommunications and electricity sectors).

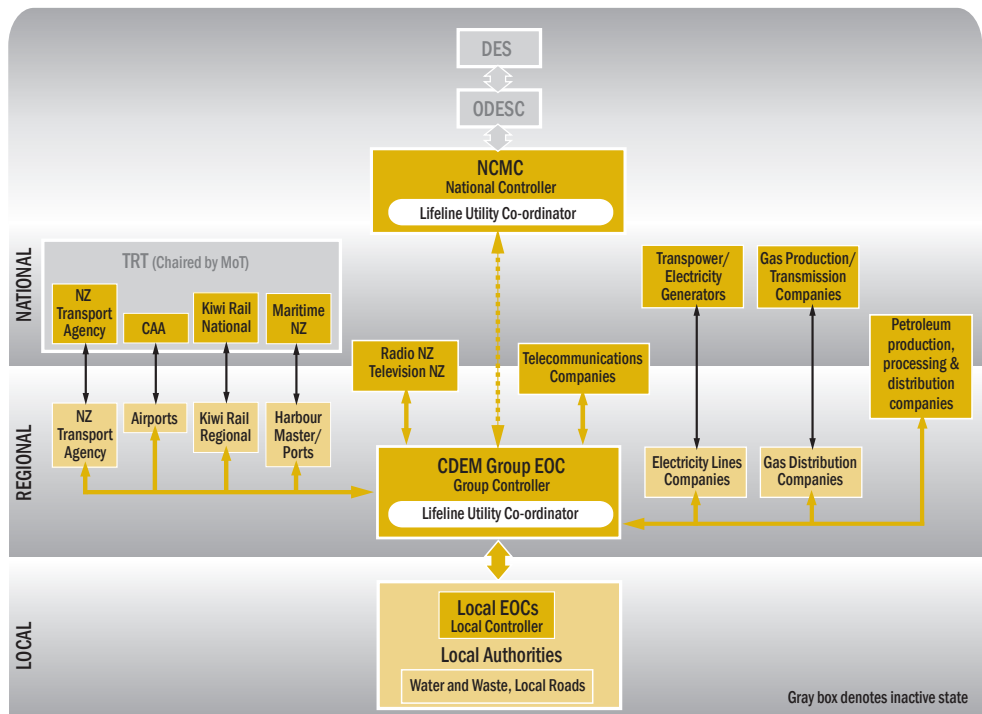


Figure 10.2: An emergency impacting one CDEM Group only

An emergency affecting more than one CDEM Group

Figure 10.3: represents a situation where an emergency impacts on several regions. The focus of co-ordination remains the CDEM Group EOC in each region. All affected national lifeline utilities are expected to communicate into the CDEM Group EOCs of the affected regions once activated, with a copy of all information going to the NCMC Lifeline Utility Co-ordinator (via the respective SCEs where activated).

The dotted lines indicate that national lifelines sector reporting is occurring but co-ordination is primarily occurring at a regional level.

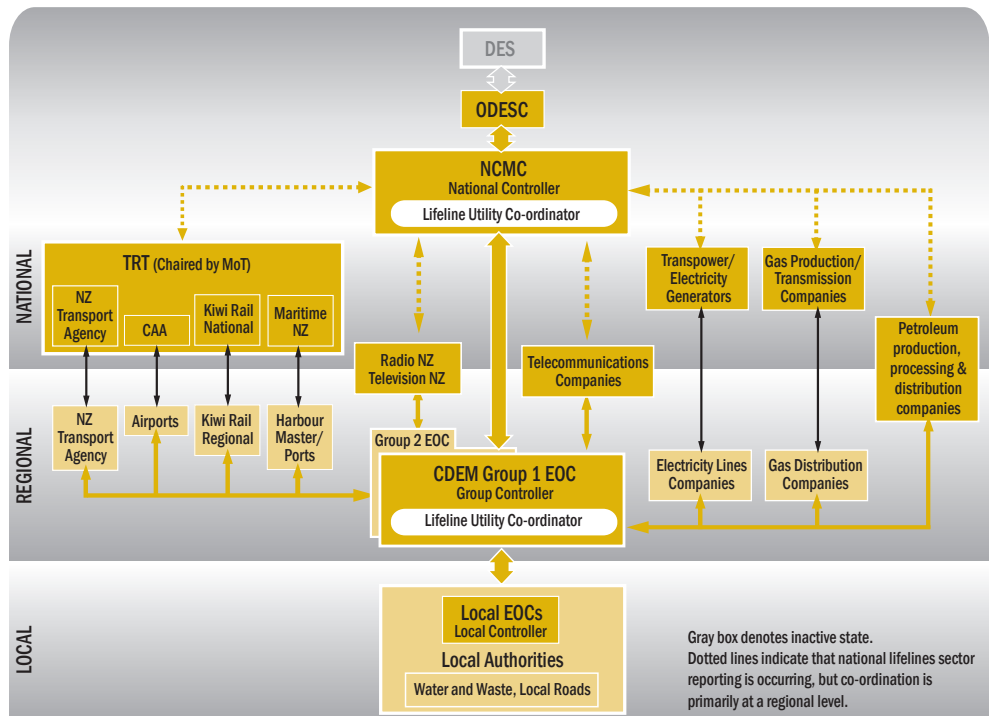


Figure 10.3: An emergency affecting more than one CDEM Group

An emergency of national significance affecting multiple CDEM Groups

Figure 10.4 represents a situation where the NCMC is operating at Mode 4 (Manage). A state of national CDEM emergency has been declared, or significant co-ordination and control by central government (via the relevant CDEM Groups) is required.

Affected and/ or supporting national lifeline utilities are expected to communicate with the NCMC Lifeline Utility Co-ordinator (via the respective SCE) on strategic planning and recovery issues; however regional level response co-ordination continues through the CDEM Group EOC in each region.

The NCMC will co-ordinate requests for assistance from, and logistics support to, the sectors (both within and across). The NCMC is also responsible for disseminating information regarding national lifeline utilities to all CDEM Group EOCs.

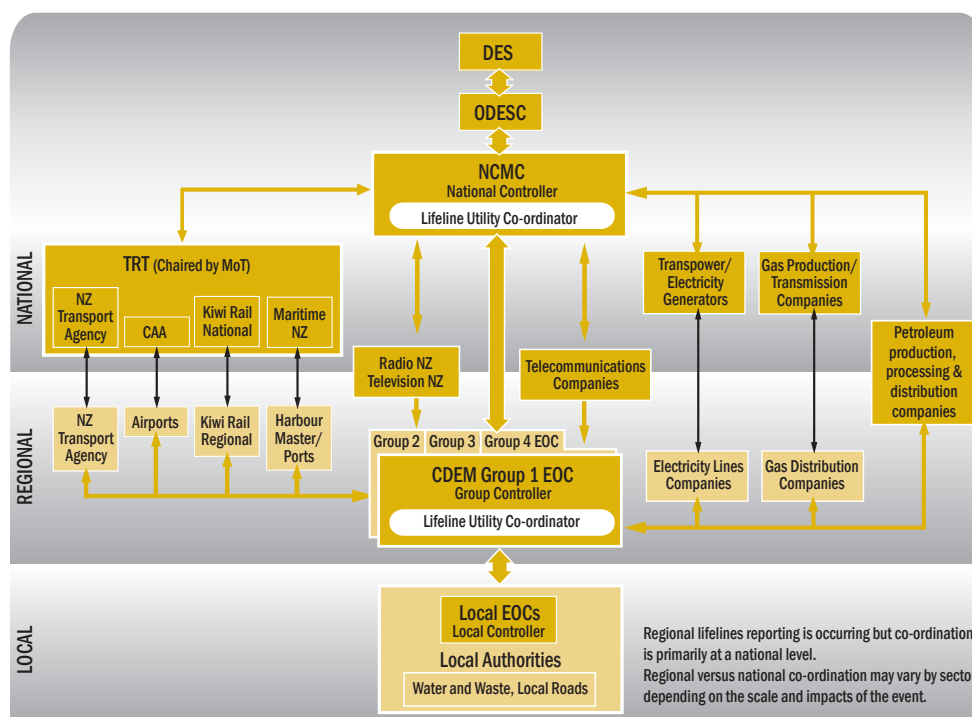


Figure 10.4: An emergency of national significance affecting multiple CDEM Groups

10.4.4 Recovery

Lifeline utilities

During recovery lifeline utilities should communicate restoration and recovery plans and priorities through Lifeline Utility Co-ordinators to CDEM Group Recovery Management Offices and local Recovery Managers.

Lifeline utilities are expected to implement recovery strategies and decisions with regard to CDEM Group recovery plans.

MCDEM and CDEM Groups

During recovery MCDEM (for national lifeline utilities) and CDEM Groups should provide the following lifeline utility co-ordination functions:

- setting up the infrastructure recovery task group and any required sub-groups depending on the event, for example, road access restoration;
- consolidation of recovery cost and time information from individual lifeline utilities;
- identifying and facilitating solutions to any emerging conflicts regarding resource prioritisation and shortfalls; and
- establish and maintain contact information with lifeline utility organisations and other national organisations appropriate to the event.

A Lifeline Utility Co-ordinator may be engaged to continue lifeline and infrastructure co-ordination during recovery, with an emphasis on service restoration.

10.5 References and links

Other sections of the Guide

- Section 13, Readiness
- Section 17, CDEM exercise programmes
- Section 18, Response
- Section 21, Emergency information management
- Section 25, Recovery

Other documents

- *Working Together: Lifeline Utilities & Emergency Management: Director's Guidelines for Lifeline Utilities [DGL 3/02]*; Ministry of Civil Defence & Emergency Management (2002); ISBN 0-478-25455-5 (www.civildefence.govt.nz).
- *Lifelines and CDEM Planning: Civil Defence Emergency Management Best Practice Guide [BPG1/03]*; Ministry of Civil Defence & Emergency Management (2003); ISBN 0-478-25456-3 (www.civildefence.govt.nz).
- *Declaration: Director's Guidelines for CDEM Sector [DGL05/06]*; Ministry of Civil Defence & Emergency Management (2006); ISBN 0-478-25474-1 (www.civildefence.govt.nz).

11. Clusters

Summary Clusters in a CDEM context may consist of agencies from the same sector or organisational grouping that collectively plan to be ready for, respond to and assist recovery from an emergency. Cluster members work to achieve common CDEM outcomes for communities in a co-ordinated manner. Clusters may be formed at both a local and national level.

Contents The section contents are:

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11.2 Clusters at the local level	3
11.3 Formed and proposed clusters	3
11.4 Cluster co-ordinators.....	4
11.5 References and links	4

11.1 Clusters at the national level

Clusters

36 Clusters at national level

- (1) Clusters—
 - (a) are expected to operate in a co-ordinated multi-agency environment; and
 - (b) are flexible, with the national agencies involved joining, exiting from, or merging with clusters as circumstances dictate, while allowing the overlap of functions or membership where appropriate; and
 - (c) determine their own membership; and
 - (d) organise themselves, including establishing their internal management structures, co-ordinators, and communication plans; and
 - (e) are expected to develop and exercise liaison with NCMC and MCDEM via the National Controller or the duty officer of MCDEM.
- (2) An agency's membership in a cluster does not limit any of the agency's statutory obligations under the Act or any other enactment.

Common goals

A CDEM cluster is a group of agencies that interact to achieve common CDEM outcomes across reduction, readiness, response and recovery in a co-ordinated manner.

Clusters seek to strengthen existing multi-agency co-ordination by:

- clarifying goals, responsibilities and roles for civil defence emergencies;
- identifying gaps in capability and capacity;
- addressing the gaps in capability and capacity through emergency management action plans;
- providing for response and recovery co-ordination;
- working in parallel with CDEM response and recovery structures;
- sharing of relevant information (e.g. business continuity plans, risk reduction activities, response plans, etc.).

Benefits of a cluster

An integrated cluster environment and co-ordinated CDEM planning within clusters provides participants with:

- improved public and private sector understanding of their roles and responsibilities during emergencies;
- strengthened internal planning arrangements (business continuity, crisis management, emergency response and disaster recovery plans);
- enhanced external relationships and interdependencies;
- efficient service delivery and service restoration in emergencies;
- being able to demonstrate their capacity to provide services during an emergency.

Sector Co-ordinating Entities

Sector Co-ordinating Entities, as part of cluster activities, can be established to assist with emergency response and recovery. These are an operational grouping only and a subset of a cluster (**see** section 10, Lifeline utilities for more information).

The Ministry of Civil Defence & Emergency Management may provide facilitation and support for cluster development¹.

¹ For further information see *A Cluster Approach for Civil Defence Emergency Management: Enhancing multi-agency relationships* (www.civildefence.govt.nz).

11.2 Clusters at the local level

37 Clusters at local level

- (1) Clusters reflecting the national level clusters may be established at CDEM Group or local levels.
- (2) Local clusters may—
 - (a) involve regional representatives of national agencies; and
 - (b) be regional representations of national clusters; and
 - (c) deal with relevant civil defence emergency management matters of local importance; and
 - (d) continue to act throughout the 4 Rs.

Establishment of clusters at the local level

All CDEM Groups are encouraged to establish (where applicable) regional clusters for:

- Welfare (**see** section 12, Welfare for more information);
- Health (**see** section 9, Health services for more information);
- Lifeline utilities (**see** section 10, Lifeline utilities for more information).

11.3 Formed and proposed clusters

38 Formed and proposed clusters

- (1) Some clusters—
 - (a) are already formed and are active (see *The Guide*); or
 - (b) are proposed.
- (2) Examples of formed or proposed clusters include—
 - (a) emergency services; and
 - (b) lifeline utilities; and
 - (c) welfare providers; and
 - (d) health service providers; and
 - (e) transport providers; and
 - (f) public information and education providers; and
 - (g) agricultural and rural services; and
 - (h) research and science providers; and
 - (i) socio-economic development agencies; and
 - (j) business communities; and
 - (k) international and cross-border service providers.
- (3) Many clusters, including those proposed, already have effective arrangements that will contribute to civil defence emergency management.

Clusters work together on combined initiatives².

2 For example, emergency services (the Police, Fire Service and ambulance) have adopted a common incident management system and integrated communications centres.

Examples of existing clusters

Examples of existing national clusters include:

- **Emergency services:** These services are described in sections: 6, Emergency services; 7, Police; 8, Fire Service; and 9, Health services.
- **Lifeline utilities:** Engineering lifeline groups are co-ordinated at the national level by the National Engineering Lifelines Committee. These voluntary organisations support their members in meeting their obligations with respect to reduction and readiness at CDEM Group and national level. Lifeline utility obligations are described in section 10, Lifeline utilities.
- **Welfare:** The National Welfare Co-ordination Group is led by the Ministry of Social Development. This cluster is described in section 12, Welfare.
- **Health:** Government health agencies, district health boards, public health services and ambulance services, operate as a cluster in support of civil defence emergency management. This cluster is described in section 9, Health services.
- **Transport:** The Transport Emergency Management Co-ordination Group is considering all strategic transport arrangements (land, sea, air) in support of CDEM as outlined in section 10, Lifeline utilities. It is co-ordinated by the Ministry of Transport.

11.4 Cluster co-ordinators

39 Cluster co-ordinators

- (1) *All clusters should have member agencies acting as a co-ordinator and a secretariat.*
- (2) *The co-ordinator brings together the civil defence emergency planning for the cluster.*
- (3) *The secretariat gives administrative support, distributes information, and works as a clearing house.*

11.5 References and links

Other sections of the Guide

- Section 6, Emergency services
- Section 7, Police
- Section 8, Fire Service
- Section 9, Health services
- Section 10, Lifeline utilities
- Section 12, Welfare

Other documents

- *A Cluster Approach for Civil Defence Emergency Management: Enhancing multi-agency relationships;* Ministry of Civil Defence & Emergency Management; (www.civildefence.govt.nz).

12. Welfare

Summary Welfare agencies and organisations must plan to minimise the effects of an emergency and assist people to recover from an emergency. If delivered effectively, welfare can significantly improve the recovery time of a population adversely affected by an emergency.

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12.1 Background

Part 6 Welfare

40 Background

- (1) *Welfare begins with readiness and extends through response to recovery.*
- (2) *Emergencies affect the physical, emotional, and psychological well-being of large numbers of people who may suffer trauma as a result of bereavement, physical injury, or separation from families.*
- (3) *People may also experience losses of clothing, homes, other property, employment, and income along with social and community isolation.*
- (4) *Welfare includes supporting people in their homes and workplaces.*
- (5) *The emergency may necessitate the care of those who have been evacuated.*
- (6) *Provision of shelter, accommodation, food, clothing, financial assistance, personal support, and advice may be required by people in or threatened by an emergency.*

Meaning of welfare

In the context of the National CDEM Plan and Guide, the term *welfare* means the response the CDEM sector and their welfare partner agencies will deliver to those people (individuals and communities) adversely affected by an emergency. This includes responses such as the provision of food, shelter, and clothing (the responsibility for the provision of which lies with the affected CDEM Group(s), with national support provided from the Ministry of Civil Defence & Emergency Management (MCDEM), financial assistance (**see** 12.6.2 for more information on financial assistance), psychological and social support (**see** 12.6.6 for more information on psychosocial support) and extends throughout response and recovery.

12.2 Principles

Principles for the delivery of welfare

41 Principles

The following are the principles for providing welfare

- (a) *all welfare agencies work together in readiness, response, and recovery to ensure services provided are integrated to achieve the best outcomes for communities; and*
- (b) *welfare being co-ordinated or provided nationally by NWRCG (operating as a cluster) must take into account local needs and processes; and*
- (c) *welfare provision succeeds when it supports local arrangements and networks, restoring self-reliance as the foundation for individual and community recovery; and*
- (d) *welfare agencies have pre-event continuity planning to ensure they can deliver services; and*
- (e) *during and following an emergency, agencies support their own staff and their co-ordinator liaises with the appropriate-level controller for their operation (local, group, or national).*

Note – Plan clause 41(b), 43(1), 43(3), 44(1), 44(3), 44(4)

The title of the National Welfare Recovery Co-ordination Group (NWRCG) was replaced by the National Welfare Co-ordination Group (NWCG) after the making of the National CDEM Plan Order 2005.

12.3 Process

Process for the integrated delivery of welfare

42 Process

- (1) *In readiness for a civil defence emergency, welfare services aim to—*
 - (a) *clarify roles and responsibilities at the national and local levels; and*
 - (b) *identify a lead agency co-ordinator, a secretariat, any support agencies, and their responsibilities for undertaking functions at the national level.*
- (2) *In the response and recovery phase of an emergency, relevant agencies may combine in a centralised and publicly accessible recovery centre (one-stop shop).*
- (3) *Agencies may combine to provide mobile welfare services to those who cannot access recovery centres.*
- (4) *Representatives from other agencies may be involved in providing welfare services, depending on the emergency and the community's needs.*

12.4 National welfare co-ordination

NWCG agencies

43 National welfare co-ordination

- (1) *National-level assistance with welfare will be required when a CDEM Group cannot meet demand for welfare assistance and requires help from either the responsible national agency, NWRCG, or National Controller.*
- (2) *The level of assistance required will depend on the resources of the affected areas and the consequences that have to be managed.*
- (3) *NWRCG represents—*
 - (a) *the welfare sector; and*
 - (b) *the following agencies that contribute to welfare recovery:*
 - (i) *the Ministry of Social Development; and*
 - (ii) *Housing New Zealand Corporation; and*
 - (iii) *CYF; and*
 - (iv) *MCDEM; and*
 - (v) *CDEM Groups; and*
 - (vi) *the Accident Compensation Corporation; and*
 - (vii) *the Inland Revenue; and*
 - (viii) *the Ministry of Education; and*
 - (ix) *the Ministry of Agriculture and Forestry; and*
 - (x) *the Ministry of Health; and*
 - (xi) *Te Puni Kōkiri; and*
 - (xii) *the Department of Internal Affairs; and*
 - (xiii) *the Salvation Army; and*
 - (xiv) *the New Zealand Red Cross; and*
 - (xv) *Victim Support; and*
 - (xvi) *St John; and*
 - (xvii) *the Royal New Zealand Society for the Prevention of Cruelty to Animals.*
- (4) *Several of these support agencies perform lead roles for certain functions.*

NWCG support agencies

In addition to the agencies listed above (clause 43(3)(b)), the chair of the NWCG can enlist the support of other agencies to assist in the planning and co-ordination of welfare activity at the national, CDEM Group or local level. These agencies may include (but are not limited to):

- the Department of Labour;
- New Zealand Police;
- Ministry of Foreign Affairs and Trade; and
- New Zealand Tourism Board.

In an emergency, the NWCG will meet regularly to discuss the response and recovery needs of affected communities. It will develop social response and recovery strategies and organise appropriate support where required (see 12.8 and section 25, Recovery for more information).

12.5 National Welfare Co-ordination Group functional arrangements

Role and function of the NWCG

44 National Welfare Recovery Co-ordination Group (NWRCG) functional arrangements

- (1) *The Ministry of Social Development is—*
 - (a) *mandated, as chair and lead agency for NWRCG, to undertake national welfare co-ordination; and*
 - (b) *responsible for planning for the delivery of national welfare when assistance or support is required to be co-ordinated at a national level.*
- (2) *In undertaking national welfare co-ordination, the Ministry of Social Development is to—*
 - (a) *provide a national-level welfare response for individuals and communities affected by an emergency (that is, co-ordinating the response of all welfare agencies at a national level); and*
 - (b) *co-ordinate recovery centres for national welfare and related agencies in affected areas; and*
 - (c) *provide staffing at, and the lead agency role in, recovery centres where required; and*
 - (d) *co-ordinate government information helplines for those affected by an emergency; and*
 - (e) *provide social policy advice to the Government as requested.*
- (3) *The Ministry of Social Development—*
 - (a) *will convene the NWRCG; and*
 - (b) *must ensure that a NWRCG liaison officer is appointed to NCMC; and*
 - (c) *must co-ordinate the activities of the NWRCG with the National Controller.*
- (4) *The role of the NWRCG is to—*
 - (a) *liaise with all agencies providing welfare and ensure their logistical and other needs are met; and*
 - (b) *monitor welfare provision against arising needs, identify gaps, and monitor support agencies to ensure needs are met; and*
 - (c) *provide information (in summary form) on welfare issues and activities during an emergency; and*
 - (d) *report on welfare provision; and*
 - (e) *develop, or support the development of, social and community components of recovery programmes; and*
 - (f) *co-ordinate—*
 - (i) *financial assistance; and*
 - (ii) *accommodation; and*
 - (iii) *inquiry and identity; and*
 - (iv) *domestic animal welfare; and*
 - (v) *psychosocial support.*

Readiness role

To ensure national welfare readiness for an emergency the Chair of the NWCG will convene the group on a regular basis so it can:

- provide the functional activities as detailed below in response and recovery;
- plan for and ensure a co-ordinated national response for the provision of welfare; and
- integrate NWCG planning, training and exercising into CDEM Group and national level activities.

Welfare activities in response and recovery at a regional level are specified in CDEM Group plans. This includes the development of working relationships with local welfare agencies (directly and indirectly via the Welfare Advisory Groups (WAGs) and Local Welfare Committees (LWCs).

Response role

The NWCGs role is to ensure a co-ordinated national response for the provision of welfare. It does this by identifying the nature and scope of the immediate response required from central government.

During response, the NWCG Chair liaises closely (either in person or through a liaison officer) with the National Controller when planning and co-ordinating the provision of welfare to ensure alignment with any existing National Action Plan. The NWCG also work with non-government organisations and local government in an integrated and supportive way, assisting regional and local activity, and obtaining authorisation for the appropriate levels of assistance where necessary.

During response the Chair convenes the NWCG to:

- liaise with all participating welfare agencies to ensure their needs are met;
- monitor the welfare provided against the actual needs of CDEM Groups;
- identify gaps and monitor the actions of support agencies to ensure needs are met;
- provide information (in summary form) and report to government on welfare issues and activities during the emergency;
- manage the welfare function during a national emergency or an emergency of national significance; and
- support the National Controller and National Recovery Manager.

Note: When national support (via the NWCG) is required at the local level, it must be co-ordinated via the affected CDEM Group(s).

Recovery role

During recovery the NWCG Chair liaises closely with the National Recovery Manager when planning and co-ordinating the provision of welfare during recovery to ensure alignment with any existing National Recovery Plan.

During recovery the Chair of the NWCG will:

- monitor the provision of welfare against arising client needs - identifying gaps and supporting agencies to ensure these needs are met;
- support the development of social and community recovery programmes; and
- provide information to government on ongoing welfare issues and programmes.

See 12.8 and section 25, Recovery for more information.

12.6 Welfare services and responsible lead agencies

12.6.1 Government helpline (Ministry of Social Development)

Purpose of the helpline The 0800 Government Helpline provides immediate information relating to the services and assistance available to people affected by an emergency. This includes:

- ensuring people get correct, consistent and necessary assistance in a timely manner;
- providing easy access to information across agencies; and
- providing information about financial assistance and other support.

Activation of the helpline The decision to activate and publicise the 0800 Government Helpline number will be made by the Chair of the NWCG usually in consultation with MCDEM and/or CDEM Groups. Once appropriate information is supplied, the 0800 Government Helpline can be operational within one hour.

12.6.2 Financial assistance (Ministry of Social Development)

Responsible agencies

45 Financial assistance (Ministry of Social Development)

- (1) *Work and Income (a service of the Ministry of Social Development) is the agency primarily responsible for delivering financial support and information to affected individuals.*
- (2) *A range of different support services is provided by the following agencies:*
 - (a) *CYF; and*
 - (b) *the Inland Revenue Department; and*
 - (c) *the Accident Compensation Corporation; and*
 - (d) *the Department of Internal Affairs; and*
 - (e) *the Insurance Council of New Zealand; and*
 - (f) *the Earthquake Commission; and*
 - (g) *Te Puni Kōkiri; and*
 - (h) *the Ministry of Agriculture and Forestry; and*
 - (i) *Housing New Zealand Corporation; and*
 - (j) *St John.*

Note – Plan clause 45(2)(j)

St John as a support agency does not provide financial support.

Types of financial assistance

- (3) *Financial assistance consists of—*
 - (a) *national co-ordination of benefits; and*
 - (b) *payments to meet the immediate and continuing needs of people in an affected area through benefits, pensions, and supplementary assistance; and*
 - (c) *non-means-tested payments to meet the immediate needs of evacuees from an area affected by a civil defence emergency (temporary accommodation, food, and clothing); and*
 - (d) *reimbursement of costs for accommodation and food incurred by people hosting evacuees in private homes, marae, or community centres; and*
 - (e) *other financial assistance approved by Cabinet or ministers to cover specific situations; and*

- (f) co-ordination of information relating to financial questions, tax, insurance, Accident Compensation Corporation payments, and banking; and
- (g) staffing welfare or reception centres or other services, for—
- (i) taking applications; and
- (ii) giving advice and assistance (for example, giving payments); and
- (h) payments to persons for response and recovery work.

See Section 26, Government financial support for more information.

12.6.3 Accommodation (Housing New Zealand Corporation)

Responsible agencies

46 Accommodation (Housing New Zealand Corporation)

- (1) As lead agency for accommodation, Housing New Zealand Corporation maintains plans for the national co-ordination of accommodation.
- (2) Support agencies for this function are—
 - (a) CYF; and
 - (b) the Ministry of Social Development; and
 - (c) the Ministry of Education; and
 - (d) the Department of Building and Housing; and
 - (e) the Insurance Council of New Zealand; and
 - (f) Te Puni Kōkiri.
- (3) Immediate emergency accommodation is the prime responsibility of CDEM Groups with Housing New Zealand Corporation support.
- (4) Subsequent temporary accommodation is the prime responsibility of Housing New Zealand Corporation with CDEM Group support.
- (5) The aim is to identify and provide temporary and longer-term accommodation for people who have been displaced from their normal dwellings.
- (6) Liaison between Housing New Zealand Corporation, other welfare providers, and health services, to ensure the health of those in temporary accommodation, is part of normal arrangements.

Emergency Accommodation

Emergency accommodation is provided for a short period of time, generally only a few nights. The CDEM Group and CDEM Group member local authorities are responsible for co-ordinating and delivering accommodation at the local level.

Temporary Accommodation

Temporary accommodation is provided for people who cannot return to their homes for a prolonged period after an emergency. It may need to be provided for any period from weeks to months. Housing New Zealand Corporation is responsible for co-ordinating accommodation and local authorities are responsible for the delivery of accommodation at the local level.

12.6.4 Inquiry and identity (Ministry of Civil Defence & Emergency Management)

Responsible agencies

47 Inquiry and identity (MCDEM)

- (1) *For large-scale events of national significance, MCDEM is responsible for inquiry and identification of people affected by the emergency when this function has to be co-ordinated at a national level.*
- (2) *Support agencies are—*
 - (a) *the New Zealand Red Cross; and*
 - (b) *the Ministry of Foreign Affairs and Trade; and*
 - (c) *the Ministry of Social Development; and*
 - (d) *Housing New Zealand Corporation; and*
 - (e) *the Department of Internal Affairs; and*
 - (f) *the Inland Revenue Department; and*
 - (g) *CDEM Groups; and*
 - (h) *the New Zealand Police.*
- (3) *MCDEM will—*
 - (a) *ensure there is capability for a national inquiry centre; and*
 - (b) *ensure that CDEM Groups will provide the centre with access to local registry information; and*
 - (c) *facilitate information sharing about affected people among those welfare agencies helping with response to and recovery from an event; and*
 - (d) *co-ordinate information in relation to identity (for example, lost documents).*
- (4) *MCDEM maintains an agreement with the New Zealand Red Cross that provides that the New Zealand Red Cross will operate a national inquiry centre.*

Inquiry and identity

The inquiry and identity function allows responding agencies to track those people who have been affected by an emergency and provide information on their status to concerned parties (i.e. family members, guardians). The support agencies indicated are those that can assist MCDEM with inquiry and identity if required.

During a local emergency CDEM Groups and local authorities are responsible for creating and maintaining their own inquiry and identity function for as long as they have the capacity to manage it. This will occur in such a way that it can be easily escalated to the national level.

The New Zealand Red Cross, through its national inquiry centre, provides the national inquiry and identity function via a database created and maintained in response to a national state of emergency or emergency of national significance. This function is dependent upon the registration information collected by CDEM Groups. The New Zealand Red Cross maintains a national standard registration form to be used by CDEM Groups. Registration details are currently amalgamated at the national level via the inquiry and identity database.

See 12.8.2 and 12.8.3 for more information on registration and inquiry and identity.

12.6.5 Animal welfare (Ministry of Agriculture and Forestry)

Responsible agencies

48 Domestic animal welfare

- (1) *While the Ministry of Agriculture and Forestry maintains the government's reporting capability on adverse events and natural disasters affecting agriculture, forestry, and horticulture, and for administering any approved government programmes, it is recognised that territorial authorities provide this function locally, and that this may also extend to domesticated animals in urban environments.*
- (2) *Local authorities may be assisted by the Royal New Zealand Society for the Prevention of Cruelty to Animals and from the Ministry of Agriculture and Forestry in both urban and rural environments.*
- (3) *The Ministry of Agriculture and Forestry encourages farmers and vulnerable industries to develop their own contingency response plans for both natural disasters and biosecurity hazards.*

Domestic animal welfare

A domestic animal is defined in this Guide as an animal that is kept by humans for companionship and enjoyment rather than for commercial reasons (this also extends to farm dogs). In this context, domestic animals may also be referred to as companion animals or pets.

The primary responsibility for domestic animal welfare lies foremost with the owner or person in charge of the animal(s). The SPCA and local authorities may be involved at CDEM Group and local planning levels to plan for operational response to domestic animal welfare issues. Communities should work with their local councils and emergency management personnel, within both local government and relevant agricultural industry bodies, to assist with this planning.

Non-domestic animal welfare

Responsibility for the welfare of non-domesticated animals, (i.e. livestock) lies with the individual owner, or person in charge of the animal(s), (e.g. farmers, lifestyle block owners). The owner, or person in charge, is responsible for ensuring that contingency plans are in place for their animals should an emergency occur. The welfare of non-domesticated animals will be monitored by MAF if a mass movement of livestock is required.

If the NWCG is convened during an emergency, the Ministry of Agriculture and Forestry (MAF) representative will provide technical advice to the NWCG on questions concerning domestic animal welfare issues resulting from the emergency.

National Animal Welfare Emergency Management Group

National Animal Welfare Emergency Management Group (NAWEM) is a cluster of agencies whose purpose is to provide advice on animal welfare issues during emergencies through individual and multi-agency action.

Members of NAWEM include:

- Ministry of Agriculture and Forestry;
- Ministry of Civil Defence & Emergency Management;
- Federated Farmers of New Zealand Inc;
- Society for the Prevention of Cruelty to Animals Inc;
- World Society for the Protection of Animals; and
- New Zealand Veterinary Association.

12.6.6 Psychosocial support (Ministry of Social Development)

Responsible agencies

49 Psychosocial support

- (1) *The Ministry of Social Development is the lead agency responsible for planning for the delivery of psychosocial support when assistance or support is required to be co-ordinated at a national level.*
- (2) *Psychosocial support following an incident involves social support and psychological support.*
- (3) *Support agencies are—*
 - (a) *DHBs; and*
 - (b) *CYF; and*
 - (c) *Victim Support; and*
 - (d) *iwi and Māori providers; and*
 - (e) *voluntary service organisations; and*
 - (f) *church groups.*

Note – Plan clause 49(3)

The Ministry of Health is a support agency in addition to those listed. The Ministry of Health is responsible for the co-ordination of the wider health service response to emergencies or events, including psychosocial support services (**see** 12.7 for more information on the Ministry of Health).

Services will generally be planned by the NWCG, co-ordinated through WAGs and implemented by LWCs and/or CDEM Groups. Agencies (such as Victim Support, Red Cross and the Salvation Army) will be contracted to provide necessary services as appropriate.

CDEM Group and local welfare managers, in conjunction with the WAGs and LWCs need to identify and plan how they will manage the psychological and social support functions. Psychosocial arrangements should be incorporated into CDEM Group planning to support the effective recovery of a community.

Psychological support

Psychological support works at an individual level. Some people affected by an emergency will exhibit severe stress-related behaviour. These people may function well in 'peacetime', but could be severely affected by the consequences of an emergency¹ depending on their circumstances.

Triage of affected persons in the early stages of recovery, can identify those needing further assistance who might present with serious psychological issues at a later stage.

Social support

Social support works at a group level rather than an individual level. It is based on the provision of opportunities for people to discuss experiences in a communal or peer supportive environment, bringing communities together, rebuilding social structures and encouraging social re-connection.

¹ For example, by losing their home or a family member.

12.7 Support agencies with a role in welfare provision

50 Support agencies with role in welfare provision

The following agencies work in a co-ordinated way within the welfare sector to deliver welfare services:

At a local or CDEM Group level support agencies work with the responding territorial authority, CDEM Group and other regional or local organisations whose primary objectives are community welfare and the delivery of integrated welfare.

Support agencies should be involved in welfare planning, response and recovery activities in response to emergencies as specified in CDEM Group and local welfare plans. Such agreements will be area and resource specific.

Child Youth and Family

- (a) *CYF, whose welfare role includes provision of –*
 - (i) *care services to those children and young persons who have been identified (after registration) as separated from their parents or normal guardians by the emergency; and*
 - (ii) *trained staff at welfare centres or elsewhere to identify and provide the services required; and*

Inland Revenue Department

- (b) *the Inland Revenue Department, which–*
 - (i) *has responsibility for the provision of advice and the payment of family support and child support payments to the public (the Inland Revenue Department's responsibilities include staffing welfare or reception centres where appropriate to help in matters relating to taxation, and in the collection and distribution of family and child support payments); and*
 - (ii) *will, during large-scale emergencies, maintain services for the forecasting and collection of Crown revenue and provide an assessment of the effect of the event on Crown revenue collection; and*

Accident Compensation Corporation

- (c) *the Accident Compensation Corporation (ACC), which may defer its levy collection following a civil defence emergency, and will, to the extent possible, ensure that–*
 - (i) *people can continue to lodge claims (either directly with ACC or through a centralised emergency registration centre); and*
 - (ii) *claimants receive quality health and rehabilitation services in a timely manner; and*
 - (iii) *claimants who are unable to work because of their injury receive, or continue to receive, weekly compensation payments (in lieu of their salary); and*
 - (iv) *ACC's more vulnerable claimants (for example, those with tetraplaegia) are as well-supported and well-cared for as possible; and*
 - (v) *health service providers are paid for the services that they provide to injured individuals; and*

Ministry of Education

- (d) *the Ministry of Education, which supplies information to NWRCG about affected education facilities, and works with–*
 - (i) *CYF to look after children in school during an emergency who are separated from their caregivers; and*
 - (ii) *Housing New Zealand Corporation to identify any available houses that could be used for short-term accommodation); and*

Te Puni Kōkiri

- (e) *Te Puni Kōkiri, which will—*
 - (i) *provide staff for recovery centres; and*
 - (ii) *work with local iwi to assess the need for mobile welfare services; and*
 - (iii) *link to iwi providers who can give welfare support; and*

Further to the actions detailed above, Te Puni Kōkiri will engage with Māori communities to ensure that their needs are met in emergency situations, and work as required with the relevant government agencies and CDEM Groups to facilitate and co-ordinate support to Māori requiring assistance.

Salvation Army

- (f) *the Salvation Army, which—*
 - (i) *offers a variety of welfare support services across New Zealand, including—*
 - (A) *stand-alone catering units;*
 - (B) *pastoral welfare support units;*
 - (C) *welfare needs assessments (clothing and furnishings);*
 - (D) *meet and greet reception;*
 - (E) *critical incident stress support (trained) teams; and*
 - (ii) *may provide other welfare services as skills and personnel are identified; and*
 - (iii) *may enter into a memorandum of understanding with local emergency groups using a service agreement to document the services that can be provided; and*

New Zealand Red Cross

- (g) *the New Zealand Red Cross, which will provide services at a national level, including—*
 - (i) *assistance with, and information on, international offers of assistance; and*
 - (ii) *an international tracing facility through international Red Cross and Red Crescent partners; and*
 - (iii) *management of a national relief appeal to support the emergency-affected areas; and*
 - (iv) *registration forms to support the inquiry system; and*
 - (v) *a national inquiry centre to handle calls related to people in an affected area in support of MCDEM; and*
 - (vi) *statistics and reports derived from information received by the national inquiry system; and*

When required and further to the actions detailed above (Plan clause 50(g)) the New Zealand Red Cross will work with the Ministry of Foreign Affairs and Trade regarding issues involving registration of foreign nationals.

New Zealand Red Cross does not co-ordinate registration at the local, CDEM Group or national levels. It is responsible for co-ordinating the inquiry and identity function on behalf of MCDEM and can help support the registration process, at a national level, as part of its role with the NWCG.

Victim Support

- (h) *Victim Support, which provides ongoing emotional and practical support, information, and personal advocacy to ensure that the needs, rights, and entitlements of those affected are met; and*

Further to the actions detailed above (Plan clause 50(h)), Victim Support also provides support to those people who have been severely distressed and want to speak to a trained person with whom they can discuss the incident and its aftermath. Victim Support has volunteers who are trained to provide constructive support and will refer to other services where needed including assistance to provide counselling.

St John

- (i) *St John, which offers welfare support services across New Zealand including—*
 - (i) *first aid; and*
 - (ii) *meet, greet, and advocacy for patients at hospitals and welfare centres; and*
 - (iii) *some psychosocial support; and*
 - (iv) *caring activities provided by a large number of people across the country; and*

Voluntary agencies

- (j) *voluntary agencies that have community welfare as a principal objective, as they often have resources to contribute to the efforts of civil defence organisations; and*

CDEM Group planning should include arrangements with local voluntary organisations that have community welfare as a principle objective.

RNZSPCA

- (k) *the Royal New Zealand Society for the Prevention of Cruelty to Animals, which supports the Ministry of Agriculture and Forestry in the care of domestic animals in an emergency, and will support territorial authorities if possible.*

Ministry of Agriculture and Forestry

The Ministry of Agriculture and Forestry is responsible for reporting and advising on the impact of an emergency in rural areas. Ministry of Agriculture and Forestry is also responsible for co-ordinating any response and recovery activities in rural areas.

Ministry of Health

The Ministry of Health is responsible for the co-ordination of the wider health service response to emergencies or events that impact on human health. The Ministry of Health supports the NWCG by:

- identifying and providing advice to NWCG agencies on specific human health or disability issues that may arise during an emergency;
- where necessary, co-ordinating health service responses at regional or national levels; and
- the development and maintenance of clinically-based psychosocial support guidelines, and provision of advice to psychosocial support agencies and services.

Other agencies

Additional agencies may be involved in CDEM welfare planning, response and recovery activities and are consulted as appropriate. The following are examples of such agencies:

- Department of Labour;
- New Zealand Police;
- Ministry of Foreign Affairs and Trade; and
- New Zealand Tourism Board.

12.8 Operational arrangements

12.8.1 Function: CDEM Group welfare functions

Lead agency:	CDEM Group
Support agencies:	All welfare agencies as detailed in the CDEM Group welfare plan

Planning for the local provision of welfare

In order to respond to and aid recovery from an emergency as required under the CDEM Act (sections 4, 17 and 49), each CDEM Group must plan for the delivery of welfare services in its CDEM Group plan, its supporting documentation and through the plans of welfare sector partner agencies.

Planning must address the services to be provided, the agency responsible for each service, their response capacity and capability, the organisational chain of control and communication for each agency, and the provision for mutual assistance arrangements. The most appropriate organisations to provide welfare services are those voluntary and professional agencies that perform welfare functions on a daily basis. The CDEM structure must operate to support these agencies when performing their functions. Welfare planning is best undertaken in a co-ordinated manner by WAG representatives of agencies working at the CDEM Group level.

Welfare Advisory Groups (WAGs) and Local Welfare Committees (LWCs)

In general, CDEM Group welfare arrangements in New Zealand are co-ordinated by regional WAGs at the CDEM Group level and operationalised by LWCs at the local level, or via similar groups that perform planning, response and recovery activities within CDEM Groups. All operate under CDEM Group arrangements.

As part of the CDEM Group structure, WAGs include both government and non-government members from the welfare sector. These include, but are not limited to:

- Ministry of Social Development (including Work and Income and Child, Youth and Family);
- Housing New Zealand Corporation;
- New Zealand Red Cross;
- Salvation Army;
- St John;
- Victim Support;
- Society for the Prevention of Cruelty to Animals;
- Inland Revenue Department;
- Citizens Advice Bureau;
- local authority CDEM representatives;
- DHB representatives including public health services, primary health organisation representatives and mental health representatives;
- Ministry of Education;
- Accident Compensation Corporation; and
- other community groups, including Rural Support Trusts.

WAGs are generally chaired by a senior representative of the Ministry of Social Development. Representatives on the WAG should be of sufficient seniority within their organisation to be able (or have delegated authority) to allocate staff and resources in an emergency.

Local provision of welfare

The CDEM Group, through its WAG, LWCs and Emergency Operations Centre (EOC) welfare staff, is responsible for planning for the provision of certain welfare needs for an impacted community. This planning reflects the readiness, response and recovery phases of an emergency.

The activities a CDEM Group undertakes in readiness, response and recovery are set out below:

Readiness:

- ensure that appropriate planning arrangements are in place locally;
- support and standardise local welfare plans within the CDEM Group;
- create and maintain relationships with neighbouring CDEM Groups to provide support if required;
- maintain relationships with local voluntary agencies and community groups such as Rural Support Trusts, who have a role in the provision of welfare in response and recovery;
- assist welfare agencies to integrate into local and CDEM Group welfare planning arrangements;
- participate in the selection, training and exercising of welfare personnel;
- support regular convening of CDEM Group WAGs and LWCs; and
- plan for the provision of all items detailed in response and recovery.

Response (declared and non-declared events):

- registration of evacuated and affected persons and provision of local inquiry service;
- provision of emergency clothing and bedding;
- provision of emergency catering or food provision to isolated persons. The catering function involves the provision of meals for people at welfare and evacuation centres, those unable to care for themselves and relief personnel involved in the CDEM response. Where local arrangements for catering and resources prove inadequate, the Group Controller, in consultation with the NCMC, may request additional resources of other government agencies;
- identification and provision of emergency accommodation;
- communication with affected people in isolated areas to assess their immediate and ongoing welfare needs;
- liaison with telecommunication providers with respect to the maintenance and/or restoration of telecommunications links – particularly in affected isolated areas;
- identification and evacuation, when and where necessary, of vulnerable people (for example, pregnant women, the elderly and sick persons) from isolated areas.
- immediate personal support services including the identification of agencies with the capacity to put in place services that mitigate the effects of trauma on individuals and communities in the initial phases of an emergency and over the long term;
- immediate domestic animal care (planning for this function should be undertaken in consultation with the local authority Animal Control Unit and the local branch or member society of the Royal New Zealand Society for the Prevention of Cruelty to Animals);
- donated goods management (unsolicited goods should not be sent to the area of the emergency as they can create significant sorting and distribution problems, be inappropriate to local needs and may undermine local business trade. Monetary contributions to a specific disaster recovery relief fund or other appeals are preferable;
- identification of locations for welfare, evacuation and recovery centres;
- support the operation of welfare, evacuation and recovery centres;
- provision of registration and evacuation information to the NWCG if requested;

- liaise with all welfare agencies to ensure their supporting needs are met (for example, logistics); and
- manage the welfare function in response by co-ordinating agencies (as pre-determined in CDEM Group or local welfare plans); monitoring welfare provision against arising needs in response; identifying gaps and supporting responding welfare agencies.

Recovery (declared and non-declared events):

- ongoing support for all welfare activities in recovery:
 - operational support of recovery centres;
 - support government agencies in their information-seeking activities;
 - financial management of funding allocated to the CDEM Group for relief;
 - ongoing provision of registration and evacuation information to the NWCG if requested; and
- ongoing liaison with all welfare agencies and active support for their programmes over time.

See section 25, Recovery for more information.

12.8.2 Function: Registration

Lead agency:	CDEM Group
Support agencies:	Welfare agencies as detailed in local, CDEM Group or national arrangements. Support will also be provided by New Zealand Police (as a first response agency), Ministry of Foreign Affairs and Trade (for foreign nationals), and Child, Youth and Family (for unaccompanied children and young people).

Use of the registration function

An effective registration system is a very important component of response and recovery operations. It enables identification of affected individuals and inquiry by others on their status (**see** 12.8.3 for information on inquiry and identity).

The registration system is used for tracking all people in an emergency including when:

- people have been evacuated or displaced;
- people have self-evacuated;
- people have been identified to be at-risk and may require evacuation at a later stage;
- people are likely to be affected² by an emergency event; and
- children and young people become separated from their parents or normal caregivers.

The registration process records the personal details (name, gender, age, nationality, usual address, contacts and current contact details) of people affected by an emergency. Local authorities perform registration as a CDEM welfare function. This process can only capture people who are evacuated by CDEM agencies, or other agencies in conjunction with CDEM, or who self-present to responding agencies.

Registration information can be used for inquiry and identity and also informs the needs assessment process which is an important component of Recovery (**see** section 25, Recovery for more information).

² Affected: requiring assistance as a result of an event, e.g., loss of home, loss of home services, isolated home, trauma support needs or loss of employment.

Objectives of registration

1. To collect and record accurate and reliable information regarding the identity and whereabouts of persons who have been displaced from their homes or otherwise affected by an emergency event and facilitate family reunion processes (**see 12.8.3**, for information on inquiry and identity).
2. To identify children and young people who have been separated from their parents or normal caregivers and provide these details to Child Youth and Family to enable the provision of care services to these children and young people until they can be re-united with their parents or normal caregivers or members of their extended family.
3. To enable local authorities and emergency response agencies offering essential services in an emergency to ascertain the number of people affected and their geographical spread. And to ensure delivery of appropriate and fair assistance (reduce number of double claims).
4. To help promote the psychosocial recovery of affected persons. Overseas experience indicates that the act of 'registering' following an emergency helps to promote the recovery of persons who may be shocked or anxious. The act of writing down of name, address and age helps affected persons to re-establish contact with the familiar. The branding on the forms used is also important³.
5. To assist welfare centres, reception centres, community emergency response organisations and local authorities by providing information on the number of people affected and the number of people in evacuation centres, and commercial or private lodging.

Responsibility

CDEM Groups and their constituent local authorities are responsible for writing CDEM plans that provide for a range of relief services, including registration of persons affected by an emergency. Arrangements can be made with voluntary agencies, or with neighbouring organisations, to assist with these functions.

Note: the New Zealand Police are responsible for the identification of any fatalities occurring during an emergency. Police will deal with notification of next of kin and any inquest procedures.

The local registry should normally be located separately from the EOC (for example, in a welfare centre) but in some circumstances they may need to be co-located. The registry must have a communications link to the local public inquiry centre.

In the event of primary communications failing, alternative means of communicating should be available between the local and national registry (if established).

12.8.3 Function: Inquiry and Identity

Lead agency: MCDEM / New Zealand Red Cross – at the national level.
CDEM Groups – at the local level.

Support agencies: All welfare agencies involved in the registration and support of affected persons, including CDEM Groups and local welfare organisations. Support will also be provided by Ministry of Foreign Affairs and Trade if foreign nationals are involved and New Zealand Police in the case of death of serious injury.

Use of the inquiry and identity function

Inquiry and identity is a vital component of the registration process. It uses collected information to identify individuals and answer enquiries as to the condition and whereabouts of persons who have been displaced or evacuated from their homes or otherwise affected by an emergency.

³ For example, civil defence agencies in New Zealand use the Red Cross registration form. Red Cross as an agency is immediately recognised by people as non-government and impartial, interested in their welfare and part of an international network. The feeling that an agency such as the Red Cross is 'taking note' of them can be very comforting to affected persons.

Separation from family and concern for their well-being can trigger acute reactions of anxiety and fear. This may not be relieved until families are reunited or until accurate information is received regarding each family member's condition and whereabouts. Timely and accurate registration ensures identification of affected individuals and enables inquiry (**see** 12.8.2, for more information on registration).

An inquiry is made to a centralised database where information about persons affected by an emergency is collated (for example, registration information). The general operating procedure for inquiry systems involves people calling in with queries about persons in the affected area. The details of the inquiry are logged. Once the missing person has been located, the inquiry centre/system will contact them and ask that they contact the concerned party. Inquiry systems in areas where there have been fatalities or serious injuries will operate in conjunction with the New Zealand Police, who will perform their usual function of notifying relevant people of the death or serious injury of an affected person.

A robust inquiry and identity system is an important component of the recovery process, (**see** section 25, Recovery for more information).

Objectives of inquiry systems

1. Reduction of anxiety and fear among disaster-affected persons and the wider community with the knowledge that there exists a well-organised and planned system for inquiry and identity which involves the registration of displaced persons and assisting people who have been separated to get in touch with one another.
2. Facilitation of compliance with evacuation orders and reduction of attempts by evacuees to reunite with others by returning to evacuated areas ahead of the permitted time.

Responsibility

Inquiry and identity systems will be established and run by CDEM Groups and their constituent local authorities where necessary and as resources permit. In a large-scale emergency however, a national inquiry and identity centre may be established by New Zealand Red Cross. New Zealand Red Cross will collate relevant registration information from contributing local registries into an inquiry database.

12.8.4 Function: Needs assessment

Lead agency: CDEM Group

Support agencies: All welfare agencies involved in support of affected persons.

Use of the needs assessment function

Needs assessment is an important component of recovery and is generally undertaken to determine the needs of those affected by an emergency for the purposes of facilitating access to appropriate support. This information may be collected as part of the registration process but is collected at a later stage (**see** 12.8.2 for more information on registration, and section 25, Recovery for more information on recovery).

Objectives of needs assessment

1. Identification of persons requiring recovery support services.
2. Assisting the provision of welfare in response and recovery by providing the emergency addresses of affected persons so that assistance can be offered.
3. Ensuring that affected persons know their needs are acknowledged.
4. Assisting local and national government agencies to track and monitor the longer-term needs of affected persons.
5. Helping local and national planning bodies to estimate the likely duration of recovery in affected communities.

Responsibility

Needs assessment is centred on the co-ordination of the delivery of needs assessment surveys, the analysis of their content and the subsequent case management. No one 'role' or agency can perform this task in isolation as it requires significant effort and input from all responding agencies.

The primary responsibility for co-ordinating the delivery and analysis of needs assessment and subsequent case management at a local level rests with the welfare manager. The welfare manager will be supported in this task by government and non-government organisations as per previously agreed planning arrangements.

Should the scale of the event be such that management occurs at a CDEM Group level, the primary responsibility for co-ordinating the delivery and analysis of needs assessment and subsequent case management will rest with the CDEM Group welfare manager (supported by agencies as per the CDEM Group welfare plan). Standard forms for needs assessment in response and recovery are available for the urban and rural sectors on the MCDEM website (www.civildefence.govt.nz).

In the case of a nationally-managed emergency, the primary responsibility for the planning and co-ordination of welfare rests with the NWCG.

12.9 References and Links

Other sections of the Guide

- Section 18, Response
- Section 22, Public information management
- Section 25, Recovery

Other documents

- *Focus on Recovery: A Holistic Framework for Recovery in New Zealand: Information for the CDEM Sector [IS5/05]*; Ministry of Civil Defence & Emergency Management (2005); ISBN 0-478-25463-6 (www.civildefence.govt.nz).
- *Recovery Management: Director's Guidelines for CDEM Groups [DGL4/05]*; Ministry of Civil Defence & Emergency Management (2005); ISBN 0-478-25465-2 (www.civildefence.govt.nz).
- *Working Together: Guidelines for Emergency Managers working with culturally and linguistically diverse communities [IS8/06]*; Ministry of Civil Defence & Emergency Management (2006); ISBN 0-478-25472-5 (www.civildefence.govt.nz).
- *Donated Goods Management Planning: Civil Defence Emergency Management Best Practice Guide [BPG2/06]*; Ministry of Civil Defence & Emergency Management (2006); ISBN 0-478-25456-3 (www.civildefence.govt.nz).
- *Spontaneous Volunteer Management Planning: Civil Defence Emergency Management Best Practice Guide [BPG3/06]*; Ministry of Civil Defence & Emergency Management (2006); ISBN 0-478-25473-3 (www.civildefence.govt.nz).

13. Readiness

Summary In order to be ready for and to reduce the effects of an emergency, agencies need to incorporate risk management into their normal activities. They also need to plan, train, and exercise for emergencies, and incorporate lessons learned into their planning and processes.

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13.1 Principles

Part 7
Readiness

51 Principles

- (1) Risk management should form part of normal business operations.
- (2) Agencies should incorporate emergency response and recovery planning into their business continuity arrangements.
- (3) National agency plans should—
 - (a) describe national-level responsibilities; and
 - (b) support locally managed events.

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

Readiness comprises two distinct but related aspects:

- **Organisational readiness:** tends to focus on the readiness of emergency response organisations, emergency services, local authorities, health service providers, non-government organisations, etc.
- **Community readiness:** focuses on the ability of communities, families and individuals to be able to meet their own needs during and after emergencies. The public education activities of local, regional and national agencies play a key part in developing community readiness.

13.2 Preparation

52 Preparation

Agencies should plan, train, exercise, and equip themselves in co-ordination with interdependent agencies so as to be able to—

- (a) function to the fullest possible extent, even though this may be at a reduced level, during and after an emergency; and
- (b) contribute to response and recovery.

Successful emergency management is reliant on good planning and preparedness activities. Planning should include both business continuity management and operational arrangements for response and recovery.

13.2.1 Business Continuity Management

Business continuity management (BCM) is a holistic process that identifies risks to an organisation, and the impacts to normal business operations that those risks might cause. It provides a framework for improving organisational resilience to any potential disruption by identifying and protecting essential business processes and assets, and by building a capability to manage the event, and recover quickly from it.

Requirement for BCM All government departments, local authorities and lifeline utilities are required to plan

for the management of any significant risks to the continuity of their business¹. These plans should be additional to (although aligned with) any operational plans for CDEM response and recovery.

Components of BCM

Business continuity planning should consider the following:

- a risk assessment that considers a range of risks posed by external factors, particularly interdependencies or outsourced services and arrangements;
- identification and protection of critical business assets (e.g. staff, equipment, facilities, information technology systems, reputation, financial systems);
- protection of both internal and external service capability, particularly in support of CDEM-critical activity (e.g. emergency services and medical facilities);
- development of flexible solutions or adaptive capacity to manage disruption to normal business operations; and
- recovery issues.

Continuity arrangements must be developed across an entire organisation, from hazard assessment through to plans, exercising, audit, review and feedback. Business continuity planning will only be effective if developed co-operatively with all business stakeholders so that roles and responsibilities are clearly understood and assumptions validated.

BCM is a central part of organisational resilience; CDEM personnel should take every opportunity to promote business continuity practices within their agency, across the wider CDEM sector, and externally.

13.2.2 Operational Planning

All CDEM sector agencies should prepare plans that outline their arrangements for contributing to response to and recovery from an emergency.

Planning provides a methodical way to think through, and develop arrangements for addressing every stage of an emergency. It describes a desired outcome, outlines effective ways for achieving it, and communicates expectations of all response and recovery partners.

Planning takes place at local, regional and national levels, and across agencies and sectors. It is essential that plans are co-ordinated horizontally and integrated vertically so that a common operational focus can be achieved.

Principles

Principles of planning are:

- Planning must involve all partners: plans should consider and incorporate the perspectives of all agencies involved in responding to, or recovering from an event. Effective planning should promote frequent interaction among stakeholders, and provide measures to synchronise actions. This ensures that arrangements in it are representative, realistic and recognised by all partners.
- Wherever possible, planning should address all hazards: New Zealand faces a wide range of hazards; the hazards may change, but consequences of events are generally similar. The most effective plans are consequence based, flexible and adaptable to the situation at hand.
- Planning should follow an evidence-based, analytical, problem-solving process: by following a set of logical steps that includes gathering and analysing information,

¹ As required under s58(a), s60(a) and s64(2) of the CDEM Act 2002, these agencies must ensure they are “able to function to the fullest possible extent, even though this may be at a reduced level, during and after an emergency”

determining objectives, and developing courses of action to achieve those objectives, agencies will equip themselves with a basis for responding to complex situations.

- Planning describes the anticipated environment for action: planning provides the opportunity to anticipate actions and systematically identify potential problems and workable solutions.
- Planning outlines roles and responsibilities unequivocally: planning identifies tasks, allocates resources to accomplish those tasks, and establishes accountability.
- Planning provides a means for co-ordination, integration and synchronisation: effective operational plans are synchronised in time, space and purpose.
- Planning is fundamentally a risk management tool: risk management during planning identifies and analysis hazards and risks, considers reduction, readiness, response and recovery activities to reduce or address the effects of those risks. Planning consults communities of interest about risks, communicates acceptable levels of risks, and monitors and reviews the effectiveness of arrangements to meet risks.

Planning is more than 'a plan'

Comprehensive planning should not stop with a plan. It must also address the capacity and capability required to implement the plan, and contribute to a programme to systematically increase the organisational and community readiness needed to respond to and recover from emergencies. This is accomplished through:

- exercising (**see** section 17, CDEM exercise programmes for more information);
- professional development (**see** section 16, Professional development for more information); and
- public education (**see** section 15, Public education for more information).

Operational systems

CDEM Planning should take account of established CDEM structures and management systems designed to co-ordinate agencies in their response to emergencies. Two such structures are:

- levels of CDEM operation (**see** 13.4, Nationwide levels of CDEM for more information); and
- co-ordinated incident management system (**see** section 14, Co-ordinated incident management system for more information).

13.3 Nationwide levels of CDEM operation

Emergencies are generally managed by local CDEM structures. When the nature or magnitude of an event requires a significant or co-ordinated response, the response is co-ordinated by the CDEM Group. Routine assistance is provided from central government agencies and lifeline utilities operating within the affected area. An emergency may require additional national-level support and co-ordination of response and recovery. National management of the emergency is, however, still dependent upon local CDEM response and recovery arrangements continuing to operate.

53 Nationwide levels of civil defence emergency management operation

- (1) *The following are the five indicative levels of civil defence emergency management operation and the co-ordination or support (or both) required for each:*

13.3.1 Level 1: Single-agency incident

Description

(a) level 1: single-agency incidents with on-site co-ordination:

A local incident or response activities dealt with by an emergency service, local authority or other responsible agency without the activation of an EOC.

13.3.2 Level 2: Multi-agency incident

Description

(b) level 2: multi-agency incidents with on-site, local co-ordination; these are managed by the incident controller of the relevant lead agency:

A localised incident dealt with by the emergency services and/or local authorities, where inter-agency co-ordination, using CIMS, is required. Localised co-ordination may be provided from an Incident Control Point either established at the site, or from a pre-established facility. A local or agency EOC is not likely to have been activated in support of a single incident if sufficient co-ordination is able to be provided at incident co-ordination level, but may be activated if required.

13.3.3 Level 3: Local emergency within a district or an emergency managed under other legislation that requires CDEM support

Description

(c) level 3: a multi-agency emergency led by an agency other than a CDEM Group, or a state of local emergency at below CDEM Group-level (district or ward); at this level, CDEM Group support and co-ordination will be required and may be monitored by the National Controller:

An emergency response involving several response agencies and/or several incidents, where co-ordination of the response and resources is required. EOCs may be activated by lead or co-ordinating agencies in support of incident co-ordination, whether a state of local emergency has been declared or not.

Control

For a *multi-agency emergency led by an agency other than a CDEM Group*²:

- local authorities are to support the lead agency in line with pre-agreed planning and procedures; and
- local authorities are to support the lead agency using the general duties, functions and powers under the CDEM Act and other relevant Acts.

For a *state of local emergency at below CDEM Group level*:

- agencies are co-ordinated through the local EOC following established procedures and a response plan; and
- Local Controller exercises powers, supported by the CDEM Group Controller as necessary.

Support

The following are *activated*:

- local EOCs for the affected area are activated to co-ordinate and assist with the response;
- the relevant CDEM Group EOC; and
- NCMC.

² And if a state of local emergency has not been declared

The following are on *standby*:

- on request, EOCs in adjacent regions are notified in readiness to respond and offer strategic support if necessary.

13.3.4 Level 4: Local emergency on a regional scale or that requires significant CDEM Group co-ordination

Description

(d) level 4: a multi-agency emergency with more significant consequences than in level 3; co-ordination may be required between agencies or areas or both; CDEM Group-level support and co-ordination is required; the actual or potential need for a declaration of a state of local emergency by a CDEM Group requires consideration; national monitoring will occur and national support is available:

An emergency that is regionally significant, or where the response and resources provided to a single or multiple EOCs would benefit from being co-ordinated. This level of co-ordination is provided from a CDEM Group EOC. A state of local emergency may be declared in this instance, but is not a prerequisite for CDEM Group co-ordination to be activated.

Control

A state of local emergency is likely in one or more districts in the region, or region-wide, requiring:

- Group Controller to co-ordinate region-wide strategic and operational responses in accordance with CDEM Group plans and procedures; and
- Local Controllers to continue to manage response in their area in line with the direction of the Group Controller.

Support

The following are *activated*:

- Local EOCs in the affected parts of the region or district, and the CDEM Group EOC;
- NCMC, including national support agencies and agency cluster groups, is activated to a suitable level to provide strategic and operational support to local management of the emergency; and
- Domestic and External Security Co-ordination (DESC) arrangements, if necessary.

The following are on *standby*:

- Other local EOCs and adjacent CDEM Groups' EOCs are notified in readiness to respond if requested.

13.3.5 Level 5: State of national emergency or emergency of national significance

(e) level 5: a state of national emergency exists or the civil defence emergency is of national significance; at this level, co-ordination by the National Controller will be required.

Description

A state of national emergency or emergency of national significance, which requires nationally co-ordinated support. A state of national emergency does not have to be declared for this level of co-ordination to be activated.

Control

For a *state of national emergency*:

- National Controller directs and co-ordinates all responses;
- Group Controllers will co-ordinate strategic and operational responses in their regions, in line with the direction of the National Controller, and in accordance with CDEM Group plans and procedures; and
- Local Controllers continue to manage response in their areas, in line with the direction of their Group Controller.

For a *nationally significant emergency* where a state of national emergency is not declared:

- National Controller co-ordinates the national response;
- All other control arrangements remain as for a level 4 operation.

Support

The following are *activated*:

- NCMC, including national support agencies and agency cluster groups and DESC arrangements;
- CDEM Group EOCs as necessary; and
- all Local EOCs as necessary.

See section 3, Statutory basis for national management of an emergency, for more information.

13.3.6 CDEM operation duties and functions

- (2) *Local arrangements continue to operate throughout all levels.*
- (3) *The Director or National Controller can use NCMC facilities at any time to monitor or support a civil defence emergency irrespective of the CDEM Group level of operation.*
- (4) *National agency cluster groups will be activated, to a level required to support the civil defence emergency, at the direction of the National Controller.*

Each agency and specified individual having duties and functions under the National CDEM Plan are expected to understand how to operate at each level, including shifting from one level of management to another.

Note: Some CDEM Groups such as unitary authorities or those CDEM Groups that provide for a group wide local declaration in their CDEM Group plan should use levels 1, 2, 4 and 5, as level 3 may not be applicable

13.3.7 Declarations

The process for declaring a state of emergency is covered in the CDEM Act (Part 4) and differ between a state of national and a state of local emergency. For further information on declaration considerations and process see the MCDEM publication *Declaration: Director's Guidelines for CDEM Sector [DGL05/06]*.

13.4 Areas of readiness

54 Areas of readiness

Core readiness arrangements are—

- (a) the co-ordinated incident management system; and
- (b) public education; and
- (c) professional development; and
- (d) exercising.

These areas are addressed in sections 14 – 17 of the Guide.

13.5 References and links

Other sections of the Guide

- Section 3, Statutory basis for national management of an emergency
- Section 4, General roles and responsibilities
- Sections 5–11, for specific roles of agencies and sectors
- Section 14, Co-ordinated incident management system
- Section 15, Public education
- Section 16, Professional development
- Section 17, CDEM exercise programmes

Other documents

- AS/NZS 4360:2004 Risk Management and SAA/SNZ HB 436:2004 Risk Management Guidelines.
- *Declaration: Directors Guideline for CDEM Sector [DGL05/06]*; Ministry of Civil Defence & Emergency Management (2006); ISBN 0-478-25474-1 (www.civildefence.govt.nz).

14. Co-ordinated incident management system

Summary The co-ordinated incident management system (CIMS) is used by agencies to co-ordinate operational response. It involves common terminology and operating structures, integrated communications, and other management requirements to deliver emergency management.

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14.1 Co-ordinated incident management system (CIMS)

55 Co-ordinated incident management system (CIMS)

- (1) CIMS is used by the emergency services and other agencies as a basis for operational response.
- (2) The most important aspect of CIMS is co-ordination that brings together agencies to ensure consistent and effective response and recovery efforts.
- (3) CIMS is about teamwork in emergency management through sharing common terminology, using a modular organisational structure, integrating communications, using common incident action plans, ensuring manageable spans of control, and sharing resources.
- (4) Co-ordination is based on four core elements—
 - (a) control; and
 - (b) planning and intelligence; and
 - (c) operations; and
 - (d) logistics.
- (5) Multi-agency incident control (horizontally across agencies) is exercised by the senior first responder but is transferred on the basis of which agency has primacy for the incident type (for example, police for law and order situations).

14.2 CIMS in the national management of an emergency

CIMS is a standard, all-hazards incident management system.

During a state of national emergency or a civil defence emergency of national significance, national operations will be arranged in accordance with the CIMS core elements.

Agencies, CDEM Groups and local authorities use CIMS as the basis for their response procedures. Agencies should plan for an effective interface between their CIMS functions and those of other agencies involving incident controllers from different agencies (see **Figure 14.1**).

14.2.1 Education and training

CIMS training should be a part of the professional development programme for all organisations with emergency management roles and responsibilities.

Training should be delivered on a joint agency basis to reinforce the need for inter-agency collaboration and understanding.

14.3 National administration of CIMS.

National administration is undertaken by the Joint Agency Steering Committee for CIMS, chaired by the Ministry of Civil Defence & Emergency Management (MCDEM).

CIMS is developed and maintained through:

- ongoing senior management commitment to CIMS and to CIMS training;
- joint planning and review of CIMS applications to incidents, multi incident events;
- establishing professional development programmes to NZQA unit standards working with the sector and the Fire and Rescue Service Industry Training Organisation (FRSITO);
- promoting the adoption of CIMS within all emergency service providers.

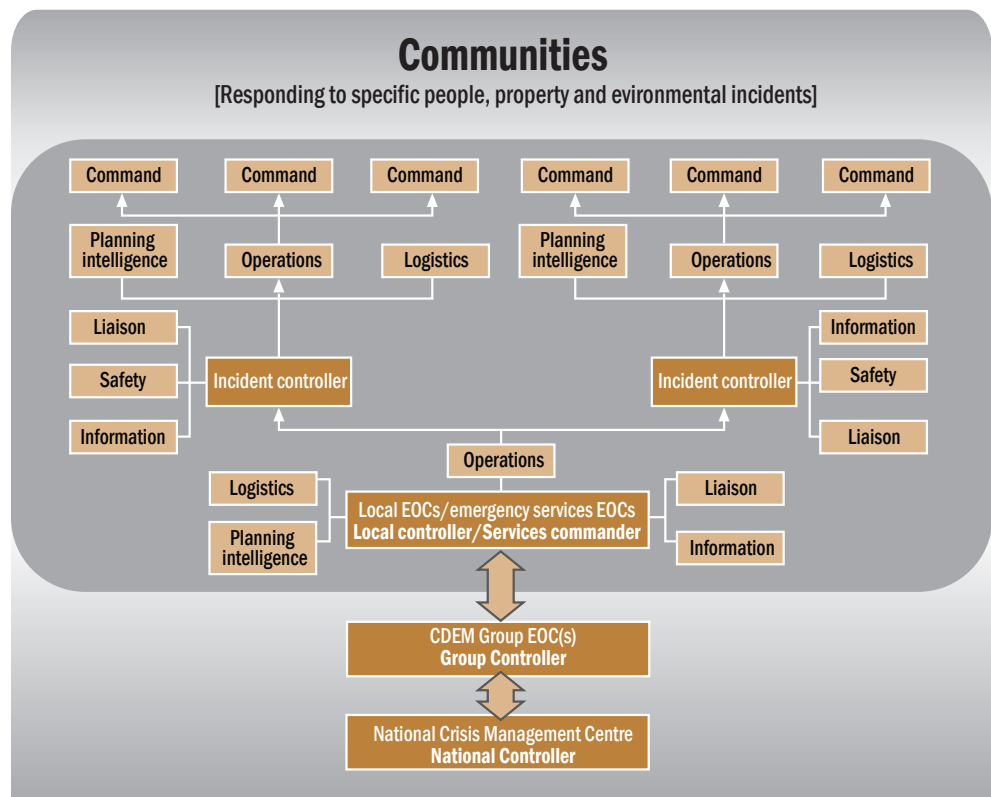


Figure 14.1: Example of a multi-incident CIMS structure and interface for CDEM co-ordination

14.4 References and links

Other documents

- *The NZ Co-ordinated Incident Management System (CIMS) – Teamwork in Emergency Management*; New Zealand Fire Service Commission (1998); ISBN 0-908920-32-6¹.
- For CIMS training modules/programmes, refer to the FRISTO website (www.frsito.org.nz/products/cims.html).
- The FRSITO and MCDEM websites (www.frsito.org.nz, www.civildefence.govt.nz) offer general information.
- *Response Management: Director's Guideline for CDEM Group and Local Controllers [DGL06/08]*; Ministry of Civil Defence & Emergency Management (2008) ISBN 978-0-478-25481-5 (www.civildefence.govt.nz).

1 A revised set of CIMS guidance material has been developed and will be published in 2009 (www.civildefence.govt.nz)

15. Public education

Summary Raising community awareness of hazards and risks and how the community can prepare and respond when an emergency occurs can reduce the severity of impacts.

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15.1 Public education

All individuals and communities need to be aware of hazards and risks, and how to prepare for and cope in an emergency. Target audiences for education programmes include:

- individuals and families;
- urban and rural communities;
- school children;
- ethnic groups including Māori and Pacific peoples, and non-English speaking groups;
- people with special needs¹; and
- business and commercial organisations.

15.2 National Public Education Strategy

56 Public education

The National Public Education Strategy 2003–2008 (the details of which are set out in The Guide)—

- (a) seeks increased individual and community awareness and acknowledgement of all hazards, and improved preparedness to cope in a civil defence emergency; and*
- (b) aims to increase community awareness, understanding, and participation in civil defence emergency management.*

Note – Plan clause 56

The National Public Education Strategy 2003-2008 was revised and reissued in 2006, after the making of the National CDEM Plan.

The National Public Education Strategy provides overall direction for developing and delivering public education programmes for civil defence emergency management. The National Public Education Strategy was prepared by the Ministry of Civil Defence & Emergency Management (MCDEM) in consultation with the National Public Education Reference Group (NPERG). The NPERG is chaired by the Director of CDEM and comprises public education representatives from each of the CDEM Groups.

The National Public Education Strategy details the thinking behind the current National Public Education Programme and its future development. It provides the strategic framework in which MCDEM and CDEM Groups will work to improve public awareness, understanding, commitment and preparedness for disasters. In addition it outlines the planned long-term strategic and creative approach to meet the stated objectives of the programme.

In particular, the National Public Education Strategy seeks to define those programmes that are best co-ordinated and delivered at a national level by MCDEM and identify supporting strategies for programmes delivered by CDEM Groups and local authorities at the regional and local level.

¹ For example, the elderly, and those with hearing, visual or mobility needs who may require special assistance in the event of an emergency.

15.2.1 Implementation of the National Public Education Strategy

The details of specific programmes to implement the strategy are included in the Appendix of the National Public Education Strategy document as the National Public Education Programme Communications Plan. The two-year National Public Education Programme Communications Plan will be reviewed and updated annually and is available on the MCDEM website.

Education programmes at the national level offer generic awareness and preparedness messages to target audiences, while programmes at the local and regional levels can offer specific customised messages about local hazards and risks, and preparedness steps. National-level support of a regional or local programme may be provided where there are wider benefits for the sector as a whole. An online Public Education Toolbox also offers a range of resources for CDEM staff to customise and use for local education programmes.

15.2.2 Key elements of the National Public Education Strategy

Key elements of the National Public Education Strategy include:

- consultation with key partners to define areas of common interest and mutually beneficial activities;
- developing and implementing an effective and ongoing national public education programme to achieve the stated objectives (**see** 15.3.1 for information on National Public Education Programme objectives);
- supporting local and regional groups in undertaking public education programmes by:
 - defining what will be done at a national level in consultation with the NPERG;
 - providing guidelines for successful communication activities;
 - making available national resources such as programme templates and articles for local use;
 - improving access to shared resources via an online Public Education Toolbox on the MCDEM website (www.civildefence.govt.nz);
 - providing a year-out national plan for public education by December each year to facilitate other agencies' annual planning processes;
- reviewing current information and its dissemination and developing and promoting consistent key messages;
- maximising opportunities to raise awareness of key messages through support for events such as an annual Disaster Awareness Week in the second week in October;
- raising CDEM awareness and preparedness within business organisations and educational institutions;
- educating school children as a means for increasing CDEM preparedness within homes; and
- using the opportunities of heightened interest following emergencies to raise awareness among other communities about their local risks, and the importance of emergency preparedness.

15.3 National Public Education Programme

The National Public Education Programme (PEP) consists of:

- a national media campaign and supporting resources – ‘Get Ready Get Thru’
- a national schools programme – ‘What’s The Plan Stan?’
- additional actions by MCDEM to support or build on these programmes
- actions undertaken by CDEM Groups using PEP resources or planned around PEP activities.

15.3.1 Objectives of the National Public Education Programme

The objectives of the National Public Education Programme are:

- to effectively build public awareness and understanding by individuals and communities of hazards in New Zealand and civil defence emergency management, that ultimately will lead to action towards preparedness;
- to develop a strategic approach that will be regularly monitored, reviewed and tested to ensure it reflects the areas of need;
- to achieve increased levels of awareness and understanding of types of disasters, actions, and behaviour change (i.e. to ensure that all communities are aware of the emergencies that could affect them, and that they will take measures to protect themselves, their families and their livelihoods); and
- to ensure consistency and effectiveness of messaging at every consumer touch-point.

15.4 Ongoing research and evaluation

MCDEM is required to evaluate the effectiveness of programmes, and assess levels of awareness and preparedness. MCDEM will:

- undertake qualitative research to better understand and overcome barriers to action and be informed on international best practice for public education programmes; and
- undertake quantitative benchmark research to monitor and improve effectiveness of public education programmes.

15.5 References and links

Other documents

- *The Way Forward: Strategic Framework for the National CDEM Public Education Programme 2006 – 2015*; Ministry of Civil Defence & Emergency Management; (www.civildefence.govt.nz).
- www.getthru.govt.nz (provides practical public education information about what to do before, during and after emergencies).
- www.whatstheplanstan.govt.nz (a teaching resource for primary and intermediate schools)

16. Professional development

Summary Professional development enables people involved in the application of CDEM to perform their roles across the wide range of activities that make up civil defence emergency management. It is dependent on and supported by the organisation's vision, objectives, operational systems, and processes.

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16.1 Professional development	2
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16.1 Professional development

57 Professional development

- (1) *The capability and capacity of the civil defence emergency management sector to perform appropriately in a civil defence emergency relies on an integrated, broad network of understandings, skills, and relationships. In the civil defence emergency management context, professional development is the process of developing people to perform appropriately together under potentially high levels of stress. It encompasses recruitment, selection, learning, support, and performance review functions appropriate for the civil defence emergency management setting.*
- (2) *Co-ordinated civil defence emergency management professional development opportunities should be an integral part of key civil defence emergency management roles, including (but not limited to)—*
 - (a) *controllers (national, group, and local); and*
 - (b) *recovery co-ordinators, recovery facilitators, and recovery managers; and*
 - (c) *CIMS response co-ordinators and incident controllers; and*
 - (d) *emergency management staff within councils; and*
 - (e) *EOC and NCMC co-ordination, operations, intelligence, planning, logistics, welfare, and liaison staff; and*
 - (f) *governance, executive, and senior management staff of local authorities; and*
 - (g) *other staff or contractors associated with local authorities who fulfil roles required in civil defence emergencies; and*
 - (h) *regional office staff of central government agencies, as part of their civil defence emergency management responsibilities; and*
 - (i) *management, staff, and volunteers from emergency services; and*
 - (j) *management, staff, and volunteers from community service and welfare agencies who have a role to play in civil defence emergencies.*

16.2 Key concepts

Professional development aims to support the performance of all agencies in the CDEM sector with emergency management roles, especially those specified in the CDEM Act. Appropriate performance during emergencies is determined by relationships established and exercised prior to emergencies, and based on collaboration across and within organisations that have roles in risk reduction, readiness, response and recovery.

Professional development activity is strengthened, and results are more focused, when it is matched to identified needs. Assessment of staff, systems, processes, and support used within and between organisations, can identify and address needs related to projected performance in an actual emergency. Multi-agency collaboration on these elements offers opportunities to build stronger performance across the CDEM sector.

The CDEM sector has a responsibility to arrange the provision of suitably trained and competent personnel. Mechanisms for achieving or contributing to this include:

- alignment of training and education activities with nationally agreed evidence-based CDEM competencies to achieve national consistency;
- CDEM-focused or related courses delivered by CDEM Groups, local authorities, and providers, such as polytechnics, universities, or private training establishments;

- multi-agency collaboration, such as joint planning for readiness, response or recovery capability, cluster meetings, and national, regional or locally-based projects;
- opportunities that support CDEM knowledge and performance, such as standards-based delivery, planning sessions, internal communications, organisational training, exercises and staff development programmes;
- CDEM theme-based exchanges, such as workshops, seminars, or conferences;
- learning and assessment on-the-job, such as supervision, mentoring, and employer-sponsored visits or study;
- performance evaluations focused on assessing and improving development programmes, such as de-briefings, reviews, assessments, internal or external audits, monitoring and evaluation; and
- remote delivery and assessment through distance learning.

16.3 MCDEM support arrangements

The Ministry of Civil Defence & Emergency Management (MCDEM) is responsible for:

- co-ordinating a strategic approach to professional development for New Zealand's CDEM sector based on identified need;
- supporting the CDEM sector to integrate its CDEM professional development activity into other agency processes and multi-agency collaboration;
- maintaining the CDEM Competency Framework; and
- working in partnership with education providers to ensure professional development opportunities are aligned with the CDEM Competency Framework.

16.4 References and links

Other sections of the Guide

- Section 1, Introduction
- Section 25, Recovery

Other documents

- CDEM Competency Framework (www.civildefence.govt.nz)

17. CDEM Exercise programmes

Summary

CDEM exercises are a core part of readiness and assist in identifying gaps and issues. The lessons learned are integrated into updated plans and procedures that improve the ability to respond to and recover from an emergency.

Contents

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17.1 Exercise programmes

58 Exercise programmes

- (1) A national civil defence emergency management exercise programme is a means by which the operational capability of agencies, and CDEM Groups and their partners, such as lifeline utilities, may be tested in relation to civil defence emergency management (details of the programme are set out in *The Guide*).
- (2) The national exercise programme—
 - (a) is supplemented by regular agency and local exercises; and
 - (b) seeks to exercise the operational arrangements within this plan, CDEM Group plans, and departmental emergency management plans so as to—
 - (i) improve response at group and national levels; and
 - (ii) assess the readiness of participants.

In addition to clause 58 of the National CDEM Plan, the National CDEM Exercise Programme supports the Director of CDEM to fulfil the following responsibilities under the CDEM Act:

- provide advice to the Minister on matters relating to civil defence emergency management, (section 8(2)(a));
- monitor the performance of Civil Defence Emergency Management Groups and persons who have responsibility under this Act, (section 8(2)(f)).

See section 1, Introduction for further information on monitoring and evaluation.

The National CDEM Exercise Programme is made up of regular CDEM exercises that link CDEM Groups with each other and with CDEM response arrangements at the national level.

17.1.1 National CDEM Exercise Programme

The National CDEM Exercise Programme Charter (the Charter) establishes the basis of a national CDEM exercise programme.

Ministry of Civil Defence & Emergency Management (MCDEM) is the overall National CDEM Exercise Programme sponsor. The programme is owned collectively by the participant stakeholders and is subsequently managed in partnership through a representative governance group. The National CDEM Exercise Programme governance group is guided by the provisions of the Charter. The Charter provides for limited exercise subsidy to CDEM Groups.

Participation in the National CDEM Exercise Programme is voluntary.

4 tier exercise approach

The programme recognises that exercising needs to occur at all levels of the CDEM structure. It identifies a four-tier exercise approach. Each tier is expected to be based on and informed by a consistent regime of planning, observation, evaluation, feedback and continuous improvement. The four tiers defined in the Charter are:

- **Tier 1:** Local exercise (individual organisation);
- **Tier 2:** Group exercise (within CDEM Group);
- **Tier 3:** Inter-Group exercise (across CDEM Groups, may include MCDEM);
- **Tier 4:** National exercise (New Zealand or part thereof, including central government)

The principal focus of the National CDEM Exercise Programme is on Tiers 3 and 4. The exercises conducted under the National CDEM Exercise Programme (Tiers 3 and 4) should aim to:

- improve the response capability at national and CDEM Group levels;
- improve the response capability at central government level; and
- assess the readiness of participants.

Schedule

The programme maintains a 10-year schedule, with Tier 3 exercises held every second year and Tier 4 exercises held in the intervening years.

Exercises included in the National CDEM Exercise Programme are designed specifically to deal with CDEM-related emergencies¹.

The Domestic and External Security Group under the Department of the Prime Minister and Cabinet maintains a schedule of all national exercises. National CDEM exercises under the National CDEM Exercise Programme are part of the Domestic and External Security Group exercise schedule.

17.1.2 National CDEM Exercise Programme management and participation

Overall Management

MCDEM manages the national CDEM exercise programme. MCDEM:

- sponsors the national CDEM exercise programme;
- supports the governance group;
- provides a National CDEM Exercise Programme secretariat;
- reports on Tiers 3 and 4 exercises to the Director.

Tier 3 exercises

MCDEM, CDEM Groups, and participating regional agencies:

- provide representation on the governance group;
- participate in exercise planning and execution;
- report to the governance group.

Tier 4 exercises

MCDEM and the Officials Committee for Domestic and External Security Co-ordination (ODESC) and/or the Cabinet Committee for Domestic and External Security (DES), and participating national agencies:

- participate in exercise planning and execution as per National CDEM Exercise Programme and Domestic and External Security Group schedules;
- report to the Cabinet Committee for Domestic and External Security (DES).

17.2 References and links

Other sections of the Guide

- Section 1, Introduction

Other documents

- National CDEM Exercise Programme Charter.
- National CDEM Exercise Schedule.

1 For example, natural hazard events and lifeline failures.

18. Response

Summary Agencies respond to emergency events by activating their own plans and co-ordinating their activities with other agencies to manage impacts on the community.

Contents The section contents are:

18.1 Principles	2
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Part 8
Response

59 Principles

- (1) Agencies should respond to an emergency by activating their own plans and co-ordinating with the lead agency.
- (2) Within the constraints that the emergency creates, each agency, operating within its own jurisdiction, must co-ordinate with interdependent agencies to—
 - (a) assess the impact of an event on its own staff, assets, and services; and
 - (b) activate its own continuity and emergency arrangements; and
 - (c) maintain or restore the services it provides; and
 - (d) communicate with lead agencies, other responders, and the public; and
 - (e) align response activities with other agencies to avoid gaps and duplications.
- (3) In addition, the emergency services are expected to—
 - (a) assess the effect of an event on the community; and
 - (b) co-ordinate the local efforts of their agency; and
 - (c) communicate assessments and actions with the appropriate lead agency.
- (4) Emergency response objectives include—
 - (a) preservation of life; and
 - (b) prevention of escalation of the emergency; and
 - (c) maintenance of law and order; and
 - (d) care of sick, injured, and dependent people (first aid, medical, and evacuation facilities, and welfare); and
 - (e) provision of essential services (lifeline utilities, food, shelter, public information, and media); and
 - (f) preservation of governance (continuity of the machinery of government); and
 - (g) asset protection, including buildings and historic heritage assets (including structures, areas, landscapes, archeological sites, and wahi tapu); and
 - (h) protection of natural and physical resources (to the extent reasonably possible in the circumstances); and
 - (i) preservation of economic activity.

The emergency response objectives are applied consistently across all five levels of CDEM operations listed in clause 53 of the National CDEM Plan (**see** section 13, Readiness for more information).

18.2 References and links

Other sections of the Guide

- Section 13, Readiness
- Section 14, Co-ordinated incident management system
- Section 15, Public education
- Section 16, Professional development
- Section 17, CDEM exercise programmes

Other documents

- *Response Management: Director's Guideline for CDEM Group and Local Controllers* [DGL 06/08]; Ministry of Civil Defence & Emergency Management (2008); ISBN 978-0-478-25481-5 (www.civildefence.govt.nz).

19. National CDEM warnings

Summary Warnings are different types of notifications used to advise agencies, authorities, and/or the public of possible events, enabling them to prepare for a potential or actual emergency.

Contents The section contents are:

19.1 Objective	2
19.2 Scope	2
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19.1 Objective

General warnings

60 Objective

- (1) *The objective is to issue warnings so that local authorities, agencies, and people can take action to reduce loss of life, injury, and damage.*
- (2) *Warnings about predictable events (for example, severe weather, volcanic eruption, tsunami) are to be given as quickly as practicable.*
- (3) *For unpredictable events like earthquakes, where warning is not possible, the objective is to inform emergency response by providing assessments of the likely impact on any affected areas.*
- (4) *The responsibility for issuing warnings rests with the agency that through its normal function is involved with the identification and analysis of the particular hazard or threat (see Appendix 1).*
- (5) *Relevant government agencies, CDEM Groups, local authorities, and lifeline utilities must maintain arrangements to respond to warnings.*

At the national level, warnings or advisories of an event with potentially adverse consequences are to be issued as quickly as practicable. The aim is to forewarn or inform so that authorities, agencies and people can take appropriate readiness or response actions in relation to the potential or actual event or its consequences.

19.2 Scope

61 Scope

- (1) *Warning systems are to provide warnings about significant hazards with the potential to affect human populations, geographical areas, or social or economic activities.*
- (2) *This plan does not cover—*
 - (a) *localised, long-term, or slowly-evolving threats; or*
 - (b) *the local actions and procedures required to disseminate or respond to warnings.*
- (3) *The effectiveness of a warning depends on its delivery and receipt, recipients' understanding of what they should do under the particular threats, and readiness and response at all levels.*

19.3 National warning system

62 National warning system

- (1) *The national warning system establishes a process for the receipt of general warnings and communication of civil-defence-emergency-management related information for warning purposes at all hours by MCDEM.*
- (2) *MCDEM maintains the national warning system to issue civil defence warnings received from responsible agencies.*
- (3) *The standard operating procedure under this system specifies the principles and methods for disseminating national warnings.*
- (4) *National warnings must be provided by MCDEM to CDEM Groups, local authorities, police, certain government departments, lifeline utilities, and certain broadcasters.*

- (5) Different hazards require different types of warnings and procedures. The civil defence emergency management hazards for which national warnings may be issued are listed in Appendix 1.
- (6) CDEM Groups are responsible for—
 - (a) disseminating national warnings to local communities; and
 - (b) maintaining local warning systems.
- (7) If arrangements are made with the duty officer of MCDEM, the national warning system is available to issue warnings with respect to hazards for which warning arrangements are decided and maintained by other responsible agencies.

Plan Appendix 1: National warnings

cls 60(4), 62(5)

Civil defence emergency management hazards for which national warnings can be issued

Hazard	Responsible agency	Support agency or agencies
Severe weather	MetService	MCDEM, Ministry of Health, CDEM Groups, police, fire service, and nominated radio and TV
Earthquake	Institute of Geological and Nuclear Sciences Limited	MCDEM, Ministry of Health, CDEM Groups, and fire service
Volcanic unrest/ eruption	Institute of Geological and Nuclear Sciences Limited	MCDEM, Ministry of Health, CDEM Groups, police, and fire service
Tsunami	MCDEM	Ministry of Health, CDEM Groups, police, fire service, and nominated radio and TV

Note: National warnings can be issued via the national warning system for any type of hazard.

Note – Plan Appendix 1

The Institute of Geological and Nuclear Sciences was renamed GNS Science after the making of the National CDEM Plan.

Note – Plan Appendix 1

For ‘earthquake’ New Zealand Police are also a support agency in addition to the agencies listed.

Ministry of Civil Defence & Emergency Management (MCDEM) issues warnings or advisories via the national warning system when:

- an event poses a threat or potential threat to people and/or property and may result in an emergency; or
- when it considers there is sufficient public interest to state that an event does not pose a threat.

The type of warning or advisory to be issued, will depend on the event type and potential impact. The presentation and contents of warnings or advisories issued via the national warning system is tailored for the specific end users.

The national warning system is illustrated in **Figure 19.1**.

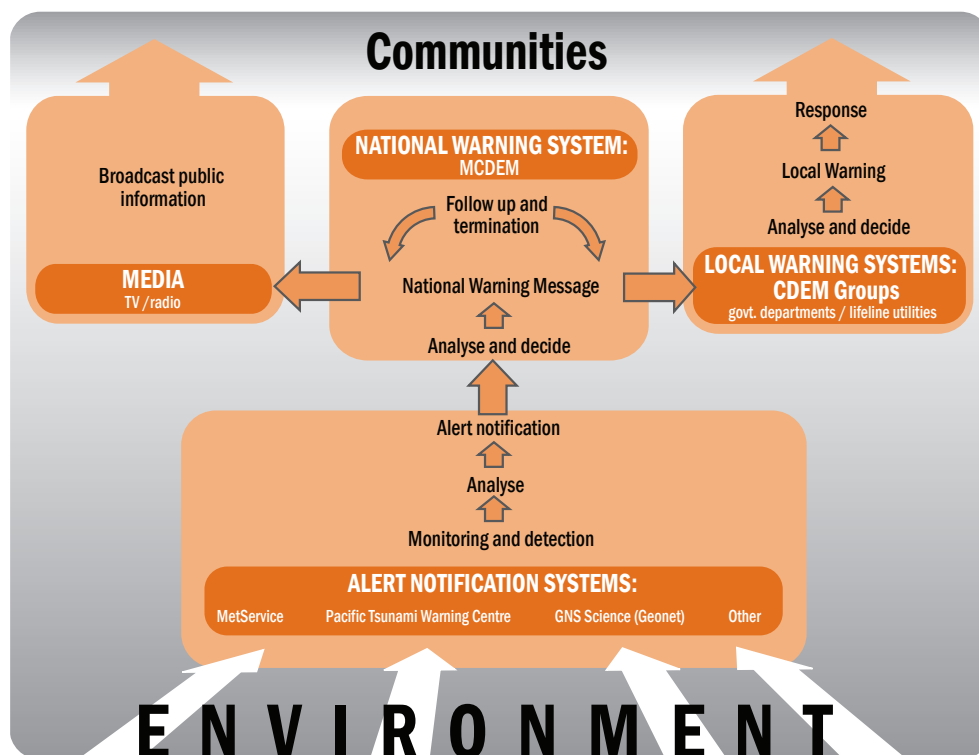


Figure 19.1 The national warning system.

19.3.1 Types of warnings issued via the national warning system

Notifications

Depending on the assessment of the information, MCDEM may issue one or more of the following notifications (warnings or advisories) via the national warning system:

- National Advisory – Earthquake
- National Advisory – [Type of Hazard] No Threat to NZ
- National Advisory – [Type of Hazard] Potential Threat to NZ
- National Warning – [Type of Hazard] Threat to NZ
- National Advisory – [Type of Hazard] Cancellation Message
- National Warning – [Type of Hazard] Cancellation Message
- Media Release
- National Warning – Test Message

MCDEM will follow up a National Advisory – [Type of Hazard] Potential Threat to NZ with one of the following:

- Hourly (or more frequent) updates
- Cancellation Message
- National Warning – [Type of Hazard] Threat to NZ

A National Warning – [Type of Hazard] Threat to NZ will be followed up by either one of the following:

- Hourly (or more frequent) updates
- Cancellation Message

Media releases

Media Releases are issued in conjunction with all warning, advisory or cancellation messages issued via the national warning system. In addition to this national arrangements are in place for the broadcast of emergency announcements via radio

and television networks (**see** Section 22, Public information management for more information).

19.3.2 Recipients of warnings issued via the national warning system

Warnings are issued via the national warning system to CDEM Groups and their constituent members, government agencies and lifeline utilities registered with the national warning system. All recipients are to respond to the information in accordance with their own arrangements, including dissemination of local warnings as required.

The prerequisites for participation in the national warning system are described in the standards outlined in 19.3.3.

Agencies that meet the required standards and wish to receive warnings via the national warning system must register with MCDEM.

19.3.3 Standards for participation in the national warning system.

It is the responsibility of all agencies receiving warnings via the national warning system to maintain systems to receive, disseminate and respond to warnings.

Effective delivery of warnings is dependent on recipients meeting the performance standards specified in **Table 19.1**.

Output	Performance standard
Capability to receive and respond to warnings	All hours. Procedures are in place to facilitate an effective response to warnings.
Maintenance of communication systems	Landline telephone, cell phone, fax and/or email must be accessible at all hours.
Provision of numbers/ addresses	<p>A recipient agency must as far as possible register a single address for the receipt of warnings or advisories. The contact address can connect to one or more individual recipients within the participant agency.</p> <p>Agencies must provide the following contact details:</p> <ul style="list-style-type: none"> • email address • duty telephone number • duty fax number and/or email address • duty cellular number for SMS text message <p>Recipient agencies are to ensure contact details are current and correct, and are to manage the recipients under any address.</p>
Participation in national warning message tests	Participate in national warning system tests (4 per year).
Acknowledge receipt of test messages	Within 30 minutes (all hours). Acknowledgement instructions will be contained in the test message.

Table 19.1 Standards for registration with the national warning system

Note: Effective delivery of warnings is also dependant on the public telecommunication infrastructure underpinning the warning system being functional at the time. When this is not the case alternative but less effective means will be applied in order to warn agencies.

19.3.4 Monitoring and review of the national warning system

Procedures for the dissemination and receipt of warning messages via the national warning system are subject to continuous review and improvement.

If changes occur that impact on recipients, all recipients will receive sufficient notification (at least one month) before the changes take effect.

19.3.5 Testing the national warning system

MCDEM will send a national warning system test message to all recipients four times per year. Testing includes the following:

- two of these tests are to be conducted after normal working hours (normal working hours being 0800–1700 hours Monday to Friday, statutory holidays excluded);
- all recipients are required to acknowledge receipt of the test message within 30 minutes of receipt;
- tests are conducted without prior notice; and
- at the completion of the test a non-responders report is compiled and disseminated to all recipients.

Note: a test message is not followed up by a cancellation message.

Participants are encouraged to use national warning system tests to test/exercise their own local or agency warning arrangements.

19.3.6 Contact lists

MCDEM maintains lists of all recipients' contact details. The lists are reviewed on a quarterly basis. All recipients are required to forward changes of contact details to MCDEM as they occur.

19.3.7 Procedures for the issue and receipt of warnings or advisories

MCDEM

Following instruction by the Director of CDEM or the National Controller to issue a warning, MCDEM will:

- send the appropriate type of warning, advisory or cancellation message by fax, email and SMS text message to those registered with the national warning system;
- contact the MCDEM Regional Emergency Management Advisors (REMAs) to advise them that a warning has been issued and allow them to call the relevant CDEM Groups to ensure they have received the message;
- send a request for broadcast message to the listed public broadcasters;
- monitor the delivery of the message; and
- send updates (at least hourly) with further information or a cancellation message via the same system (note, a Cancellation Message will not be issued for a National Advisory – [Type of Hazard]: No Threat to NZ and National Warning – Test Message).

All recipients

Upon receipt of a warning or advisory sent via the national warning system all recipients must respond as per their individual emergency response procedures.

19.4 Specific hazards monitoring and warning

A number of agencies are entrusted with the responsibility of monitoring specific hazards and issuing or supporting the issue of warnings for specific hazards at the national level

Warnings for specific hazards are issued in accordance with the actions set out below.

19.4.1 Severe weather

Lead agency:	MetService
Support agencies:	MCDEM
Warning scope/content:	Pre-event

MetService is the official source of meteorological warnings in New Zealand. A formal agreement exists between MetService and the Minister of Transport that specifies the requirements.

These requirements include the following:

- Severe weather warnings
 - Produced whenever there is an expectation of widespread heavy rain, heavy snow or severe gales in the next 24 hours. Sent to MCDEM, CDEM Groups, New Zealand Police, Transpower controllers and the media. Other users are encouraged to subscribe free of charge to an automatic emailing list (see www.metservice.com).
 - MCDEM reacts to severe weather warnings by checking on CDEM readiness with the relevant REMA and CDEM Group when it is apparent that an extraordinary event is forecast.
- Severe weather watches
 - Produced whenever there is an expectation that conditions may deteriorate to those requiring the issue of a severe weather warning after the immediate 24-hour period but within 48 hours. A watch may also be issued for the immediate 24-hour period if there is a high level of uncertainty.
 - Sent to MCDEM, CDEM Groups, New Zealand Police and the media. Other users are encouraged to subscribe free of charge to automatic emailing lists (see www.metservice.com).
- Severe weather outlook
 - Produced whenever there is a risk of heavy rain, heavy snow or severe gales occurring in the 3–6-day period. Published on the MetService website (see www.metservice.com).
- Severe convection and thunderstorm outlook
 - Produced whenever there is a threat of severe local storms resulting in torrential downpours, large hail, accumulations of hail and sudden damaging wind gust. Published on the MetService website (see www.metservice.com).
- Special weather advisories
 - Produced whenever a weather event is likely to cause significant disruption to the general public or specific industry groups within the following 48 hours but does not meet the criteria for issuing a severe weather warning. Sent to specific users, including the media. Other users are encouraged to subscribe free of charge to automatic emailing lists (see www.metservice.com).
- Road snowfall warnings
 - Produced whenever there is a likelihood of snow settling and causing disruptions within the next 24 hours on the following roads: Desert Road,

Rimutaka Hill Road, Lewis Pass, Arthur's Pass, Porters Pass, Lindis Pass and the Milford Road. Sent directly to roading contractors and local authorities, as specified under the Ministry of Transport/MetService contract (see www.metservice.com).

- Heavy swell and storm surge warnings
 - Heavy swell warnings and storm surge warnings are sent to MCDEM and CDEM Groups to take appropriate action.

19.4.2 Volcanic unrest or eruption

Lead agency: GNS Science
Support agencies: MCDEM, MetService
Warning scope/content: Pre- and post-event

Volcanic unrest

GNS Science, through the GeoNet Project, is the national source of volcanic monitoring and alerts. GNS Science (GeoNet) notifies MCDEM of any change in volcanic alert level status (see **Table 19.2**) through Volcanic Alert Bulletins.

Frequently active cone volcanoes White Island, Tongariro-Ngauruhoe, Ruapehu, Kermadecs		VOLCANIC ALERT LEVEL	Reawakening volcanoes Northland, Auckland, Mayor Island, Rotorua, Okataina, Taupo, Egmont/Taranaki	
Volcano status	Indicative phenomena		Indicative phenomena	Volcano status
Usual dormant, or quiescent state	Typical background surface activity, seismicity, deformation and heat flow at low levels.	0	Typical background surface activity; deformation, seismicity, and heat flow at low levels.	Usual dormant, or quiescent state.
Signs of volcano unrest	Departure from typical background surface activity.	1	Apparent seismic, geodetic, thermal or other unrest indicators.	Initial signs of possible volcano unrest. No eruption threat.
Minor eruptive activity	Onset of eruptive activity, accompanied by changes to monitored indicators.	2	Increase in number or intensity of unrest indicators (seismicity, deformation, heat flow and so on).	Confirmation of volcano unrest. Eruption threat.
Significant local eruption in progress	Increased vigour of ongoing activity and monitored indicators. Significant effects on volcano, possible effects beyond.	3	Minor steam eruptions. High increasing trends of unrest indicators, significant effects on volcano, possible beyond.	Minor eruptions commenced. Real possibility of hazardous eruptions.
Hazardous local eruption in progress	Significant change to ongoing activity and monitoring indicators. Effects beyond volcano.	4	Eruption of new magma. Sustained high levels of unrest indicators, significant effects beyond volcano.	Hazardous local eruption in progress. Large-scale eruption now possible.
Large hazardous eruption in progress	Destruction with major damage beyond volcano. Significant risk over wider areas.	5	Destruction with major damage beyond active volcano. Significant risk over wider areas.	Large hazardous volcanic eruption in progress.

Table 19. 2 Volcanic alert levels: indicative phenomena for the various alert levels of both active and re-awakening volcanoes.

Note: Alerts on any of the remaining (reawakening) volcanoes are initially disseminated nationally and then scaled down to potentially affected CDEM Groups as necessary.

MCDEM then forwards this information to potentially affected CDEM Groups (see **Table 19.3**). GNS Science (GeoNet) also provides information to other agencies and the media (see www.geonet.org.nz).

Volcano	CDEM Groups Notified
Auckland	All
Kermadecs	Northland, Auckland, Waikato, Bay of Plenty
Mayor/White Island	Bay of Plenty
Northland	All
Okataina, Taupo, Rotorua	All
Ruapehu, Tongariro, Ngauruhoe	Gisborne, Hawkes Bay, Manawatu-Wanganui, Waikato, Bay of Plenty, Auckland
Taranaki	All

Table 19.3 CDEM Groups notified of Volcanic Alert Bulletins by MCDEM for volcanic unrest

Eruption imminent/ occurred

MCDEM receives Volcanic Alert Bulletins from GNS Science (GeoNet) in the same way as for volcanic unrest. MCDEM disseminates these to all agencies that are registered with the national warning system. Additionally, the GNS Science Duty Officer may notify MCDEM of significant volcanic activity by telephone. In consultation with GNS Science (GeoNet) or if deemed appropriate, MCDEM issues an appropriate advisory or warning via the national warning system.

Volcanic Ash Advisories

Following a volcanic eruption and in addition to Volcanic Alert Bulletins issued by GNS Science (GeoNet), MetService are responsible for the issue of volcanic ash advisories for the civil aviation industry covering New Zealand and from the equator to the South Pole between 160E to 140W. Volcanic ash advisories forecast the distribution and spread of the ash cloud from an erupting volcano for the purpose of aviation safety and are issued directly to MCDEM as well as the international aviation and meteorological communities.

19.4.3 Earthquake

- Lead agency:** GNS Science
- Support agencies:** MCDEM, CDEM Groups
- Warning scope/content:** Post-event

While no reliable means exist for forewarning of earthquake events, GNS Science through the GeoNet Project is the national source of earthquake monitoring and notifications. These notifications can assist with assessing likely consequences to inform response actions. GNS Science also provides information to other agencies and the media via web service and RSS, Pager, SMS, email and fax.

GeoNet notifies MCDEM and subscribers of all felt earthquakes through earthquake reports, delivered within 60 minutes of the event. Additionally, the GNS Science Duty Officer may notify the MCDEM Duty Officer of significant earthquakes by telephone. For earthquakes of magnitude >5.5 and depth <50km, or maximum felt intensity of MMVI¹ and higher, MCDEM checks on damage levels in the impacted areas. Where the impact seems significant, MCDEM notifies all agencies that are registered with the national warning system.

1 Modified Mercalli scale of earthquake intensity, level VI

Territorial authorities must report damage causing earthquakes to their appropriate CDEM Group Duty Manager, including a summary of damage and other effects. The CDEM Group Duty Manager must then inform MCDEM.

19.4.4 Tsunami

Distant and Regional Source

Lead agency:	MCDEM
Support agencies:	GNS Science, PTWC, CDEM Groups
Warning scope/content:	Pre- and post-event

MCDEM and GNS Science (GeoNet) receive tsunami information bulletins, watches or warnings from the Pacific Tsunami Warning Centre (PTWC) for earthquakes equal to or higher than magnitude 6.5 in the Pacific. GNS Science is also responsible for local sea level monitoring.

MCDEM gives immediate consideration to all messages received from the PTWC by applying standard criteria related to the locality, magnitude and depth of the earthquake in question and by consulting with GNS Science (GeoNet). If time permits, GNS Science will convene a panel of national tsunami experts to give on-going advice to MCDEM as the situation develops.

Depending on assessment of the information, a recommendation is made to the National Controller or Director of CDEM and at their direction MCDEM issues an appropriate advisory or warning via the national warning system. Apart from the information received from the PTWC, such messages also include local interpretations or considerations.

CDEM Groups activate their respective local warning systems in response to warnings issued by MCDEM and decide on appropriate further action. Decisions about local responses are encouraged to be made in consultation with the National Controller.

The National Tsunami Advisory & Warning Plan describes the processes, procedures, considerations and the types of warnings sent for tsunami under the national warning system. The Plan is available on the MCDEM website (www.civildefence.govt.nz)

Tsunami-Local Source

Lead agency:	CDEM Groups
Support agencies:	MCDEM, PTWC, GNS Science, NIWA, New Zealand Police, media
Warning scope/content:	Pre- and post-event

A tsunami generated in conjunction with a local large earthquake or undersea landslide may not provide sufficient time to implement official warning procedures. This is because the proximity of the tsunami source and its travel speed combine to give very little time for meaningful warnings to the areas closest to the source.

Proper public education is therefore the principal preparedness measure for local source tsunami. The recommended public message in this regard is:

Persons in coastal areas who:

- *experience strong earthquakes (hard to stand up);*
- *experience weak earthquakes lasting for a minute or more; or*
- *observe strange sea behaviour such as the sea level suddenly rising and falling, or hear the sea making loud and unusual noises or roaring like a jet engine;*

should not wait for an official warning. Instead, let the natural signs be the warning.

They must take immediate action to evacuate predetermined evacuation zones, or in the absence of predetermined evacuation zones, go to high ground or go inland.

As the tsunami propagates along the coast to other regions (depending on its nature), warnings to other parts of New Zealand may still be meaningful and may be issued via the national warning system.

MCDEM receives earthquake notifications from GNS Science through the GeoNet Project. When an earthquake is located offshore MCDEM is to be advised by GNS Science on the probability of a tsunami having been generated.

19.5 References and links

Other sections of the Guide

- Section 22, Public information management

Other documents

- *Tsunami Advisory and Warning Plan: Supporting Plan [SP 01/09]*; Ministry of Civil Defence & Emergency Management (2009); ISBN 978-0-478-25483-9 (www.civildefence.govt.nz).
- MCDEM National Duty Officer Standard Operating Procedures.

20. National Crisis Management Centre

Summary A National Crisis Management Centre (NCMC) has been established by government and can be used by the Ministry of Civil Defence & Emergency Management (MCDEM) when it is the lead agency for civil defence emergencies.

Contents The section contents are:

- 20.1 Functions of the NCMC 2
- 20.2 Principles of NCMC activation 2
- 20.3 MCDEM use of NCMC to manage civil defence emergencies..... 2
- 20.4 NCMC operational arrangements 3
- 20.5 References and links 4

20.1 Functions of the NCMC

National Crisis Management Centre

63 Functions of National Crisis Management Centre (NCMC)

- (1) *NCMC facilitates a whole-of-government response in support of government crisis management arrangements by providing a secure, centralised facility for information gathering and information management, strategic-level oversight, decision making, and co-ordination of national responses.*
- (2) *NCMC may include or support the operational management facilities of a lead agency's response arrangements.*

20.2 Principles of NCMC activation

64 Principles of NCMC activation

- (1) *Following notification or warning of a civil defence emergency, national agencies with lead roles are to act in support of government crisis management arrangements at a speed and to a level commensurate with the threat. Emergencies requiring a whole-of-government response may require activation of NCMC by ODESC on the recommendation of the responsible lead agency for this purpose.*
- (2) *Agencies with supporting roles are to examine the nature of the emergency or threat and activate their emergency arrangements in co-ordination with the lead agency. These agencies may be required to provide ad hoc or full-time representation and support at NCMC. This representation can form part of formal procedures for particular types of events or be provided at the request of the lead agency.*
- (3) *Activation of NCMC in support of government crisis management arrangements or for the purpose of operational management may occur with or without the existence or need for any form of emergency declaration.*
- (4) *ODESC is responsible for the general management, development, and maintenance of NCMC. ODESC has delegated day-to-day responsibilities for this to MCDEM. NCMC is kept in a constant state of readiness for activation by a lead agency.*

20.3 MCDEM use of NCMC to manage civil defence emergencies

65 MCDEM uses NCMC to manage civil defence emergencies

- (1) *MCDEM uses NCMC to—*
 - (a) *manage existing or potential—*
 - (i) *national emergencies; or*
 - (ii) *civil defence emergencies of national significance; and*
 - (b) *support CDEM Groups in their management of local civil defence emergencies.*
- (2) *NCMC is used to gather, collate, assess and produce information, direct response operations and support, issue public information and conduct media liaison, inform and advise the Government, and, where required, co-ordinate government and non-government resources.*
- (3) *The nature of the civil defence emergency determines the level of activation. NCMC may operate in any of the modes indicated in Appendix 2.*
- (4) *Activating NCMC for a civil defence emergency necessarily involves links with—*

- (a) CDEM Group EOCs; and
 - (b) support agencies; and
 - (c) national lifeline utilities.
- (5) The primary support agencies in NCMC for civil defence emergencies include—
- (a) the Ministry of Health; and
 - (b) the Ministry of Social Development; and
 - (c) the Ministry of Agriculture and Forestry; and
 - (d) the Ministry of Foreign Affairs and Trade; and
 - (e) the New Zealand Defence Force (Joint Forces Headquarters); and
 - (f) the New Zealand Fire Service (urban and rural); and
 - (g) the New Zealand Police.

Plan Appendix 2: NCMC modes		cls 65(3)
Mode	Roles	Scale
1 Monitor	Monitor and assess incidents that may lead to a state of local emergency. Monitor and assess local emergencies.	Standby. Minimal staffing to monitor impending or actual event. Other staff on standby. Support agencies notified.
2 Engage	In addition to monitoring activities: collect, analyse, and disseminate information on emergencies; report to/advise government; provide public information service.	Standby. Increased staffing. Support agencies kept informed.
3 Assist	In addition to interaction activities: process/co-ordinate requests for support from regional and local organisations.	Partial to full staffing. NCMC fully operational. All supporting agencies activated.
4 Manage	Collect, analyse, and disseminate information on emergency (including the provision of a public information service). Control the overall response. Co-ordinate logistical support, including aid from overseas and international liaison. Report to/advise government.	Significant emergency. Full staffing. NCMC fully operational. All MCDEM staff committed. All supporting agencies activated.

20.4 NCMC operational arrangements

Procedures

The NCMC operating procedures for a civil defence emergency are described in the MCDEM Standard Operating Procedures for:

- NCMC Activation;
- Concept of Operations: CDEM Response and Recovery;
- Specific NCMC functions.

MCDEM operations in the NCMC are based on the co-ordinated incident management system (CIMS).

CDEM Groups	When the NCMC is activated in response to a civil defence emergency relevant CDEM Group emergency operations centres (EOCs) may also be activated. If not already activated, CDEM Groups may be requested by the National Controller to activate their EOCs. Links with relevant CDEM Groups and support agencies are established and maintained in accordance with NCMC procedures.												
NCMC Support agencies	When operating the NCMC for a civil defence emergency, MCDEM may call upon any government agency, or lifeline utility organisation whose function or expertise may be required to support the national CDEM response.												
Contact details	<table> <tr> <td>NCMC:</td> <td>(04) 494 6900</td> </tr> <tr> <td>Fax:</td> <td>(04) 473 9596</td> </tr> <tr> <td>Email:</td> <td>operations@ncmc.govt.nz</td> </tr> <tr> <td>Satellite ph:</td> <td>881621 465606</td> </tr> <tr> <td>HF radio callsigns:</td> <td>ZKC 21 (Primary) ZKC 27 (Alternate)</td> </tr> <tr> <td>HF radio channels:</td> <td>3357 (Northern night) 5389 (Northern day) 3354 (Central night) 5383 (Central day) 3364 (Southern night) 5407 (Southern day)</td> </tr> </table>	NCMC:	(04) 494 6900	Fax:	(04) 473 9596	Email:	operations@ncmc.govt.nz	Satellite ph:	881621 465606	HF radio callsigns:	ZKC 21 (Primary) ZKC 27 (Alternate)	HF radio channels:	3357 (Northern night) 5389 (Northern day) 3354 (Central night) 5383 (Central day) 3364 (Southern night) 5407 (Southern day)
NCMC:	(04) 494 6900												
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HF radio channels:	3357 (Northern night) 5389 (Northern day) 3354 (Central night) 5383 (Central day) 3364 (Southern night) 5407 (Southern day)												

20.5 References and links

Other sections of the Guide	<ul style="list-style-type: none"> • Section 3, Statutory basis for national management of an emergency • Section 13, Readiness • Section 14, Co-ordinated incident management system • Section 15, Public education • Section 16, Professional development • Section 17, CDEM exercise programmes • Section 18, Response • Section 25, Recovery
Other documents	<ul style="list-style-type: none"> • National Crisis Management Centre Programme Charter. • National Crisis Management Centre User Guide. • MCDEM Standard Operating Procedures for: <ul style="list-style-type: none"> ◦ NCMC Activation; ◦ Concept of Operations: CDEM Response and Recovery; ◦ Specific NCMC functions.

21. Emergency information management

Summary Information required for civil defence emergency management needs to be timely, relevant, consistent and reliable. Wherever possible, 'business as usual' systems for communication are to be used.

Contents The section contents are:

- 21.1 Objective 2
- 21.2 Context 2
- 21.3 Principles 2
- 21.4 Operational arrangements 3
 - 21.4.1 During an emergency 3
 - 21.4.2 After an emergency 4
- 21.5 References and links 4

21.1 Objective

Emergency information management

66 Objective

- (1) *The objective is to promote the effective management and exchange of information to aid decision making, support, and communication.*
- (2) *Information needs to be timely, relevant, consistent, and reliable. It is understood that information may not, owing to the circumstances, be absolutely accurate, but it will be based on the best data available at the time.*

21.2 Context

67 Context

- (1) *Emergency information management supports decision making before, during, and after a civil defence emergency. The delivery of an appropriate and timely response requires effective and efficient information management.*
- (2) *Information may be presented as—*
 - (a) *hazard and risk status information:*
 - (b) *readiness information including resources and assets:*
 - (c) *emergency impact assessments:*
 - (d) *incoming and outgoing situation reports and response messages:*
 - (e) *recovery status information:*
 - (f) *management information such as contact lists or standard operating procedures:*
 - (g) *reports, briefings, public notices, and media releases.*

In addition to the list above, action and evacuation plans may also be required. These can be developed prior to or during an emergency.

21.3 Principles

68 Principles

- (1) *The following principles for the management of information in civil defence emergencies are recommended:*
 - (a) *use business-as-usual systems; and*
 - (b) *use business-as-usual baseline information supplied from and maintained by the responsible agencies; and*
 - (c) *maintain local copies of the baseline information in case access to distributed data is disrupted; and*
 - (d) *augment the business-as-usual information with information for the event, exchanged between the responding agencies; and*
 - (e) *use normal communication methods and additional emergency communications methods in the order of their availability and effectiveness at the time, namely—*
 - (i) *the Internet; and*
 - (ii) *fax; and*
 - (iii) *voice communication (for example, telephone, satellite phone, or radio); and*
 - (iv) *courier; and*

- (f) conform, where practical, to equivalent business-as-usual practice and national standard specifications; and
 - (g) use interoperable data standards; and
 - (h) use business continuity principles (for example, emergency recovery, off-site backup, multiple (redundant) telecommunication paths); and
 - (i) ensure information is appropriately secured.
- (2) To ensure that consistent information is available to support decision making at the national level, the following must occur:
- (a) the relevant territorial authority gives situation reports to the CDEM Group; and
 - (b) the affected CDEM Groups, along with emergency services communications centres, report the situation to the National Controller (or, in the absence of the National Controller, to the Director); and
 - (c) the National Controller (or, in the absence of the National Controller, the Director) provides appropriate consolidated reports, when appropriate, to—
 - (i) the Minister; and
 - (ii) ODESC; and
 - (iii) CDEM Groups; and
 - (iv) emergency services communications centres; and
 - (v) other responding agencies.
- (3) Relevant government security standards and policies should be followed.
- (4) When forwarding information to the National Controller, CDEM Groups complete the national-level information template (further detail is in *The Guide*).

See section 20, National Crisis Management Centre for information on NCMC contact numbers and other details on communication mechanisms during an emergency.

21.4 Operational arrangements

21.4.1 During an emergency

Emergency information requirements

During an emergency core emergency information needs to be captured and reported in a consistent manner (via situation reports) and should encompass the following general classifications:

- **overview of the scale of the event:** impacts on people; geographic location and extent of impacts; impacts on infrastructure and lifelines; financial impacts;
- **event status:** summary of the nature and history (escalating / deescalating) of the event, to inform the response management and initial recovery planning;
- **response status:** the response management structures activated and initial recovery planning;
- **people status:** numbers and locations of displaced, missing, injured, dead people (including foreign nationals), welfare needs and what actions are being taken or planned;
- **housing and property status:** the extent of damage to houses (including numbers and locations);
- **community infrastructure status:** impact on community infrastructure (hospitals, medical centres, rest homes, and special care facilities; welfare agencies; educational institutions; commercial infrastructure including financial infrastructure, post, and courier functions) estimated times of outages, and response taken or planned;

- **transport infrastructure status:** the extent of damage to roads, bridges, rail, harbours and airports, estimated times of outages and response taken or planned;
- **lifeline utilities status:** the extent of damage to lifeline utilities, estimated time of outages and response taken or planned;
- **environmental status:** the extent of damage to the environment (including the impact on farming activity) and response taken or planned.

Such information needs to be presented as descriptive text and illustrated when appropriate in a spatial context (e.g. maps) or with images.

21.4.2 After an emergency

Post hazard event reporting

Guidelines and templates for comprehensive post-hazard event reporting exist and can be downloaded from the Ministry of Civil Defence & Emergency Management website (www.civildefence.govt.nz). The purpose of these templates is to:

- provide detailed data for scientific research, calibrating hazard and risk models to improve their robustness and to aid impact scenario development for historic and pre-historic events;
- provide a record of hazard impacts and to allow a database of hazard impacts to be developed and integrated for future decision-making.

The template comprises two parts. The first part is to detail the consequences or effects of the event. There are alternative template versions for reporting on social and economic consequences of an event, based on the scale of an event. Guidance is provided in the template on thresholds for reporting. The second part is to describe the causes of the event.

The intention is that somebody wanting to understand the causes and consequences of any given event, reported using this template, will be able to find a comprehensive overview of the event. This will be both in the template, and in associated reports.

21.5 References and links

Other sections of the Guide

- Section 20, National Crisis Management Centre

Other documents

- *Templates for Consistent Hazard Event Reporting [Version 1.0]*; New Zealand CDEM Groups/Ministry of Civil Defence & Emergency Management (2006); (www.civildefence.govt.nz)

22. Public information management

Summary In an emergency, the effective delivery of public information is critical. Timely, accurate information supports emergency response and recovery, and ensures that members of the public take appropriate actions to protect themselves and others.

Contents The section contents are:

- 22.1 Purpose..... 2
- 22.2 Scope 2
- 22.3 Principles 2
- 22.4 National roles 3
- 22.5 Public information management responsibilities 3
 - 22.5.1 Ministry of Civil Defence & Emergency Management..... 3
 - 22.5.2 Government departments..... 3
 - 22.5.3 Emergency services 4
 - 22.5.4 CDEM Groups..... 4
- 22.6 National arrangements..... 4
 - 22.6.1 All-of-government communications group 4
 - 22.6.2 Government helpline 4
 - 22.6.3 National warning system..... 4
 - 22.6.4 Broadcasting emergency announcements..... 4
- 22.7 References and links 7
- Annex 22.A. Request for broadcast 8
- Annex 22.B. Request for termination of broadcast 9

22.1 Purpose

Public information management

69 Purpose

- (1) *Public information management assists effective leadership and decision making and supports a sense of confidence during an emergency by—*
 - (a) *ensuring that those who need information in a civil defence emergency get it, and that those who provide public information do so in a timely and accurate manner; and*
 - (b) *building public confidence in a responsible, competent operation that has made all reasonable efforts to inform and protect the community; and*
 - (c) *promoting the effective management of public information between government agencies, CDEM Groups, emergency services, lifeline utilities, the media, and the public.*
- (2) *The target audiences of public information are the agencies that disseminate public warnings and information, or contribute to response and recovery.*
- (3) *The ultimate audience includes all people directly or indirectly affected by the emergency.*
- (4) *The detail of public information management is provided in The Guide.*

22.2 Scope

70 Scope

- (1) *Public information management is necessary before, during, and after a civil defence emergency.*
- (2) *Public information management deals with—*
 - (a) *media liaison: a two-way relationship with links to broadcast, print, and other media for prior planning and dissemination of warnings and exchange of information before, during, and after an event; and*
 - (b) *dissemination: collation of information, assessment, and provision of advice to people affected by a civil defence emergency, either through mass media, information centres, or call centre operations.*

22.3 Principles

71 Principles

The principles underpinning management of public information at a national level are:

- (a) *before a civil defence emergency, news media representatives and public information managers of lead agencies will have established a working relationship and an understanding of each other's expectations during a civil defence emergency; and*
- (b) *in a civil defence emergency, dependable, accurate, and timely information should be provided to accredited media to help the gathering and dissemination of news and information; and*
- (c) *each agency that manages public information during a civil defence emergency should act according to a well-developed and tested public information management plan; and*
- (d) *national agencies and CDEM Groups may pool personnel and resources to provide a professional and timely media liaison service.*

22.4 National roles

72 National roles

- (1) *In the response and recovery phases, MCDEM will manage public information in a national civil defence emergency and support CDEM Groups in local emergencies.*
- (2) *During a state of national emergency or a civil defence emergency of national significance, MCDEM will activate a public information cell in NCMC. This cell works with CDEM Groups, emergency services, and other national agencies to co-ordinate public information.*
- (3) *The National Controller will, as required, issue news releases and ensure MCDEM's website is kept up to date.*
- (4) *MCDEM will develop arrangements with national news media agencies to ensure effective and consistent broadcast of warnings and information.*
- (5) *The New Zealand Red Cross will provide, on request by the police, a national inquiry centre to answer inquiries about people in the impact area.*

See section 12, Welfare for more information on the inquiry centre.

22.5 Public information management responsibilities

22.5.1 Ministry of Civil Defence & Emergency Management

National Controller

For the purpose of public information management during national response to a civil defence emergency, the National Controller is to:

- appoint a Public Information Manager to oversee this function; and
- ensure sufficient staff and resources are available.

Public Information Manager

The responsibilities of the Public Information Manager are to:

- oversee the relationship with and monitoring of the media;
- oversee the release of public information, including media releases, updates of the MCDEM website, promotion of the 0800 Government Helpline (**see** section 12, Welfare for more information), and request of the broadcast of emergency announcements;
- coach and support MCDEM spokespeople;
- maintain key relationships;
- advise the all-of-government communications group; and
- support CDEM Groups by:
 - publicly acknowledging the territorial authorities and CDEM Groups involved;
 - co-ordinating nationally issued public information to ensure that it is consistent or complementary with that issued by CDEM Groups;
 - providing assistance and advice to CDEM Groups.

22.5.2 Government departments

When there is no emergency, government departments routinely make statements on matters relating to their own fields of interest. However, when there is an emergency, government departments are encouraged to liaise with the Public Information Manager so that statements can be co-ordinated, made consistent and, if need be, prioritised.

22.5.3 Emergency services

As part of their routine work, emergency services often provide public information about hazards and incidents. Following a warning or while managing a major incident that could lead to an emergency, emergency services may continue to provide public information about matters under their control.

During civil defence emergencies, emergency services information officers should liaise closely with the Public Information Manager. In this way, all information released is consistent and co-ordinated.

22.5.4 CDEM Groups

When there is a state of national emergency or emergency of national significance, CDEM Groups are encouraged to liaise with the Public Information Manager at the national level so that statements can be co-ordinated, made consistent and, if need be, prioritised.

During local emergencies CDEM Groups routinely make statements on matters relating to their own areas. In this case the Public Information Manager will liaise closely with their counterparts within the affected CDEM Group(s).

22.6 National arrangements

22.6.1 All-of-government communications group

During an emergency, government can decide to convene the Cabinet Committee on Domestic and External Security Co-ordination (DES) to oversee the response (**see** Figure 3.1 in Section 3, Statutory basis for national management of an emergency). An all-of-government communications group can be formed to advise DES. The role of the group is to co-ordinate key government agencies to develop national and international key messages. The group is convened by the Department of Internal Affairs and includes a representative from the Department of the Prime Minister and Cabinet as well as communications managers from the Ministry of Foreign Affairs and Trade, Ministry of Health, New Zealand Police, Ministry of Social Development and the Ministry of Transport.

22.6.2 Government helpline

During or following an emergency, government can activate the 0800 Government Helpline to provide information relating to services and assistance available to people affected by a civil defence emergency (**see** section 12, Welfare for more information).

22.6.3 National warning system

MCDEM maintains a national warning system to issue advisories and warnings to a range of agencies. When issuing an advisory or warning via the national warning system (except test messages), an initial media release will be generated immediately afterward (**see** section 19, National CDEM warnings).

22.6.4 Broadcasting emergency announcements

Radio and television provide a critical channel for the dissemination of warnings and timely information to the public before, during and following an emergency. By working with radio and television, MCDEM can get the widest public coverage practicable throughout New Zealand.

MCDEM has a Memorandum of Understanding (MOU) with key national television and radio broadcasters for the broadcast of emergency announcements.

Broadcast agencies

Under the National CDEM Plan, and the responsibilities set out in the MOU, arrangements for the broadcast of emergency announcements are in place with the following agencies:

- Radio New Zealand National (FM, AM, Internet, Sky, Freeview, FTA Satellite)
- Radio New Zealand International (SW, Digital Shortwave) – aimed at the Pacific as appropriate;
- Classic Hits (FM);
- Newstalk ZB (FM/AM);
- More FM (FM);
- Radio Live (FM);
- Television New Zealand;
- TV3.

Individual arrangements between local CDEM agencies and local broadcasters also exist but are not covered within the National CDEM Plan and the memorandum of understanding with radio broadcasters and key national television networks.

Request for broadcast

A request for broadcast of an emergency announcement must be made by an authorised CDEM manager. MCDEM serves as the central point for the verification of requests for broadcast. Authorised CDEM managers are:

- a National, Group or Local Controller; or
- the Director of Civil Defence Emergency Management.

Each request for the broadcast of an emergency announcement is to specify:

- the CDEM manager authorising it and how it can be confirmed/verified;
- that the request is for an emergency announcement.
- the nature and potential harm posed by the threat as well as relevant public safety information;
- the broadcast priority, which is either priority one for warning of an imminent threat, or priority two, for forewarning of a threat.
- the areas affected;
- the areas the broadcast is to reach; and
- when the broadcast is to be made and over what period.

A template for a request for broadcast of an emergency announcement is attached as **Annex 22.A**.

Termination of broadcast

Any request for the broadcast of an emergency announcement is to be closed off by a request to terminate broadcasting. This request is sent via the same procedures as when initiating the request. A termination request requires confirmation/verification by the media network.

A template for termination of an emergency announcement is attached as **Annex 22.B**.

Broadcast priorities

Broadcast priorities are as follows:

- **Priority 1 – an event of life-threatening or national significance:** first broadcast required immediately following verification of message, repeated at least every 15 minutes. Each individual broadcast may be preceded by the official New Zealand civil defence alert, known as ‘the Sting’.
- **Priority 2 – an event of regional significance:** first broadcast required within 1 hour following verification of message, repeated at least every hour. Each individual broadcast may be preceded by the official New Zealand civil defence alert, known as ‘the Sting’, if requested. The information is to be repeated in news bulletins.

Broadcast target areas

Broadcast target areas are as follows:

- **National relevance:** to be broadcast on all networks listed under broadcast agencies; for threats with potential national impact or urgent regional threats that warrant national broadcast because of urgency, uncertainty of the exact area of impact or other reasons assessed by a CDEM manager.
- **Regional relevance:** only local broadcast required, national broadcast permitted (networks to attempt to match their broadcast footprint to the areas affected).

MCDEM responsibilities

MCDEMs responsibilities in respect of emergency announcements are:

- Ensure that guidelines are drawn up in both detailed and summary formats to allow broadcasters to act immediately in response to the arrival of requests for broadcast. The details of these guidelines are to be produced in a small wall poster format for display in studios. These are to be dated and updated/replaced at least annually. Details are to be available online (www.civildefence.govt.nz).
- Provide copies of the official CDEM alert (the ‘Sting’) to relevant networks.
- Ensure that CDEM Groups and local controllers are informed of the contents of this agreement and of their duty to notify the MCDEM National Duty Officer of all requests for broadcast/termination of broadcast, in advance of that request being made to broadcasters.
- Provide ‘Request for Broadcast’ and ‘Request for Termination of Broadcast’ templates to CDEM Groups.
- Agree with the relevant networks on delivery mechanisms¹ for alerts and how to verify the identity of the requesting controller.
- Maintain a list of the contact particulars of the relevant networks.
- Audit the success of the arrangements through testing, exercising and real event applications.
- Make arrangements to obtain and keep recordings of broadcasts related to emergencies, including but not restricted to the broadcast of alerts and warnings.
- Maintain these arrangements and convene meetings to review them.

¹ For example, by email, fax, voice.

Network responsibilities (by agreement)

Network responsibilities (by agreement) in respect of emergency announcements are:

- Broadcast emergency announcements on the following national networks, or on local stations of the networks:
 - Radio New Zealand National (FM, AM, Internet, Sky, Freeview, FTA Satellite);
 - Radio New Zealand International (SW, Digital Shortwave)) – aimed at the Pacific as appropriate;
 - Classic Hits (FM);
 - Newstalk ZB (FM/AM);
 - More FM (FM);
 - Radio Live (FM);
 - Television New Zealand;
 - TV3.
- Maintain arrangements to receive and action requests for broadcast of emergency announcements at all hours on the above networks.
- Provide contact details for the dissemination of requests for broadcast of emergency announcements to MCDEM.
- Television broadcasters to attempt to verify with the MCDEM Public Information Manager related to a civil defence emergency but not included in a current Broadcast Request, prior to the broadcast.

22.7 References and links

Other Guide sections

- Section 3, Statutory basis for national management of an emergency
- Section 5, Civil Defence Emergency Management Groups
- Section 12, Welfare
- Section 19, National CDEM warnings

Other documents

- *Public Information Management: Information for the CDEM Sector [IS9/07]*; Ministry of Civil Defence & Emergency Management (2007); ISBN 0-478-25475-X (www.civildefence.govt.nz).
- *Response Management: Director's Guideline for CDEM Group and Local Controllers [DGL 06/08]*; Ministry of Civil Defence & Emergency Management (2008); ISBN 978-0-478-25481-5 (www.civildefence.govt.nz).
- *Recovery Management: Director's Guidelines for CDEM Groups [DGL 04/05]*; Ministry of Civil Defence & Emergency Management (2005); ISBN 0-478-25465-2 (www.civildefence.govt.nz).
- A template for a request process for broadcast of an emergency announcement can be found by typing "MOU" into the search field of the website: www.civildefence.govt.nz
- Practical public education information about what to do before, during and after emergencies can be found on the website: www.getthru.govt.nz

Annex 22.A. Request for broadcast

Issued on official agency letterhead

REQUEST FOR THE BROADCAST OF AN EMERGENCY ANNOUNCEMENT

This is an official request for the broadcast of an Emergency Announcement in accordance with the Memoranda of Understanding between the Ministry of Civil Defence & Emergency Management and radio and television broadcasters.

time/date

Broadcast priority [indicate priority]: **1** **2**

Priority 1: An event of life-threatening or national significance. Broadcast at least every 15 mins.

Priority 2: An event of regional significance. Broadcast at least hourly.

Broadcast target areas: National:

Regional:.....

Period of broadcast: From (immediate/date & time):

To (date & time):

This request for an Emergency Announcement is made by:

[name of Civil Defence Manager].....

Before broadcast, this message must be verified by the MCDEM Duty Officer on:

[insert telephone number]

[Check box to confirm verification]

EMERGENCY ANNOUNCEMENT

This is an official announcement for [insert affected area]:.....

Issued by [insert name of authority]

Concerning [insert type of emergency]:

Brief Summary [May be used in this form by television], followed by more detailed release with details to be presented in a ready-to-read-form, including:

- Nature of threat (what has happened).
- When it happened.
- Where it happened and what areas are under threat.
- What has been done to date.
- What is proposed to be done.
- Public safety instructions/messages/directions.

This Emergency Announcement was issued by [insert name of authority]:

Stay tuned to this station for further information.

Annex 22.B. Request for termination of broadcast

Issued on official agency letterhead

REQUEST TO TERMINATE THE BROADCAST OF AN EMERGENCY ANNOUNCEMENT

time/date

This is an official request to terminate the broadcast of the Emergency Announcement issued in accordance with the Memoranda of Understanding between the Ministry of Civil Defence & Emergency Management and radio and television broadcasters.

[Details]

This request for Termination of an Emergency Announcement is authorised by:

[name of Civil Defence Manager]

Before broadcast, this message must be verified by the MCDEM Duty Officer on:

[insert telephone number]

23. Mass evacuation

Summary Mass evacuation may be necessary during an emergency, if the preferred option of supporting people in situ is not advisable. In order to minimise the impact on people and the community, an evacuation must be well planned, with the community kept informed and supported throughout the process.

Contents The section contents are:

- 23.1 Objective and scope..... 2
- 23.2 Types of evacuation 2
- 23.3 Principles of evacuation 2
- 23.4 Local co-ordination..... 3
- 23.5 Shelter in place or evacuate..... 3
- 23.6 Determine the scale and threshold for evacuation 4
- 23.7 Legal authority for ordering evacuation..... 4
- 23.8 Identifying evacuees 4
 - 23.8.1 Process for evacuation..... 5
 - 23.8.2 Provide command, control, and co-ordination..... 5
 - 23.8.3 Issue public information on evacuation..... 6
 - 23.8.4 Plan for the management and support of special evacuees 7
 - 23.8.5 Plan for specific evacuation procedures including transportation..... 7
 - 23.8.6 Plan for registering evacuees 9
 - 23.8.7 Plan for welfare support to evacuees 10
 - 23.8.8 Plan for evacuation-site security 10
 - 23.8.9 Plan for return of evacuees..... 11
- 23.9 References and links 11

23.1 Objective and scope

73 Objective and scope

- (1) *If evacuation is required, the objective is to evacuate people in a timely, safe, and effective way.*
- (2) *In emergencies people are usually better off sheltering where they are, but evacuation must be considered when risks are too high and cannot be reduced.*
- (3) *Evacuation should take place only when the risk of staying in place is greater than the risk of shifting.*
- (4) *The type of evacuation is determined by the nature of the emergency and the circumstances of the people affected.*
- (5) *This plan does not include the evacuation of agricultural or stock animals.*

23.2 Types of evacuation

74 Types of evacuation

- (1) *Evacuation can be pre- or post-event, voluntary or mandatory.*
- (2) *A pre-event evacuation occurs when the level of risk is uncertain and evacuation is recommended until the situation is contained.*
- (3) *Voluntary evacuation occurs when people choose to move, either without instructions or with instructions.*
- (4) *A mandatory evacuation takes place when the lead agency for the emergency directs that people must leave an area.*

23.3 Principles of evacuation

75 Principles of evacuation

- (1) *As far as possible, evacuation and relocations should take place within a region. When one CDEM Group cannot accommodate its own evacuees, it should ask for and receive help from neighbouring areas. National agencies may give support, and the National Controller will co-ordinate the operation as appropriate.*
- (2) *For evacuations in civil defence emergencies of national significance, the decision to evacuate should be taken in consultation with the National Controller.*

Evacuations can produce long-term negative effects such as causing psychological trauma; disrupting community cohesion, employment and economic continuity. Therefore, evacuation is only to be undertaken as a last resort and done so in a well-managed and organised manner.

Evacuations may be small and limited in both area and number of people to be evacuated¹, or evacuations may be large-scale in terms of people and/or geographic area².

The principles and processes in this section are to be applied to all evacuations, and evacuation planning irrespective of scale.

1 For example, only evacuating those with breathing or medical complications downwind of a potential respiratory threat.

2 For example, evacuating all people in a given geographic area, such as during a nearby volcanic eruption or because of a tsunami warning.

See the MCDEM publication *Mass Evacuation Planning Director's Guidelines for Civil Defence Emergency Management Groups [DGL 07/08]* for more information on evacuation planning.

23.4 Local co-ordination

The procedures in this section are based on a philosophy of local evacuation and relocation within, then across CDEM Groups. These procedures are to be co-ordinated by the lead CDEM Group during an evacuation in conjunction with the National Crisis Management Centre (NCMC) and supported by national agencies.

CDEM Groups and local authorities are responsible for facilitating the planning for the evacuation of populations in their areas, and are, as part of their risk reduction and readiness activities, to perform relevant tasks referred to in this Guide in advance of any emergency. All evacuation arrangements are to be detailed in CDEM Group plans.

All agencies detailed in the CDEM Group plan should exercise local evacuation arrangements.

23.5 Shelter in place or evacuate

76 Deciding to shelter in place or evacuate

- (1) *Sheltering in place should be considered as the first option, and specifically when—*
 - (a) *there has been significant disruption to transport; or*
 - (b) *going outside could expose people to hazardous contaminants.*
- (2) *Evacuation may need to be considered when 1 or more of the following conditions apply:*
 - (a) *personal safety is under continuing threat (for example, further volcanic eruptions are predicted or shelter against bad weather is inadequate):*
 - (b) *there are properties classified as unsafe or insanitary or both and there is a lack of suitable shelter or alternative accommodation:*
 - (c) *public health is gravely threatened (this will usually be as a result of serious, long-term disruption to water supplies or sewerage systems):*
 - (d) *food and water are not available, or available supplies are contaminated or non-potable and pose a risk to health:*
 - (e) *the burden of caring for people in the area is far greater than it would be if they were evacuated. This applies to certain groups (for example, tourist parties) more than to residents.*

People generally fare better in crisis situations when they are familiar with their surroundings, so sheltering-in-place is to be considered as the first option to support the safety and welfare of people impacted by an emergency.

CDEM Groups, in conjunction with the NCMC if applicable, are to decide on whether the at-risk population is to be evacuated or supported as they shelter in place.

23.6 Determine the scale and threshold for evacuation

Pre-determined triggers can be used as a guide to decision-making under specific circumstances, for things such as the mobilisation of resources and the issuing of warnings.

Evacuation planning should consider local vulnerability analyses in order to determine evacuation areas and time scales (including triggers for escalation) for predictable hazards (for example, river height indicators may be pre-established as triggers to evacuate certain at-risk residents).

Speed of hazard onset, predictability of its development, and the capacity of CDEM Groups and local emergency services will determine the appropriate response strategy based on triggers and plans.

23.7 Legal authority for ordering evacuation

Prior to a declaration Prior to a declaration of a state of emergency New Zealand Police (under Common Law) have the legal authority to order an evacuation and use reasonable force as necessary³. The New Zealand Fire Service is similarly able to order an evacuation if life or property is in danger.

Following a declaration Following a declaration of a state of emergency the New Zealand Police and a CDEM Controller (CDEM Act 2002, Section 86) may authorise the evacuation and exclusion from any premises or place. This can be effected pre- or post-event.

Note: If the New Zealand Fire Service effects an evacuation following a declaration, it would be done in consultation with the CDEM Controller whenever possible.

23.8 Identifying evacuees

77 Identifying evacuees

- (1) Any communication of a decision to shelter or evacuate must clearly state to whom it applies.
- (2) The area to evacuate must be clearly identified, which will enable CDEM Groups and NCMC to estimate numbers to be evacuated and the resources needed to carry out the evacuation.
- (3) If possible, the identity and circumstances of evacuees should be recorded.

The New Zealand Police and New Zealand Fire Service are to provide regular information updates on the status and scale of the event and the location of evacuees to enable CDEM Group(s) and the NCMC to accurately estimate the numbers of people affected⁴.

CDEM Group(s) (with the NCMC) are to:

- map the known and forecasted extent of the emergency;
- consider demographics, and detail potential evacuees by number, including at-risk or vulnerable groups;

³ However, this only applies when danger is imminent; people cannot be ordered to move as a precaution if danger is expected. *New Zealand Police: Manual of Best Practice, Volume 1, Emergencies*; p9 (New Zealand Police, 2004).

⁴ The Guide excludes the evacuation or relocation of agricultural or stock animals, which are an animal welfare issue (see clause 48 of the National CDEM Plan).

- trigger Memorandum of Understanding (MOU) for evacuation support from adjacent CDEM Group(s);
- share proposed evacuation data with adjacent CDEM Groups(s) and the NCMC (**see** section 21, Emergency information management, for more information).

See 23.8.6, for information on planning for the registration of evacuees.

23.8.1 Process for evacuation

78 Process for evacuation

The process for evacuation (including command, control, and co-ordination, public instructions, special categories of evacuees, security, and evacuee return) is contained in The Guide.

The following process is to be addressed in CDEM Group evacuation plans:

- definition of conditions under which an evacuation may be necessary, and conditions under which it may be better to support people ‘sheltering in place’ (**see** 23.5 for more information);
- pre-event identification of those at risk who may require evacuation;
- a clear chain of command, control and co-ordination, as well as designation of those authorised to order an evacuation;
- instructions to the media, public and businesses;
- procedures for assisting special categories of evacuees⁵;
- develop specific evacuation plans and procedures that address:
 - the circumstances of the emergency;
 - transportation;
 - evacuation of specific locations;
- a means of accounting for evacuees;
- planning for welfare support for evacuees;
- security of evacuated areas; and
- procedures for the return of evacuees.

23.8.2 Provide command, control, and co-ordination

The public, CDEM Groups and support agencies involved in an evacuation process are to clearly understand who is in control. Emergency services alone cannot be expected to deal with a large-scale evacuation and relocation of residents. Such an event will require participation and co-operation between local authorities, emergency services, lifeline utilities and others.

In the event of a local evacuation, CDEM Groups are to initiate and co-ordinate the movement and relocation of evacuees. Evacuation is generally carried out by the New Zealand Police or the New Zealand Fire Service.

Nationally directed evacuations are to be initiated and co-ordinated by the National Controller in conjunction with the CDEM Group(s) in the affected area, following specific localised evacuation plans.

‘On-the-ground’ command and control – visible leadership – is to be provided by the New Zealand Police (because moving large numbers of people requires maintaining public order and traffic control).

CDEM Group(s) (with the NCMC):

⁵ For example, hospitals, care facilities, schools (children in school are to be cared for as specified in school emergency response plans).

- convene the operational group for planning as required; and
- issue public information (and inform media) as required (**see** section 22, Public information management for more information).

23.8.3 Issue public information on evacuation

Information conveyed by local authorities, CDEM Groups (or the NCMC) to the public is to contain the assurance of a well-managed emergency response and the message that people should remain calm and follow the instructions of emergency services personnel.

The public will require regular information updates. These are to be kept simple and be disseminated in as many forms and to as many outlets as possible, such as radio, television, newspapers, flyers, the internet and mobile public announcement (PA) systems (**see** section 22, Public information management, for more information).

Sheltering in place

Upon instruction to shelter in place, the public are to be informed of:

- the hazard and its potential consequences;
- the area affected and where sheltering in place is advised;
- expected duration of the event and subsequent follow-up announcements;
- what emergency supplies to gather;
- actions required to safeguard health and property;
- special instructions for special categories of evacuees; and
- businesses are to be informed on their responsibility to provide a safe environment for employees and customers as an occupational safety and health duty of care.

Evacuation

Upon instruction to evacuate, the public are to be informed of:

- the hazard and its potential consequences;
- the area being evacuated;
- the people to be evacuated, when not everyone within that area is being evacuated;
- the rationale behind evacuation decisions;
- the expected duration of the evacuation;
- destination for evacuee relocation;
- essential personal belongings to take;
- instructions for securing homes and property, and security arrangements for the evacuated area;
- instructions regarding evacuation of domestic animals;
- special instructions for vulnerable groups including schools, hospitals, care facilities;
- special instructions for businesses;
- where and when to assemble if evacuees require transport;
- details for providing support and transport for other members of the community if people are able to provide assistance;
- safe routes for primary, secondary, and one-way traffic, taking account of other restrictions;
- key times (e.g. until next warning message, hazard impact, etc.);
- directions as to where to seek further information (e.g. established 0800 helplines etc.);
- transportation options including self-evacuation, or use of CDEM-organised assembly points for evacuation;

- evacuee registration expectations and processes;
- the welfare support available; and
- issuing authority (which agency).

CDEM Group(s) (with the NCMC):

- compile and issue public information as outlined above; and
- provide access to call centres and 0800 numbers to answer concerns from the public.

See section 21, Emergency information management and section 12, Welfare, for more information.

New Zealand Police and the New Zealand Fire Service are to support the evacuation process by:

- assisting with the dissemination of public information; and
- directing evacuees 'on-the-ground'.

23.8.4 Plan for the management and support of special evacuees

CDEM Groups are required to provide evacuation instructions and support for special categories of evacuees including tourists, people with disabilities, and those with English as a second language, or who do not speak English.

CDEM Group(s) (with the NCMC and welfare and health agencies) are to:

- assess the unique needs of the special categories of evacuees and the numbers involved;
- assign staff to support these evacuations.

23.8.5 Plan for specific evacuation procedures including transportation

An evacuation plan must suit the particular circumstances of an emergency event such as the location of the emergency, its scale, the boundaries of evacuation areas, the direction of evacuee movement, and the location of reception and shelter centres.

Factors such as the weather, day of the week and time of day will have a bearing on the number of people to be evacuated from an area and the time taken.

CDEM Group(s) (with the NCMC) are to engage with New Zealand Police, New Zealand Transport Agency, Kiwi Rail, the Civil Aviation Authority and Maritime New Zealand to plan for:

- actual circumstances⁶;
- boundaries of the area to be evacuated;
- preferred means and routes of evacuee transportation;
- location of the assembly and reception areas to be used;
- location of medical and care-giving facilities, schools, and recreation facilities within the evacuation area, to ensure that they are notified and that the needs of special categories of evacuees are addressed; and
- timing of stages and priorities for the evacuation.

Transportation

Identifying the resources, priorities, and recording procedures for evacuee transport are crucial activities in evacuation planning.

CDEM Groups are encouraged to establish a transportation support group to assist in: transportation strategies for emergency evacuations; co-ordination of evacuation

6 For example, consider the weather, time of day, location and extent of any damage.

transport activities, and operating in support of the Controller. The transportation support group is to:

- determine transportation strategies for emergency evacuations;
- determine tasks and priorities;
- facilitate the continuing operation and maintenance of transport corridors;
- facilitate the undertaking of tasks with the appropriate operator;
- ensure communications between agencies, including the sharing of information on transport network status, weather conditions, and local situations;
- maintain records for purposes of compensation.

When allocating resources to emergency evacuation transport priorities, CDEM Groups are to consider:

- the preservation of life;
- evacuation of people from areas of high risk;
- the assisted movement of special evacuees;
- transportation of emergency and essential services;
- transportation of the public.

See section 26, Government financial support for information on evacuation cost recovery.

Supporting arrangements

Road Transport Sector Plan

CDEM Groups, with the support of New Zealand Transport Agency and the New Zealand Police, are to act to:

- define and publicise the main evacuation route(s) to be used – primary and secondary (with due regard to priority access routes⁷);
- maintain and control access to priority routes pre- and post-event (adjust maintenance to ensure maximum availability of routes);
- adjust and disseminate a Traffic Control Management Plan, which includes:
 - identifying necessary traffic control points;
 - restricting inbound traffic to emergency support only;
 - restricting 'cross town' traffic to aid exit flows;
 - reprogramming of traffic control devices (traffic signals etc) to enable the revised traffic patterns;
 - possible use of both sides of roadways (contraflow or reverse-lanes, whereby all lanes are routed in a single direction during an evacuation);
 - continuing the feed to public and mass transit systems (bus, rail);
 - ensure access to timely and accurate traffic information and route status during evacuations (via available systems, e.g. check points, Intelligent Transport Systems);
- report to the CDEM Group on the status of the roading network.

⁷ For example, see Safe Routes Projects developed as a pre-event risk-reduction activity by regional Lifelines Groups e.g. www.aelg.org.nz that identify priority routes.

Air Sector Plan

Civil Aviation Authority and airport and airline companies, as appropriate by region, are to:

- report to the CDEM Group on the status of the airport (including terminals, freight centres and taxiways);
- report on the status, location, capacity and terminal requirements of aircraft assets;
- conduct internal assessments of how passenger and freight air assets can be utilised and provide assessments to the EOCs and NCMC;
- act according to the Controller's tasking; and
- keep records of all expenses for subsequent reimbursement.

Sea Sector Plan

Maritime New Zealand, port and shipping companies, as appropriate (**see** section 4, General roles and responsibilities), are to:

- report to the CDEM Group on the status of port and harbour facilities;
- report to the CDEM Group on the status, location, capacity and docking requirements of shipping assets;
- conduct an internal assessment of how shipping assets can be utilised and advise the CDEM Group EOCs and NCMC;
- act according to the Controller's tasking; and
- keep records of all expenses for subsequent reimbursement.

Rail Sector Plan

Railway infrastructure owners, access providers and rail operators, including as appropriate: Kiwi Rail, local authorities, Kiwi Rail, Veolia Transport (**see** section 4, General roles and responsibilities), are to:

- report to the CDEM Group on the status of rail infrastructure (lines, bridges, tunnels) leading to and from evacuation areas, and inform the CDEM Group EOC and NCMC;
- report quantities, capacities, availability of rail vehicle assets;
- conduct an internal assessment of how passenger rail assets can be utilised, including capacity, timing and external support required and advise the Group EOC and NCMC;
- act according to the National Controller's tasking; and
- keep records of all expenses for subsequent reimbursement.

Planning for evacuation of specific locations

CDEM Group plans are to cover arrangements for the evacuation of specific areas such as central business districts and at-risk populations (for example, educational facilities, hospitals, prisons and institutions).

23.8.6 Plan for registering evacuees

CDEM Groups, with assistance from support agencies, are responsible for the registration of evacuees. For nationally significant events, the NCMC is to initiate the New Zealand Red Cross agreement to collate registration information collected by CDEM Groups, and to operate the national inquiry centre (as outlined in section 12, Welfare).

Many people will voluntarily evacuate and many will not register. A number of people outside of an evacuation area may also 'shadow evacuate' as a precaution, even

though they may not be in danger. In the majority of emergencies, a CDEM duty of care can only extend to members of the public who have registered as evacuees or approached a responding agency for assistance.

CDEM Group plans are to cover methods of registration and identification of displaced persons, who are to be communicated with and offered support and assistance in long-term evacuation situations.

CDEM Group(s) with the NCMC are to plan for situations of long-term evacuation and the registration and identification of displaced persons (**see** section 12, Welfare for more information on registration).

In all respects (warning, evacuation, welfare support) diplomatic staff and foreign nationals are subject to the arrangements in this section. Ministry of Foreign Affairs and Trade is to seek details of foreign nationals who have been affected, in order to co-ordinate issues relating to the diplomatic community and foreign nationals in New Zealand. Ministry of Foreign Affairs and Trade is to work with the New Zealand Red Cross to collect and process this information (**see** *Ministry of Foreign Affairs and Trade Protocol Guidelines – Civil Defence Emergency Management*).

23.8.7 Plan for welfare support to evacuees

See section 12, Welfare for information on welfare support to evacuees.

23.8.8 Plan for evacuation-site security

CDEM Group plans are to detail security arrangements for evacuated areas. Security is to be:

- established during evacuation;
- maintained for an extended period; and
- publicised to owners of property as an assurance, and as a deterrence to theft and vandalism.

The provision for controlled entry and access should be included in CDEM Group evacuation plans to allow for evacuated people to return to their properties to collect items such as documentation.

The New Zealand Police, New Zealand Fire Service and security services:

- may be able to assist in establishing immediate short-term security cordons and the Traffic Control Management Plan;
- may contract long-term security cordons and patrol of an evacuated area. (The New Zealand Police will not provide long-term security. This need is to be met by other arrangement.);
- use the CDEM Group's public information management process to publicise security arrangements;
- in conjunction with the CDEM Group, make decisions regarding controlled entry processes; and
- maintain records of expenditure.

23.8.9 Plan for return of evacuees

CDEM Groups are to plan for the return of evacuees in an orderly and safe manner.

CDEM Group(s) (with the NCMC) are to:

- determine the timing and staging of return;
- specify exact locations to stage progressive return;
- determine and provide the method and process of support for return;
- provide on-site support to returnees.

Welfare Advisory Group(s) and the National Welfare Co-ordination Group are to:

- provide welfare and support services to returnees (**see** section 12, Welfare for more information); and
- participate in planning for recovery of the affected area and population (**see** section 25, Recovery for more information).

23.9 References and links

Other sections of the Guide

- Section 9, Health services
- Section 12, Welfare
- Section 21, Emergency information management
- Section 22, Public information management
- Section 25, Recovery
- Section 26, Government financial support

Other documents

- *Mass Evacuation Planning Director's Guidelines for Civil Defence Emergency Management Groups [DGL 07/08]*; Ministry of Civil Defence & Emergency Management (2008); ISBN: 978-0-478-25482-2 (www.civildefence.govt.nz).
- *Tsunami Evacuation Zones: Director's Guideline for Civil Defence Emergency Management Groups [DGL 08/08]*; Ministry of Civil Defence & Emergency Management (2008); ISBN 978-0-478-25483-9 (www.civildefence.govt.nz).
- *Manual of Best Practice, Volume 1, Emergencies*; New Zealand Police (2004)
- *Ministry of Foreign Affairs and Trade Protocol Guidelines - Civil Defence Emergency Management*.

24. International assistance for New Zealand

Summary Offers of international assistance or requests for international assistance may result from an emergency. When these occur they are to be considered by government using the system of Domestic and External Security Co-ordination (DESC).

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24.1 Introduction

International assistance for New Zealand

79 Introduction

- (1) *An emergency in New Zealand may generate offers of assistance from overseas governments and non-governmental organisations, or necessitate requests from New Zealand for external help.*
- (2) *The Government will address requests for, and offers of, overseas assistance through the government crisis management arrangements of DESC.*

24.2 Requests for international assistance

80 Requests for international assistance

- (1) *The Government may request international assistance in a civil defence emergency.*
- (2) *The National Controller or the Director will seek approval for the deployment of international assistance.*
- (3) *MCDEM may require international support to co-ordinate the entry and deployment of international assistance.*

A request from the National Controller for international assistance is to be considered through the DESC system. The National Controller has standing arrangements to seek international response assistance through the Office for the Co-ordination of Humanitarian Affairs in Geneva (**see** 24.4, for more information).

Types of assistance

The type of assistance sought would be:

- a United Nations Disaster Assessment and Co-ordination (UNDAC) team;
- urban search and rescue assets;
- logistical support;
- other support not available through bilateral government-to-government arrangements.

Bi-lateral arrangements

Agencies are to activate their bi-lateral response arrangements in consultation with the National Controller.

MCDEM, in co-operation with Ministry of Foreign Affairs and Trade, is to maintain a database of government agency bi-lateral arrangements. It is the responsibility of any New Zealand government agency with bilateral arrangements or any government agency in the process of developing arrangements with bilateral partners to notify MCDEM of any changes to the arrangements.

24.3 Offers of international assistance

81 Offers of international assistance

- (1) Offers to New Zealand of emergency assistance from international sources will be considered in the DESC system and managed by—
 - (a) the Ministry of Foreign Affairs and Trade in the case of government-to-government assistance; or
 - (b) the New Zealand representatives of non-governmental organisations in the case of all other overseas assistance; or
 - (c) the National Controller, if there is no New Zealand representative.
- (2) Upon arrival in New Zealand, the assistance will be co-ordinated through the National Controller or other agencies as appropriate.

Note – Plan clause 81(1)(c)

Refers to a situation where there is no New Zealand non-governmental organisation representative.

24.3.1 Ministry of Foreign Affairs and Trade

Ministry of Foreign Affairs and Trade is to co-ordinate, with assistance from the National Crisis Management Centre (NCMC), bi-lateral and spontaneous offers of international assistance.

24.3.2 Non-governmental organisations

Non-governmental organisations, represented in New Zealand, will provide support to their international partner agencies, this is to include:

- communications and information management;
- links to the NCMC and CDEM Group Emergency Operations Centres (EOCs).

Non-governmental organisations not represented in New Zealand will be referred to the Association of Non Government Organisations of Aotearoa, which is to provide the support outlined above in liaison with the National Controller.

24.3.3 United Nations

Following a major earthquake in New Zealand, an offer of support may also come from the Office for the Coordination of Humanitarian Affairs in Geneva¹ to the New Zealand United Nations Permanent Mission in Geneva to ensure the timely deployment and co-ordination of urban search and rescue assets (**see** 24.2, for more information).

1 This is an internal UNOCHA procedure as a result of international seismic monitoring. If UNOCHA is unable to contact New Zealand following a major earthquake, they will contact the New Zealand permanent mission in Geneva.

24.4 United Nations Office for the Coordination of Humanitarian Affairs (OCHA)

82 United Nations Office for the Coordination of Humanitarian Affairs (OCHA)

- (1) *The United Nations General Assembly Resolution 46/182 strengthened the United Nations' international response to both complex emergencies and natural disasters. The resolution also created the high-level position of Emergency Relief Coordinator as the single United Nations focal point for complex emergencies, as well as for natural disasters.*
- (2) *OCHA, under the direction of the Emergency Relief Coordinator, co-ordinates humanitarian response, policy development, and humanitarian advocacy. OCHA has a wide range of tools, which are developed, mobilised, and co-ordinated by the Field Coordination Support Section, based in Geneva. These are—*
 - (a) *the United Nations Disaster Assessment and Coordination (UNDAC) team, which is a stand-by team of disaster management professionals who are nominated and funded by member governments, OCHA, and other United Nations agencies; and*
 - (b) *the International Search and Rescue Advisory Group (INSARAG), which deals with urban search and rescue (USAR) and related disaster response issues; the United Nations General Assembly Resolution 57/150 deals with strengthening the effectiveness and co-ordination of international USAR assistance; and*
 - (c) *the Virtual On Site Operations Coordination Centre, which provides an Internet tool to facilitate the information exchange between responding governments and organisations involved during an emergency; and*
 - (d) *surge capacity available through OCHA, which provides a mechanism to rapidly deploy international resources to emergencies with the aim of supporting the co-ordination function in the field.*
- (3) *New Zealand joined consensus on United Nations General Assembly Resolutions 46/182 and 57/150, which were adopted without vote. OCHA is able to deploy resources at short notice if requested by New Zealand in a state of national emergency or a civil defence emergency of national significance (further detail is contained in The Guide).*
- (4) *The United Nations maintains an international register of all types of assets available, which can be accessed, if necessary, through OCHA.*

24.4.1 United Nations Disaster Assessment and Coordination team

United Nations Disaster Assessment and Coordination (UNDAC) teams offer co-ordination, assessment and information-management expertise consistent with New Zealand's civil defence emergency management skills and competencies. MCDem has a relationship with UNOCHA and maintains New Zealand UNDAC team members trained in the UNDAC operating procedures. Through this arrangement New Zealand contributes to UNDAC missions in other countries and UNDAC support is available to New Zealand.

24.4.2 International Search and Rescue Advisory Group

International Search and Rescue Advisory Group (INSARAG) provides for accreditation of urban search and rescue (USAR) teams for meeting the INSARAG guideline requirements for appropriate, internationally accepted skills and competencies and equipment and border access arrangements. New Zealand maintains three USAR Task Forces meeting INSARAG guidelines for New Zealand.

24.4.3 Virtual On Site Operations Co-ordination Centre

The Virtual On Site Operations Co-ordination Centre (VOSOCC) is a secure web site managed by UNOCHA used for the co-ordination of international assistance and for keeping the international community informed of an emergency situation. In New Zealand, the provision of information on the VOSOCC is limited to NCMC staff, the UNDAC team and USAR team leaders.

24.4.4 United Nations OCHA Central Register

MCDEM is to provide information to OCHA to ensure that the New Zealand section of the register is current.

The central register includes:

- Five directories of specific disaster management assets:
 - Search and Rescue Directory;
 - Military and Civil Defence Assets Directory;
 - Emergency Stockpiles of Disaster Relief Items;
 - Rosters of Disaster Management Expertise;
 - Advanced Technologies for Disaster Response Directory;
- Three directories of contact persons:
 - National Focal Points and Legislation for Customs Facilitation in International Humanitarian Emergency Assistance;
 - contact points for disaster response;
 - major donors of emergency humanitarian assistance.

24.5 Ministry of Foreign Affairs and Trade

83 Ministry of Foreign Affairs and Trade

The Ministry of Foreign Affairs and Trade will maintain effective lines of communication to foreign governments and international organisations on all aspects of a disaster both through New Zealand's overseas posts and through foreign diplomatic missions accredited in New Zealand.

Links with the international community

ODESC is to authorise the National Controller to provide daily situation reports for the international community. The following links to the international community are to be utilised:

- Ministry of Foreign Affairs and Trade existing lines of communication to foreign governments and international organisations;
- New Zealand's overseas diplomatic posts;
- foreign diplomatic missions accredited in New Zealand;
- UNOCHA's relief web: www.reliefweb.int.

Ministry of Foreign Affairs and Trade, with the assistance of New Zealand Red Cross, the New Zealand Police, Ministry of Health, and New Zealand Customs Service, is to keep the international community informed of the safety and whereabouts of foreign nationals.

24.6 Operational arrangements

Should the government request international assistance, MCDEM will:

- provide a national point for co-ordination of international assistance, including the supply of information and the allocation of international resources to CDEM Group(s) in the affected area(s);
- promote clear lines of communication with NGOs and other agencies that are providing assistance, by:
 - establishing regular co-ordination meetings;
 - sharing information (including but not limited to situation reports);
- facilitate the participation of NGOs and other agencies in multi-agency meetings or activities as required (Association of Non Government Organisations of Aotearoa, New Zealand Red Cross, Ministry of Foreign Affairs and Trade);
- facilitate contact with CDEM Group EOCs.

24.7 References and links

Other documents

- *United Nations Disaster Assessment and Co-ordination Field Handbook.*
- *CDEM Plan – Emergency Response Plan*; Ministry of Foreign Affairs and Trade
- *New Zealand United Nations Disaster Assessment and Co-ordination Guidelines.*
- New Zealand Fire Service: urban search and rescue planning documents.
- United Nations Office for the Co-ordination of Humanitarian Affairs website (and access to the Virtual On Site Operations Co-ordination Centre): www.reliefweb.int.
- National Crisis Management Centre: Standard Operating Procedures.
- *Urban Search & Rescue, International USAR Mobilisation Manual* (available from the New Zealand Fire Service).

25. Recovery

Summary The process of recovery is to re-establish the quality of life of the community following an emergency. Recovery starts as soon as possible in the local community and addresses the social, economic, natural and built environments.

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Part 9
Recovery

Civil defence emergency management recovery

84 Scope

- (1) *The civil defence emergencies addressed by this plan will threaten the physical and emotional well-being of large numbers of people.*
- (2) *The response to and efforts to recover from an emergency are interrelated.*
- (3) *Action to achieve a response or recovery, or both, should be concurrent and co-ordinated.*
- (4) *Welfare activity will have started in the response phase at the beginning of the emergency and will continue through recovery.*
- (5) *The aim of immediate recovery activity is to restore as quickly as possible the quality of life of those affected so that they are able to continue functioning as part of the wider community.*
- (6) *In the medium to long term the aim is to seek the regeneration of a community by addressing the economic, social, natural, and built environmental effects of an emergency. This may take a short time or many years, possibly decades.*
- (7) *Measures to help recovery should be implemented as soon as possible, although early consideration will need to be given to the long-term implications of re-establishing affected communities in the same location as before the event.*
- (8) *Generally, government assistance in recovery will only be considered in circumstances involving emergencies of an unusual type or magnitude, and will be made available only when recovery is beyond the capacity of the local community.*
- (9) *Recovery consists of co-ordinated efforts and processes to effect the short-, medium-, and long-term holistic regeneration of a community following an emergency.*
- (10) *Recovery encompasses the community and four environments—*
 - (a) *social; and*
 - (b) *economic; and*
 - (c) *natural; and*
 - (d) *built.*
- (11) *These environments are the focus of recovery activity in the short, medium, and long term.*

The community and the four environments (see **Figure 25.1**) are the focus of recovery activity in the short, medium and long term and form the principles for meeting the recovery needs of individuals and communities.

This interaction between the community and the environments must involve members of the community and be supported by local, regional and national structures.



Figure 25.1: Integrated and holistic recovery

The four environments form the generic recovery structure (see **Figure 25.2**). These four environments must be represented by task groups to address all the elements of recovery. Alternatively separate subtask groups may be set up depending on the scale of the emergency¹. Task groups are co-ordinated by a Recovery Manager.

Communication between the recovery manager and any task groups / subtask groups is critical for co-ordinating tasks and rebuilding community confidence. An effective supporting administrative structure is essential. Once formed, task and subtask groups need to meet regularly to ensure that the appropriate sharing of information and resources is undertaken. Progress reports must be provided to all agencies and the media.

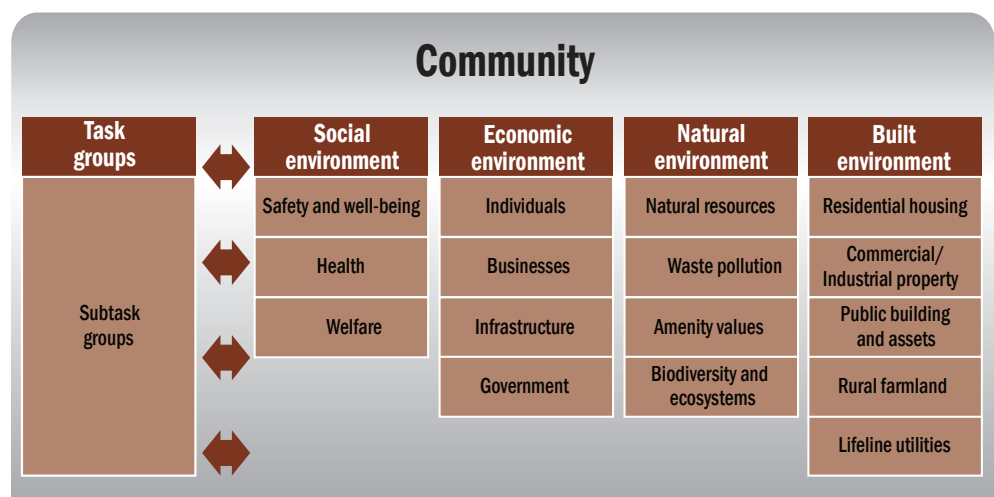


Figure 25.2: Generic recovery structure

1 For example: (a) Currently Welfare Advisory Groups established by a number of CDEM Groups include representatives to enable social environment requirements to be addressed. However, in a large emergency, instead of one task group addressing safety and wellbeing, health, and welfare, three separate subtask groups may be set up. (b) A rural management subtask group will almost always be formed as most emergencies are likely to have an impact on the rural sector (see www.maf.govt.nz). This is in addition to any other subtask groups for the built environment being set up.

25.2 Recovery management structure

The recovery management structure (see in **Figure 25.3**) is based on task and subtask groups being undertaken in parallel at local, CDEM Group and national levels, which ensures that recovery activities in the immediate, medium and long term are co-ordinated. Government agencies work together during the readiness phase to ensure that their arrangements provide a co-ordinated and timely response during the response and recovery phases of an emergency. These national agencies also work with CDEM Groups and their task/subtask groups, to promote parallel arrangements between local, regional and national levels.

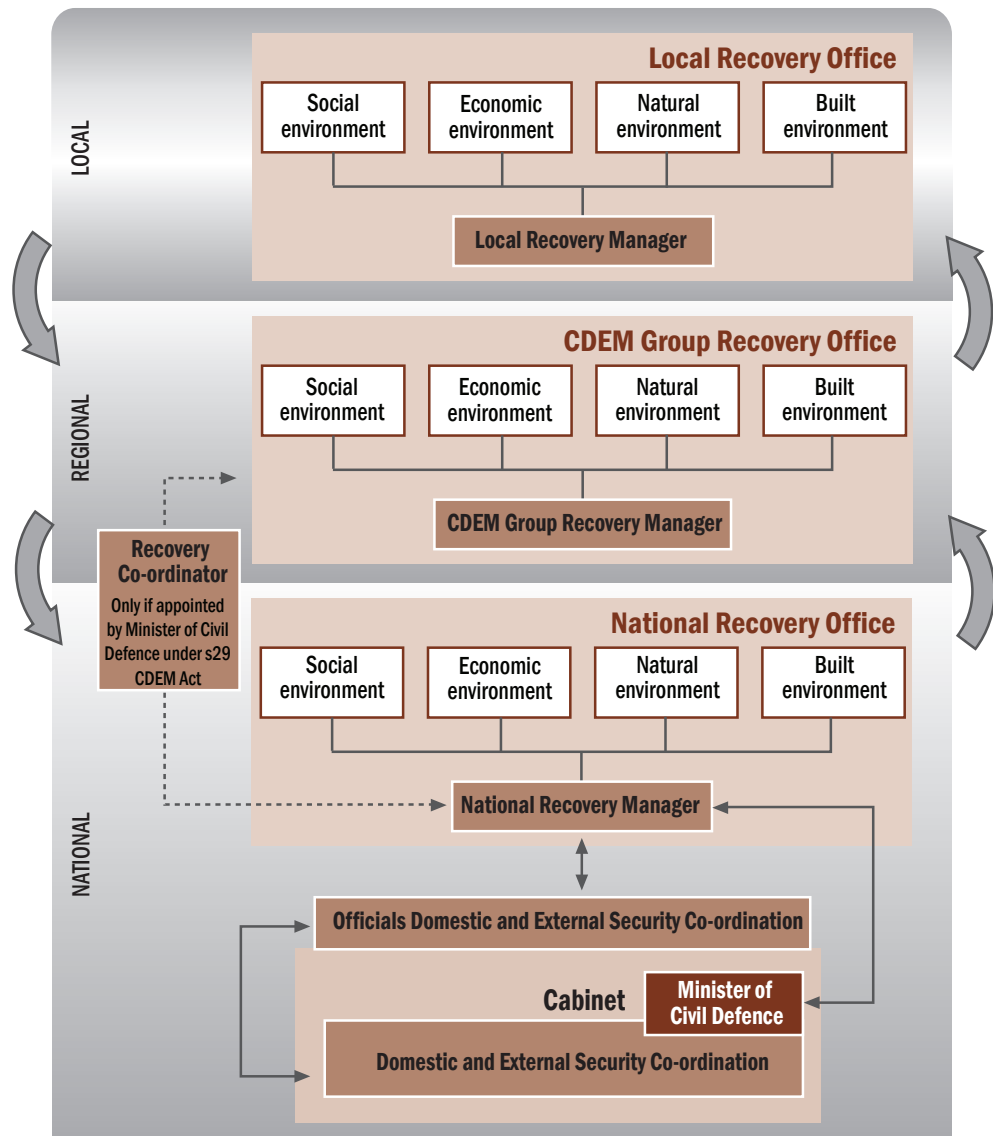


Figure 25.3: National recovery management structure

25.3 Transition from response to recovery

85 Transition from response to recovery

- (1) Recovery begins on day one of an emergency.
- (2) This means the recovery arrangements are established and information received about the response is used as a basis for planning recovery.
- (3) As the response concludes, a careful transition to recovery must be managed.
- (4) The transition from response to recovery in national emergencies or civil defence emergencies of national significance may be staged and variable across regions and areas.
- (5) It is expected that the transition from a state of national emergency or a civil defence emergency of national significance will be discussed and agreed between local, group, and national controllers.
- (6) The principal aspects of this transition are—
 - (a) a recovery action plan will—
 - (i) be prepared in association with the affected CDEM Groups; and
 - (ii) be prepared in consultation with recovery task groups; and
 - (iii) recognise those welfare arrangements established during response that will continue through recovery; and
 - (b) a communications plan will be developed in conjunction with relevant recovery agencies.

Recovery Action Plan

A Recovery Action Plan is developed following an emergency to document the actions to be taken to facilitate recovery. This will be prepared in consultation with members of the recovery task groups. (A Recovery Action Plan template is included as Annex 25.B, and can also be downloaded from www.civildefence.govt.nz.)

Additional activities

Four additional activities are undertaken as part of the transition from response to recovery, these being:

1. a response transition report prepared by the National Controller outlining:
 - the Response Action Plan in place at the time of transition, emphasising intended actions that are incomplete;
 - the nature and state of all assigned resources;
 - a summary of the condition of the various aspects of the community affected by the emergency, focusing on the four environments and their inter-relationships;
 - a summary of the nature and extent of damage to the area covered by the CDEM Group(s), noting specifically any areas or situations that have the potential to re-escalate the emergency;
 - a forecast of the expected recovery outcomes; and
 - proposals for activities to be continued in the recovery phase.
2. a transition briefing, chaired by the National Controller and using the response transition report, involving all key response and recovery personnel.
3. the communications and public information functions are transferred to the National Recovery Office to manage all information under the direction of the National Recovery Manager. Information management is to include the provision of information to the media on the progress of recovery activities. The National Recovery Manager is delegated the responsibility for information management from the Director of CDEM and is to ensure that all relevant government agencies involved in recovery activities continue to co-ordinate activities and are cognisant of public information management arrangements. (**see** section 22, Public information management for more information).

4. a media briefing may be undertaken following the handover from response to recovery. The purpose of this is to:
 - provide assurance to communities affected by the emergency;
 - outline the scope and current priorities for recovery;
 - reinforce selected key messages to target audiences and provide the media with new/updated contacts for the Recovery Office.

25.4 Process of civil defence emergency management recovery

86 Process of civil defence emergency management recovery

The process of civil defence emergency management recovery, including decision-making, reporting, and media management, is provided in The Guide.

25.4.1 Implementation of recovery activity

Recovery Action Plans will vary according to the type of emergency, its scope, and the ability of local authorities and CDEM Groups to manage events in their area. The following process details the steps that may be taken by government to put a Recovery Action Plan in place in the minimum time. To help achieve this, as much concurrent activity as possible should be undertaken:

- each CDEM Group and/or agency dealing with an emergency is to advise the Director of CDEM of the likelihood of the need for government co-ordination and assistance;
- the Director of CDEM is to advise the Minister of Civil Defence of the situation and the recovery measures required immediately. The domestic and external security co-ordinator would also be advised at the earliest opportunity so that national resources could be co-ordinated through the Officials Committee for Domestic and External Security Co-ordination (ODESC). The development of a Recovery Action Plan begins while the response to an emergency is still underway;
- as soon as appropriate, the Director of CDEM and/or a representative are to visit the affected area and obtain first-hand information on the situation and likely recovery tasks. They may take such immediate action as is necessary to start the recovery process;
- the Director of CDEM is to develop a preliminary Recovery Action Plan in conjunction with the CDEM Groups and agencies concerned. The preliminary Recovery Action Plan is primarily concerned with the physical safety and well-being of the population in the emergency area, and with establishing the mechanisms for implementing other recovery measures;
- the Recovery Action Plan is to be implemented by the relevant CDEM Groups and agencies using the structure outlined in Figure 25.3. The Director of CDEM remains responsible for the co-ordination of the Recovery Action Plan and for identifying and addressing any impediments to its implementation;
- in recovery, Domestic and External Security Co-ordination (DESC) ministers and ODESC will meet as necessary to monitor progress and to make further decisions;
- the Recovery Action Plan is to be updated on a regular basis to take account of long-term recovery activities and to develop a planned exit strategy.

25.4.2 Reporting

Regular reporting on recovery activity is to be provided by the National Recovery Manager to affected CDEM Groups, government agencies and ODESC.

25.4.3 Public information management

The Director of CDEM is responsible for providing information to the media on the progress of the recovery effort (**see** section 22, Public information management for more information).

25.4.4 Exit strategy

87 Exit strategy

It is important to establish an exit strategy which should include—

- (a) assistance required in the long term; and*
- (b) a transition to business as usual so as to manage long-term recovery; and*
- (c) planning and reporting in the long term; and*
- (d) management of public information and communications; and*
- (e) opportunities for communities to discuss unresolved issues and to continue to participate in their recovery; and*
- (f) changes to organisational arrangements including the need for task groups; and*
- (g) debriefing and reviewing.*

25.5 Operational arrangements

Operational arrangements are indicated in the structure diagram **Figure 25.3**.

Government departments

At a national level, many government departments operate within CDEM clusters on the delivery of recovery functions under the four environments and to support CDEM Groups (**see** section 11, Clusters for more information). The Ministry of Civil Defence & Emergency Management (MCDEM) co-ordinates this activity. Government departments participate in the recovery task or subtask groups which co-ordinate the recovery activity. It is expected that these task and subtask groups will be paralleled at both CDEM Group and local level. In addition, integrated planning to address the sub-tasks identified in **Figure 25.2** should be undertaken by participating agencies.

Director, CDEM

The Director of CDEM is responsible for co-ordinating the recovery process. The detailed responsibilities of the Director are to:

- brief the Minister of Civil Defence on the situation and advise on what government assistance is required for recovery activities;
- provide information to ODESC, including any recommendations for Cabinet consideration;
- prepare and implement a Recovery Action Plan;
- ensure the Recovery Co-ordinator (refer to section 29 of the CDEM Act), if appointed, has sufficient support to enable tasks to be completed as quickly and efficiently as possible;
- conduct a post-recovery review and update procedures, where necessary.

National Recovery Manager

The Director of CDEM co-ordinates activity through a National Recovery Manager and, where necessary, the establishment of a Recovery Office. The National Recovery Manager:

- co-ordinates the establishment of, and planning for, recovery activity in the short, medium and long term, and establishes a Recovery Office to manage the recovery function;
- implements appropriate reporting and tracking mechanisms (**see** section 21, Emergency information management for more information);
- activates the agencies involved in recovery;
- chairs recovery meetings of representatives from recovery task groups;
- works with the MCDEM policy team to draft Cabinet papers for recovery activity as required;
- works with the National Controller and Public Information Manager to ensure the smooth transition between response and recovery;
- co-ordinates the recovery activity of the relevant CDEM Groups, lifeline utilities, government agencies and international assistance following the transition from response to recovery and during the short, medium and long term;
- arranges organisational debriefing for the agencies involved in recovery activities.

National Recovery Office

The National Recovery Manager establishes the National Recovery Office to ensure recovery activity is co-ordinated and the recovery function, as documented in the National CDEM Plan, is implemented (see **Figure 25.4**). Key responsibilities and tasks for the Recovery Office include:

- establishing and maintaining appropriate levels of staffing and resourcing in the Recovery Office;
- ensuring the recovery effort between agencies is co-ordinated;
- integrating and co-ordinating recovery activity across the four task groups and relevant subtask groups;
- liaising with Group Recovery Managers;
- determining and prioritising major areas of recovery;
- formulating recovery policies and strategies;
- establishing a timeframe for the implementation of recovery activities;
- ongoing recovery planning at the national level;
- co-ordinating regular national recovery reports on the progress of recovery activities;
- monitoring recovery activities;
- co-ordinating advice and information on expenditure and government assistance;
- providing national level co-ordination of public information function;
- administration.

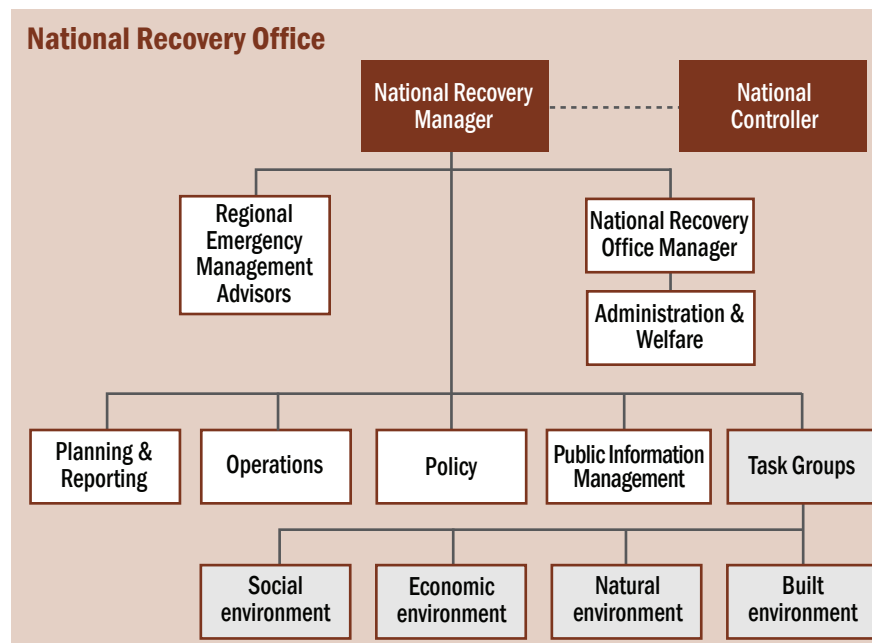


Figure 25.4: Structure of the National Recovery Office

CDEM Group Recovery Manager

The role of the CDEM Group Recovery Manager in an emergency is to co-ordinate the recovery activity within their region. The role of the Local Recovery Manager is to co-ordinate the recovery activity within the local authority area with the CDEM Group Recovery Manager.

The CDEM Group Recovery Manager liaises with both the National Recovery Manager and the Local Recovery Manager to ensure:

- planning, prioritisation, and management functions are undertaken;
- effective reporting mechanisms are in place;
- government is informed of local and regional issues;
- recovery resources are identified and obtained as required;
- information is provided on the impact of the event on the affected area; and
- emerging issues are identified and solutions sought.

The appointment of a CDEM Group Recovery Manager is made by a CDEM Group. The job description and person specification for the role of CDEM Group Recovery Manager are available on www.civildefence.govt.nz. Suggested terms of reference for this role are outlined in **Annex 25.A**.

Recovery Co-ordinator

Sections 29 and 30 of the CDEM Act provide that, where the Minister of Civil Defence is satisfied that a CDEM Group is, or is likely to be, unable to ensure the effective carrying out of recovery activities in its area, a Recovery Co-ordinator responsible to, and funded by, the Director of CDEM may be appointed. It is expected that the appointment of a Recovery Co-ordinator will be made in consultation with the CDEM Group(s).

The prime function of the Recovery Co-ordinator is to manage the work of agencies at the area of the emergency and to ensure that government assistance and actions are properly co-ordinated. In instances where such a person is appointed, local responsibility remains, and the CDEM Group Recovery Manager is to work with the Recovery Co-ordinator.

The appointed Recovery Co-ordinator is responsible to the Director of CDEM. Funding and staff assistance is provided by MCDEM. The powers of the Recovery Co-ordinator are outlined in section 30 of the CDEM Act.

The Recovery Co-ordinator should be deployed as soon as possible. Initially, the Recovery Co-ordinator is to work with the Controller to determine the scale of the task and the organisational structure needed to complete the recovery operation.

Where possible the Recovery Co-ordinator will have knowledge of the area and the capabilities of the local authorities and the agencies, and an understanding of the requirements of government.

Before appointment, the Recovery Co-ordinator should be provided with detailed conditions of employment. Terms of employment and the delegations granted for the expenditure of money relating to the task need to be specified. A detailed set of terms of reference should also be provided to the Recovery Co-ordinator that define the role and any specific requirements or limitations placed on it. Suggested terms of reference for the Recovery Co-ordinator are outlined in **Annex 25.A**.

25.5 References and links

Other sections of the Guide

- Section 3, Statutory basis for national management of an emergency
- Section 6, Emergency services
- Section 9, Health services
- Section 10, Lifeline utilities
- Section 12, Welfare
- Section 18, Response
- Section 22, Public information management
- Section 26, Governmental financial support

Other documents

- *Focus on Recovery: A Holistic Framework for Recovery in New Zealand: Information for the CDEM Sector [IS5/05]*; Ministry of Civil Defence & Emergency Management (2005); ISBN 0-478-25463-6 (www.civildefence.govt.nz).
- *Recovery Management: Director's Guidelines for CDEM Groups [DGL4/05]*; Ministry of Civil Defence & Emergency Management (2005); ISBN 0-478-25465-2 (www.civildefence.govt.nz).
- National Crisis Management Centre, Standard Operating Procedures for Recovery Manager and Recovery Office.
- Recovery Action Plan Template (www.civildefence.govt.nz)
- *On Farm Readiness and Recovery Plan for Adverse Events*; Ministry of Agriculture and Forestry (2007) (www.maf.govt.nz)

Annex 25.A. Terms of Reference for Recovery Co-ordinator and CDEM Group Recovery Manager

- Recovery Co-ordinator** Recovery co-ordinators are appointed for a specific period, typically 2–3 weeks initially, with terms of reference that require them to:
- (a) Establish an interim management structure to co-ordinate relief and recovery measures for the various government and non-governmental agencies involved in recovery activity.
 - (b) Identify areas where existing policy provisions are unlikely to be sufficient to achieve the desired recovery and to suggest special policies that may be applied.
 - (c) Provide sufficient information to the appointing authority (or designated representative) and to appropriate agencies to allow central government to make timely and co-ordinated decisions.
 - (d) Disseminate information so that all concerned are aware of the steps being taken in the recovery process.
 - (e) Spend such money as is provided to facilitate co-ordination of the recovery processes. Money should not be spent for purposes that should be carried out by some other agency. Expenditure may be charged to the account of the agency making the appointment of the recovery co-ordinator.
 - (f) Provide a report at the end of the period as recovery co-ordinator detailing the actions taken, lessons identified, and any recommendations for future co-ordinators.
- CDEM Group Recovery Manager**
- (a) In addition to the Group Recovery Manager having similar terms of reference to the Recovery Co-ordinator (approved by the CDEM Group pre-event), the Group Recovery Manager is responsible for the co-ordination of all recovery activity at the regional level.
 - (b) Support is provided by MCDEM (and, if appointed, a Recovery Co-ordinator) to the Group Recovery Manager to ensure the co-ordinated provision of government agencies services and support to local agencies.

Annex 25.B. Recovery Action Plan Template

Event
Date of Event
Districts/Regions affected
Recovery Manager for Event
Date Recovery Action Plan commences
Date to Review Recovery Action Plan

Date(s) identified for transition from response to recovery activity:

Transition date	Activity	Signed & dated by Controller & Recovery Manager

Brief Sitrep:

Date	Current Situation

Schedule of Meetings:

Date	Location	Type of Meeting	Agencies to attend

Actions outstanding from Response Phase:

Date	Outstanding Actions from Response Phase	Risks Identified? Yes/No If Yes, What Risks?	Agency Responsible	Date to be completed	Date Completed

Notes

Key short term recovery priorities:

Date	Short Term Recovery Priorities	Risks Identified? Yes/No If Yes, What Risks?	Agency Responsible	Date to be completed	Date Completed

Notes

Key Medium Term Priorities:

Date	Medium Term Recovery Priorities	Risks Identified? Yes/No If Yes, What Risks?	Agency Responsible	Date to be completed	Date Completed

Notes

Key long term recovery priorities:

Date	Long Term Recovery Priorities	Risks Identified? Yes/No If Yes, What Risks?	Agency Responsible	Date to be completed	Date Completed

Notes

Development of an Exit Strategy:

	Activities	Agency responsible
Identification of assistance required in the longer term		
A transition to business as usual to manage long term recovery activities		
Planning and reporting in the longer term		
Management of public information and communications		
Opportunities for communities to discuss unresolved issues and continue to participate in their recovery		
Changes to organisational arrangements including need for subcommittees and contact lists		
Learning from the event: debriefing and reviewing		

Notes

26. Government financial support

Summary Specific government financial support during or after a civil defence emergency is based on a range of mandates, criteria and triggers, which may be in statute, regulation or Cabinet decisions, or made by ministerial discretion. Cabinet will identify and approve the overall appropriate mix of government financial support to be provided.

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26.1 Government financial support for civil defence emergencies

88 Government financial support for civil defence emergencies

- (1) *Arrangements for government financial support for emergencies are determined by Cabinet. The Guide is to be updated as necessary to record the current arrangements. Ongoing work is being undertaken to further develop arrangements.*
- (2) *The provisions for government financial support apply whether or not there is a state of national emergency or a civil defence emergency of national significance.*

Note – Plan clause 88(2)

The provisions for government financial support also apply whether or not there is a state of local emergency.

The Public Finance Act 1989 provides Cabinet the authority to appropriate money for specific purposes. This can enable either increased funding of existing policies and programmes, or creation of new initiatives.

26.2 Principles for government financial support

Clauses 89(2)–(5) of the National CDEM Plan outline government’s general approach to government financial assistance in response and recovery and should be referred to when considering any new initiatives for recovery assistance or claims for ‘special policy’.

89 Principles for government financial support

- (1) *Financial support towards response activities focuses on costs incurred in—*
 - (a) *taking the necessary precautions or preventive actions (whether by evacuation of people, by construction, by demolition, or by any other means) to reduce the immediate danger to human life, where those actions were begun during the response period:*
 - (b) *taking precautions or preventive actions with a view to reducing the impact of the event, where those actions were begun in the immediate period leading up to the event.*
- (2) *The purpose of emergency recovery is to restore the affected community to a position in which normal social and economic activity may be resumed as quickly as possible. To achieve this, it is essential to have proper planning for risk management. The Government considers local risks to be a local responsibility. Local authorities are primarily responsible for dealing with the impact of an emergency in their geographical and functional areas of responsibility. Government assistance is contingent upon that expectation.*
- (3) *The aim of any government assistance is to provide the minimum level of assistance required to restore to the community the capacity for self-help and to provide solutions that are the most appropriate long-term solutions. This does not imply an obligation to restore a community to a better state than existed before the emergency, and nor is there an obligation to restore to previous levels if those are not sustainable in the longer term. Upgrading of facilities to a level greater than existed previously may be considered as special policy in cases where such upgrading would decrease the likelihood of a recurrence of the civil defence emergency. Wherever possible, government assistance will be provided in accordance with existing departmental policies.*

Specific principles for recovery assistance are that—

- (a) government has a role in the recovery process after a significant civil defence emergency; and*
 - (b) any government response programme should be designed to restore the community capacity for self-help and be consistent with any government policies regarding mitigation and alleviation measures; and*
 - (c) initial and primary responsibility for recovery rests with the local community; and*
 - (d) risk management and its associated costs should be carried by the individuals, businesses, and local authorities that benefit and are best able to manage or mitigate the risk; and*
 - (e) individuals, businesses, and local authorities have a responsibility to the extent possible to insure against and attempt to minimise or mitigate risk, in advance of any event; and*
 - (f) government policies should encourage government organisations, local authorities, communities, businesses, and individuals in proper management practices such as—*
 - (i) analysing local hazards and understanding risk exposure; and*
 - (ii) preventing the possibility of emergencies occurring, or reducing their likelihood or impact; and*
 - (iii) adjusting infrastructures and practices to reduce vulnerability, to mitigate the consequences, and to limit potential damage; and*
 - (iv) providing for effective and efficient response; and*
 - (v) providing resources for recovery (that is, physical and financial provisions including adequate emergency reserve funds and insurance).*
- (4) Government recovery assistance will normally only be provided if—*
- (a) recovery procedures cannot be carried out without government assistance; or*
 - (b) there is a statutory requirement for action, or a need to invoke a statute to achieve the ends desired from the recovery process; or*
 - (c) government assistance will aid the co-ordination of the recovery process to a significant extent; or*
 - (d) there are advantages of economies of scale.*
- (5) In addition to immediate response measures co-ordinated by MCDEM or other departments, government can normally be expected to provide the following:*
- (a) emergency feeding, housing, and welfare assistance for affected people where this assistance is not available from other sources or agencies; and*
 - (b) transportation assistance if evacuation becomes necessary; and*
 - (c) restoration of those services and facilities that are the Government's responsibility to provide (for example, schools, and highways); and*
 - (d) assistance in the assessment and appropriate restoration of those services and facilities that other agencies are responsible for providing if—*
 - (i) insurance cannot be obtained; or*
 - (ii) the responsible agency cannot effect restoration within an appropriate time frame; and*
 - (e) technical assistance with respect to other damage (this will normally be restricted to providing additional expertise to assist in the detailed assessment of damage, establishing procedures, and any necessary support to expedite insurance claims and damage repair, and, if necessary, temporarily providing additional labour to expedite clean-up operations); and*
 - (f) co-ordination of the response from government through the Director and, if necessary, the appointment of a Recovery Co-ordinator and the staff and facilities necessary for the Recovery Co-ordinator to carry out his or her role.*

26.3 Government response assistance during an emergency

While the initial and primary responsibility rests with the local community, central government will assist where this cannot be adequately achieved by a local authority, community or voluntary agency in a timely manner. Such assistance may be either physical or financial.

Government departments will meet all their own costs of supporting or participating in response measures without imposing costs on the local authorities concerned. Where the levels of support provided exceed the allowances provided for or set out in their departmental forecast departments are to seek supplementary appropriation to their baselines.

State-owned enterprises and Crown entities will not charge for those actions, which are their normal corporate functions, carried out during an emergency. However, where directed to undertake an activity that is outside the normal corporate function, the state-owned enterprise or Crown entity may claim reimbursement of full costs from the organisation that gave the direction.

26.4 Government financial support in response

26.4.1 Caring for the displaced (CDEM expense claim)

Government will fully reimburse local authorities for costs incurred in caring for displaced people as described below.

Eligible costs

Eligible costs include the full direct costs of accommodating, transporting, feeding and clothing people who cannot continue to live in their usual place of residence as a result of an emergency. This applies while displaced people are en route to, or in, emergency accommodation such as halls or marae. Marae and other organisations providing such accommodation can invoice local authorities who will then claim reimbursement from the Ministry of Civil Defence & Emergency Management (MCDEM). Where a marae considers it culturally inappropriate to invoice a local authority for providing this service, the local authority may seek reimbursement of any koha provided to the marae for the provision of emergency accommodation.

Helicopter drops to people isolated in their homes who cannot be evacuated and are lacking supplies of essential items such as food, fuel and medical items may be reimbursed.

For example, in a small-moderate flood event that requires the evacuation of a number of households, costs that are deemed to be eligible are those of evacuee food and accommodation, helicopter welfare flights to ensure that safety of isolated residents and the provision of potable water and portable toilets for health reasons.

Ineligible costs

Costs which will not be eligible include:

- local authority overheads;
- indirect costs such as local authority staff time, Emergency Operations Centre activation costs, office space and the use of vehicles; and
- the costs of supporting people in longer term temporary accommodation as these are met through Ministry of Social Development measures (**see** 26.5, for information on government financial support in recovery).

Displaced people should be moved from emergency housing into temporary accommodation as soon as possible, unless they choose to remain on a marae.

Claim information required

Response claims should include the following information:

- local authority name, address, telephone number, contact person;
- description of event and damage; and
- costs and calculations.

Local authorities are initially responsible for meeting all emergency expenditure arising out of the use of resources and services provided under the direction of a Group or Local Controller. Particular care should be taken to keep a clear record of who authorises any expenditure, and why, in order to simplify any follow-up action.

See 26.5, Government financial support in recovery, for more information on assistance for displaced people.

See 26.6, CDEM expense claims preparation and process for more information on claims.

26.4.2 Other response costs incurred by local authorities (CDEM expense claim)

Other eligible response costs may be partially reimbursed by government.

The eligibility of a cost is not determined by the nature of the good or service purchased but by whether it contributed to the precautions or preventive actions described in clause 89(1) of the National CDEM Plan. Local authorities should be able to demonstrate this link when discussing claims with MCDEM.¹ (**See** 26.13, for information on compensation for cost, damage or loss).

Threshold for reimbursement

Government policy is to reimburse 60 percent of other eligible response costs, combined with essential infrastructure recovery repair costs, above a threshold of:

- 0.0075 percent of the net capital value of the city council, district council or unitary authority involved;
- 0.002 percent of the net capital value of unitary authorities where the assets in question are of a type that ordinarily are managed by regional councils; or
- 0.002 percent of net capital value in the case of regional councils.²

Claim information required

Other response claims should be submitted at the same time as claims for essential infrastructure repairs, and should include the following information:

- local authority name, address, telephone number and contact person;
- description of event and damage;
- costs and calculations;
- the net capital value of the local authority's district or region as stated in its annual plan and consequent threshold;
- amount of claim (60 percent of costs above the threshold);
- a breakdown of the other response costs and an explanation of how they meet the eligibility criteria; and

See 26.6, CDEM expense claims preparation and process for more information on claims.

1 For example, while not incurred leading up to the emergency, the costs of pumping and draining floodwaters are regarded as meeting the intent of other response costs policy and are therefore eligible costs.

2 For example, if the combined eligible costs are \$10 million, and the threshold is \$3.6 million, the local authority will be eligible for reimbursement of \$3.84 million (60 percent of the \$6.4 million above the threshold).

26.4.3 Income support and assistance to evacuees

The Ministry of Social Development can also provide a range of assistance to people affected by an emergency through its standard menu of assistance and/or grants to evacuees provided by its Civil Defence Programme.

These can include immediate needs such as temporary accommodation costs, food, clothing and loss of livelihood for those unable to work during an emergency. Evacuees should approach the Ministry of Social Development directly. The Ministry of Social Development Civil Defence Programme can also provide payments to people billeting evacuees.

The Ministry of Social Development may also be able to provide assistance through:

- its standard income assistance programmes; or
- by placing unemployed people on Enhanced Taskforce Green schemes.

This may include people who lose their employment as a result of the emergency.

26.5 Government financial support in recovery

26.5.1 Essential infrastructure recovery repairs (CDEM expense claim)

Essential infrastructure recovery repairs should be claimed for at the same time, and through the same process, as other eligible response costs.

The following may be eligible for government assistance:

- repair or recovery of essential infrastructure assets. These include water, storm water, electrical, sewerage and gas facilities and other structures, such as retaining walls and tunnels upon which essential services depend. These assets must be local authority assets, which are not the property of trading utilities;
- repair or recovery of river management systems (including drainage schemes which are part of integrated river systems) where there is major community disruption or continuing risk to life; and
- repair or recovery of other community assets where damaged as a consequence of the failure of flood protection schemes.

Government assistance will not normally be available for assets which receive a subsidy from any other source, unless:

- the local authority has adequately protected itself through asset and risk management including mitigation, where appropriate, and the proper maintenance of infrastructure assets; or
- the local authority has made sound financial provisions (such as the provision of reserve funds, effective insurance or participation in a mutual assistance scheme with other local authorities) to a level sufficient to ensure that the local authority could reasonably be expected to meet its obligation to provide for its own recovery.

Threshold for reimbursement

As with other response claims, Government policy is to reimburse 60 percent of the combined eligible costs (response and essential infrastructure costs), above the following thresholds:

- 0.0075 percent of the net capital value of the city council, district council or unitary authority involved;
- 0.002 percent of the net capital value of unitary authorities where the assets in question are of a type that ordinarily are managed by regional councils; or
- 0.002 percent of net capital value in the case of regional councils.

These thresholds are a sufficient test of the need for government assistance to fund recovery.

Claim information required

Recovery claims should include the following information:

- local authority name, address, telephone number, contact person;
- description of event and damage;
- costs and calculations;
- list of eligible assets damaged by event;
- cost of restoration or repair (GST exclusive) on an asset by asset basis;
- other eligible costs – itemised and GST exclusive. Costs are to be actual, unless MCDEM has previously agreed to accept estimates;
- combined total cost;
- the net capital value of the local authority’s district or region as stated in its annual plan and consequent threshold;
- amount of claim (60 percent of costs above threshold);
- evidence that any river management or flood control works/repairs are necessary to avoid major community disruption or continued risk to life;
- a breakdown of any ‘other response costs’ and an explanation of how they meet the eligibility criteria;
- signed confirmation by the local authority’s chief executive that:
 - the above information is correct;
 - all river system and essential infrastructure repair assets on which this subsidy is being sought are directly owned by the local authority; and
 - the local authority can meet its share of the recovery costs;
- written confirmation, by the local authority’s chief executive that all assets claimed against were managed consistent with ‘reasonable practice’ in the sector.

See 26.6 CDEM expense claims preparation and process for more information on claims.

26.5.2 Assistance to households and individuals

Relocation and re-establishment grants

MSD can provide civil defence relocation and reestablishment grants to low-income, uninsured families who have had their homes destroyed or damaged as a result of an adverse event. These grants provide assistance with replacements of essential household items (such as fridges, washing machines, beds) and essential costs associated with moving to a new location. The authorisation of these grants is at the discretion of Cabinet.

Psychosocial support

The Ministry of Social Development funds counselling and support services for people affected by emergencies. MSD has funding available to contract organisations (such as Victim Support) to provide these services. The services involve:

- Identifying individuals’ emotional and practical needs;
- Providing initial psychosocial support;
- Where necessary, referring people to professional counselling or psychological services; and
- Activating social support networks by providing opportunities for interaction.

Central government may contribute to any disaster recovery relief fund which may be

Disaster recovery relief funds

established. Government contributions once made will be disbursed by the trustees under the provisions of the trust deed in the same manner as other funds received. However, the government expects that trustees will address not only the needs of affected individuals and families but also those of community organisations and marae and their associated facilities and infrastructure. Trustees are encouraged to co-ordinate their approach to funding allocation closely with those of the Ministry of Social Development and the Housing Corporation of New Zealand. Te Puni Kōkiri will facilitate and support Māori access to disaster relief funds and will aim to provide trustees with relevant information about the needs of marae affected during an emergency.

The Minister of Civil Defence, together with either the Prime Minister or Minister of Finance, may authorise a lump sum contribution to a disaster recovery relief fund of up to \$100,000 GST inclusive. Larger contributions need to be approved by Cabinet.

See 26.5.8, Assistance to businesses, for more information on disaster recovery relief fund support of small businesses.

26.5.3 Housing assistance

Housing New Zealand Corporation can help people whose homes are uninhabitable find temporary accommodation.

Where homes and/or contents are covered by insurance, the Earthquake Commission provides limited dwelling and contents cover for damage caused by earthquake, volcanic eruption, hydrothermal activity, tsunami, natural landslip or natural disaster fire, and to land damaged by flood or storm.

26.5.4 Road and bridge repair subsidies

Central government is responsible for State Highway restoration through New Zealand Transport Agency.

New Zealand Transport Agency may provide financial assistance towards the costs of road and bridge repair after a weather event or other natural disaster. Subsidy rates differ between local authorities. Contact should be made with the regional New Zealand Transport Agency representative for further information.

New Zealand Transport Agency may fund local authorities for the repair of Māori roads where:

- the roads provide unimpeded public access; and
- the local authority has accepted responsibility for the road's maintenance.

26.5.5 On-farm assistance

The Ministry of Agriculture and Forestry has implemented a framework to guide government decision-making on what government recovery measures should be available following an adverse event that affects farm business viability. Some of these measures are administered by other government agencies, and some are administered by the Ministry of Agriculture and Forestry. The three-level framework seeks to balance the role of government and primary producers in adverse events affecting farms. Primary producers can predominately manage the climatic risk themselves, but government will have an increasing role as the scale and impact of an adverse event escalates.

The three-level framework provides for different levels of on-farm recovery measures depending on the availability of risk management options, the magnitude of the event, and the capacity of the community to cope. These considerations contribute to an assessment of whether an adverse event is a small, medium or a large-scale on-farm adverse event. The Ministry of Agriculture and Forestry can provide further information about the on-farm adverse events scale.

The three-level framework provides for a number of on-farm recovery measures for a small, medium and large-scale adverse event. The focus of these on-farm measures are to provide resources for the initial clean-up, to ensure welfare needs are met, and to provide resources for local recovery initiatives.

**Small-scale events
(on-farm)**

- Tax relief (**see** 26.5.8, Assistance to businesses).
- Labour assistance through Taskforce Green (**see** 26.5.6, Taskforce Green and Enhanced Taskforce Green).
- Financial assistance through Ministry of Social Development (Special Needs Grants, Emergency Benefits, and counselling services) (**see** 26.4.3, Income support and assistance to evacuees and 26.5.2, Assistance to households and individuals).

**Medium-scale events
(on-farm)**

- Rural Assistance Payments: Ministry of Social Development may provide payments set at 100 percent of the applicable unemployment benefit to assist with the essential living costs of farming families.
- New Start Grants: a one-off grant for families to permanently leave commercial farming when there is no adequate financial viability as a result of an adverse event. Strict criteria apply to these grants.
- Technology Transfer Grants: provided for education workshops, meetings and brochures to provide technical and financial advice on options for dealing with adverse events.
- Agricultural Recovery Facilitator: central government may appoint a short-term facilitator to co-ordinate the initial stages of some recovery operations. The aim is to restore the community's capacity to cope and the facilitator's role is to provide short-term support to local initiatives.
- Mentoring/advice: financial negotiation and counselling/mentoring services from Rural Support Trusts are available to those who need to talk with an independent person experienced in farm, forestry or orchard management. The Trusts are a local community initiative that offer a free service in most regions, regardless of whether an adverse event has occurred. Central government may provide grants to Trusts following a medium-scale event.
- Labour assistance through Enhanced Taskforce Green (**see** 26.5.6, Taskforce Green and Enhanced Taskforce Green).

**Large-scale events
(on-farm)**

- Where rare climatic or natural disasters occur on a scale that will seriously impact on the regional and/or national economy, central government may provide additional support to local community and regional organisations.
- A special recovery measure may be made available at the discretion of central government. Applications for consideration of a special recovery measure can be made by community representatives to their local Ministry of Agriculture and Forestry policy office. A special recovery measure would reimburse a share of the costs for:
 - restoration of uninsurable on-farm infrastructure;
 - re-establishment of uninsurable pasture, crops and forestry excluding slips;
 - initial clean-up of silt and debris (where uninsurable); and
- reimbursement would be at a rate of 50 percent, with an excess of \$10,000 or 10 percent of damage costs (whichever is greater). Assistance would be capped at a maximum of \$250,000 per farm business.

Process

To request central government support for on-farm assistance, first contact the relevant local authority and/or industry representatives such as Federated Farmers,

Horticulture New Zealand, Forest Owners' Association or Farm Forestry Association. Local authorities and representative industry groups can then contact their local Ministry of Agriculture and Forestry policy officer to:

- advise on the severity of the event;
- confirm that a local response has occurred;
- specify the type of assistance needed; and
- confirm that the event is beyond the community's capacity to cope.

Requests for support from the New Zealand Defence Force should be made through the CDEM Group to MCDEM.

26.5.6 Taskforce Green and Enhanced Taskforce Green

Taskforce Green

Many recovery situations will require an intensive clean-up operation to restore the basic integrity of property and the infrastructure of public utilities and other services. In many cases, such a clean-up operation will be of a scale which makes it beyond the capacity of volunteers or local authority employees. Taskforce Green labour may be available for helping clean up and repair damage after an adverse weather event or natural disaster.

The primary aim of Taskforce Green is to ensure that disadvantaged job seekers have opportunities to participate in project-based work where they can develop work habits and general on-the-job skills. This experience will assist individual people to progress towards unsubsidised and sustainable employment.

While Taskforce Green is not a specialised adverse events recovery measure, Taskforce Green labour may be available for helping clean-up and repair damage following an adverse event. Ministry of Social Development can provide a subsidy to a local authority to assist with the wage of those employed through the programme. Taskforce Green labour is not designed to replace volunteer labour during the time of an emergency. Additionally, Taskforce Green labour cannot be used for a local authority's usual work or where it would displace people from jobs.

Enhanced Taskforce Green

Following an adverse event the Minister for Social Development and Employment may, under Cabinet delegated authority, approve \$500,000 for the use of Enhanced Taskforce Green labour to assist with clean-up operations. Any amount in excess of \$500,000 requires Cabinet approval. Unlike standard Taskforce Green, Enhanced Taskforce Green is an enhanced labour assistance programme that may only be activated following an adverse event. Enhanced Taskforce Green workers are employed to undertake necessary recovery work that falls outside the standard Taskforce Green criteria.

The enhancements may include:

- Wider worker eligibility, enabling non-unemployed individuals such as displaced workers, students or farmers to be employed through the programme;
- The payment of full wages up to the minimum wage and above the minimum wage for workers in a supervisory role;
- The purchase of safety and light equipment and the hire of transport.

Local authorities wanting access to Taskforce Green labour should initially contact their local office of the Ministry of Social Development once specific labour needs have been identified.

26.5.7 Assistance to rūnanga, iwi and other Māori organisations and community service organisations

Rūnanga and community service organisations can access Taskforce Green by contacting the Ministry of Social Development. (**See** 26.5.6, for more information on Taskforce Green and Enhanced Taskforce Green).

Marae can claim back from local authorities their costs in caring for the displaced. (**see** 26.4.1, for more information on caring for the displaced).

Government also expects that mayoral disaster relief funds will be used to assist community groups and community service organisations.

New Zealand Transport Agency can fund local authorities for the repair of Māori roads where:

- the roads provide unimpeded public access; and
- the local authority has accepted responsibility for the road's maintenance. (**see** 26.5.4, for more information on road and bridge repair subsidies).

26.5.8 Assistance to businesses

Government assistance to businesses is directed primarily towards assistance of those individuals within a business, and not at the business itself, as the government does not assume business risk.

Tax assistance

Inland Revenue can remit late payment and late filing penalties for those affected by a civil defence emergency.

There is also legislation available to:

- enable use-of-money interest to be remitted for those significantly affected by a qualifying event;
- allow Inland Revenue to accept late estimates of provisional tax from those significantly affected by a qualifying event or a self-assessed adverse event;
- create a deduction for the tax loss on any commercial buildings, or farming, forestry or aquaculture improvements destroyed as a result of events outside the taxpayer's control; and
- ensure that livestock donated because of a self-assessed adverse event is treated as leaving the donor's business at zero-value and entering the recipient's business at zero-value.

The Adverse Events Income Equalisation Scheme enables farmers to delay tax liability after the forced sale of livestock. In the case of an adverse event, Inland Revenue may also accept late provisional tax filing and payment on a case-by-case basis.

Inland Revenue will contact tax agents should this assistance be applicable.

Support for small businesses

Government expects its contributions to disaster recovery relief funds to be available as support for small businesses. (**See** 26.5.2, Assistance to households and individuals, for information on disaster recovery relief fund support for households and individuals.)

26.5.9 Special policies

Special policies are those policies which are required to establish new programmes to meet the specific needs for emergency recovery in an affected region, or are required to achieve funding over and above that available from existing departmental resources. The upgrading of facilities to a level greater than existed previously also may be considered as special policy in cases where such upgrading would decrease the likelihood of a recurrence of the civil defence emergency.

Government expects local authorities to consider future risk reduction as part of recovery. However, local authorities may also consider that they face circumstances that warrant an exception being made to the policies already discussed, either in terms of the scope or amount of assistance. In such cases, local authorities should advise MCDEM that they seek such extraordinary assistance. The onus is on the local authority to justify government funding of their proposal through their evaluation of options and other funding sources and community consultation.

Special policies which may be necessary for a specific situation cannot normally be defined in advance but regard will be had to clauses 89(2)–(5) of the National CDEM Plan. Special policies require specific approval and funding from central government. They will normally be for fixed financial amounts and for set periods of time rather than for open-ended amounts or periods of time. Other non-financial special policy assistance may be considered on a case-by-case basis, if necessary.

Other proposals for special policy financial assistance may also be considered at Cabinet's discretion. Consideration of these proposals will be:

- dependent upon the applicant justifying government funding of their proposal through their evaluation of options and other funding sources and community consultation; and
- dependent upon the provisions made for risk management by the applicant.

Financial assistance for local authorities

Special policy financial assistance from central government is not available routinely, and it should not be factored into risk management plans. It is intended to assist communities in those rare circumstances where disasters of an unusual type or magnitude cause damage that overwhelms community resources.

In considering proposals for special policy financial assistance, Cabinet will examine closely all other provisions made for risk management by the local authority or individual concerned. Government's expectation is that those responsible for risk management will make full and comprehensive provisions for dealing with all foreseeable risks.

For each request for special policy financial assistance received, specific criteria will be developed for use in the assessment process. Although each case will be different, the specific criteria will likely include the three factors of critical risk reduction; local responsibility and funding/financial hardship issues in order to ensure that the local authorities have demonstrated that:

- there has been damage from a disaster of unusual type or magnitude that has overwhelmed community resources;
- the proposed solutions reduce the likelihood that such damage will occur again, and are long-term in nature;
- these are new programmes of work to meet the specific needs for emergency recovery;
- that the local authority has met its responsibilities to undertake risk management; and
- that funding is not available from council resources.

Requests for special policy financial assistance will also be considered against the overall intentions of Government to ensure that effective long-term solutions are put in place to ensure the safety and well-being of citizens without detracting from the fact that response, recovery and prudent hazard mitigation planning are the responsibility of the local authority.

Provision of information to support proposals

Requests for special policy financial assistance are usually presented as formal business cases, prepared by the local authority(s) involved.

The business case should outline:

- the event and the damage caused;
- the proposed hazard mitigation works, including how the work would reduce community risk;
- costs of the proposed mitigation work, including information on the affordability of the work for the affected community;
- technical details on what the mitigation work involves; and
- any other information that supports the case.

Government funding is not usually provided for the preparation of a business cases for special policy financial assistance.

Financial administration

Payment for any special policy financial assistance is approved by Cabinet. There is no prescribed formula to determine the level at which Government support is provided in the form of special policy financial assistance; Cabinet will identify and approve the overall appropriate mix of government financial assistance to be provided.

In special policy cases, loans rather than grants may be appropriate. Where administratively practicable, the principle of 'affordable finance' will be followed. This means that the interest rate for any loans made for recovery assistance purposes will be set at a level which can realistically be afforded by the recipient. The appropriate rate will be established by negotiation between MCDEM and the local authority.

Special policies, when approved, will be administered through a department (in most cases the Department of Internal Affairs) with funding coming from the Government. Government grants for natural disasters and civil defence emergencies are to be covered by agreements between the Crown and recipients which require that grant monies be held in special interest-bearing bank accounts, and that surplus funds, and any interest earned on such funds, are to be returned to the Crown. This does not apply where the local authority has already paid these costs in full. The Director of CDEM will monitor the implementation of the special policy and undertake further co-ordination if necessary.

26.6 CDEM expense claims preparation and process

Preparation

Additional items to consider when preparing response, other response and recovery claims are:

- only one claim is permissible for each item of eligible expenditure;
- all costs must be GST exclusive and actual, unless MCDEM has previously agreed to accept estimates;
- claims should be accompanied by all relevant details to support the classification of costs as emergency expenditure;
- payment of all expenses must be made prior to claiming (but receipts must be provided before payment is made);
- when an emergency affects only the area of a single district or city, that local authority may handle its own claim;
- where a CDEM Group incurs costs in caring for the displaced, the costs are considered to have been incurred on behalf of the affected local authority(s) and will be reimbursed through that local authority;

- when an emergency involves more than one district, the CDEM Group Emergency Management Officer or other delegated person should co-ordinate and validate respective local authority claims; and
- the claim(s) must be certified by the relevant chief executive(s) and forwarded to the Director of CDEM.

Process

The following outlines the general process for submission:

- local authority prepares the claim and supporting data and submits it to the Director of CDEM;
- Director of CDEM may seek independent verification that the charges shown in the claim are fair and reasonable. Where there is any doubt that the costs claimed by a local authority are emergency expenditure, the Director may refer the claim back to the appropriate local authority or CDEM Group for reassessment. When the Director is satisfied that a claim represents an accurate statement for reimbursement of the costs of meeting emergency expenditure, the claim is to be certified to that effect, noting the items which are considered to meet the categories of expenditure;
- Director of CDEM will recommend the amount eligible for reimbursement to the Minister of Civil Defence, who will then request Cabinet approval. Once Cabinet approval has been obtained, the Secretary of Internal Affairs will arrange for payment to be made. Recommendations for the payment of higher rates of reimbursement will also be referred to Cabinet for approval;
- Cabinet makes final decisions and appropriates funding as needed;
- local authorities are advised, and payments are made.

MCDEM should be contacted for further information and advice before submitting a response, other response or recovery claim.

26.6.1 Advance payments of response and recovery costs

In emergencies where local authorities are expected to face significant response and recovery costs, advances of these costs can be made, based on local authority estimates. Advances on costs can assist recovery by enabling a local authority to enter into immediate financial commitments after an emergency event that it might otherwise have difficulty supporting.

Eligibility

Subject to Cabinet approval, if the agreed estimate of the overall costs is likely to be eligible for a future reimbursement of greater than \$250,000, the local authority concerned can be provided an advance payment. Any advance would be offset against subsequent local authority claims.

Process

If Cabinet agrees to an advance payment, the local authority concerned will sign an agreement with the Department of Internal Affairs regarding the management of the advance payment. The local authority would be required to provide six-monthly written reports to the Director of CDEM of expenditure on the response and recovery costs. Any surplus funds, and the interest earned on such funds, would be required to be returned to the Crown.

26.7 Government owned assets

Rebuilding of government facilities Central government will assume responsibility for the restoration of those facilities which it owns or provides. It is the responsibility of the relevant department to manage the risks, to maintain adequate insurance cover and to complete the restoration of its facilities.

Rebuilding of trading utilities assets Government assistance is not normally available for state-owned enterprises, local authority-controlled trading organisations, airport and port companies, and electricity retailers. Such organisations should maintain sufficient insurance cover and emergency reserves to manage the assured risk. If special problems of risk management and hardship can be demonstrated, government assistance as a special policy may be requested. Any central government assistance would be subject to the principles and conditions set out in clauses 89(2)–(5) of the National CDEM Plan.

Restoration of damage to individually owned assets It is the owner's responsibility to insure all individually owned assets. If insured, homeowners are usually covered by the Earthquake Commission (EQC).
Government assistance is not ordinarily available for restoring household assets except through:

- standard Ministry of Social Development (MSD) assistance; and
- contributions to disaster relief funds.

26.8 Compensation for cost, damage or loss

Sections 107 to 109 of the CDEM Act provide for compensation where, under a state of emergency:

- property has been requisitioned;
- there is loss or damage to personal property; and
- other circumstances.

26.9 References and links

Other sections of the Guide

- Section 12, Welfare

Other documents

- *On Farm Readiness and Recovery Plan for Adverse Events*; Ministry of Agriculture and Forestry (2007); (www.maf.govt.nz)
- *Guidance on Government Financial Support for Civil Defence Emergencies [IS11/09]*; Ministry of Civil Defence & Emergency Management (2009); ISBN 978-0-478-25488-4 (www.civildefence.govt.nz)

Appendix 1. Supporting plans

Summary This appendix distinguishes between functional plans and supporting plans, and provides criteria for determining when a supporting plan at the national level is required.

Contents The contents are as follows:

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A1.2 Principles	2
A.1.2.1 Criteria for determination.....	2
A1.3 Current and proposed supporting plans	2
A1.4 References and links	2

A1.1 Objective

To provide specific-supporting plans for emergencies where the nature or scope of the consequences or impacts, or the response and recovery required in relation to the emergency requires additional pre-planning.

A1.2 Principles

Functional plans Functional plans outline the roles, responsibilities and management arrangements for different agencies working together, irrespective of what event may occur. Functional planning is expressed in task sets such as welfare, public information or evacuation. The National CDEM Plan is a function based plan.

Conceptually functional plans can be considered as master plans supported by secondary supporting plans where necessary.

Supporting plans Supporting plans use the functional arrangements of the master plan and supplement those with specific arrangements. The need for a supporting plan may be driven by the scope, duration, intensity or extent of the risk or the special arrangements required in response or recovery.

A.1.2.1 Criteria for determination

Any supporting plan will be based on the provisions of the National CDEM Plan and the Guide. A supporting plan will only be developed when these provisions are found to require additional planning. This requirement may be identified by exercising or from lessons learned from actual emergencies.

A supporting plan at the national level may be completed for:

- an emergency that may result in a state of national emergency or an emergency of national significance and is not effectively covered by the functions identified in the national CDEM Plan; or
- the CDEM arrangements required for response or recovery are substantially different in terms of nature, scope, duration, intensity or extent from those envisaged in the National CDEM Plan; or
- an emergency that is lead by another agency but requires significant national CDEM support.

A1.3 Current and proposed supporting plans

Supporting plans have been developed to operate in conjunction with the arrangements set out in the National CDEM Plan and Guide for the following:

- Tsunami Advisory and Warning Plan
- CDEM Support to Pandemic Response Plan
- Wellington Earthquake Initial Response Plan

A1.4 References and links

- Other documents**
- *Tsunami Advisory and Warning Plan: Supporting Plan [SP 01/09]*; Ministry of Civil Defence & Emergency Management (2009); ISBN 978-0-478-25483-9 (www.civildefence.govt.nz).
 - CDEM Support for Pandemic Response Plan

Appendix 2. Definitions and abbreviations

Summary This appendix covers the definition of terms and use of abbreviations in the Guide to the National CDEM Plan.

Contents The contents are:

A2.1 Definitions.....	2
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A2.1 Definitions

The source of the definition is shown if it is other than the Guide.

4 Rs means

- (a) **reduction** (identifying and analysing long-term risks to human life and property from natural or non-natural hazards; taking steps to eliminate these risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurring); and
- (b) **readiness** (developing operational systems and capabilities before a civil defence emergency happens, including self-help and response programmes for the general public, and specific programmes for emergency services, lifeline utilities, and other agencies); and
- (c) **response** (actions taken immediately before, during, or directly after a civil defence emergency to save lives and property, and to help communities recover); and
- (d) **recovery** (the co-ordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration of a community following a civil defence emergency)

[National CDEM Plan Order 2005]

Act means the Civil Defence Emergency Management Act 2002 (CDEM Act)

[National CDEM Plan Order 2005]

Agencies means

- (a) government agencies, including public service departments, non-public service departments, Crown entities, and Offices of Parliament; and
- (b) non-governmental organisations; and
- (c) lifeline utilities

[National CDEM Plan Order 2005]

All-clear is a message issued informing evacuees that it is safe to return home. Before giving an all-clear, the evacuated area must be assessed to ensure that it is safe for evacuees to return.

Capability means that an organisation is able to undertake functions, such as provide a service or fulfil a task. This implies that it has the required staff, equipment, funding, systems and resources to do this. Organisations are likely to have a number of capabilities.

Capacity means the adequacy of resources in terms of quantity, and suitability of personnel, equipment, facilities and finances.

[National CDEM Strategy]

CDEM Group or **Civil Defence Emergency Management Group** means a group established under section 12 of the CDEM Act

[CDEM Act 2002]

CDEM Group plan means a plan prepared and approved under section 48 of the CDEM Act

[CDEM Act 2002]

CDEM sector means those agencies with responsibilities under the CDEM Act, i.e. local authorities, CDEM Groups, government departments, emergency services, and lifeline utilities.

Civil defence emergency is any emergency (as defined by the CDEM Act) that is managed under the CDEM Act by the Ministry of Civil Defence & Emergency Management as the lead agency at the national level.

Civil defence emergency management has the same meaning as in section 4 of the CDEM Act [follows]

- (a) *means the application of knowledge, measures, and practices that—*
 - (i) *are necessary or desirable for the safety of the public or property; and*
 - (ii) *are designed to guard against, prevent, reduce, or overcome any hazard or harm or loss that may be associated with any emergency;**and*
- (b) *includes, without limitation, the planning, organisation, co-ordination, and implementation of those measures, knowledge and practices.*

[CDEM Act 2002]

Cluster means a group of agencies that interact to achieve common civil defence emergency management outcomes.

Co-ordinated incident management system (CIMS) a structure to systematically manage emergency events.

[The New Zealand Co-ordinated Incident Management System]

Director has the same meaning as in section 4 of the CDEM Act [follows]

means the Director of Civil Defence Emergency Management appointed under section 8.

[CDEM Act 2002]

Domestic and External Security Co-ordination is the system of domestic and external security co-ordination used by the Government to manage all national crises

District Health Board provides hospital and community-based health services. A DHB is the funder and provider of publicly-funded services for the population of a specific geographical area in New Zealand.

[National Health Emergency Plan]

Domestic animal is defined in this Guide as an animal that is kept by humans for companionship and enjoyment rather than for commercial reasons. In this context, domestic animals may also be referred to as companion animals or pets.

Duty Officer, MCDEM is an immediate 24/7 response position, as part of the MCDEM Duty Team.

Emergency has the same meaning as in section 4 of the CDEM Act [follows]

- (a) *is the result of any happening, whether natural or otherwise, including, without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act; and*
- (b) *causes or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property in New Zealand or any part of New Zealand; and*
- (c) *cannot be dealt with by emergency services, or otherwise requires a significant and co-ordinated response under the Act.*

[CDEM Act 2002]

Emergency Operations Centre (EOC) / Emergency Co-ordination Centre (ECC) is an established facility where the response to an emergency may be supported or co-ordinated.

Emergency services has the same meaning as in section 4 of the CDEM Act [follows]

means the New Zealand Police, New Zealand Fire Service, National Rural Fire Authority, rural fire authorities, and hospital and health services.

[CDEM Act] 2002

Epidemic is a disease affecting or tending to affect an atypically large number of individuals within a population, community or region at the same time.

[National Health Emergency Plan]

Evacuation assembly area is a site where evacuees report, and the point from which they will be transported to a reception centre. Assembly areas should be public buildings that are well known, and that have toilets.

Evacuation means the temporary relocation (either spontaneous or organised) of all or part of a particular population or geographical region from a location that has been or is about to be affected by an emergency, to a place considered to be safe.

- **Assisted evacuation** are those that do not have their own, or access to a, vehicle and therefore need assistance in the form of transport organised as part of the emergency response.
- **Evacuation in place/Vertical Evacuation** refers to the concept of evacuating to a higher elevation within a current location. This method of evacuation may be most appropriate option for some locations in the event of a hazard such as a near-source tsunami. A rapid onset hazard such as this may require occupants of lower levels to proceed upstairs to floors above the anticipated inundation level.
- **Mandatory evacuation** is directed when it is believed that the risk to residents is too great to allow them to remain where they are. Mandatory-evacuation places a great burden on the resources of the emergency services and places a duty of responsibility on authorities to ensure that people who are evacuated are cared for.
- **Self evacuation** refers to evacuees that leave their current location via their own means of transport such as a personal car, bike, or other vehicle.
- **Voluntary evacuation** refers to evacuees that leave their current location because of actual or perceived risk without being directed to do so. Occupants of areas outside of the evacuation zone that leave despite the fact they are not threatened by the hazard are also referred to as 'shadow evacuees'.

Evacuation Centre is a site that provides temporary emergency accommodation and registration services (for those evacuees who cannot accommodate themselves). Typically used when the volume of evacuees is likely to be large and a Welfare Centre may not be adequate in size to cope with the excessive number of people or with the social issues associated with accommodating a large number of people for a prolonged period.

Fire Service includes the fire service units maintained by the New Zealand Fire Service, National Rural Fire Authority, rural fire authorities, airport rescue fire services, New Zealand Defence Force, industrial fire brigades registered under section 36 of the Fire Service Act 1975, and other fire service resources owned by private organisations.

GeoNet is an EQC funded project to update the national geological hazards monitoring and data collection system. GeoNet is operated by GNS Science on a not-for-profit basis and incorporates dual data centres each with duty officers on a 20 minute 24/7 response time.

Guide means *'the Guide to the National Civil Defence Emergency Management Plan' that is referred to in the National CDEM Plan and approved by government.*

[National CDEM Plan Order 2005]

Group Controller has the same meaning as in section 4 of the CDEM Act

means a person appointed as a Group Controller under section 26.

[CDEM Act 2002]

Group Recovery Manager co-ordinates recovery activities within their region in the short, medium and long-term to ensure a holistic approach to recovery incorporating all four environments: social, economic, natural and built.

Hazard has the same meaning as in section 4 of the CDEM Act [follows]

means something that may cause, or contribute substantially to the cause of, an emergency.

[CDEM Act 2002]

Hazardscape means the net result of natural and man-made hazards and the risks they pose cumulatively across a given area.

Health emergency A health emergency exists when the usual resources of a [health] provider are overwhelmed, or have the potential to be overwhelmed.

[National Health Emergency Plan]

Health services means the goods, services and facilities provided for the purpose of promoting, improving or protecting the health of individuals or of the wider population, and preventing individual or population-wide disease, disability or injury¹.

[Ministry of Health]

Lead agency means the agency that has a mandate (through legislation or expertise) to manage a particular emergency.

1 For further detail see the New Zealand Public Health and Disability Act 2000 (www.legislation.govt.nz)

Liaison officer an agency representative that co-ordinates with other agencies during an emergency.

Lifeline utility has the same meaning as in section 4 of the CDEM Act [follows]

means an entity named or described in Part A of Schedule 1, or that carries on a business described in Part B of Schedule 1.

[CDEM Act 2002]

Lifeline Utility Co-ordinator is a functional position within a Group EOC and/or the NCMC charged with the responsibility of monitoring the impacts of an emergency on lifeline utilities, and the resulting impacts on the community, during the response and recovery phases of an emergency. The role involves communicating lifeline utility status information and needs internally to the Controller and EOC/NCMC members, and externally to relevant agencies along with EOC/NCMC action plan priorities.

Local authority means a regional council or territorial authority.

[Local Government Act 2002]

Local Recovery Manager co-ordinates recovery activities within their local authority area in the short, medium and long-term to ensure a holistic approach to recovery incorporating all four environments: social, economic, natural and built.

Local Welfare Committee is a local-level committee that helps plan and support the delivery of welfare services by the local EOC welfare manager / recovery co-ordinator during the response and recovery phase of an emergency.

Minister has the same meaning as in section 4 of the CDEM Act [follows]

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

[CDEM Act 2002]

National Action Plan states the national response to an emergency that requires significant national support, co-ordination and/or direction. The National Action Plan is developed and continuously reviewed and updated during an emergency.

National Crisis Management Centre is a secure all-of-government facility maintained in a state of readiness in which the national response to emergencies can be managed.

National Controller has the same meaning as in section 4 of the CDEM Act [follows]

means the person who is the National Controller in accordance with section 10.

[CDEM Act 2002]

National Health Emergency Plan is a plan published by the Ministry of Health which describes the health and disability sector's approach to planning for and responding to emergencies.

National Recovery Manager co-ordinates and implements recovery activities at the national level in the short, medium and long-term to ensure a holistic approach to recovery incorporating all four environments: social, economic, natural and built.

National significance has the same meaning as in section 4 of the CDEM Act [follows].

includes, without limitation, any case where the Minister or the Director considers that—

- (a) there is widespread public concern or interest; or*
- (b) there is likely to be significant use of resources; or*
- (c) it is likely that the area of more than 1 Civil Defence Emergency Management Group will be affected; or*
- (d) it affects or is likely to affect or is relevant to New Zealand's international obligations; or*
- (e) it involves or is likely to involve technology, processes, or methods that are new to New Zealand; or*
- (f) it results or is likely to result in or contribute to significant or irreversible changes to the environment (including the global environment).*

[CDEM Act 2002]

See also section 2 Hazards & risks (clause 9(4) of the National CDEM Plan).

National Welfare Co-ordination Group a national-level, strategic welfare group that plans, supports and helps co-ordinate welfare activity in the response and recovery phases of an emergency.

New Zealand Influenza Pandemic Action Plan is an all-of-government plan published by the Ministry of Health and intended for anyone involved in planning for, or responding to an influenza pandemic.

Pandemic An epidemic (a sudden outbreak) that becomes very widespread and affects a whole region, a continent or the world.

[National Health Emergency Plan]

Plan/National CDEM Plan means the 'National Civil Defence Emergency Management Plan'.

[CDEM Act 2002]

Pacific Tsunami Warning Centre is a United States National Oceanographic and Atmospheric Administration facility that supports the PTWS.

- **PTWC tsunami bulletin** is a 'heads up' message giving information on earthquakes of M >6.5, <7.5 in the Pacific. No destructive threat, no tsunami warning. Investigation under way.
- **PTWC tsunami watch** is a message about earthquakes M >7.5 in the Pacific, using only seismic information to alert recipients of the probability of a tsunami and that a tsunami investigation is underway.
- **PTWC tsunami warning** is a message about earthquakes M >7.5 in the Pacific to warn recipients after confirmation has been received that a potentially destructive tsunami has been generated, or when confirmation has not been established but the tsunami travel time to the particular member country is less than 3 hours.

Pacific Tsunami Warning System is a system administered under the Intergovernmental Oceanographic Commission (IOC) of UNESCO.

Primary care Care/services provided by general practitioners, nurses, pharmacists, dentists, ambulance services, midwives and others in the community setting.

Primary health organisations A grouping of primary health care providers; local structures through which DHBS implement the Primary Health Care Strategy.

Public health services provide health services to populations rather than individuals. There are 12 public health services providing environmental health, communicable disease control and health promotion programmes. Each public health service is administered by a public health unit, staffed by medical officers of health, public health nurses, health protection officers and others.

Reception centre is the site where evacuees are received and registered, and from which welfare agencies provide social support (**see also** section 12, Welfare).

Recovery Co-ordinator has the same meaning as in section 4 of the CDEM Act [follows]
means a Recovery Co-ordinator appointed under section 29.

[CDEM Act 2002]

Recovery centre (sometimes referred to as a one-stop-shop) is established to supply a comprehensive range of recovery services, which may be provided by central government departments, local government, non-government organisations and other agencies to an affected community following an emergency.

Risk has the same meaning as in section 4 of the CDEM Act [follows]
means the likelihood and consequences of a hazard

[CDEM Act 2002]

Rural Support Trusts are a key component in rural response and recovery after an emergency. Rural Support Trusts are established in every region throughout New Zealand, and work closely with CDEM Groups and Welfare Advisory Groups (WAGs) when co-ordinating response and recovery activities for the rural sector.

Secondary/tertiary health care the levels of care provided in a hospital.

Sector co-ordinating entity is the organisation, group of sector representatives, or individuals agreed by a lifeline utility sector to provide an effective single point of contact to the NCMC and which will undertake a range of sector co-ordinating functions during an emergency.

Sheltering/shelter in place describes the actions of people who stay in their home location during and following an emergency. It recognises that the home location may be damaged or compromised from the event (such as loss of power, water or structural damage).

State of emergency has the same meaning as in section 4 of the CDEM Act [follows]

means a state of national emergency or a state of local emergency.

[CDEM Act 2002]

State of local emergency has the same meaning as in section 4 of the CDEM Act [follows]

means a state of local emergency declared under under section 68 or section 69.

[CDEM Act 2002]

State of national emergency has the same meaning as in section 4 of the CDEM Act [follows]

means a state of national emergency declared under section 66.

[CDEM Act 2002]

Sting is the official New Zealand civil defence audio alert, which can be heard at www.civildefence.govt.nz.

Strategy the 'National Civil Defence Emergency Management Strategy' completed under section 31 of the CDEM Act.

[CDEM Act 2002]

Support agency means any agency that assists the lead agency during an emergency.

Supporting documentation includes detailed explanations, standard operating procedures, Director's guidelines, codes, and technical standards.

Traffic Control Management Plan details the temporary changes to traffic control to facilitate emergency traffic management.

Welfare means the response welfare agencies deliver to those people (individuals and communities) adversely affected by an emergency. This includes responses such as the supply of food, shelter, clothing, financial assistance, psychological and social support and extends from the response phase through to the recovery phase.

Welfare Advisory Group is a regional-level group that provides advice to the CDEM Group and co-ordinates all responding welfare agencies activities, with the Group welfare manager / recovery manager, at the Group level during the response and recovery phases of an emergency.

Welfare Centre is a site where the delivery of welfare services, including registration and the provision of food, shelter and clothing occur, either as a triage function (assisting affected individuals to access the relevant service) or as a centre that delivers all or most of those services under one roof. Some welfare centres may have limited accommodation available.

A2.2 Abbreviations

The following abbreviations are used in the Guide to the National CDEM Plan.

ACC	Accident Compensation Corporation
AFTN	Aeronautical Fixed Telecommunication Network
ANGOA	Association of Non Government Organisations of Aotearoa
AREC	Amateur Radio Emergency Communications
CAA	Civil Aviation Authority
CDEM	Civil Defence Emergency Management
CERT	Community Emergency Response Team
CIMS	Co-ordinated Incident Management System
CYF	Child, Youth and Family (a business unit of the Ministry of Social Development)
DES	Cabinet Committee on Domestic and External Security Co-ordination
DESC	System of Domestic and External Security Co-ordination
DESG	Domestic & External Security Group (of Department of the Prime Minister and Cabinet)
DHB	District Health Board,
DPMC	Department of the Prime Minister and Cabinet
ECC	Emergency Co-ordination Centre
EMA	Emergency Management Adviser
EOC	Emergency Operations Centre (and encompasses ECC)
EQC	Earthquake Commission
FRSITO	Fire and Rescue Service Industry Training Organisation
GEOC	Group Emergency Operations Centre
GP	General (Medical) Practitioner
ICG/PTWS	International Co-ordination Group for the Pacific Tsunami Warning and Mitigation System
ICNZ	Insurance Council of New Zealand
INSARAG	International Search and Rescue Advisory Group
IOC	Intergovernmental Oceanographic Commission
IPENZ	Institution of Professional Engineers of New Zealand
LWC	Local Welfare Committee
MAF	Ministry of Agriculture and Forestry
MCDEM	Ministry of Civil Defence & Emergency Management
MFAT	Ministry of Foreign Affairs and Trade
MoE	Ministry of Education
MoH	Ministry of Health
MoRST	Ministry of Research Science and Technology
MOU	Memorandum of Understanding

MSD	Ministry of Social Development
NCMC	National Crisis Management Centre
NDRF	Non-Government Organisation Disaster Relief Forum
NEP	National CDEM Exercise Programme
NELC	National Engineering Lifelines Committee
NEST	Neighbourhood Emergency Support Team
NHEP	National Health Emergency Plan
NGO	Non-Governmental Organisation (excludes local government)
NPERG	National Public Education Reference Group
NWCG	National Welfare Co-ordination Group
NZFS	New Zealand Fire Service
NZHPT	New Zealand Historic Places Trust
NZQA	New Zealand Qualifications Authority
NZRT	New Zealand Response Team
NZTA	New Zealand Transport Agency
ODESC	Officials Committee for Domestic and External Security Co-ordination
OSH	Occupational Safety and Health
PEP	Public Education Programme
PHO	Primary Health Organisation
PTSD	Post-traumatic Stress Disorder
PTWC	Pacific Tsunami Warning Centre in Hawaii (operated by National Oceanographic and Atmospheric Administration)
PTWS	Pacific Tsunami Warning System
RCA	Road Controlling Authority
SCE	Sector Co-ordinating Entities
SOP	Standard Operating Procedure
SPCA	Royal New Zealand Society for the Prevention of Cruelty to Animals
TA	Territorial Authority
TEMCG	Transport Emergency Management Co-ordination Group
TRT	Transport Response Team
TPK	Te Puni Kōkiri
UNDAC	United Nations Disaster Assessment and Co-ordination
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNESCO	United Nations Environment, Science and Cultural Organisation
USAR	Urban Search and Rescue
VOSOCC	Virtual On Site Operations Co-ordination Centre
WAG	Welfare Advisory Group
WHO	World Health Organization
WMO	World Meteorological Organization

Appendix 3. Agencies listed in the National CDEM Plan and Guide

Summary This appendix lists the agencies and organisations referred to in the National CDEM Plan and Guide.

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A3.1 New Zealand agencies

New Zealand agencies specified by name in the National CDEM Plan and Guide are:

- Accident Compensation Corporation (ACC) (section 4, 12)
- Amateur Radio Emergency Communications (AREC) (section 4)
- Association of Non Government Organisations of Aotearoa (ANGOA) (section 4, 24)
- Attorney-General's Department of Australia (section 4)
- Child Youth and Family (CYF) (section 1, 4, 12)
- Citizens Advice Bureau (CAB) (section 4, 12)
- Civil Aviation Authority (CAA) (section 4, 10, 23)
- Classic Hits (section 4, 22)
- Department of Building and Housing (section 4, 5, 12)
- Department of Internal Affairs (DIA) (section 4, 12, 22, 26)
- Department of Labour (DoL) (section 4, 12)
- Department of the Prime Minister and Cabinet (DPMC) (section 1, 2, 3, 4, 17, 22)
- Earthquake Commission (EQC) (section 4, 12, 26)
- Federated Farmers of New Zealand Inc (section 12)
- Fire and Rescue Service Industry Training Organisation (FRSITO) (section 4, 14)
- GNS Science (section 4, 19)
- Housing New Zealand Corporation (HNZC) (section 4, 12, 26)
- Immigration New Zealand (section 4)
- Inland Revenue Department (IRD) (section 4, 12, 26)
- Institution of Professional Engineers (IPENZ) (section 4)
- Insurance Council of New Zealand (ICNZ) (section 4, 12)
- Kiwi Rail (section 4, 10, 23)
- Local Government New Zealand (LGNZ) (section 4, 10)
- MAF Biosecurity New Zealand (section 1, 2)
- Maritime New Zealand (section, 4, 10, 23)
- Meteorological Service of New Zealand (MetService) (section 4, 19)
- Ministry for the Environment (MfE) (section 4)
- Ministry of Agriculture and Forestry (MAF) (section 2, 3, 4, 5, 12, 20, 26)
- Ministry of Civil Defence & Emergency Management (MCDEM) (section 1, 2, 3, 4, 6, 9, 10, 11, 12, 14, 15, 16, 17, 19, 20, 21, 22, 24, 25, 26)
- Ministry of Economic Development (section 4)
- Ministry of Education (MoE) (section 4,12,)
- Ministry of Foreign Affairs and Trade (MFAT) (section 3, 4, 12, 20, 22, 23, 24)
- Ministry of Health (MoH) (section 1, 2, 3, 4, 6, 9, 12, 19, 20, 22, 24)
- Ministry of Justice (MoJ) (section 7)
- Ministry of Research Science and Technology (MoRST) (section 4)
- Ministry of Social Development (MSD) (section 1, 4, 5, 11, 12, 20, 22, 26)
- Ministry of Transport (MoT) (section 4, 10, 11, 19, 22)
- More FM (section 4, 22)
- New Zealand Customs Service (section 4, 24)
- New Zealand Defence Force (NZDF) (section 4, 6, 10, 20, 26)
- New Zealand Fire Service (NZFS) (section 4, 5, 6, 8, 10, 13, 19, 20, 23)
- New Zealand Historic Places Trust (NZHPT) (section 4)

- New Zealand Police (section 1, 2, 4, 5, 6, 7, 9, 10, 12, 14, 19, 20, 22, 23, 24)
- New Zealand Red Cross (section 4, 7, 12, 22, 23, 24)
- New Zealand Transport Agency (NZTA) (section 4, 10, 23, 26)
- New Zealand Veterinary Association (section 12)
- Newstalk ZB (section 4, 22)
- Radio Live (section 4, 22)
- Radio New Zealand (RNZ) (section 4, 10, 22)
- Royal New Zealand Society for the Prevention of Cruelty to Animals (SPCA) (section 4, 12)
- Salvation Army (section 4, 12)
- St John (section 4, 12)
- Statistics New Zealand (section 4)
- Te Puni Kōkiri (TPK) (section 4, 12, 26)
- Television New Zealand (TVNZ) (section 4, 10, 22)
- Transport Accident Investigation Commission (section 4, 10)
- TV3 (section 4, 22)
- Veolia Transport (section 4, 23)
- Victim Support (section 4, 12, 26)
- Work and Income (section 4, 12, 26)

A3.2 International agencies

International agencies specified by name in the National CDEM Plan and Guide are:

- Attorney-General's Department of Australia (section 4)
- Pacific Tsunami Warning Centre (PTWC) (section 4, 19)
- United Nations Office for the Co-ordination of Humanitarian Affairs (UNOCHA) (section 4, 24)
- World Health Organisation (WHO) (section 4, 9)

